

**Testimony of the NYC Administration for Children's Services and
NYC Department of Education**

**On the Implementation of Pre-K and 3-K Expansion
and the Transition of EarlyLearn to DOE
Before the NYC Council Committees on Education and General Welfare**

June 27, 2018

Testimony of Lorelei Atalie Vargas, Deputy Commissioner for Child and Family Well-Being

Good afternoon Chairpersons Levin and Treyger, and members of the General Welfare and Education Committees here today. My name is Lorelei Atalie Vargas and I am the Deputy Commissioner for Child and Family Well-Being at the Administration for Children's Services (ACS). I am joined by Josh Wallack, Deputy Chancellor for Early Childhood Education and Student Enrollment at the Department of Education (DOE). Thank you for this opportunity to discuss our work to support New York City's youngest children and their families.

This is an exciting moment to further strengthen and align the early childhood care and education system and set the next generation of New Yorkers on the path to success. New York City has made major investments in high-quality, free and affordable early care and education programs over the last decade, including EarlyLearn at ACS and Pre-K for All and 3-K for All at the DOE. With the essential partnership of community-based organizations, including Head Start, child care agencies, and family child care providers, these initiatives represent the City's deep commitment to early childhood, and to supporting the needs of children and families at a critical moment in development. The City Council has been a crucial advocate for and supporter of these programs, and together we have been able to give hundreds of thousands of children a strong start in school and life.

Building on these historic investments, in April 2017, Mayor Bill de Blasio announced the transition of EarlyLearn from ACS to DOE to create a stronger and more unified birth-to-five early care and education system in New York City. In September 2017, ACS Commissioner David Hansell expanded the ACS Division of Early Care and Education to create the Division of Child and Family Well-Being (CFWB), a new ACS division focused solely on primary prevention of abuse and neglect. CFWB aims to engage families in the community before they ever reach the child welfare system, with resources and services to help them thrive. This new division focuses on the factors that contribute to family well-being, including quality education, healthcare, housing, culture, and employment; and uses place-based and population-based approaches to engage families and communities. This is part of an ongoing effort to disrupt disparity, establish accessible resources for at-risk families, and promote opportunities for children to reach their full potential. To do this, CFWB is working collaboratively with other City agencies, including the DOE, as well as the Children's Cabinet, ACS provider and community partners, and community advocates.

Our new Division is built on the strengths of our continuing work in the early education system. Over the past several years, we have been able to infuse a high level of quality into our EarlyLearn contracted system. We developed and implemented monitoring protocols that allow for uniform support and oversight of all EarlyLearn programs, and we provide targeted technical assistance and regular training for our programs. Due to these efforts, ACS passed three audits—two announced and one unannounced—by the Federal Office of Head Start between 2015 and 2016, each one with no findings and no corrective action required. This is a major milestone, and the first time NYC has had such positive results. We are proud to transition the EarlyLearn system at this high point.

In addition to investing in the quality of the system, we have also made investments in innovative programs that use a two-generation lens — wrapping services and supports for social emotional learning and economic supports, around the entire family. One accomplishment we'd like to highlight is the implementation of Trauma Smart. In partnership with Thrive NYC, Trauma Smart is designed to address the wide range of experiences impacting our children and families, by using our child care programs as hubs of trauma informed care in our communities. As of this month, over 14,000 providers have been intensively trained. When we consider the thousands of children and families who are touched by these providers, we can appreciate the incredible depth and reach of this innovative program.

We are pursuing other innovative initiatives as well. Beginning in 2016, ACS partnered with CUNY's Professional Development Institute to fund education for the parents of Head Start students to become accredited teachers for infants and toddlers. We know that economic supports are critical for our low income families, and this program supports and encourages parents to pursue their Child Development Associate's degree (CDA), creating a critical professional pipeline for infant and toddler classrooms across the City. By supporting the educational advancement of our parents, we are supporting the economic mobility of their families. Graduates of the CDA program are now employed at EarlyLearn centers, and many continue to pursue further education as well. In fact, two weeks ago we graduated our fourth cohort of parents from this successful program.

I am pleased to share with you a small sample of how ACS has strengthened our EarlyLearn system during the course of this administration.

We strongly believe these changes to the early education system and the creation of this new Division at ACS will benefit children, families, educators, program staff, and New York City as a whole, and we look forward to detailing these benefits in today's testimony. At this point, it is my pleasure to turn it over to Deputy Chancellor Josh Wallack.

Thank you again for having us here today.

Testimony of Josh Wallack, Deputy Chancellor,
Division of Early Childhood Education and Student Enrollment.

Good afternoon Chairs Treyger and Levin, and all the Council Members here today. I am Josh Wallack, Deputy Chancellor for Early Childhood Education and Student Enrollment at the DOE. I am pleased to be here today to discuss our work to ensure that all NYC children have access to high-quality early childhood care and education.

As you know, the City's investments in early care and education recognize that high-quality programs improve children's performance throughout their school experience. These investments have been made through several initiatives. The EarlyLearn system of contracted early care and education launched in 2012 at ACS, and serves over 30,000 children from six weeks to five years old in center-based and home-based settings. EarlyLearn is funded by the federal Head Start grant, state Child Care Development Block Grant, and City tax dollars. As Lorelei detailed, these programs have had a strong positive impact for low-income children and their families.

In 2014, New York City launched the Pre-K for All initiative at the DOE; within four years, the number of four-year-olds receiving free, full-day, high-quality pre-K increased from 19,000 to nearly 70,000 today – including 10,000 children served in the EarlyLearn system. We utilize a mixed delivery model to offer programs in both district schools and community-based organizations, and we support program quality with on-site support from approximately 146 Instructional Coordinators and 140 Social Workers.

In 2017, the City began expanding its early education offerings to provide two years of free, full-day, high-quality preschool through 3-K for All. After launching in Community School Districts 7 and 23 in 2017, 3-K for All will expand this fall to serve approximately 5,000 three-year-olds in School Districts 4, 5, 7, 16, 23, and 27. The programs will expand to School Districts 6, 9, 19, and 31 in 2019, and School Districts 12 and 29 in 2020; every district will take two years to get to universal access for every three-year-old whose family wants a seat. With our planned expansion, we will serve over 19,000 3-year-olds across all five boroughs. Our aim is to take 3-K for All citywide in 2021 with support from our partners in State and Federal government.

In July 2019, the EarlyLearn system will transfer from ACS to the DOE. The goal of the transition of EarlyLearn to the Department of Education is to unify and further strengthen the early care and education system in New York City. We want to make New York City an even more supportive place for families raising young children, and for more children to have access to high-quality early care and education. Creating a more unified birth-to-five system will benefit children, families, and early education providers as:

- Children will have more seamless supports through their early care and education experience, starting at birth; this includes seamless connections and greater curricular alignment between early childhood programs and K-through-12 education.

- Families will have access to a range of programs to meet the varied needs of their children, aged 0-5, and expanded access to information about their choices.
- Providers will have a better aligned set of supports and consistent quality standards for their programs, access to integrated data, a single contracting relationship for age 0-5 services; and less administrative burden.

As part of the EarlyLearn transition, the DOE will apply to be New York City's Head Start grantee through the Federal Office of Head Start's free and open grant competition this fall. The DOE's management of New York City's Head Start and Early Head Start programs is dependent on our successful application and award. The funding and services that come from the Head Start grant are critical for ensuring the City is able to best meet the needs of the most vulnerable children and families. We will be in touch about how you can support these efforts over the next several weeks.

The July 2019 EarlyLearn contract transfer timeline aligns with the Head Start grant competition timeline: The Office of Head Start announced earlier this year that grants will be awarded to begin in July 2019. Current EarlyLearn contracts will be extended through June 2020 to ensure there is no disruption to services for children and families during this time of transition. The DOE will run a procurement for new contracts to start in Summer or Fall 2020. The contracts awarded through this procurement will replace all the current contracts the City holds with providers of early care and education, including current Pre-K, 3-K, and EarlyLearn contracts.

DOE has been conducting extensive outreach to hear about early childhood providers' experiences under the current system. We know that while providers will not experience significant change at the time of the initial transfer, the creation of a more unified 0-5 system will represent a real programmatic and contractual change. Towards this end, we will run an extensive outreach effort to ensure providers are fully informed about the RFP process and the timeline for new contracts that will begin in 2020. We will hold briefings for your offices and with other partners like the Day Care Council and DC 1707. We will make this process as simple and accessible as possible and will seek your partnership to ensure all providers in your district know when and how to apply.

The transition of EarlyLearn to the DOE presents an especially meaningful opportunity to integrate services for children with developmental delays and disabilities in early childhood. Research shows that interventions and inclusive learning opportunities can build the foundation for educational success if provided at this age. The DOE is committed to collaborating closely with our partners to identify solutions to longstanding challenges. We have been collaborating with the Department of Health and Mental Hygiene to better support families as they transition out of Early Intervention services to the DOE. We are also working closely with the DOE's Office of Special Education to improve services for children with disabilities who are three or four years old. We are working to improve early childhood data systems, align policies, expand program offerings and provide quality services for children regardless of which program serves them.

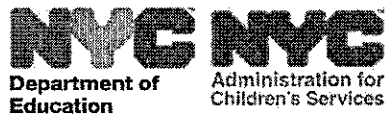
We are also focused on supporting staff recruitment and retention at our many community-based organizations, more of whom will be contracting with the DOE following the EarlyLearn transition. We greatly value our early education teachers and the important work they do. The DOE is committed to helping all providers recruit and retain a talented workforce, and grow that workforce over time. We will continue to offer our community-based partners access to lead teacher retention incentives and support in certified teacher recruitment and hiring.

Over the past year, staff at ACS and DOE have engaged in a productive process of close coordination and collaboration to prepare for the transfer of EarlyLearn contracts.

- In the spring and summer of 2017, we launched interagency working groups to promote cross-agency learning and collaboration, and began monthly joint meetings between agency staff.
- We have engaged key stakeholders across the City to solicit guidance, feedback, and ideas on the creation of a birth-to-five system. Starting in the fall of 2017, this has included direct engagement with EarlyLearn providers through more than 60 one-on-one meetings with program leaders, as well as an ongoing series of approximately 30 roundtable meetings.
- We convened two key advisory groups, comprised of advocates, researchers, policy experts, early childhood education providers and others, to weigh in on our on-going program design process, including as it relates to home-based providers and infant/toddler care.
- We have met with parent groups to provide updates and find opportunities for collaboration, and held focus groups with parents of three-year-olds.

Current ACS staff who support EarlyLearn programs will transition to the DOE in July of 2019. We are working closely with the Office of Labor Relations and the unions who represent these staff to ensure a smooth transfer. The DOE is excited to welcome our incoming colleagues, and work to leverage our combined expertise, resources, and field presence to offer broad technical assistance and supports for all providers to foster high-quality, developmentally appropriate care for families choosing home- and center-based care for children birth-through-five.

In collaboration with ACS, the DOE has been providing support to EarlyLearn programs through instructional coaching, visits from social workers, and professional learning. The DOE's Outreach Team has been supporting EarlyLearn programs across the city through enrollment trainings and direct connections to interested families and is able to leverage the investments made in family outreach and engagement for the expansion of Pre-K for All and 3-K for All. Additionally, the DOE's Office of Teacher Recruitment and Quality works collaboratively with institutions of higher education to support all Pre-K and 3-K providers in finding high-quality teachers for their classrooms, including at EarlyLearn programs. They host recruitment events throughout the year, and serve as a resource to both potential teachers and providers. As part of the transition, DOE also plans to extend support to Family Child Care Networks in the City building on a recent ACS pilot program in partnership with All Our Kin. This support includes on-site coaching, professional learning and business workshops for participating providers.



Our City's ambitious goals for children's earliest years also include ensuring that all children are reading on grade level by the end of second grade. To further align our investments in young children and create a true continuum from birth to eight, the Universal Literacy initiative has become part of the Division of Early Childhood Education at the DOE. This initiative has built a team of over 200 coaches who work with teachers in kindergarten through second grade to advance their early literacy instructional skills. This fall, the workforce will grow to over 400 coaches to support every elementary school in the City. Over time, we will work towards greater alignment between Universal Literacy and the City's early learning programs.

Thank you for being passionate advocates for early childhood education. We are proud to expand access and improve the quality of the City's early care and education programs through the creation of a more unified birth-to-five system, and are grateful for your continued support. We look forward to your ongoing partnership. Thank you for the opportunity to testify today, and we are happy to answer any questions you may have.



Testimony of

Stephanie Gendell
Associate Executive Director
For Policy and Government Relations

Before the New York City Council
General Welfare And Education Committees
*Oversight: Implementation of UPK and 3K Expansion and the
Transition of EarlyLearn NYC to DOE
Reso: 358-2018*

June 27, 2018

Good afternoon. My name is Stephanie Gendell and I am the Associate Executive Director for Policy and Advocacy at Citizens' Committee for Children of New York, Inc. (CCC). CCC is an over 70-year-old, independent, multi-issue child advocacy organization dedicated to ensuring that every New York child is healthy, housed, educated and safe.

I would like to thank City Council General Welfare Chair Levin and Education Chair Treyger, and the members of the City Council General Welfare and Education Committees for holding today's oversight hearing on Prek, 3K, and the transition of EarlyLearn from ACS to DOE. I would also like to thank Council Member Laurie Cumbo for introducing Reso. 358-2018, along with co-sponsors Levin and Treyger, calling on the City of New York to eliminate the disparity in compensation paid to teachers, staff and directors at community-based EarlyLearn NYC centers, as compared to the compensation paid to Department of Education instructors for similar employment.

I would be remiss by not starting this testimony by thanking both the Mayor and the City Council for recognizing the value of early childhood education and taking steps to expand access to high quality early childhood education programs throughout the City. Thousands of children are in child care programs right now because of the unprecedented restorations the City Council made several years ago. Similarly, over 70,000 4-year olds and several thousand 3-year olds spent this past school year in full day, free pre-K and 3K programs because of the Mayor's commitment and investments in these programs.

We also appreciate the City Council including several important terms and conditions in the recently adopted City Budget, which will help both the City Council and the advocates monitor 3K implementation and the EarlyLearn transition and advocate for salary parity. Specifically, these new terms and conditions are:

- A report on EarlyLearn enrollment, including capacity and enrollment at each facility, by January 1, 2019;
- Semi-annual reports on headcount that lists staff by title, including for all prekindergarten staff at both DOE facilities and non-DOE facilities;
- A report on 3K for All enrollment disaggregated by school districts, including the number of students in full-day programs and the capacity of the programs by February 1, 2019.

CCC and our partners in the Campaign for Children are incredibly grateful and we look forward to working with the Administration and the City Council to continue to strengthen the subsidized early education system, Pre-K and 3K. We remain hopeful that as we expand 3K and transition EarlyLearn from ACS to DOE that we can build upon the successes, learn lessons from the roll-out of preK and the initial EarlyLearn RFP to ensure more systemic supports and reforms including salary parity, and expand both quality and access to full-day, full year high quality programming for all NYC children ages 0-5.

ACS Child Care System

The ACS early childhood system serves approximately 100,000 children through both contracts and vouchers and includes child care, Head Start, and pre-kindergarten.

The contracted system, now called EarlyLearn, serves mostly low-income children whose parents earn less than 200% of the federal poverty level. The capacity of this system has shrunk over time, with about 15,000 slots lost when EarlyLearn was implemented in October 2012. The contracted system includes center-based care and family child care provided through licensed and regulated home-based providers who are part of a family child care network. All 4-year olds in EarlyLearn programs are also part of the City's PreK 4 All system, whereby 6 hours and 20 minutes of the day is PreK and the rest of the day and the summer months is child care. In April 2018, 31,347 children received child care services through EarlyLearn. (In FY2010, 48,609 children were enrolled in the contracted child care system.) **This is the program due to transfer from ACS to DOE in July 2019.**¹

It is important to remember that ACS also administers a system of child care vouchers, which are not impacted or part of the EarlyLearn system. Vouchers are not due to transition to DOE. Typically, families on or transitioning off public assistance have found child care through the use of vouchers rather than the contracted system. Vouchers can be used for centers, family child care, school aged child care and informal family friend or neighbor care. Historically, vouchers comprised about half of the subsidized child care system, but they now represent about 2/3 due to the shrinking capacity of the contracted system. In April 2018, 67,306 children received vouchers. Approximately 40% of the vouchers are for school age children.²

The chart on the following page shows the number of children served by ACS over time.

¹ It was recently announced that the transition date would be moved from February 2019 to July 2019.

² According to the IBO, in 2016, 25,077 of the vouchers were for school age children. *A System in Flux: New Programs, Administrative Changes Create Challenges for New York City's Traditional Subsidized Child Care Programs*. June 2017. <http://www.ibo.nyc.ny.us/iboreports/a-system-in-flux-new-programs-administrative-changes-create-challenges-for-new-york-citys-traditional-subsidized-child-care-programs.pdf>

Children Served by ACS Over Time³

	Contracted System Enrollment	Vouchers	Total Children Served
FY 2010	48,609	72,200	120,809
FY 2011	48,584	68,484	117,068
FY 2012	45,310	69,020	114,330
FY 2013	30,096	71,756	101,852
FY 2014	30,422	67,541	98,338
FY2015	30,079	66,801	96,880
FY2016	30,671	67,527	98,198
FY2017	30,117	66,968	97,085
April 2018	31,347	67,306	98,653

EarlyLearn

EarlyLearn was designed to create a single, unified system for the City’s publicly funded early childhood education contracted system to both increase the quality of the programs and contain costs. The model blended funding for child care, Head Start, and pre-kindergarten; required 8-10 hours of care; attempted to better align capacity with need; increased the hours of professional development; mandated assessments of children to better meet their needs; added social workers to the model; and encouraged private pay children to be in the classroom with the low-income subsidized children. The model also tried to limit family child care to children 6 weeks- 3 years old and strongly encouraged family child networks to be administered by organizations with centers (and did not issue awards to networks that were not part of centers.)

EarlyLearn reduced the system’s capacity and redistributed the slots, leaving some high-quality programs without a contract and some areas of the City with pockets of poverty unserved or

³ Date from Mayor’s Management Reports.

underserved. In response, the Campaign for Children formed to advocate for lost slots and the City Council stepped in to fund over \$60 million of child care for approximately 4,300 children in the FY 2013 Adopted Budget. The City Council funded and essentially administered these programs for two fiscal years, then the funding was baselined by Mayor Bloomberg in November 2013. The de Blasio administration issued an RFP with the baselined funds. Many, but not all, of the programs funded by the City Council received contracts. There is still about \$9.0 million of discretionary child care programs funded for one year at a time.

EarlyLearn created notable fiscal challenges, some of which were addressed early in the de Blasio administration. The original EarlyLearn contracts did not fund facility costs, eliminated the Central Insurance Program of health insurance for the staff, required a 6.7% provider match, and paid programs based on enrollment rather than capacity. As a result, providers were often operating at a deficit and staff faced with a 15% health insurance match opted to be uninsured. Thankfully, the de Blasio administration made important change for providers, including reimbursing providers for costs (including facilities), eliminating pay for enrollment and no longer mandating the 6.7% provider match.

After a decade without a contract agreement, the de Blasio administration also came to a contract agreement with DC1707, which created a Career Ladder program, provided affordable health insurance, maintained the pension, and included the first salary increases the teachers had had in a decade. Prior to this agreement, a master's level certified teacher in a community-based organization made \$40,334; under this agreement the certified master's level teacher earns \$46,000 and in September 2020 will earn \$50,000. A certified bachelor's teacher had been earning \$37,456, now earns \$40,456 and will earn \$44,000 by September 2020. While these salary increases were much-needed and important, they still fall very short of establishing parity with teachers doing the same job in DOE schools. (This issue is discussed in more detail on page 5.)

There have also been programmatic enhancements to the EarlyLearn model. This includes the implementation of Trauma Smart, an early childhood trauma intervention model that includes training and coaching for EarlyLearn staff (both in centers and family child care) in social-emotional learning practices and trauma-informed care to better support children's development. ACS has also partnered with mental health providers to refer children in their programs who are experiencing trauma. And for the first time perhaps ever and after an egregious audit, under the leadership of ACS Deputy Commissioner Vargas, ACS was in compliance and able to pass a rigorous Head Start audit.

We are grateful and pleased with the fiscal, programmatic and other achievements ACS has brought to EarlyLearn under the de Blasio administration and hope that these will lay the groundwork for continued progress as the program moves to DOE.

Pre-Kindergarten

One of the core and signature initiatives of the de Blasio administration is universal free full school day pre-kindergarten for all 4- year olds. Launched soon after the Mayor took office, PreK 4 All both expanded half day prek programs to be full day and expanded the capacity of the program. There are now over 70,000 4-year olds participating in the Mayor's PreK for All initiative, which is tremendous. Pre-kindergarten has been proven to help prepare children, and low-income children, for kindergarten and beyond.

PreK 4 All programs are in DOE schools, community based organizations that contract directly with the DOE, and ACS EarlyLearn community based programs serving 4-year olds. CBOs have been a major component of the PreK 4 All initiative and the program could not exist with them. The majority of prek sites and students are in community based organizations, with 61% of the sites and 55.9% of the seats in CBOs.

It is important to note that the prek program provides care during the school day and school year. Working parents who need child care from 3-6 PM and during July and August need to find additional arrangements. For those in ACS programs, this is through EarlyLearn subsidized child care.

While there is much to celebrate with the expansion of PreK, there were also unintended consequences. Teachers in DOE schools with the same qualifications as those in the CBOs earn significantly more income (while having the summer off). As the City expanded the number of PreK classrooms in schools, experienced teachers started to leave CBOs for the more lucrative DOE school positions. In addition, in some communities, the additional school capacity started to leave CBO classrooms empty as the distribution of slots oversaturated some communities with capacity for 4-year olds. And lastly, because ACS programs have an income limit (under 200% of poverty) and PreK has no income test, some schools and centers have become segregated by income. In some instances where a center has a contract with ACS for one classroom and a contract with DOE for prek in another classroom, the actual classrooms are income segregated with the lowest income children in the ACS classroom.

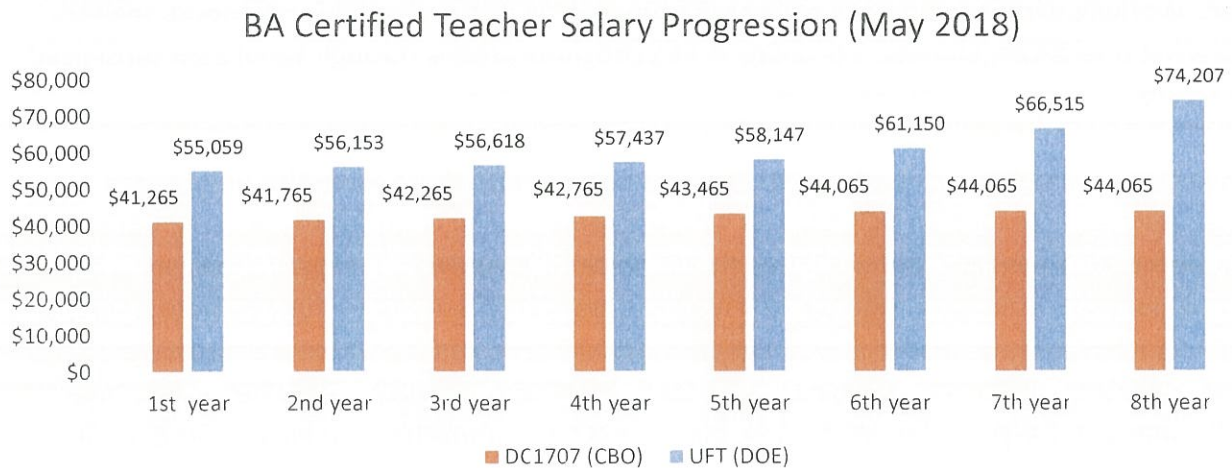
3-K For All

On the heels of the success of Pre-K for All for 4-year olds, the de Blasio administration launched 3K for All to create universal free full school day prekindergarten for 3- year olds. This is an ambitious endeavor, which has the potential to have lifelong benefits for the next generation of New Yorkers. This year, 3K was available in School District 23(Brownsville) and School District 7 (South Bronx) and in the fall, it will be expanded to 4 more school districts (East Harlem, Harlem, Bedford Stuyvesant and Broad Channel/the Rockaways). As will be discussed in the recommendations section of this testimony, it is critical that the unintended consequences created by the PreK expansion not be replicated by the 3K expansion.

Salary Disparities in the Early Childhood Education System

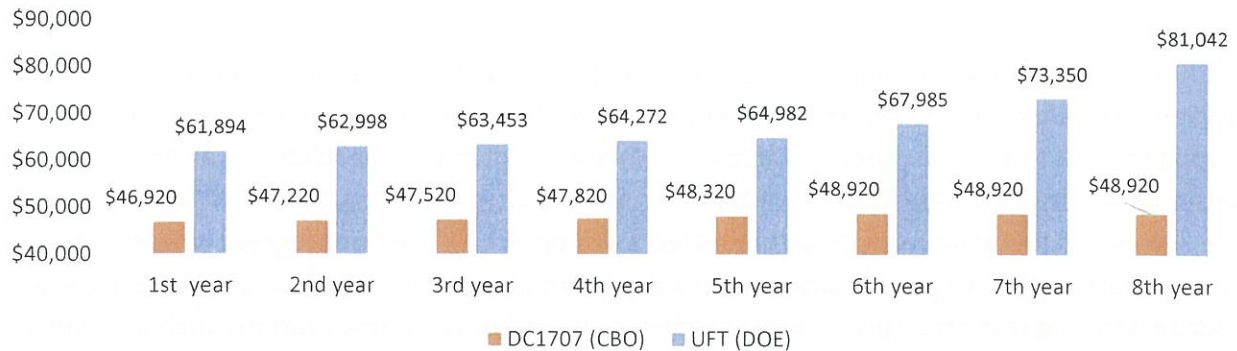
Despite all the investments and achievements the de Blasio Administration has made for early childhood education, the egregious salary disparities between teachers and staff in CBOs and DOE schools persists.

The following graphs illustrate the disparity between teachers with the same credentials and shows that the gap grows over time as the teacher gains more experience. ⁴



⁴ UFT salaries are based on schedule valid as of 5/1/18; DC1707 salaries based on schedule valid as of 12/31/17. Salaries for UFT teachers in 6th, 7th and 8th year assume 5 years of service at NYC schools; salaries for DC1707 teachers in 5th, 6th, 7th and 8th year assume 5 years of service in NYC funded child care program.

MA Certified Teacher Salary Progression (May 2018)



CCC is grateful to the City Council for recognizing this inequity and injustice and for calling for salary parity in your most recent budget response. We appreciate the many City Council members who have demonstrated support for equal pay for equal work at many rallies over the years, including the large rally organized by DC1707 last week. Ironically, while we were rallying for salary parity between 1707 and the UFT, the Mayor was announcing additional benefits for the UFT in the way of paid family leave (which CCC also strongly supports). While paid family leave for the members of the UFT is clearly a positive step, it is another example of the disparity that must be addressed.

We thank Council Member Cumbo for sponsoring, and Council Members Levin and Treyger for co-sponsoring, a Council Resolution calling on the City to end the salary disparities. We urge the City Council to pass this Resolution 358-2018.

The de Blasio administration has devoted its second term to making New York City the fairest City in the nation. To live up to this goal, NYC must compensate its hard-working early education professionals equally- nothing short of equality would be fair.

By next July, the EarlyLearn system will be administered by the Department of Education. This makes the salary disparity issue even more egregious. CCC calls on the Mayor to immediately address this issue by creating parity between early childhood teachers, directors and staff in CBOs and DOE schools.

The New York City Early Care and Education Task Force Recommendations (2015)

In response to advocacy efforts to address systemic issues in the early childhood system, Mayor de Blasio Launched an Early Care and Education Task Force, chaired by Lilliam Barrios-Paoli, Deputy Mayor for Health and Human Services and Gladys Carrion, Commissioner of ACS, both of whom no longer work for the Administration. CCC's Executive Director, Jennifer March, was a

member of the Task Force. In June 2015, the Task Force released a report with 8 over-arching recommendations.⁵

Recommendation 8 was to “Report Progress” and specifically says, “Develop metrics, to be reported annually to the public and highlighted in the Mayor’s Management Report, on progress toward the action described above...” Notably, this recommendation was not implemented making an assessment of progress somewhat challenging. On the other hand, CCC’s review of the recommendations revealed a disappointing level of progress whereby it appears relatively few of any recommendations were implemented. While there was progress on addressing the rate structure to better reflect costs, other recommendations such as quality assurance, addressing staff compensation and benefits, and expanding access for children under three remain unaddressed.

Pre-School Special Education

Three and four-year olds with Individualized Education Programs (IEPs) are entitled by law to pre-school special education services, which depending on the child’s needs can be obtained in a 3K, pre-k, or EarlyLearn classroom, in a preschool special education integrated classroom setting, or in pre-school special education classrooms. These pre-school special education classrooms are required to have certified special education teachers and lower child/teacher ratios.

Pre-school special education classrooms (both integrated and stand-alone) for three-year olds and four-year olds are located both in DOE schools and community based organizations, but the majority of stand-alone specialized classrooms are in CBOs, where the state sets the rate for the providers. As a result, there are significant salary disparities and it has become very challenging for CBOs to attract and retain certified special education teachers, who are being recruited to work in DOE pre-k classrooms and now in 3K classrooms. In some communities, there is a shortage of pre-school special education classrooms, leaving the state and city unable to fulfill its mandated to provide the needed services, resulting in children with disabilities sitting at home while their peers attend 3K and pre-k. Thus, the salary parity issue extends to preschool special education programs, is exacerbated by the creation of 3K, and is an additional challenge as the state is involved in rate setting.

⁵ The Task Force Report and Recommendations can be accessed here:
<http://www1.nyc.gov/assets/home/downloads/pdf/reports/2015/nyc-ece.pdf>

Recommendations

We are at a critical juncture regarding the City's Early Childhood system. Soon the contracted subsidized child care system, EarlyLearn, will be transferred from ACS to the Department of Education, and the expansion of 3K is continuing.

The center-based and family child care networks that comprise ACS's EarlyLearn system are integral for the City to provide low-income children with a quality early learning experience while their parents are at work or at school. Child care is therefore essential to addressing income disparities both so that parents can work and so that low-income children do not start school behind their peers. EarlyLearn providers have also been essential to the implementation of the Mayor's full-day prekindergarten expansion for 4-year olds, as all the 4-year olds in EarlyLearn programs are also part of the pre-k program. The CBOs are similarly integral to the success of 3K.

Furthermore, it is essential that the City's early childhood system be one focused on children 0-5, including infants, toddlers and two-year olds and that we work to strengthen and support the entire continuum, which includes both center-based and home-based settings.

To ensure the success of the transition, as well as the success of the Mayor's PreK and 3K initiatives, and to stabilize and strengthen the system, CCC respectfully makes the following recommendations:

Planning Process

- Ensure the transition of EarlyLearn and the expansion of 3-K is transparent and includes the voices of providers, advocates, parents, government and elected officials.
- While not legally required, DOE should issue a concept paper, prior to the RFP, for EarlyLearn.

Needs of Children and Families

- Ensure availability of full day (8-10 hours of care) and summer care for children in early childhood programs, including prek and 3-K.
- Expand capacity to serve more infants and toddlers.
- Make children who are homeless (as defined by the McKinney-Vento Homeless Assistance Act) categorically eligible for child care. Make deliberate efforts to enroll children living in shelters, including hotels, in EarlyLearn, 3K and Pre-K.
- Ensure the early childhood system maintains and expands options, including family child care, that meet the needs of families working nontraditional hours.
- Ensure all components of the early childhood system are culturally competent and developmentally appropriate.

- Maintain existing programs that help parents and teachers better support children and families who have experienced trauma including Trauma Smart (ACS) and the Early Childhood Mental Health Network (DOHMH), and build upon these successful interventions in child care and prekindergarten programs.
- Ensure that children can participate in programs regardless of immigration status, that programs have the interpretation/translation resources needed to communicate effectively with families, and that Dual Language Learners receive language support.
- Ensure the early childhood system has adequate resources and capacity, including evaluation teams, special education administrators, preschool education classes and service providers, to meet the needs of children with developmental delays and disabilities.
- Integrate the early childhood education system, Early Intervention, preschool special education and behavioral health services for children under 5.
- Reduce the parent fee and where possible, eliminate it.

Workforce

- Create salary and benefit parity between early childhood teachers, staff and directors in CBOs and DOE schools.
- Provide support, including home-based coaching and peer to peer support, for family child care providers and ensure the continued viability of this important service- delivery model.
- Maintain and build upon the Career Ladder program, which helps child care providers further their education.

Systemic needs

- Ensure systemic continuity by negotiating and renewing direct lease sites.
- Ensure EarlyLearn programs are adequately compensated to provide high quality services.
- Work with the School Construction Authority and the Division of School facilities to address all facilities issues, including those at NYCHA sites.
- Seize upon opportunities, such as the development of affordable housing, to develop, new high-quality child care programs on the first floor of newly-developed buildings.
- Ensure the transition and upcoming RFP process do not disrupt continuity care and/or eliminate access to programs in certain communities. Provide more information and transparency regarding the upcoming RFP.
- Implement the June 2015 Recommendations from the NYC Early Care and Education Task Force.

3-K and Pre-K

- Use this opportunity and the lessons learned from the Pre-K expansion to create a system that meets family needs, workforce needs and provider needs. In addition, use this planning process to rectify unintended consequences created by the Pre-K expansion.

- Ensure that the creation of 3-K does not result in either programs or classrooms segregated by income (which has been created by funding all or a portion of the day with EarlyLearn child care funding.) Rectify this for Pre-K.
- Ensure 3-year olds and 4-year olds have access to 8-10 hours of care per day and all year, including the summer months.
- Sustain Pre-K and build the 3-K system in a manner that strengthens CBOs and utilizes their expertise in developmentally appropriate care for young children.
- Ensure that the development of 3-K does not create competition between CBOs and DOE sites. Ensure existing capacity is used before creating additional capacity.
- Eliminate the fee for three-year olds attending EarlyLearn programs, given that there will be no fee for 3-K.
- Ensure that 3-K teachers get the same incentives, in schools and CBOs, as are provided to the prek 4-year old teachers.
- Consider allowing CBOs to partner with schools to provide 3-K and Pre-K in school settings.

EarlyLearn

- Ensure DOE issues a concept paper before the release of the RFP.
- Ensure the new RFP includes salary parity.
- Ensure the RFP does not result in the loss of child care capacity in areas of the City where gentrification may have occurred but pockets of poverty remain.
- To ensure a high-quality classroom experience, the City needs to ensure the EarlyLearn rate is sufficient to enable agencies to invest in necessary classroom materials and technology. Increase the EarlyLearn rate and index it to inflation.
- Expand the capacity of the contracted system for children under 3 and create more options for care during non-traditional hours.

Pre-School Special Education

- Ensure salary parity for preschool special education teachers even if that requires the City to provide an add-on to the preschool special education rate.
- Ensure adequate numbers of preschool special education classes for students with disabilities whose IEPs mandate such classes.

Conclusion

In conclusion, early childhood education, including prekindergarten, Head Start and subsidized child care, is an invaluable resource for all children and especially for low-income children. It is not only an investment in the children but in the future of New York City. We again thank the City Council for your commitment to early childhood education. We look forward to working together to strengthen the system and to ensure every New York City child has access to a high quality early childhood education. Thank you for the opportunity to testify.



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TESTIMONY: UJA-FEDERATION OF NEW YORK

**New York City Council
Committee on Education
Committee on General Welfare**

**Testimony: Resolution 0358-2018, Implementation of UPK and 3-K Expansion and the
Transition of EarlyLearn NYC to DOE.**

**Submitted by:
Faith Behum
UJA-Federation of New York**

June 27, 2018

TESTIMONY: UJA-FEDERATION OF NEW YORK

Hearing on Resolution 0358, UPK/3K Expansion and Transition of EarlyLearn NYC to DOE

June 27, 2018

Good Afternoon Chairperson Treyger, Chairperson Levin and members of the Committees on Education and General Welfare. My name is Faith Behum and I am an Advocacy and Policy Advisor at UJA-Federation of New York. On behalf of UJA-Federation, our network of nonprofit partners and those we serve, thank you for the opportunity to testify on Resolution 0358, UPK and 3K Expansion and the Transition of EarlyLearn NYC to DOE.

Established more than 100 years ago, UJA-Federation of New York is one of the nation's largest local philanthropies. Central to our mission is to care for those in need. We identify and meet the needs of New Yorkers of all backgrounds and Jews everywhere. We connect people to their communities and respond to crises in New York, Israel and around the world. We support nearly 100 nonprofit organizations serving those that are most vulnerable and in need of programs and services.

Resolution 0358

UJA would like to thank the members of the City Council for your tireless advocacy in support of our non-profit partners and clients in the FY 2019 budget. Your leadership and commitment to assisting impoverished populations in New York City helped ensure summer camp programs for middle school students, funding to support increased access to food, and the creation of the Fair Fares program. We are also grateful to the Council for including the need to correct the salary disparity that exists across the early childhood education system in their response to the FY2019 Preliminary Budget as well as to Council Member Cumbo and Chairperson Treyger for introducing Resolution 0358. This resolution calls upon the City of New York to eliminate the disparity in compensation paid to teachers, staff and directors at community-based EarlyLearn NYC centers, as compared to the compensation paid to Department of Education instructors for similar employment. Unfortunately, the salary disparity between UPK Community based organizations (CBOs) and Department of Education (DOE) programs was not addressed in the FY 2019 adopted budget, which is why the passage of Resolution 0358 is needed.

UJA's network of nonprofit partners provide half and full-day prekindergarten classes to communities in every borough of the City. Each of these classes is located in multi-service community centers and Ys that offer care for children beyond the full day UPK program hours. The programs provide opportunities for young children to learn about math, science, language arts and social studies. Full day Pre-K programs provide culturally competent and nutritious kosher breakfasts, lunches and snacks to attendees. These programs existed before the implementation of UPK, providing the existing infrastructure to build this system in the City.

The presence of our nonprofit partners and the many other community based organizations (CBOs) in the early childhood education system is one of the reasons UPK has been made available to every 4-year old in New York City. In fact, over 60% of the City's publicly funded early childhood programs are in CBOs. To maintain the universality of Pre-K we need community based organizations and their dedicated staff. However, the income inequality

between Pre-K teachers in community based and DOE programs is a threat to the continuing success of UPK and the implementation of the new 3-K for All program.

The salary disparities are stark and grow over time. For example, a certified head teacher in a 3-year old classroom in a Community based organization has a starting salary of \$46,920, while a certified teacher in a public school starts at \$61,894. Overtime, these disparities grow wider. With eight years of experience, a public school teacher's annual salary will have grown to slightly over \$81,042 while a teacher in a community based program will be earning just \$48,920. In order to continue to offer high quality UPK programs to every eligible child throughout the city, teachers at community based organizations must be paid the same as their DOE counterparts. This will ensure that qualified staff continues to work with the CBOs that provide these essential services in their communities. UJA urges the City Council to pass Resolution 0358 and calls on the Administration to end this unequal payment system and invest in the Pre-K workforce by establishing salary parity for teachers, staff, and directors between DOE schools and CBOs.

UPK/3K Expansion and Transition of EarlyLearn from ACS to DOE

Upon hearing of the creation of the new 3-K program and EarlyLearn transitioning from ACS to DOE, UJA in coalition with the Campaign for Children, created recommendations designed to strengthen the early childhood education system. These recommendations included using the program planning process to rectify unintended consequences created by the Pre-K expansion and ensure that the development of 3-K does not inadvertently create competition between CBOs and DOE sites. Since the implementation of UPK, many CBOs have struggled to maintain enrollment in their programs upon the opening of DOE programs in their districts. Depending on the district, the number of programs with UPK seats can exceed the number of children eligible for seats in those districts. This forces many CBOs to be under-enrolled, causing financial hardships for these providers. The method by which the number of seats is determined in each district should be evaluated in order to better meet the needs of each individual district.

In general, many CBOs feel their programs are expected to meet different standards than DOE programs. Immunization audits of the records of CBO UPK programs are time consuming and costly to providers if violations are found. The recent requirement to place the Child Care Performance Summary Report Card at the entrance of a CBO's UPK program did not take into account that the "entrance to the program" is different from one multi-service agency to another. It did, however, include information on how much CBOs would be fined if their card was missing, improperly placed or deemed damaged, making clear the increased likelihood of fines at multi-service agencies.

Issues also arise with the UPK contracts granted to CBOs by the DOE. Last summer, CBO UPK providers with current DOE contracts were notified that their contracts were set to expire on 6/30/18. Many of these CBOs were also eligible for a one to two year contract extension. At the same time, the UPK RFP was due 9/15/17. Programs were to be notified during late summer 2017 if their DOE contracts were extended. This put programs in a precarious position: if they chose not to apply for the RFP and were eventually not granted the contract extension, they would not have funding for their FY 2018-2019 UPK program. Many CBOs worked on the RFP, spending time and money to complete it by September 2017 only to be notified in late August 2017 that their UPK contract was extended.

Conclusion:

The previous section lists a fraction of the issues CBOs have dealt with since the implementation of UPK. And honestly, the announcement of 3-K for All has increased anxieties for the community based organization early childhood education providers across the City forcing many to wonder if the implementation of 3-K will worsen the competition between CBO and DOE providers. Many may wonder why community based organizations, particularly multi-service agencies, continue to host UPK programs or are even interested in becoming 3K providers. Simply, CBOs recognize the unique educational opportunity they provide young children and want to continue to offer this in their communities. But, some changes must be made to the current UPK system in order for CBO UPK programs to survive.

UJA-Federation of New York recognizes the achievements of the FY 2019 budget in addressing the needs of vulnerable New Yorkers; helping to strengthen the social safety net in the city and provide assistance. As the City continues to achieve fairness and equity among all of its residents, UJA-Federation respectfully urges your consideration and support of Resolution 0358 and our recommendations concerning the transition of EarlyLearn programs from ACS to the DOE. Thank you for your time; if you have any questions please contact me at behumf@ujafedny.org.



Advocates for Children of New York

Protecting every child's right to learn

Testimony to be Delivered to the New York City Council Committee on Education and Committee on General Welfare

Re: Implementation of UPK and 3K Expansion and the Transition of EarlyLearn NYC to DOE

June 27, 2018

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Thank you for the opportunity to discuss the implementation of Pre-K for All, the expansion of 3-K, and the transition of EarlyLearn to the DOE. My name is Betty Baez Melo, and I am an attorney and Project Director of the Early Childhood Education Project at Advocates for Children of New York. For more than 45 years, Advocates for Children has worked to ensure a high-quality education for New York students who face barriers to academic success, focusing on students from low-income backgrounds. Every year, we help thousands of families navigate the education system, starting from the time children are born.

We appreciate that the City is providing tens of thousands of children access to early childhood education programs, such as Pre-K, 3-K, and EarlyLearn. As the City moves forward with this work, it must ensure that these programs provide an excellent education to all children, including children who are homeless, Dual Language Learners, and children with developmental delays and disabilities.

Nearly half of the 22,000 children living in the City's homeless shelters on a given night are under the age of six, and it is estimated that 20,000 three- and four-year-old children in the City live in temporary housing. We appreciate that the City has conducted targeted Pre-K outreach to families living in shelters and, for the first time this past year, offered a Pre-K seat to every age-eligible child living in a shelter, regardless of whether the parent completed an application. Going forward, we urge the City to extend child care eligibility to *all children who are homeless*, so that no child living in a shelter is turned away from an available EarlyLearn seat because they do not meet the current eligibility criteria. The City should also expand its outreach efforts to reach families of younger children at shelters, continue training staff at shelters to assist families with enrollment, and provide busing to young children living in shelters.



To serve Dual Language Learners, we are pleased that the City plans to open 33 new Dual Language Pre-K programs and is providing phone interpretation services to allow Pre-K and 3-K staff to communicate with parents who speak a language other than English. We ask that the City continue to invest in additional Dual Language programs, as well as professional development and guidance so that all 3-K, Pre-K and EarlyLearn programs can better support Dual Language Learners. We also urge the City to eliminate the unnecessary immigration verification portion of the child care subsidy application for preschoolers enrolling in an EarlyLearn center-based program in order to ease the fear faced by immigrant families.

The City's expansion of early childhood education, allows it to identify children with disabilities at a younger age and intervene early, when services have the greatest impact. Already, more than 31,000 preschoolers in NYC have Individualized Education Programs (IEPs) mandating special education services. The majority of these children can attend the same 3-K, Pre-K and EarlyLearn classrooms as their typically developing peers. However, in order to properly serve these children, the City must build the capacity to promptly evaluate students, hold timely IEP meetings, and secure service providers who can work with students in these classrooms. Despite legally mandated timelines, we have heard from families who have had to wait months for an evaluation appointment, an IEP meeting, or the start of services, causing children to miss out on needed interventions.

When preschool students with significant disabilities cannot be properly served in 3-K, Pre-K or EarlyLearn, the DOE has a legal obligation to provide them with a preschool special education class. However, we have heard from families whose children have IEPs mandating preschool special classes but remained at home this year because the DOE did not have enough seats. Many of these children are diagnosed with autism, are non-verbal, or have delays in multiple areas of development. These children stand to benefit significantly from early childhood services, and the City cannot leave these children behind. The City must ensure there is a preschool special class seat for every child who needs one for the coming school year.

We support Resolution No. 358 to eliminate the disparity in compensation paid to teachers, staff and directors at community-based EarlyLearn NYC centers, as compared to the compensation paid to DOE instructors for similar employment. We also ask that the City ensure salary parity for teachers, staff and directors of DOE-contracted preschool special education programs through an add-on to the tuition reimbursement rates set by the State. Teachers at these preschool special education programs work 12 months per year with students with significant disabilities and are



paid far less than DOE instructors, leading teachers to leave preschool special education programs and contributing to the shortage of seats for preschoolers with disabilities.

Thank you for the opportunity to speak to you today. I would be happy to answer any questions.

The New York City Charter School Center

Erik Joerss, Director of Government Affairs

**Testimony Presented to the New York City Council Committees on Education
and General Welfare**

**Oversight Hearing on the Implementation of UPK and 3K Expansion and the
Transition of Early Learn NYC to DOE and Resolution 0358-2018**

June 27, 2018

The New York City Charter School Center respectfully submits the following testimony in regards to UPK and 3K expansion and thanks the New York City Council Committee on Education Chair Mark Treyger and General Welfare Chair Steven T. Levin for providing the opportunity to comment.

The Charter Center commends NYC for introducing the Pre-K for All Program and bringing the reality of public Pre-K to more families. We also are excited to see the DOE take on greater responsibility with the more recent foray into providing services to 3-year olds.

We salute the effort, but not the process or lack of partnership with the Charter sector. Our enthusiasm is would be greater if charters had been considered and included as full thought partners and partners when these programs were developed. That the new systems are not built to accommodate the peculiarities and differences of NYC's diverse and growing charter sector is evidenced by the fact that of the 163 charter schools currently serving kindergarten no more than 16 schools currently participate.

Furthermore, although we are in year two of the 3-K rollout, the statutory impediment to charter schools even providing 3-K from has not been resolved and efforts to do so have been severely handicapped.

The specific impediments to broader participation and partnership include:

1. State Law: Charter schools may not currently operate 3K programs. New York City relies on obscure budget language for its own statutory privilege and no allowance has been made anywhere in state education law for charter schools in this regard.
 - When you consider that over 1/3 of the current kindergarten students in the districts in which the 3K rolled out is occurring attend charter schools, the failure to include charter schools are in the endeavor is disappointing. (See chart below)
2. Autonomy. Charter schools are meant to run independently from the school district and in return are held accountable for their students' outcomes. As the district increases its portfolio of grades served, so too should the ability of charter schools to provide those grades, free of any necessity to enter into a contract other than the contract they enter into with their state authorizer, known as a charter.
 - It is telling that the administration has been defending their charter school pre-k contract in court for 3 years.
3. Tuition. While the district spends roughly \$14,000 per pupil, charter schools receive only \$10,000.
4. Space. Charter schools do not receive public space or rental assistance for UPK, making it prohibitively expensive or even impossible for many schools. For context, charter schools in private space that do not receive rental assistance must spend roughly 25% of their per pupil funding on space.

The Charter Center is pleased to be joined by Dream Charter School and expects written testimony to be submitted by other schools.

CSD	K Enrollment for Charters	K Enrollment for District	Total	% of charter K
District 4	495	825	1320	38%
District 5	946	672	1618	58%
District 7	824	1172	1996	41%
District 16	456	523	979	47%
District 23	388	627	1015	38%
District 27	283	3297	3580	8%

**Based on Preliminary Enrollment Data for 2017-18 by NYSED*



INTERAGENCY COUNCIL
of Developmental Disabilities Agencies, Inc.

Testimony before the New York City Council Education
Committee Oversight Hearing on
“Implementation of UPK and 3K Expansion and the Transition to
EarlyLearn NYC to DOE”

Submitted by
Christopher Treiber, LMSW
Associate Executive Director for Children’s Services

On behalf of
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June 27, 2018



**IAC Testimony before the New York City Council Education Committee
Hearing on “Implementation of UPK and Expansion of EarlyLearn”**

Good afternoon, my name is Christopher Treiber and I am the Associate Executive Director of Children’s Services for The Interagency Council of Developmental Disabilities Agencies, Inc. The (IAC) was formed in 1977 as a not-for-profit membership organization. Comprised of voluntary service providers supporting children and adults with developmental disabilities in the greater metro-New York area, IAC currently represents over 160 member agencies and organizations helping more than 100,000 individuals and their families in New York City, Nassau, Suffolk, Westchester, Rockland, Putnam and Orange counties. Support programs and services offered by IAC member agencies include early intervention, Pre-K for All, special education preschool and school-age programs, as well as residential services, job training and employment programs, day habilitation programs, home and community based supports, recreation, clinical and health services, and an array of supports to families. The IAC has a long history of working in partnership with the New York City Department of Education to improve the quality of services and programs for young children and families.

On behalf of the IAC and our preschool special education provider’s I would like to thank the New York City Council Education Committee for holding this public hearing and for the opportunity to provide testimony here today. First, I would like to state that the IAC supports City Council Resolution 0358-2018 calling upon New York City to eliminate the compensation disparity paid to teachers, staff, and directors at community-based EarlyLearn NYC Center as compared to the DOE instructors for similar employment. I am also here today to urge you to remember that there is also another group of early childhood educators that face a similar salary disparity with the New York City Department of Education and the consequences of this

are having a dire impact on preschool children in New York City with the most significant needs. Based on data that we have received from the New York State Education Department Preschool special education teachers working in 4410 programs in New York City are paid on average between 25,000 and 30,000 dollars less than teachers with the same credentials, certifications and experience who work for the New York City Department of Education. The difference is that the preschool special education teachers in our schools work 12 months a year and the DOE teachers work 10 months, yet they are paid considerably more and have a benefits package, which far exceeds any our schools, can provide. This huge disparity when combined with the fringe benefit package offered by the public schools has made recruitment and retention of certified teachers and certified teacher assistants almost impossible for our schools. As a result, children with the highest levels of educational need in New York City are being taught by new and inexperienced teachers. The administrators that were been hired to provide support and mentor the new teachers are instead teaching in classrooms! Our preschool special education programs are experiencing an unprecedented staffing crisis that is impacting the children and families they serve.

The IAC membership includes 45 preschool special education providers many of them provide services throughout the five boroughs. The children who attend our member preschool are public school children. They are the children of your constituents. Many of these children have been diagnosed with autism spectrum disorder, cerebral palsy or other developmental disabilities. They are placed in our education programs only after a determination has been made by a local Committee on Preschool Special Education that there is no other appropriate educational setting available in a local public school. Therefore, there is no other educational option for these students. Our schools serve many of New York City's most vulnerable children, yet these schools have not been provided with funding necessary to meet this challenge. They have suffered for many years without any tuition increases and only in the last few years have they received very small increases. The impact of the growth freeze, and the limited tuition increases have left these programs on the brink of financial collapse.

In the fall of 2014, our education providers starting expressed concerns regarding the numbers of staff they had lost in a very limited timeframe. These concerns have been increasing each year. In order to determine the extent of staff losses and the impact that it had on programs the IAC has been conducting surveys of our preschool special education providers in the past few years. The two key indicators that we have been concerned about are the turnover rates for certified teacher and teacher assistants and vacancy rates. In order to determine the turnover rates our survey asked our preschool special education providers to identify how many certified special education teachers and certified teacher assistants they should have based on the number of classes in operation as of June 1, 2018. Then we asked from how many certified special education teachers and teacher assistants have left their school from July 1, 2017- June 1, 2018. Based on the data we determined that the average turnover rates for certified special education teachers in our 4410 Preschool Special Education Programs was 26%. We had four 4410 programs in New York City that had turnover rate over 50%. All three programs lost half their teachers in less than one year. The turnover rates for certified teacher assistants was 23%. Three 4410 programs had a teacher assistant turnover rate above 40%. One preschool program lost 17 of their 28 teacher assistants in less than one year. All three of these programs were also New York City preschool special education providers. Our New York City Education Directors have told us that the majority of teaching staff that have left their schools have gone to work for the NYC Department of Education. The staff leave not because they want to or that they are unhappy but because economically it offers a better life to their families. New York City DOE has been aggressively recruiting staff who work for our 4410 programs in the past few years. These preschools are provided with less than 72 hours notice by the certified special education teacher because NYC DOE informs the teaching candidate that if she/he wants the position they need to report immediately. If a teacher requests time to give notice the DOE recruiter informs the teaching candidate that if they fail to report immediately the position will be offered to the next candidate on the list. It is extremely difficult for any young child when their teacher leaves in the middle of the school year but for children with developmental disabilities this lack of appropriate transition can be heartbreaking

and detrimental to their social and emotional well-being. It is very important to remember that our schools are required by New York State Education Regulations to have a certified special education teacher in every class and to have certified teacher assistants to maintain New York State and IEP mandated classroom ratios. In addition to the Education Regulations, our preschool special education programs are required to comply with Article 47 of the New York City Health Code. New York City Department of Health and Mental Hygiene enforces these regulations and have been citing our programs for failing to have certified special education teachers and threatening to close preschool special education classrooms. To determine the preschool special education programs vacancy rate the survey asked our schools to identify how many current positions for certified special education teachers and certified teaching assistants are vacant as of June 1, 2018. The data in the following chart illustrates the increasing vacancy rates in our schools over the past two and a half years.



As concerned as we are about the turnover rates the increasing vacancy rates for certified special education teachers and certified teacher assistants threatens the future viability of these preschool special education programs. It is important to keep in mind that this data represents current vacant positions after an entire year of a preschool program attempting to recruit to fill vacant positions. Typically, by June of every year a preschool should have the majority of their vacant positions filled but our preschool Directors have been telling us that they are not even getting any applicants for any of the vacant positions. A major challenge for our preschool programs in recruiting and retaining their certified teaching staff is the salary disparity. Certified Teacher Assistants in our schools are not minimum wage workers! They need to pass a state certification exam and take specialized courses before they can work in our preschool classroom. They are responsible for the lives of young children with significant developmental delays and fragile medical conditions yet many are paid minimum wage while teacher assistants in DOE classrooms are paid considerably more. In September of the past two years, we have had preschool special education providers that were in danger of not being able to open their schools due to a lack of certified preschool special education teachers. The situation has become increasing critical for some programs that have had to close classrooms and are unable to respond to increased needs due to a lack of certified teachers. Many of our programs are currently operating classrooms utilizing program administrators and supervising teachers who have teaching certifications but should be performing administrative roles at the schools.

IAC recognizes that the New York City Council is not responsible for determining the funding levels for preschool special education programs but the high turnover and vacancy rates in our preschool special education programs and the lack of inadequate state funding is hurting New York City's preschool children who need special education services. In the past three and a half years, 61 preschool special education programs have closed across New York State. Thirty-one of them were located in New York City effecting thousands of children.

On April 17, 2018 the New York State Education Department posted a regional need request for New York City that was for more than 700 preschool special education seats. More than half of

them were for class ratios of no more than 6 or 8 students. These are classrooms for preschool children with significant needs who require a very higher teacher to student ratio. Children referred to these classes are typically children diagnosed with autism spectrum disorder and cerebral palsy or other significant developmental disabilities.

Here is a breakdown of Preschool Special Class Seats needed by each Borough

- Brooklyn – 158
- Bronx – 116
- Queens -254
- Manhattan – 84
- Staten Island – 116

In addition to the above numbers, in the past few weeks two more preschool special education programs have announced closure since this request increasing the need by more than 200 additional seats. Primarily in Queens and Staten Island. The situation will continue to get worse if more preschool programs close classrooms or are forced to close their programs because they do not have certified special education teachers. IAC believes that there are significant numbers of preschool children waiting for special education services and no one at the NYC DOE will admit that there are children waiting. There seems to no sense of urgency at the NYC DOE to address the lack of available preschool special education seats and we are very concerned that preschool students with significant needs will be without appropriate special education services for extended periods of time. IAC has attempted through a FOIL (Freedom of Information Law) request to get information on the numbers of preschool children not receiving legally mandated special education services from the New York City Department of Education but we have been unsuccessful. Local Law 27 of 2015 Special Education Reporting Law requires that the NYC DOE to produce an annual report that includes a comprehensive set of data points and provides critical information about special education services in New York City. However, the current law requires that NYC DOE to produce this data report on students and the definition of “student” excludes “a prekindergarten student or a preschool child is defined in section 4410 of the education law”.

- We are therefore requesting that the New York City Council consider an amendment to the Local Law 27 of 2015 removing the exclusion in the Special Education reporting Law and require that the NYC DOE include preschool students defined under section 4410 of education law in the Special Education Report that it must produce each year.

IAC is submitting this testimony to alert the New York City Council's Education Committee about the serious crisis facing our special education providers and the significant impact it could have on the children and families of New York City. The consequence of governments inadequate funding of 4410 preschool programs and the salary disparity between our teaching staff and the New York City Department of Education is very clear:

- Our 4410 preschool special education schools no longer have the ability to attract and retain certified special education teacher and teacher assistants.
- Children with the highest levels of special education needs are being taught by inexperienced and brand new special education teachers. Any remaining experienced special educators are being aggressively recruited by the DOE.
- Our 4410 programs now operate with a sense of insecurity fearing that on any given day they may lose more teachers or teacher assistants. They are faced with the possibility of continued high teacher and teacher assistant vacancy rates and no viable options to fill those positions.
- Many of our programs are currently operating classrooms utilizing program administrators and supervising teachers who have teaching certifications but should be performing administrative roles at the schools. This means that there are no experienced educators to supervise and mentor the new teachers.

Our Education Directors are struggling with many challenging questions:

- How much longer do they continue to operate classrooms without certified special education teachers?

- Do they accept children for their summer program or next school year knowing that they do not have enough certified special education teachers for their classes?
- Should they close down some classrooms due to the lack of certified special education teachers and teacher assistants?

On Monday of this week, we held a Special Education Town Hall Rally, we had more than 400 angry and frustrated parents, and teachers who wanted to know why teaching staff in our schools were being paid significantly less than teachers in the New York City public schools. We assured the parents and teaching staff who attended the rally that we were fighting to change this therefore:

On behalf of the parents of the special needs children who attend our 4410 special education preschools and the teaching staff we urge the Education Committee of the New York City Council to include 4410 teaching staff in any resolution calling for an elimination of salary disparity between compensation paid to teaching staff and directors in community based early learning programs and the New York City Department of Education.

IAC recommends that New York City authorize additional funds to increase the salaries paid to teaching staff in 4410 preschool special education programs to eliminate the salary disparity that currently exists between teaching staff at our schools and the New York City DOE. If the significant salary disparity between teaching staff in our schools and the NYC DOE is not addressed, many more preschool children with special education needs will be without a certified special education teacher and New York City's preschool children with the most significant need will be denied their right to a free and appropriate public education. The decisions that are made by this committee regarding the salary disparity issue will have a profound impact on preschool special education services in New York City and the children and families who depend on the critical services these schools provide.



**Testimony of United Neighborhood Houses
Before the New York City Council**

**Committee on Education
Honorable Mark Treyger, Chair &**

**Committee on General Welfare
Honorable Stephen Levin, Chair**

**At the Oversight Hearing on:
The Implementation of Pre-K for All,
The Expansion of 3-K for All,
The Transition of EarlyLearn Programs from
Administration for Children's Services to Department of Education &
A Resolution Calling on the City of New York to Address
Salary Disparities in Early Childhood Education**

Presented by Gregory Brender, Co-Director of Policy & Advocacy

July 27, 2018

Good Afternoon Chair Tryeger and Chair Levin and members of the Committees on Education and General Welfare. My name is Gregory Brender and I am here on behalf of United Neighborhood Houses. United Neighborhood Houses (UNH) of New York is New York's association of settlement houses and community centers. Rooted in the history and values of the settlement house movement begun over 100 years ago, UNH promotes and strengthens the neighborhood-based, multi-service approach to improving the lives of New Yorkers in need and the communities in which they live. UNH's membership includes 39 organizations employing 13,000 people at over 650 sites across the five boroughs of New York City to provide high quality services and activities to over 750,000 New Yorkers each year.

Typical settlement house services range from early childhood education and after-school, to youth employment and college access, to adult education and workforce development, to behavioral health services, homelessness prevention and older adult services. Essentially, our members provide "one-stop" shopping for the entire community— children, youth, immigrants, older adults, or working families.

Settlement houses are deeply committed to high-quality early childhood education and play a role in nearly every aspect of the early childhood systems in New York City including:

- More than 50 EarlyLearn Center Based Child Care programs which provide year-round, full-day programs for children 0-4 years old;
- Six ACS contracted Family Child Care Networks which support licensed and registered home-based providers;
- DOE-contracted Pre-K for All programs at 21 settlement houses;
- One of the first 3-K for All Programs; and
- Offering training for all unregistered home-based child care providers in the City.

In the summer of 2016, UNH anticipated that Administration for Children's Services would issue a new Concept Paper and Request for Proposals for child care programs which had not gone through a competitive bidding process since the 2011 EarlyLearn RFP went into effect on November 1, 2012. UNH recognized the EarlyLearn RFP presented significant challenges for providers and families due to:

- A reduction of approximately 25% in capacity;
- A new requirement for a 6.7% provider match which expected early childhood education providers to contribute \$30.9 million to the system; and
- A rate-based reimbursement system that did allow for cost escalators for rent and occupancy.

Many of these challenges were addressed only with the leadership of and investments from the New York City Council. We hoped that the next procurement, now planned for 2020 will improve early childhood education by addressing many of these longstanding issues facing providers and families.

To help the City prepare for a new RFP, UNH convened providers to determine how to build a stronger early childhood education system. These recommendations were developed with the on-the-ground experience of UNH's early childhood providers and compiled in UNH's 2016 report: *Starting Strong: The Settlement House Vision for New York City's Comprehensive Early Childhood Education System*. *Starting Strong* is attached as an appendix to this testimony and recommendations can be divided into four categories:

1. Invest in Early Childhood Educators.
2. Better Serve Families by Improving and Simplifying Access to EarlyLearn Programs.
3. Strengthen Families through Innovative Programs.
4. Fully Fund Contracts for Quality Services for Children and Families.¹

¹ *Starting Strong: The Settlement House Vision for New York City's Comprehensive Early Childhood Education System*. United Neighborhood Houses. October 2016. http://www.unhny.org/Issuu/UNH_starting_strong.pdf

As we all know, ACS did not issue a new Concept Paper or RFP for the EarlyLearn system and instead, on April 24, 2017, Mayor de Blasio announced his goal to create a unified early childhood education system under the Department of Education. As part of this plan, two major changes were announced:

- 1) The transition of EarlyLearn programs operating with Administration for Children's Services contracts to Department of Education contracts in September 2019 and the subsequent re-procurement of EarlyLearn programs in 2020;
- 2) The phase in of 3-K for All, a 6.5-hour school year program that is open to any 3-year old who resides in New York City.

UNH supports both goals and we believe that a unified early childhood education system presents a rare opportunity to ensure both quality and access. In this testimony, we provide advice built from our members' long-standing experience providing early childhood education.

Our recommendations can be found in several sections below and are needed to implement a system that is truly high-quality and unified. First, we discuss the most important challenge facing the City's early childhood education system- disparities in salaries. Following, we look at progress made by ACS that we want to see continued at DOE, resources the City should make available and finally two areas needing reform- enrollment and regulatory issues.

Salary Parity

New York City's early childhood education system relies on a strong community based network to operate classrooms as public schools do not have capacity and appropriate space to meet the needs of the children and families served by Pre-K For All, 3-K for All and EarlyLearn. The Mayor's vision cannot be truly met if salary disparities across sectors are not immediately addressed. For New York City's early childhood educators, whether you work in a publicly-funded community-based organization or in a public school determines how much you earn. The salary disparities are stark and only grow over time. For example, a certified head teacher in a 3-year-old classroom in a community based organization has a starting salary of \$46,920 while a certified teacher in a public school starts at \$61,894. After time, these disparities grow wider. With eight years of experience, a public school teachers' annual salary will have grown to slightly over \$81,042 while a teacher in a community based program will be earning just \$48,920.²

Unsurprisingly, due to the high cost of living in New York City, many staff are forced to leave community based programs for higher paying jobs with New York City Department of

² *Salary Disparities in NYC's Early Childhood Education Workforce*. Campaign for Children and Citizens' Committee for Children of New York, 2018. <https://www.cccnewyork.org/wp-content/uploads/2018/02/salary-parity-infographic-final.pdf>

Education. The loss of teachers from EarlyLearn programs was an especially acute problem during the initial rollout of Pre-K for All programs and the competition with higher-paying programs led some centers to be unable to find qualified staff. Centers were forced to adjust to this reality by closing classrooms and in a few cases closing center completely.

This problem is likely to worsen as the City moves to expand 3-K for All programs to 12 Community School Districts by 2020. The supply of qualified teachers is likely to shrink and this will lead to a further destabilized system and the possibility of more longstanding programs being forced to shut their doors.

City Council Resolution 0358-2018 introduced by Chair Treyger, Chair Levin and Majority Leader Cumbo calls upon the City of New York to “eliminate the disparity in compensation paid to teachers, staff and directors at community-based EarlyLearn NYC centers, as compared to the compensation paid to Department of Education instructors for similar employment.” It echoes the recommendation made in the City Council’s Response to the Mayor’s Preliminary Budget to “correct” pay disparities in early childhood education as part of a transition to a unified system.³

UNH strongly supports City Council Resolution 0358-2018 and calls on Mayor de Blasio to immediately implement salary parity for the early childhood workforce including teachers, directors and staff in EarlyLearn, Pre-K for All and 3-K for All Programs.

Progress Underway to Strengthen EarlyLearn

A unified system is an essential next step for improving early childhood education. However, we note that the ACS Division of Child and Family Well-Being (Formerly Division of Early Care and Education) has taken several important steps that have stabilized and improved the EarlyLearn system in the past five years.

As DOE takes over management of ACS contracts, UNH urges DOE to maintain an open dialogue with ACS and current providers to better understand what is working and to continue these practices implemented by ACS Division of Child and Family Well-Being. Those positive changes include:

- **Line-Item Budgeting:** With the 2012 start of *EarlyLearn*, ACS implemented a rate-based system which did not account for variable fixed costs. These included rent which varied by program based on real estate costs in different settings and staff salaries which varied by program based on how long individual staff members worked in a particular programs. Both of these costs were fixed for programs even if programs faced a dip in

³ “The New York City Council’s Response to Fiscal 2019 Preliminary Budget and Fiscal 2018 Mayor’s Management Report” New York City Council, April 10, 2018. <https://council.nyc.gov/budget/wp-content/uploads/sites/54/2018/04/The-Fiscal-2019-Preliminary-Budget-Response.pdf>

enrollment or because of a combination of high occupancy costs and long serving staffs drove costs up. This led to many centers facing unmanageable fiscal deficits.

ACS has transitioned to a line-item budget system which is better able to address these costs. UNH urges DOE to develop a new cost model for early childhood programs using a system which accounts for variable fixed costs.

- **Elimination of Provider Match:** As mentioned above, the 2011 *EarlyLearn* RFP contained a 67% match requirement. This requirement was unreasonable. New York City would never hire a contractor for most municipal services such as road repair, IT or office supplies and pay only a portion of the cost of services while expecting providers to do outside fundraising for the contract. ACS has discontinued this practice.
- **Pre-licensing Visits with ACS team leaders:** ACS team leaders have been conducting pre-licensing visits which help providers to meet requirement for the many stringent requirements for the licenses needed from several city agencies to operate a program for young children. UNH urges DOE to continue this practice and to work in collaboration with take additional steps to streamline the process of licensing early childhood programs.
- **Trauma-informed Care:** With the implementation of TraumaSmart, ACS provided training for every staff member to recognize the signs of childhood trauma and have basic knowledge of how to respond. The ability to recognize and address childhood trauma early in a child's life makes any response to trauma more impactful and ensures that schools can plan for a child's need before the child starts Kindergarten. Trauma-informed care should be standard not just in EarlyLearn programs but also in Pre-K for All and 3-K for All programs.

Increasing Community Based Organizations' Access to DOE Resources

Public schools currently have access to several resources that community based organizations, including Pre-K for All and 3-K for All providers with DOE contracts, do not. As the City moves towards a unified system with both all contracted providers and the public schools providing early childhood programs through DOE funds, the City should ensure equal access to these resources.

UNH urges the City to allow community-based organizations with contracts for early childhood education programs to access:

- Capital funds through the School Construction Authority;
- Loan forgiveness programs for teachers and other staff; and
- City databases used to recruit and enroll children.

Improving Enrollment Procedures

Enrollment and recertification are challenges in community-based early childhood education programs. Despite significant need, many quality programs experience vacancies. As the City moves towards a unified system, the City needs to implement the following reforms to ensure that enrolling in a community based program is not a burden for parents.

- **Provide Accurate Information About Enrollment in Community Based Organizations:** Many parents choose not to enroll in community based programs because they believe that enrolling in a public school program will improve their child's chances of getting into Kindergarten in the same school. DOE should clearly state that this is not true and ensure parents know about community based options.
- **Work with the State to Allow Year-Round Enrollment in Community Based Organizations:** Many community based organizations report children being withdrawn from programs near the BEDS date when enrollment for the year is frozen. This leaves vacant seats even when parents are looking for programs. The City should work with the State to eliminate the requirement that children be enrolled before the BEDS date.
- **Guarantee Five-year Eligibility in EarlyLearn Programs:** EarlyLearn should adopt five-year eligibility to ensure a child remains eligible for the program until he or she starts kindergarten. Family incomes are rarely static.⁴ As such, parents are often at risk of losing child care if they receive even a small raise. Adopting five-year eligibility will

⁴ "Scrambling for Stability: The Challenges of Job Schedule Volatility and Child Care" CLASP, March 2014 <http://www.clasp.org/resources-and-publications/publication1/2014-03-27-Scrambling-for-Stability-The-Challenges-of-Job-Schedule-Volat-.pdf> Liz Watson and Jennifer E. Swanberg. "Flexible Workplace Solutions for Low-Wage Hourly Workers: A Framework for a National Conversation," Georgetown Law and University of Kentucky, 2011, <http://workplaceflexibility2010.org/images/uploads/whatsnew/Flexible%20Workplace%20Solutions%20for%20LowWage%20Hourly%20Workers.pdf>. See also, Susan Lambert and Julia Henly. "Work Scheduling Study," University of Chicago, September 20, 2011, <http://ssascholars.uchicago.edu/work-schedulingstudy/announcements/work-scheduling-study-papers>.

ensure stability for children and families and eliminate an administrative burden carried by providers and ACS staff of recertifying the eligibility of every family every six months.

Easing Regulatory Burdens

In 2014 and 2015, former Deputy Mayor Lilliam Barrios-Paoli convened a Task Force of experts in early childhood education that included UNH and three settlement houses . The June 2015 Task Force recommendations urges the City to “expand current efforts to create a multi-agency “quick response” team to ease regulatory burdens.”

Unfortunately, this team has not been convened and it is still sorely needed. Community based early childhood programs face a dizzying array of regulatory burdens including:

- Two separate fingerprinting systems for clearing staff for employment operated by Department of Education and Department of Investigation which leads to programs losing staff while waiting for clearances;
- DOHMH codes that conflict with regulations from other City agencies; and
- Backlogs in approving families’ applications for child care.

UNH urges the City to convene a quick response task force with providers and advocates to develop streamlined and coordinated responses to regulatory burdens.

Thank you again for convening this important hearing. I am happy to take any questions now or after the hearing at Gbrender@unhny.org.

STARTING STRONG

The Settlement House Vision for New York City's Comprehensive Early Childhood Education System

Prepared by Gregory Brender, United Neighborhood Houses



Message from UNH Board President and Executive Director

August, 2016


On behalf of the Board of Directors of United Neighborhood Houses (UNH) and UNH member settlement houses, we are pleased to present these recommendations to improve and expand early childhood education in New York City. UNH member organizations provide a broad range of services including early childhood education, after-school programs, summer jobs for teenagers, adult literacy education, mental health, workforce development, and programs for older adults at more than 600 sites in neighborhoods throughout the City.

We know that early childhood education gives children the tools that help make them better students and begin school ready to learn. We believe that every child in New York City should have access to high quality early childhood education programs. We also know that working parents struggle to carefully balance jobs and child care and should have child care options that fit their family schedules.

UNH's vision for a high quality system of early care and education is based on the first-hand experience that UNH's members have providing programs that meet the needs of people in the city's diverse neighborhoods. Every day the staff of settlement houses works to improve the lives of New York City's children and families. And it is their commitment, passion, and knowledge of their communities that informs these ideas for improving services.

New York City's settlement houses are proud to be leaders in the field of early childhood education. Early settlement house leaders opened New York City's first kindergartens after seeing children unattended while their parents were working. These kindergartens were places children could safely learn and play, as they still do more than a century later. Settlement houses were among the first organizations to provide Head Start programs, to offer child care programs, and to pioneer innovative models in early childhood education. Today, settlement houses are an essential partner in Mayor de Blasio's *Pre-K for All* initiative and remain among the most forward thinking innovators in the ongoing work of supporting families and educating young children.

We look forward to working with our partners in government and throughout the non-profit sector to strengthen the City's early childhood education system to ensure that every child in New York City has the support that they need to grow and succeed.



M. Bryna Sanger
Board President
United Neighborhood Houses



Susan Stampler
Executive Director
United Neighborhood Houses

Introduction

For New York City to combat inequality, ensure the continuing vitality of its economy, and give children the skills they need to start school ready to learn, it must make the investments necessary to strengthen its system of early education for children birth-five years old. New York City took an historic step forward with the implementation of *Pre-K for All* which guarantees every 4-year-old child a pre-kindergarten class during the school day and the school year.

But more progress is needed. Learning starts before children turn 4 years old. Moreover, families with young children need child care that fits into their own schedules, which requires more hours of care than pre-kindergarten programs can offer. And early childhood programs can do more to respond to the needs of children and their families.

Low-income families are often put in a bind of having to choose between a child care option that meets their children's educational needs and one that meets their needs for affordable full-day service. Fortunately for the parents of nearly 50,000 children from low-income families, *EarlyLearn*, an initiative managed by New York City's Administration for Children's Services, supports community-based organizations operating 338 child care centers and 30 family child care networks that run year-round, full-day programs.

However, many *EarlyLearn* programs are struggling to retain staff and maintain quality services due to inadequate reimbursement rates, an undercompensated staff, and the challenges of quickly enrolling children. During the summer of 2016, United Neighborhood Houses convened its members' providing early childhood education programs funded by the *EarlyLearn* system to identify needed reforms and ways to strengthen *EarlyLearn*.

With contracts for *EarlyLearn* programs set to expire in 2018, New York City has the opportunity to thoroughly examine the *EarlyLearn* system and make the reforms and investments necessary to improve and expand programs. This is an opportunity to build a system that is more welcoming and accessible for children and families.



Photo: Hudson Guild

United Neighborhood Houses recommends that New York City:

1. Invest in New York City's early childhood educators.
2. Better serve families by improving and simplifying access to *EarlyLearn* programs.
3. Strengthen families through innovative programs.
4. Fully fund contracts for quality service for children and families.

New York City Must Lead in Providing High Quality Early Care and Education

There is broad consensus from academics, policy experts and leaders across the political spectrum on the value of investing in early childhood education. High quality early childhood education ensures that children begin kindergarten ready to learn.¹ And the investment makes economic sense as well. Economists have calculated that there is a return on investment of \$8.60 for every \$1 spent on early childhood education through increased earnings and decreased need for special education or public assistance later in life.²

In order to ensure the success of its *Pre-K for All* Initiative, the City invested significant funding, political capital, and other agency resources, including those of Department of Education (DOE), Administration for Children’s Services (ACS), Department of Health and Mental Hygiene (DOHMH), Department of Buildings (DOB) and the Fire Department (FDNY). As a result the City was able to nearly triple the number of children in school-day pre-kindergarten from under 22,000 to more than 72,000 in two years. This remains a tremendous victory in the City’s commitment to promote opportunity and combat inequality.



Photo: Hudson Guild

A similar effort is necessary to improve and expand access to high quality early childhood education for children from low-income families age zero to five. This effort will build on the success of the pre-kindergarten expansion.

EarlyLearn: Promising Ideas and Room for Improvement

EarlyLearn launched on October 1, 2012 with the goal of “preparing New York City’s next generation to take advantage of the high-skill jobs of the 21st Century, thus continuing the City’s vitality.”³ The initial *EarlyLearn* vision was to create a unified system that combined the strongest elements of Head Start programs, such as family support, with the strongest elements of child care programs, including 10 hours of child care a day, year-round.

The initial design of *EarlyLearn* included:

A New Program Option Using the Blended Funding Model Pioneered in Settlement Houses

EarlyLearn created a program option which utilized Head Start and Federal child care funding in the same classroom to offer both services to participating families.

Increased Professional Development

Recognizing the importance of a well-trained workforce, *EarlyLearn* increased professional development days from three days per year to 12 days per year in center-based programs and from three days per year to six days per year in home-based family child care programs. However, the implementation of *EarlyLearn* provided challenges due to:

Inadequate Funding

EarlyLearn failed to provide an adequate rate that fully funded all of the services required under the new contract. Providers experienced funding shortfalls because the City did not include certain fixed costs such as rent, staffing costs and utilities. *EarlyLearn* reimbursement system penalized providers for children’s absences and underenrollment. Furthermore, providers were required to design budgets with the expectation that 6.7% of their funding would have to come from other sources.

The Use of a Zip-Code Targeting System Which Excluded “Pockets of Poverty” Such as NYCHA developments

To prioritize service areas, *EarlyLearn* divided the City’s 183 zip codes into 99 targeted zip codes and 84 non-targeted zip codes based on the total number of children living within a zip code who are eligible for subsidies. Many programs serving economically diverse neighborhoods were unable to fairly compete for awards through *EarlyLearn*. This problem was addressed by the New York City Council which recognized “pockets of poverty” and invested funds to preserve programs that did not receive awards through *EarlyLearn*.

With additional investment and some program modifications, the goal that the City and settlement houses share of building a comprehensive, high-quality system is within reach. The following recommendations will make that system a reality.



Photo: Educational Alliance

Recommendation 1: Invest in New York City's Early Childhood Educators

The most impactful part of a high-quality early learning experience, whether in a child care center or in a home-based program, is a child's interaction with the adults working with them. Staff at all levels take responsibility for the safety and well-being of young children and have a crucial role in their development and early education.

A June 2016 brief from the US Department of Education and the US Department of Health and Human Services identified pay gaps between early childhood educators and their colleagues in schools as a barrier to high-quality learning as low salaries lead to staff turnover and diminish securely attached relationships that support children's growth.⁴ Moreover, separate studies of child care quality in both center-based and home-based programs in Atlanta, Boston, California, Central Virginia, Colorado, Connecticut, Maryland, and New Jersey have all found positive correlations between teacher and caregiver pay and the long-term positive impacts of the early learning experience on a child's outcomes.⁵

Similarly, research has clearly demonstrated the value of continuity of care in early childhood settings. The attachments that children form and maintain with their teachers and caregivers in early years have been linked to development of social-emotional skills including emotional self-regulation.⁶ Continuity requires that the teachers and staff working in early childhood programs stay in their roles. The current low salaries of teachers, directors, and staff results in high turnover thereby threatening that necessary continuity.



Implement Salary and Benefit Parity for the Early Childhood Workforce

The City funds early childhood education programs in both public schools and community-based settings, but *EarlyLearn* programs are provided exclusively by community-based organizations (CBO). The benefit of this approach is that CBOs are best equipped to meet the needs of families and provide a developmentally positive setting for young children.⁷ In New York City, there is ample evidence of the quality of care provided by community-based early childhood education programs. An analysis conducted by United Neighborhood Houses and Campaign for Children examined the performance data of both school-based and community-based early childhood programs and found that in nine out of 10 metrics, community-based organizations were outperforming public schools.⁸

The City has recently engaged in a collective bargaining process that will give the staff in *EarlyLearn* programs their first raise in more than 10

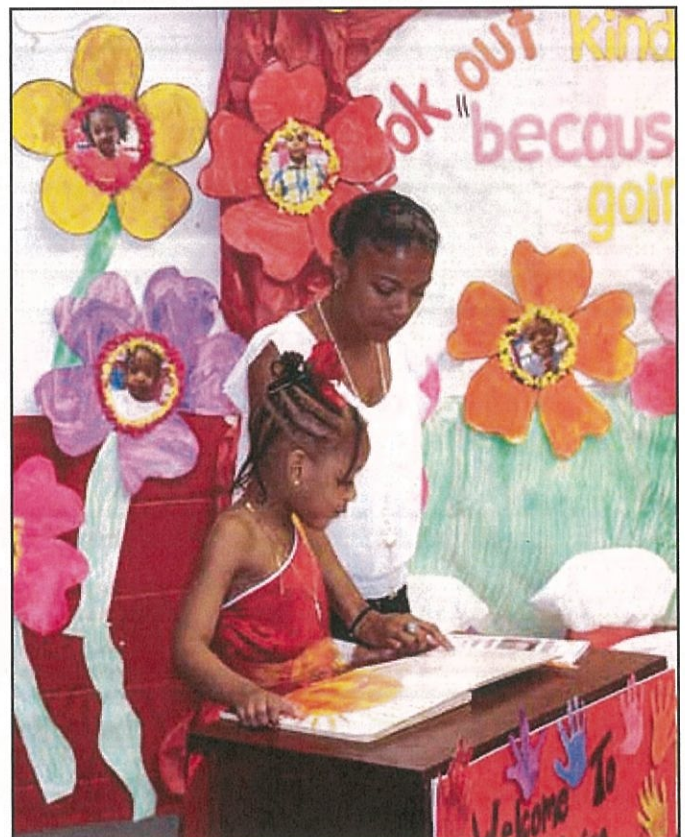


Photo: Hudson Guild

years. This will be an important step in the right direction. However, even after the collective bargaining agreement goes into effect, the staff in community-based organizations, including *EarlyLearn*, will be paid significantly less than their similarly qualified staff in the public schools.⁹

Salary disparities have caused many programs to lose staff. In a survey of 169 community-based early childhood programs conducted by the Day Care Council of New York in the fall of 2015, 56% of organizations reported that they were operating with vacancies for certified teachers.¹⁰





Salary disparities between similarly qualified staff in community-based organizations and public schools are a significant challenge facing New York City's early childhood education system. New York City lags behind Boston, New Jersey and Oklahoma in implementing salary parity for their early childhood workforce.¹¹

The City can address salary disparities in early childhood education by making the necessary investment to fund child care providers so they can offer salaries and benefits for their staff that are on par with the salary and benefits of similarly qualified staff in public schools.

Provide Funding To Train Early Childhood Professionals

Building increased capacity to train future early childhood professionals will promote long-term availability of skilled professionals.

In order to do this, the City should develop scholarship funds to support:

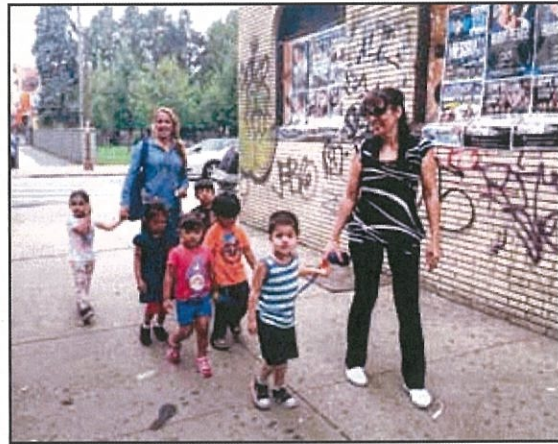
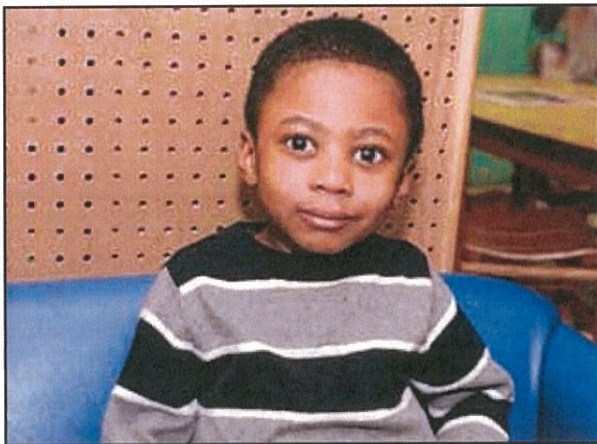
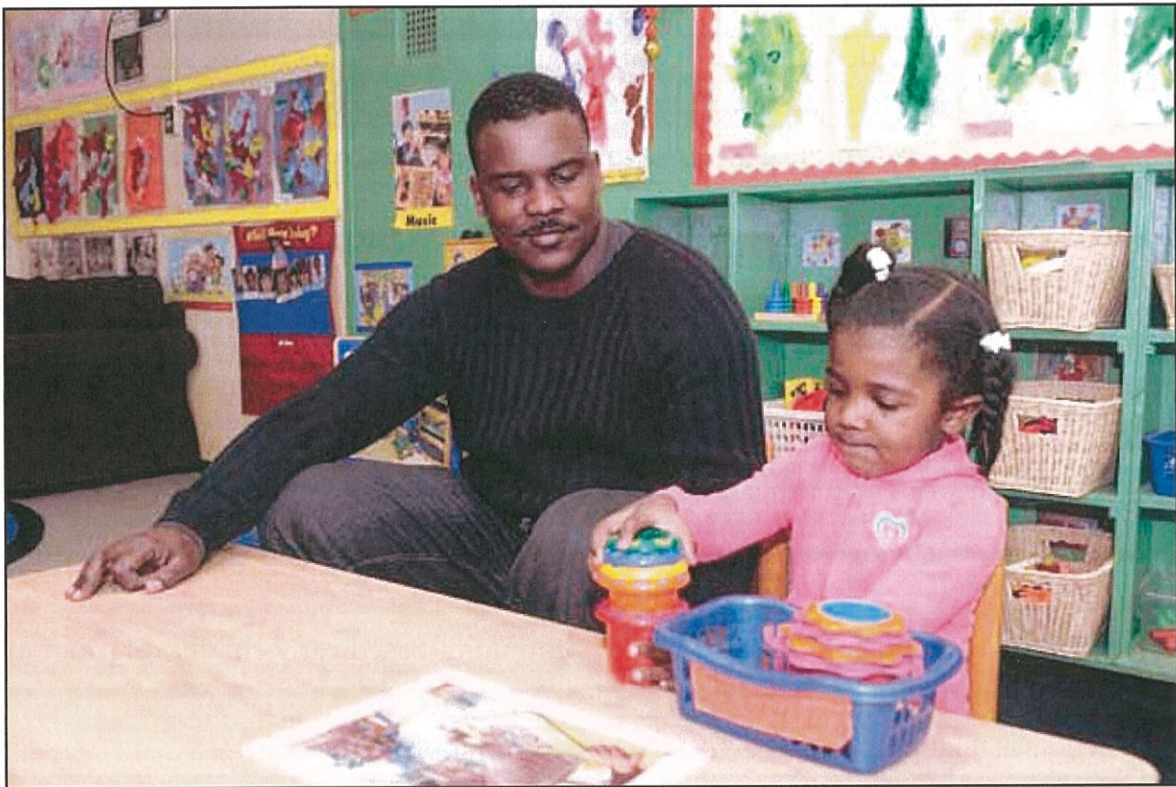
-  Continuing and expanding the recently launched program that supports parents active in *EarlyLearn* programs looking to earn their Child Development Associate (CDA) certification so that they can work as teacher's aides and family workers.
-  Staff seeking a Bachelor's or Master's Degree in order to move into an assistant teacher or head teacher role.
-  Aspiring teachers who commit to work in community-based early childhood programs in New York City.
-  Staff who are taking exams to earn further accreditation in the field.

Increase Professional Development Through a Home-Based Coaching Model in Family Child Care Programs

Family child care networks support home-based providers who serve small groups of children in the providers' own homes. Networks work with many different providers and collectively the providers in a single network serve at least 200 children. Family Child Care networks use professional development days to train and educate large groups of home-based providers on topics including early childhood curriculum, child nutrition, and small business management.

Although family child care providers need the same type of training as their center-based colleagues, they have only half of the professional development days. Research conducted by The Center for New York City Affairs on *EarlyLearn* family child care networks found, for example, that family child care providers were not trained to use the *Teaching Strategies Gold* tool used to assess child outcomes.¹²

In order to give family child care providers the time and training to grow their skills in all of these areas, ACS should fund family child care networks to provide home-based coaches to do on-site training at family child care sites. This would allow coaches the opportunity to deliver hands-on support to providers when they are interacting with children. It would also allow for the expansion of professional development days without closing services for the day.



Photos: Educational Alliance (top and left), Cypress Hills Local Development Corporation (right)

Recommendation 2: Better Serve Families by Improving Access to EarlyLearn Programs



Conduct a Needs Assessment to Increase Capacity to Serve More Infants and Toddlers While Maintaining Year-Round Services for Preschoolers

The City has made an admirable commitment to preserving capacity in *EarlyLearn* programs. In the first two City budgets enacted after the launch of *EarlyLearn* in 2012, the system depended on one-year investments from the City Council to preserve nearly one quarter of system capacity. In the last two years, the City has funded most of the previously City Council-funded programs through more stable baselined funding which has ensured that neighborhoods throughout the City continue to have *EarlyLearn* programs available.

However, *EarlyLearn* programs are still serving only a fraction of eligible children and an even smaller fraction of the youngest children. A 2015 analysis conducted by Campaign for Children and Citizens' Committee for Children showed that *EarlyLearn* programs and child care subsidies served approximately 25.7% of eligible children. Moreover, only 14.4% of the City's approximately 157,000 eligible infants and toddlers are served.¹³ While not all eligible families will seek an *EarlyLearn* program, this still represents a gap in service, especially as more and more parents view quality early childhood education as a necessity.

In preparation for the next procurement for *EarlyLearn*, the City should increase its investment to ensure that resources are aligned with need and fewer families end up on waiting lists for *EarlyLearn* programs. In order to achieve this, ACS should work with providers to conduct an analysis of waitlists and community need in both existing *EarlyLearn* programs and other early childhood programs serving low-income families, including federally contracted Head Start programs and voucher-funded programs to determine the number of additional child care slots based on both demographic data and the demand demonstrated by the numbers of families who apply for care in particular neighborhoods. ACS should also work with programs that struggle to achieve full enrollment in order to determine what changes need to be made in order to ensure programs are most responsive to community need.

This analysis should form the basis of an expansion of *EarlyLearn* capacity that will:



Serve more children under the age of 4



Continue the availability of year-round and full day programs for four-year-olds.



Create a Capital Fund to Develop Space for Infant/Toddler Classrooms

In order to ensure age-appropriate environments, New York City has strict and specific regulations for space in child care centers. Programs serving infants and toddlers have the most stringent space requirements in order to ensure the safety of young children. These requirements include:

- Indoor and outdoor active play spaces,
- One toilet room with a child-size toilet and child size sink for every 15 children,
- Changing tables with access to running water, and
- Separate sinks for diaper changing and food preparation.

To develop more center-based capacity for infant-toddler classrooms, New York City should create an infrastructure fund that will cover the cost of converting appropriate space into licensable and child-friendly rooms for infants and toddlers.

Increase Enrollment by Making Programs More Accessible for Families

Enrollment and recertification in *EarlyLearn* programs are challenges for both families and providers. Despite significant need, many *EarlyLearn* programs operate below full capacity. Pre-kindergarten programs have a one-page application because programs are open to all four year olds. In contrast, *EarlyLearn* programs are only available to families who meet eligibility criteria. Parents applying to enroll their children in *EarlyLearn* programs receive a four-page set of enrollment instructions about which documents they need to include.

UNH recommends the following reforms to improve the enrollment process.

Guarantee Five-Year Eligibility

EarlyLearn should adopt five-year eligibility to ensure a child remains eligible until he or she starts kindergarten. Family incomes are rarely static.¹⁴ As such, parents are often at risk of losing child care if they receive even a small raise.

Adopting five-year eligibility will ensure stability for children and families and eliminate an administrative burden carried by providers and ACS staff of recertifying the eligibility of every family every six months.

Ensure Children Do Not Lose Care Due to Parent Work Requirements

Due to federal regulations attached to the funding that New York City receives through the Child Care and Community Development Block Grant (CCDBG), low-income working parents are required to submit proof of their employment status in order to enroll and keep their children in *EarlyLearn* programs. Parents who lose their jobs when their children are enrolled risk losing access to child care.

The work requirements exist because CCDBG funds child care solely as a work support. And while New York City uses the funding, the City's early childhood education infrastructure has always been built both to support work and to provide early childhood education. The work requirement, which can prevent children from receiving an early childhood education or disrupt a child's education, goes against the City's goal of ensuring that children from low-income families have access to early childhood education.

New York City can take action to ensure that children do not lose the opportunity to receive an early childhood education because of their parents' employment status. Of the funding sources that support *EarlyLearn* — City tax levy, CCDBG, Head Start, and pre-kindergarten — only CCDBG has a work requirement. The City can classify those children whose families do not meet CCDBG work requirements as funded through City tax levy or Head Start.

Create an optional online application to replace paper applications

Currently, applications for *EarlyLearn* programs are available only on paper, processed by center or family child care network staff and submitted electronically to ACS through the Web Enrollment System (WES). An optional online version of the application could improve the system in several

ways by allowing parents to directly input information or upload required documentation. An online system can also be used to simplify applications by allowing users to automatically import data from other applications for benefits such as Supplemental Nutrition Assistance Program (SNAP) which require the same information.

Provide Information About Open Seats in EarlyLearn Programs at Human Resources Administration (HRA) Offices

Under federal law, families applying for public assistance with children under the age of 13 must demonstrate that they have a child care arrangement for their children in order to ensure the child's safety while parents comply with work requirements.

Current HRA practice is to give parents a list of all early childhood providers who are licensed by DOHMH in their neighborhood. The list, however, does not provide information about whether space is currently available or whether the program meets the educational standards set in *EarlyLearn*.

As providers now submit real-time data on the availability of space in programs, ACS and HRA should coordinate to ensure that staff in HRA Job Centers and Workforce 1 Centers have the training and real time data to help parents find space for their children in *EarlyLearn* programs.

Maintain Low Average Wait Times for Eligibility Determinations

ACS has improved internal practices to reduce wait time for eligibility determinations from more than a week to an average of three days when the provider has submitted all necessary paperwork. The City should maintain this reduced wait time.

Simplify and Reduce Family Fees

EarlyLearn requires a complex fee schedule to determine the family contribution to maintain their children's enrollment in a program.¹⁵ The fees, which can be as high as \$90 per week (\$5,148 per year) for a family of three with an annual income of \$33,312 per year or \$169 per week (\$8,788 per year) for a family of five with an annual income of \$53,520, are often a challenge for low-income families.¹⁶ It is only the working poor who are required to pay these fees.

The fees are also a challenge for providers. ACS subtracts the anticipated fee revenue from the program's budget. When families are unable to pay fees, the provider is put in the position of collection agency and forced to either cover the cost of the fee or take action to remove the child from the program.

While fees are the product of federal legislation, the City sets the level of fees and can simplify the fee schedule and significantly reduce the fees. UNH proposes setting fees at a nominal rate that does not become a barrier for families.



Photo: Union Settlement

Recommendation 3: Strengthen Families through Innovative Programming

New York City has the opportunity to build and expand innovative practices that will improve the quality of early childhood education. Innovation continually drives program quality. This section recommends ways to expand innovations that have been pioneered by settlement houses.



Provide Increased Family Support


Through their daily interaction with children and their parents, early childhood education programs provide a distinct and valuable opportunity to address families' needs early in their children's lives. Ascend at the Aspen Institute notes that "research has documented the impact of a parent's education, economic stability, and overall health on a child's trajectory. Similarly, children's education and healthy development are powerful catalysts for parents."¹⁷ When funded to do so, early childhood education programs, particularly those in settlement houses which already serve multiple generations of a family, can support whole families inside and outside of the classroom.


To address the education, health, and economic needs of low-income families through *EarlyLearn* programs, the City should fund a new position that uses the "family advocate model" or the "single shepherd model" now being implemented in Renewal Schools. A family advocate would be trained to handle issues that typically require more specialized skills than a Head Start Family worker. Such a position would require an MSW or an equivalent level of education and support a caseload of approximately 35 families. The family advocate would conduct a comprehensive family needs assessment for every family entering the program and work with families to develop and implement a plan to address their needs including connecting parents to workforce development, adult and higher education, language interpretation, and health and mental health services. The family advocate would conduct parent education sessions and would also conduct support groups and other parent activities that promote the development of parents' social capital. This approach will add a level of skill to staff, fostering a scaffolded approach to family services. Existing staff can focus on less clinical interventions and connect families with greater challenges to the family advocate.


This family-focused approach fits well with an emerging field of practice known as Two-Generation (2Gen) programming. As described by Ascend at the Aspen Institute:

"There is a growing recognition that traditional investments that focus solely on adults or children constrain potential impacts by not engaging with families holistically to support and sustain growth and opportunity. By contrast, two-generation or dual-generation approaches address the challenge of intergenerational poverty by aligning and coordinating services for children with services for their parents, and developing programs that serve both together. Two-generation approaches consider the needs of both vulnerable children and parents, together, in the design and delivery of services and programs to support improved economic, educational, health, safety, and other outcomes."¹⁸


To advance the short- and long-term success of families, the City should support the development of 2Gen programs which incorporate research-based practices by funding the following:


 **Demonstration programs that integrate programming for parents and children together.** These programs will provide services directly, and in partnership with other providers, particularly those who offer adult education, employment services, housing, and health and mental health services. These 2Gen programs will have strong parental involvement components, ensuring that parents play an active role in their children’s learning and that they have opportunities to build leadership skills and social capital.

 **Support for early childhood education programs to partner with adult education, higher education, and workforce development programs.**

 **Creation and implementation of data tracking systems that monitor family outcomes over time including:**

- Economic security through metrics such as parent employment
- School readiness and school performance
- Parent educational outcomes
- Parent and child mental health
- Positive parent activities such as reading to children that correlate with strong, educational outcomes

 **Technical assistance and training to help EarlyLearn programs adopt a 2Gen approach through a 2Gen Institutional Coach.** New York City and the UNH membership are home to organizations that are nationally recognized for their success in implementing a 2Gen approach and are willing to support other providers as they make this transition. The Coach would provide guidance on ways to connect services for children and parents, help identify partners to expand services for families, develop staff skills in promoting parent-led activities, and help *EarlyLearn* programs determine the key family outcomes to measure and track.

 **Create a Program Option which Embeds Mental Health Clinicians in EarlyLearn Programs**

New York City has already begun to integrate mental health services into early childhood programs, both through DOHMH’s newly-formed Early Childhood Mental Health Network, and through the forthcoming implementation of *TraumaSmart* in *EarlyLearn* classrooms. *TraumaSmart* facilitates building a community where every adult who interacts with children is able to recognize the signs of trauma and help children cope.¹⁹ Trauma-informed care gives providers a means of addressing challenging behaviors in the classroom, which are often the result of adverse circumstances, without resorting to a disciplinary model. Research by the US Department of Education Office of Civil Rights has



Photo: Hudson Guild

shown that preschool disciplinary measures, such as suspensions, have disproportionately impacted children of color.²⁰

For children in need of the most intense interventions, the most impactful models of integrated early childhood mental health collaborations utilize trained clinicians to support teachers and other classroom staff to address trauma and toxic stress in families, and also to support the development of healthy social and emotional behaviors of children. A single clinician can work with up to five classrooms visiting weekly and conducting individualized work with children and parents in need of more comprehensive mental health support. Locating this support within the classroom is also important, as travel time to receive mental health services is often a barrier to treatment.



Photo: Union Settlement

The next RFP for *EarlyLearn* programs should contain funding for a program option which will fund providers to embed one mental health clinician for every five classrooms or 100 children in Family Child Care programs, as well as case managers who can work with families who need additional support or referral for further mental health treatment.



Allow Flexibility to support economically integrated classrooms

Many *EarlyLearn* programs offer DOE contracted pre-kindergarten classes during the school day to children in their neighborhoods. City regulations require these providers to separate the children in *EarlyLearn* from children in other pre-kindergarten classes. Since pre-kindergarten programs are universally accessible for 4-year-olds regardless of family income and *EarlyLearn* programs are means tested by family income, this often leads to economically and socially segregated classrooms. The economic segregation of the classrooms often leads to racially segregated classrooms in otherwise economically and racially diverse neighborhoods.²¹




Yet, diversity is a valuable asset in early childhood education programs. More diverse classrooms have been linked both to improved educational outcomes and a lower likelihood of demonstrating racial bias later in life.²²

ACS and DOE can support providers in integrating classrooms by amending City regulations so that providers can mix classrooms during the 6.5 hours a day when both *EarlyLearn* and standalone pre-kindergarten programs are operating.

Recommendation 4: Fully Fund Contracts for Quality Service for Children and Families

The full realization of the vision of *EarlyLearn* has been consistently blocked by inadequate funding. *EarlyLearn* providers have had to address challenges arising from funding losses due to underenrollment and child absences, a rate-based reimbursement system that does not recognize fixed costs, an expectation of a provider match, inadequate administrative funding, and inconsistent regulatory standards.

In 2015, Campaign for Children conducted a survey on the finances of approximately 30% of *EarlyLearn* providers. The survey found that:

-  83% of *EarlyLearn* providers surveyed reported struggling with the *EarlyLearn* rate.
-  Of those 83% who reported struggling, approximately half reported spending more money on their *EarlyLearn* programs than their ACS contract provided. On average programs were spending 16% more than their funding from the City.
-  Providers faced the greatest challenges in staff recruitment and retention, facility issues, classroom supplies, and insurance costs.²³

ACS has already started the important work of reforming the financing of *EarlyLearn* programs through steps including paying for certain fixed costs and changing administrative fees in family child care networks. New York City must continue to reform the financing of *EarlyLearn* programs so they meet the cost of providing high-quality early care and education.

Fund Programs at 100% of Cost




EarlyLearn utilizes a pay-for-enrollment system in center-based programs and a pay-for-attendance system in family child care programs. These systems hinder program stability as they put operations at risk due to child absences or lapses in enrollment.

ACS should end the Pay-for-Enrollment and Pay-for-Attendance systems and implement the reforms proposed in Recommendation 2 of this report on making enrollment easier in order to boost enrollment and attendance in under-enrolled programs. The City should also launch a public awareness campaign for *EarlyLearn* programs similar to the successful campaign for *Pre-K for All* that helps connect families to learning opportunities. Providers and the City should work together to find families when programs are underenrolled. This will make progress in addressing underenrollment in the *EarlyLearn* system.

Line-Item Costs Instead of Using a Rate Based Systems

In order to promote stability, ACS should fund costs as individual line items instead of out of a generalized rate. These items include rent, utilities, insurance, technology for classrooms, and staffing including payment for substitute teachers.

EarlyLearn's rate based system often means that programs with high fixed costs can not afford programmatic elements that improve children's educational experience. Other specific programmatic elements that should be funded through a line item include:

-  Technology, such as tablet computers, for use in classrooms and family child care homes.
-  Funding for art, music or dance programs with outside consultants.
-  Licensing fees for all required curricula.

Eliminate Provider Match

EarlyLearn introduced a provider match requirement of 6.7% of total costs which was initially expected to raise approximately \$30.7 million.²⁴ New York City generally only requires funding matched in human services contracts and does not follow this practice for other municipal services such as road repair or information technology. Early Childhood Education providers need and deserve full funding for their services. The provider match requirement should be eliminated.

Increase Administrative Funding for Family Child Care Programs

Due to inadequate funding to administer Family Child Care Networks, some networks still have been forced to either charge providers fees or decrease services such as professional development. ACS should set a new administrative funding level for networks using the average cost per provider of operating a network.

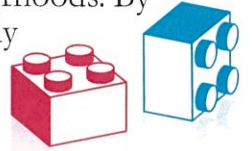
Streamline Inspection Process to Ensure Uniform Standards

EarlyLearn programs are inspected by three different City agencies (DOHMH, DOB, and DOE) and are monitored by ACS as well as State and Federal agencies.²⁵ Differing interpretations of regulations by government can lead a program to be penalized for an action that was required by a different agency. For example, programs have been penalized for putting children's art on the walls by DOB even though DOE encourages the practice in pre-kindergarten programs.

DOHMH, DOB, ACS and DOE should work together to align standards so that regulations do not contradict each other and designate a single agency to carry out inspections for child care programs.

Conclusion

The City of New York, UNH, and its member settlement houses share the goals of combatting inequality, helping children succeed, supporting families, and strengthening neighborhoods. By implementing the recommendations in this paper, the City can create a better early childhood education system that helps achieve those goals and long-term cost savings by investing in a strong start for children.



EarlyLearn has suffered from underinvestment. Now the City must make the investments and the reforms that will support *EarlyLearn* programs as they build a better future for New York by educating the youngest New Yorkers and supporting their families.

By investing in New York City's early childhood educators, the City will address the crisis of salary disparity and ensure a pipeline of trained and talented staff committing themselves to the crucial work of educating children. By expanding early childhood capacity, more children will have the opportunity to start their education when it matters the most, in their earliest years. By supporting families through innovative programming, *EarlyLearn* programs will improve child and family outcomes. And by fully funding quality programs, the City will ensure that early childhood education programs have the stability and support they need to truly meet the needs of children and their families.



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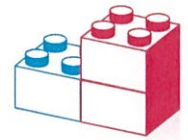


Photo: Union Settlement



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**Chinese-American Planning Council, Inc.
Testimony at the New York City Council General Welfare Committee
Honorable Stephen Levin, Chair
June 27th, 2018**

Thank you Chair Levin and the Members of the City Council for the opportunity to testify today. The mission of the Chinese-American Planning Council, Inc. (CPC) is to promote social and economic empowerment of Chinese American, immigrant, and low-income communities. CPC was founded in 1965 as a grassroots, community-based organization in response to the end of the Chinese Exclusion years and the passing of the Immigration Reform Act of 1965. Our services have expanded since our founding to include five key program areas: Early Childhood Education, School-Age Child Care, Education & Career Services, Senior Services, and Community Services.

CPC is the largest Asian American social service organization in the U.S., providing vital resources to more than 60,000 people per year through more than 50 programs at over 30 sites across Manhattan, Brooklyn, and Queens. CPC employs over 700 staff whose comprehensive services are linguistically accessible, culturally sensitive, and highly effective in reaching low-income and immigrant individuals and families. We serve over 300 low income children and families each year through our early childhood education programs.

To that end, we are grateful to testify about issues that impact these children and families and the people that serve them. We are grateful to the Council for their leadership on these issues.

The early childhood workforce in community based organizations provide care and education to children throughout New York City including many of the City's poorest children, and many children who's classes are their first introduction to the English language. Yet the teachers that are charged with providing these linguistic and developmental foundations are paid much less than their similarly qualified counterparts in public schools. The salary disparities are stark and grow over time.

For example, a certified head teacher in a 3 year old classroom in a community based organization has a starting salary of \$46,920 while a certified teacher in a public school starts at \$61,894. After time, these disparities grow wider. With eight years of experience, a public school teachers' annual salary will have grown to slightly over \$81,042 while a teacher in a community based program will be earning just \$48,920. And CBO teachers work longer hours since community based programs are open during the summer. Salary disparities cause instability for programs who lose staff who cannot afford to stay at their jobs. This impacts the families we serve who need the services provided in community based organizations.

Our teachers across our 6 early childhood education centers work incredibly hard to provide high quality, culturally competent, linguistically sensitive programming for the children they serve. In our Queens based Lois E Lee Early Childhood Education Center, for example, we do dual language reading in 8 different languages. Not just serving the children, these teachers help the parents with language access to critical information about how the school system works and how to best support their children. Yet these teachers make so much less for the great work that they do, and as costs of living increase, it becomes harder and harder for us to keep them. To ensure a quality education for ALL New York City's children, the City should take immediate action to achieve salary parity for the early childhood workforce.

This brings us to another critical point, which are the non-profit organizations that would love to pay their well deserving staff competitive wages, but have contracts that are so deeply underfunded that they are in danger of insolvency.

Last year saw an important investment in human services provider organizations that hold City contracts. With your help, we secured \$300m of our \$500m ask to help nonprofit provider organizations cover the cost of delivering essential services to New Yorkers.

There are two areas of human service nonprofit operations that need special attention in FY19 that were not included in the Final budget- costs associated with indirect rates and fringe and escalating occupancy and insurance costs. We are suggesting funding parameters that set a floor of 15% for indirect in all human services contracts and are requesting a 10% increase in the portions of human services contracts covering occupancy and casualty and liability insurance to cover escalating costs in these areas. Additionally, the City uses an outdated formula for calculating employee fringe benefits. We are also asking for consideration of a 37% fringe rate in all human service contracts to reflect a generally accepted industry standard and that, coincidentally mirrors the fringe rate used by the City for its own employees.

Lastly, as ACS is now transferring Early Childhood Education to DOE, it is important to address several key issues.

Currently, the budget only pays 7.5 hours for a 10 hour day. This issue needs to be addressed especially now that the Governor's mandate has become strict in regards to adult supervision and administrative supervision. The program is 10 hours a day, but each person is paid for 7.5hrs which includes the duty free hour. Therefore out of the 10 hours, employees are meant to be working for 6.5 hours plus take their lunch break. However, per Article 47 such schedule is not advisable because they could lose their job if they truly worked the schedule stated within their collective agreement. A CPC early childhood educator explains:

"I am paid for 38 hours a week without overtime. There is no budget for overtime, for a second person to cover the DCC at the end of my shift. The DCC is expected to have a certified person onsite without teaching duties at all time but there is no money for such person on the budget. There is no money for when I need to take vacation to have someone sit in my office to cover for me while I am away. For me I don't see it as an option to work beyond the 38 hours but as an obligation if I want to keep my center from being closed due to lack of supervision by an administrator."

We urge the City Council to push for the Early Childhood contracts to be fully funded for actual hours required by the program in the transfer to DOE.

Early Learn and Early Childhood Directors in Community Based Organizations are supervisors of their school and all its operations. Many oversee multiple (including family day care) sites in addition to their own center. We must recognize that these CSA directors' salaries must be at a minimum 6% to 10% above the salary of the highest paid teacher they supervise (whether it's a teacher with years of longevity or pay parity for teachers if passed).

Currently, UPK and 3 K provide 6 hours and 20 minutes of service. For working parents/caretakers Early Learn provides 10 hours of service. Currently, UPK and 3K operate from September to June whereas Early Learn offer year round services from July to June. The additional hours and months of service are crucial to meet the needs of working families. The extra hours and months are currently being funded through New York State Child Development Block Grant, Head Start, or City Council Discretionary funding.

The new 2019 RFP to be implemented in Sept. 2020 must offer options for funding for full day (8:00-2:30PM) or extended day (8:00 AM -6:00PM) and 10 months or 12 months of programming or perhaps a 8 week summer program if not the entire 2 months of summer). If the new RFP follows the current UPK 10 month funding , then many non profits will be unable to pay rent and salaries creating a gap in services and operational costs.

Our CSA Early Childhood Directors are certified teachers and experts in their field. They have numerous responsibilities to be in compliance with DOE, DOH, DOB, FDNY and face minor violations and appearing at OATH. They supervise and mentor their entire staff (observations, evaluations, lesson plans, assessments –ESI-R, ECERS, CLASS, etc.). Administrative work include enrollment, CACFP (meals) attendance, payroll, budgets, RFP and grant writing. Interactions with student with challenging behaviors, parents/caretakers, consultants, DOE instructional coordinator, DOE Operations Analyst, DOE social worker and daily unforeseen circumstances.

Our priorities are what is best for the child, what works for families and what is cost effective. There must be clear guidelines on the implementation of UPK and 3K Expansion and the Transition of Early Learn NYC to DOE. This is an opportunity to do it right.

CPC appreciates the opportunity to testify on these issues that so greatly impact the communities we serve, and look forward to working with you on them.

If you have any questions, please contact Carlyn Cowen at ccowen@cpc-nyc.org



NYC Council Committee on Education Hearing

Testimony Submitted by The Committee for Hispanic Children & Families, Inc. (CHCF)

June 27, 2018

Good afternoon, my name is Diana Noriega, Chief Program Officer with The Committee for Hispanic Children and Families (CHCF). Thank you to the New York City Council Committees on Education and General Welfare for the opportunity to address you today about the transition of EarlyLearn to DOE and the issue of pay parity for child care providers.

CHCF is a non-profit organization with a 35-year history of combining education, capacity-building, and advocacy to strengthen the support system and continuum of learning for children and youth. As a Child Care Resource and Referral (CCR&R) Agency and one of four organizations that make up the New York City CCR&R Consortium, we hold a unique perspective and the vantage point to address the challenges of access and opportunity for low-income working families and the often-over-looked home-based child care providers that overwhelmingly support them.

As of 2017, New York State had 1,171,715 children between the age of 0 and 4, with 24% living at 100% poverty. It is estimated that in New York State there are 870,151 children between 0 and 5 potentially needing childcare, with their parent or parents in the workforce.¹ We know that access to high quality early child care programs helps to build a foundation for academic success, a sense of self, and social-emotional development. We also know that a rising cost for high-quality child care and an insufficient supply of public programs is causing a perpetual gap in equitable access to programs from birth to 5.

A report from the Center for Law and Social Policy did a close look at the number of children receiving child care subsidies in New York State and found that in 2016 an estimated 122,233 children were served, only 20 percent of those eligible. This means that an estimated **80 percent of the children eligible for child care subsidies are denied support.**² If we look at the OCFS Facts and Figures for 2017 we find that of the roughly 20 percent of New York children that receive subsidies, 64 percent are attending a program that is **not center-based.**³ 64

¹ [Child Care Aware 2017 State Child Care Facts in the State of New York.](#)

² Schmit, S. and Walker, C. (2016) [Head Start and CCDBG Data by Race and Ethnicity.](#) Center for Law and Social Policy.

³ Office of Children and Family Services: Child Care Facts and Figures.

<https://www.ocfs.ny.gov/main/childcare/factsheet/2017-DCCS-Fact-Sheet.pdf>

<https://www.ocfs.ny.gov/main/childcare/factsheet/2016-DCCS-Fact-Sheet.pdf>

percent of the children receiving subsidies are relying on either legally exempt or licensed home-based child care providers for high quality early childhood education, yet this group of providers is frequently excluded from the narrative – especially in the context of professional investment and development, consideration of the impacts of 3K expansion when center-based programs are being prioritized, and creating pay parity for *all* child care providers.

The people who make up this workforce are predominantly low-income women of color. According to a 2015 study from the Migration Policy Institute, 95 percent of the New York Early Childhood Education and Care (ECEC) workforce are women. 25 percent are Hispanic, 23 percent are black, and 6 percent are Asian. While 64 percent speak only English, 23 percent speak Spanish, and 2 percent speak Chinese. 40 percent are immigrants and 46 percent of all immigrant Early Childhood educators are classified as Limited English Proficiency (LEP). The average income of an Early Childhood educator in New York is \$27,000 -- \$4,000 higher than the federal poverty level for a family of four.⁴

Of the 20 percent of New York State children receiving subsidy support, approximately 64 percent reside in New York City. In New York City, just over 19,000 providers serve one or more of these children with subsidies – 93% of the providers serving at least one child with a child care subsidy are **not center-based**.⁵ As a CCR&R, we support the work that home-based child care providers implement in our most vulnerable communities. Home-based family child care providers bear an enormous responsibility and wear a wide variety of hats. They ensure the safety of any society's most valuable asset: our children. They play an integral role in establishing children's developmental foundation and they contribute to a city's economic engine by allowing parents to participate in the workforce.⁶

Home-based family child care providers can give more individualized care to meet the needs of working families, are generally the most affordable childcare option, and offer greater flexibility in hours available for care. In addition, family child care helps foster emotionally secure interpersonal relationships for everyone involved. The providers are able to communicate each day with parents on a personal level and share information about the development of the child. Providers care for multi-aged groups of children allowing children to remain with one caregiver for many years which helps children develop a sense of trust and security. Multi-aged settings allow children to learn from one another and allow siblings to stay together. For the vulnerable families that are facing a multitude of challenges such as immigration status, language barriers, job and food insecurity, non-traditional work hours,

⁴ [New York: Quick Stats on Young Children and Workers Providing Early Childhood Education and Care \(ECEC\)](#) (2015). Migration Policy Institute.

⁵ See Office of Children and Family Services Facts and Figures above.

⁶ Villanueva, M. (2015). [Unleashing the Economic Power of Family Child Care Providers](#). New York: The Committee for Hispanic Children and Families, Inc.

unemployment, and homelessness (just to name a few), family child care providers offer stability and consistency in the midst of chaos.

We know that family child care providers are best positioned to ensure vulnerable communities gain equitable access to supports and services across the city. However, a consistent inability of the State and City to equitably invest in professional development and career ladders for this workforce – especially those who are not fluent in English, to work towards pay parity that includes home-based providers, and to address the pending threat posed to these local business owners with the expansion of universal Pre-K programming, which prioritizes center-based programs, could have a devastating impact on some of our most valuable community and economic supports.

It is an historical trend as sectors get professionalized that women of color are left out. As you are making well intended steps to professionalize the early care sector and expand access to high-quality programming, it is imperative that we collectively acknowledge the potential unintended consequences and openly address them. The system is being positioned to leave out and devastate a portion of the sector that is predominantly low-income women of color, many with language barriers. A portion of the sector that will continue to serve the birth to 4 population who do not fall within the reach of public programs. The impact this will have on families with children under the age of 3 in accessing high-quality care through home-based programs could be cataclysmic.

Ask: CHCF urges the NYC Council to bring the reality of this tremendous community support to the Mayor, ACS and DOE as they transition EarlyLearn to the DOE to ensure a meaningful investment in our family child care providers. Home-based family child care providers should be invested in as the valuable community asset that they are and not be left out of the City's wonderful plans to expand pre-K and EarlyLearn or out of the conversation surrounding pay parity.

This sector of early care providers falls under public union representation. Many of the providers we work with have shared their frustration at feeling/being under represented in discussions of the early care sector. It has fallen to organizations such as CHCF to step up and speak, alongside the providers, on behalf of this part of the sector. We should not be the only voices in the room. Especially following today's Supreme Court ruling on public unions, our attention should be paid towards how this sector will be represented by their unions going forward.

Thank you for the opportunity to speak today.

The Committee for Hispanic Children & Families, Inc.

Vision

CHCF envisions a future where Latino children, youth, and families have equitable access to opportunities to succeed, are empowered to realize their full potential, and are affirmed in their culture.

Mission

CHCF combines education, capacity-building and advocacy to strengthen the support system and continuum of learning for children and youth.

Program Statements

Early Care & Education

The Early Care and Education Institute (EC&EI) provides culturally-informed, bilingual professional development to Family Child Care educators, to strengthen the quality of early care and learning to children in New York City.

Youth Development

We partners with schools to promote youth leadership, provide academic enrichment through extended learning time, create safe spaces for mentoring and counseling, foster positive peer relationships and connections with adult role models, encourage healthy lifestyle choices, and link with the school day to complement and enhance academic priorities.

Policy & Advocacy

We advocate for improved policies and legislation around access to education from birth to adulthood, heightened public awareness of the social and institutional frameworks that hinder opportunity for Latino communities, and the empowerment of these communities to directly mobilize for change.

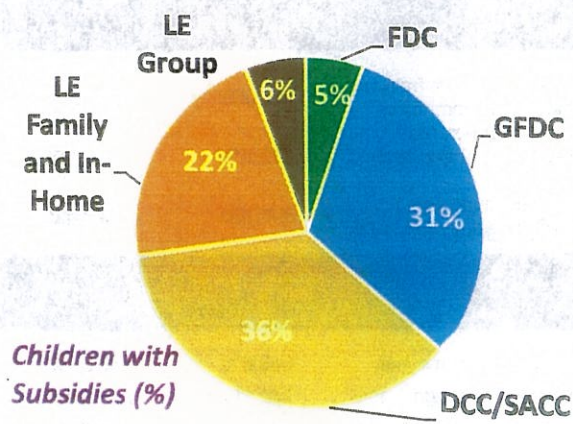


Number and Capacity of Licensed and Registered Child Care Providers by Modality and Region:

	Region	Center-Based		Home-Based		Total
		Day Care	School Age	Family	Group Family	
Number of Providers	New York City	2,251	1,506	1,510	5,260	10,527
	Rest of State	2,055	1,285	2,510	2,819	8,669
	Total	4,306	2,791	4,020	8,079	19,196
Maximum Capacity	New York City	139,485	217,612	11,364	79,599	448,060
	Rest of State	169,922	99,365	19,898	43,913	333,098
	Total	309,407	316,977	31,262	123,512	781,158

Subsidized Child Care in New York State (Federal Fiscal Year 2017)

- \$799 Million allocated to local districts for the NYSCCBG child care subsidy program in SFY2017-18.
- Approximately 182,000 children in 112,000 families received child care subsidies in FFY 2017 (annual).
- Approximately 121,000 children in 72,000 families received child care subsidies each month.
- Approximately 64% of children served are from NYC.
- Approximately 49% of children served received low income subsidies, while 51% of children with child care subsidies also received Temporary Assistance.
- There are approximately 19,000 legally exempt providers enrolled to provide subsidized child care.



Number of providers caring for one or more children with child care subsidies in FFY2017.

	Licensed or Registered			Legally Exempt Enrolled			Total
	DCC/SACC	FDC	GFDC	LE Family	LE In-Home	LE Group	
New York City	1,351	891	4,245	4,319	8,202	113	19,121
Rest Of State	2,447	1,934	2,775	6,818	4,386	160	18,520
Total	3,798	2,825	7,020	11,137	12,588	273	37,641

Division of Child Care Services Miscellaneous Contracts for SFY 2017-18

- 32 Child Care Resource & Referral Contracts - \$19.9 million - incl. NYC with one lead and three subcontractors.
- Seven Infant/Toddler lead agencies - \$1.1 million.
- 37 Registration agencies with a budget of \$20.3 million.
- Child care subsidy project memoranda of understanding (MOU) for income-eligible families: SUNY \$2.213 million; CUNY \$2.161 million.
- NYS Agriculture & Markets supports Centers for children of migrant and farm workers - \$750,000.
- Unified Court Systems Children's Centers - \$150,000.

Advantage After School Program: Approximately 17,000 children and youth served through 137 contracts with 177 program sites - \$19.3 million.

Empire State After School Program: Approximately 21,000 children and youth served through 27 contracts with over 200 program sites - \$35 million

- **DCC=Day Care Center** – provide care to an enrolled group of 7 or more children at a facility other than a personal residence. Maximum capacity is driven by square footage allowance.
- **FDC=Family Day Care Home** – provide care to more than 2 non-relative children in a residence. Max. capacity: 6 children / caregiver.
- **GFDC=Group Family Day Care Home** – provide care to more than 2 non-relative children in a residence. Maximum capacity: 16 children / 2 caregivers.
- **SACC=School Age Child Care** – provide care to an enrolled group of 7 or more children in a non-residence facility outside normal school hours. Maximum capacity is driven by square footage allowance.
- **LE=Legally Exempt Enrolled** - providers of subsidized child care services, who are not required to be licensed or registered, but who meet minimum health and safety standards required for enrollment.

2017 State Child Care Facts in the State of: New York



CHILD CARE NEED¹

POPULATION	NEW YORK	UNITED STATES
Total residents	19,673,174	316,515,021
Children age birth to 4 years	1,171,715	19,896,133
Children age birth to 4 years living in poverty	277,982	4,795,039
Children age 5 to 11	1,614,166	28,728,645
Total families with children	2,002,839	33,732,757
Single parent families	686,092	11,039,498
Families in poverty	554,398	8,761,164

CHILDREN UNDER AGE 6 POTENTIALLY IN NEED OF CHILD CARE	NEW YORK	UNITED STATES
Children in two-parent families, both parents in labor force	507,973	8,602,634
Children in single-parent families, parent in the labor force	362,178	6,387,787
Total children under age 6 potentially needing child care	870,151	14,990,421

NUMBER OF WORKING MOTHERS	NEW YORK	UNITED STATES
With infants under one year	148,916	2,500,737
With children under age 6 only	342,184	5,610,490
With children age 6 to 17 only	896,609	14,807,850
With both children under age 6 AND children age 6 to 17	251,703	6,856,516
Married working mothers	923,605	14,328,033
Single working mothers	430,218	6,842,084

AVAILABILITY OF CHILD CARE²

SPACES IN CHILD CARE PROGRAMS	NEW YORK
Total spaces/slots	627,970
Percent of spaces in child care center programs ^a	27%
Percent of total spaces in licensed FCC homes	25%
Percent of total spaces in school-age care programs	48%
Percent of total spaces in other programs	0%
Percentage spaces/slots of licensed programs	
Percent of licensed spaces for infants	3%
Percent of licensed spaces for toddlers	6%
Percent of licensed spaces for preschool-aged children	38%
Percent of licensed spaces for school-aged children	55%

^aDoes not include school-aged programs

TYPES OF AVAILABLE CHILD CARE

TYPES OF CHILD CARE	NEW YORK
Number of center-based child care programs	4,836
Percent of centers nationally accredited	5%
Do faith-based programs need to be regulated?	NR
Number of regulated faith-based programs	NR
Number of family child care (FCC) homes	12,401
Percent of FCC homes nationally accredited	0%
Number of school-aged care programs	2,747
Percent of licensed programs with slots for school-aged children	0%
Percent of licensed programs with slots for ONLY school-aged children	100%
Number of other regulated child care centers	NR
Number of other regulated FCC homes	NR

CHILD CARE WORKFORCE

NUMBERS, INCOME, AND SUPPORT OF THE CHILD CARE WORKFORCE ³	NEW YORK	UNITED STATES
Child care workers (in centers)	36,510	573,430
Average annual income of child care workers	\$27,580	\$22,310
Total paid early childhood workforce ⁴	NA	2.2 million

FOR FURTHER INFORMATION

CCR&R CONTACTS	URL
Early Care & Learning Council	http://www.earlycareandlearning.org/
Child Care Aware® of America	http://usa.childcareaware.org www.childcareaware.org

¹ Unless otherwise noted, statistics in the Child Care Need sections are from the American Community Survey, U.S. Census Bureau, 2011-2015 five-year estimates (<http://factfinder2.census.gov/faces/new/jsi/pages/index.html>).

² Unless otherwise noted, data for the rest of the Fact Sheet is provided by Child Care Resource and Referral Agencies for Child Care Aware® of America's 2016 State Fact Sheet Survey. Data reflects the 2015 calendar year.

³ Unless otherwise noted, statistics in the Child Care Workforce sections are from the Occupational Employment Statistics, Bureau of Labor Statistics, 2017 data (<https://www.bls.gov/oes/>).

⁴ Weiss E. & Brandon, R. N. (2010). *The Economic Value of the U.S. Early Childhood Sector*. Partnership for America's Economic Success.

New York: Quick Stats on Young Children and Workers Providing Early Childhood Education and Care (ECEC)

Young Children under 6 in New York

Among the 1,328,000 young children in New York overall, 53 percent are white, 23 percent are Hispanic, 17 percent are black, and 8 percent are Asian. The top languages spoken in young children's homes are English only (58 percent), followed by Spanish (22 percent), Yiddish (3 percent), Chinese (3 percent), and Russian (2 percent). Young children of immigrants constitute 36 percent of all children ages 5 and under in the state. The young child population's ethnic, racial, and linguistic diversity calls attention to the need for increased cultural and linguistic competence in the early childhood workforce in order to effectively serve these children and their families.

ECEC Workforce

The early childhood education and care (ECEC) workforce in New York grew by 107 percent between 1990 and 2011-13. Today, immigrants make up 40 percent of the overall ECEC workforce, and the foreign-born ECEC workforce alone has grown by 315 percent in the past two decades. The average age of ECEC workers is 42, and an overwhelming majority (95 percent) is female.

Cultural and Linguistic Diversity

The ECEC workforce in New York is very diverse, with approximately 46 percent identifying as white, 25 percent as Hispanic, 23 percent as black, and 6 percent as Asian. The languages spoken by ECEC workers reasonably reflect the languages represented in the young child population. Sixty-four percent speak only English, 23 percent speak Spanish, 2 percent Chinese, and 1 percent Creole or Yiddish (each).

Immigrants provide much of the ethnic and language diversity present in the workforce and are therefore an important contributor of cultural and linguistic competence and skills in New York.

Education, English Proficiency, and Professional Standing

Only 36 percent of New York's ECEC workers overall have an associate's or higher degree. Sixteen percent are low educated, with less than a high school diploma. Immigrant ECEC workers are significantly more likely than their native counterparts to be low educated: 25 percent have attained less than a high school diploma, compared with only 8 percent of natives. On the other hand, a significant proportion of immigrant ECEC workers (43 percent) hold an associate's or higher degree.

Immigrants tend to be concentrated in lower-paying sectors of the workforce, with 33 percent of all immigrant workers employed as family-based care workers and 22 percent as private home-based child-care workers (versus 19 percent and 10 percent of natives, respectively). Conversely, only 8 percent of immigrant workers are employed as preschool teachers (compared with 20 percent of natives) and 2 percent as program directors (compared with 5 percent of natives). These data raise concerns about potential barriers to advancement for immigrant workers.

One such barrier to advancement may be the issue of limited English proficiency: 20 percent of the ECEC workforce overall, and 46 percent of immigrant ECEC workers, are classified as LEP.

Wages and Income

The average annual income for ECEC workers in New York overall is \$27,000, which is only \$4,000 higher than the federal poverty level for a family of four. Overall, 19 percent of ECEC workers live in poverty in New York. Immigrant ECEC workers are more likely to live in poverty than their native counterparts, at 24 percent compared with 16 percent of natives.



**Testimony of Kim Medina
Executive Director
District Council 1707 AFSCME
Committee on General Welfare
& the Committee on Education
New York City Council
250 Broadway 16th Floor
June 27, 2018**

Good afternoon. I want to thank the Chairs of the General Welfare and Education Committees for holding this necessary hearing on the implementation of Pre-K for All and UPK 3. And I also want to thank the Chairs and other members of the Council for your support of the union's march and rally for wage parity on Wednesday June 20.

The 30,000 members of District Council 1707 and its affiliates, Day Care Local 205 and Head Start Local 95 have been on record in the past supporting the expansion of early childhood education throughout New York City as a progressive instrument to enhance the educational opportunities of all young New Yorkers.

Young children and toddlers in communities-of-need need additional educational stimuli and instruction to prepare for public school. Early learning provides a resource to help them avoid social and educational pitfalls that may confront these children in later years.

It has been proven that early childhood education prepares children for the early years of education and aids to prevent these children from succumbing to anti-social behavior which could lead to incarceration.

The New York City Council has been a good friend to early childhood education and my members who staff both public center-based day care and Head Start. These programs have been essential to quality learning for children in all communities.

Since the Mayor initiated his UPK programs in 2014, there has been scholastic growth but the promises made by former Deputy Mayor Lilliam Barrios Paoli that all UPK programs in community-based organizations belong to District Council 1707 never came to fruition. Our union has had to fight for each and every new organizing effort spending excessive time and resources. Our organizing team is up for the task and we will continue to organize UPK and all early childhood centers in community-based organizations.

The City believes that the transfer of early childhood centers from ASC to DOE will be most efficient. Since this administration has taken over early childhood education, it has muddled the issue of pay parity for early childhood education staff. While the DOE teachers and staff have set the standard, Early Learn, UPK and Head Start personnel in community-based organizations all are paid on multiple tiers that do not come near the salaries of public school teachers even though the qualifications are the same. The expansion of UPK has been made on the backs of my members. When the planning and qualifications for the expansion of early childhood education commenced, there was no consideration for parity.

In fact, the diminished wages for community-based employees was a part of the financial structure of the early childhood education plan. The public was content to know that early childhood education was being expanded. But the public does not know that part of the expansion was based on the super-exploitation of early childhood education veterans in the non-profit part of the industry. Many of my members are women of color, who are heads of households and who live in communities of need. They do not need praise or pious sentiments, they need wage parity to raise their families and pay their rents and mortgages.

Since the City of New York wants my members, from Group Teachers to Cooks and Custodians, to have certifications and advanced degrees to retain their positions, it is imperative that the City compensate these employees with fair and more equitable wages.

Our union applauds Resolution 0358 which calls for the elimination of the disparity in compensation paid to teachers, staff and directors at community-based Early Learn NYC centers, as compared to the compensation paid to DOE instructors for similar employment. The union believes that a local law passed by the City Council, which forces the City to adjust salaries through wage parity, is necessary.

If the transfer of early child care programs from ACS to DOE is more efficient for the City, it will not work if my members do not see the tangible economic benefits.

Centers in every borough complain about staff retention. If nothing is done, this year alone, scores of dedicated employees will leave for other positions that pay better. This is not what we want. My members will continue to take pride in their work. But will the City of New York truly appreciate their hard work and dedication? Thank you.



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TESTIMONY
New York City Council Committee on Education
and the Committee on General Welfare Public Hearing
on the
Transfer of Early Childhood Education from the
Administration for Children's Services to the Department of Education
June 27, 2018

Good afternoon. My name is Lisa Caswell, and I am the Senior Policy Analyst for the Day Care Council of New York. For more than 70 years, the Day Care Council has successfully served the needs of nonprofit organizations that sponsor child care programs across the five boroughs of New York City. Currently, we have 91 members who operate more than 200 early childhood education programs under contract with the Administration for Children's Services. We are also responsible for negotiating collective bargaining agreements (CBAs) on behalf of our member agencies with the two unions, District Council 1707 and the Council of Supervisors and Administrators, who represent the child care workforce in their programs.

First, we would like to say that we greatly appreciate the City Council's commitment to keeping the concerns of our members on their agenda. We especially want to thank Chairman Mark Treyger and Chairman Stephen Levin from the Committees on Education and General Welfare respectively, for convening this joint public hearing. Related to the transfer of Early Learn contracts from the Administration for Children's Services to the Department of Education (DOE), our member's concerns fall into three categories; salary parity, program vacancies, and the overall physical infrastructure of the system.

In response to Resolution 0358-2018 which calls for the elimination of salary disparity between community based early childhood teachers, staff, and directors and those with comparable titles in the DOE, the Day Care Council of New York would like to express its strong support and we extend our help to make it a reality. Without salary parity, we will continue to face the challenges of maintaining optimal program operations while trying to hire and retain qualified teaching staff in the face of ongoing professional staffing competition with the DOE. At this time in our system, entry level early childhood education teachers who have their Master's degrees and are state certified are paid \$16,000 less than their entry level counterparts at the DOE.

We are currently working to define the full cost of salary parity for the DCCNY member agencies' unionized workforce, and expect to make it available within the next month. These calculations will be based on the UFT's collective bargaining agreement salary scales, with specific attention to cost-of-living adjustments and longevity increases. In calculating this funding amount, consideration must be given to the current employee benefits structure which includes salary, FICA, a pension and health insurance. Our goal is to produce a figure that is as close to accurate as possible. We also want the City to commit to salary levels for the early childhood education sector that are comparable with the UFT going forward. We cannot successfully eradicate this problem without being prepared to maintain a commitment to the nonprofit sector over time.

The second area that has had a serious, multi-year impact on program operations is child vacancy rates. Child care programs are regulated by the City's Department of Health and Mental Hygiene under Article 47. These regulations require that programs have either a provisionally, or permanently certified teacher as the head of the classroom. If a program does not have a qualified teacher, they cannot open a classroom. These staffing issues are compounded by enrollment rates that have been as low as 80% in recent years.

We understand that the split of UPK seats is currently 50% community based and 50% school based under the DOE. The DOE system allows for parent choice and while parents make their selections from a range of options, they often change their minds upon learning that a seat is available in a public school setting because they want to make sure their child has a kindergarten seat in that same setting the following year. While we understand that DOE policies dictate that a child does not automatically get a kindergarten seat at the same site if they were enrolled in a UPK program in that school, parents often have the wrong impression about how kindergarten recruitment and placement works. Through anecdotal stories, we believe that this is a direct result of DOE recruitment staff telling parents the wrong things in an effort to fill public school UPK slots before those of CBOs. Additionally, we recognize that gentrification has resulted in fewer income eligible families.

It is unclear how the DOE will address these issues. Community based programs do not get paid when they have a vacancy, while the public schools do. We ask for more oversight of UPK recruitment practices so that they are aligned with DOE policies. We also recommend that priority and direct assistance be given to community-based child care programs in the area of recruitment. This can be done by organizing bi-annual meetings among child care providers and principals in a given district to discuss enrollment and cooperative relations. Ultimately, the DOE will need to effectively market the non-profit sector to both teachers and parents to make this collaboration a success.

We were recently asked by the DOE to help set up roundtable meetings so that our member agencies could hear more about the pending transition and provide critical

feedback. Such meetings had already been held with Head Start providers and were reportedly very productive. We arranged meetings at seven different locations in four boroughs with more than 50 of our child care member representatives in attendance. Each meeting was different, and discussions covered the full range of topics. We expect that this process will continue to be fully transparent and hope that our member's input will be requested on an ongoing basis going forward, given their varied and extensive experience in the field. Specifically, we would like to discuss the service delivery models that are currently under consideration.

Lastly we would like to speak to the need for significant investment in the physical infrastructure of the system. Many of our members are in need of timely facility repairs, particularly those located in NYCHA settings. If we hope to expand service delivery to more income eligible families, particularly those with infants and toddlers, we must address the infrastructure problems that are negatively impacting our child care providers. In order to operate an infant/toddler classroom, additional space needs to be available in the existing site, or it must be rented at another location. Given these kinds of challenges, we would like to recommend that consideration be given to the establishment of child care programs in every new affordable housing project for moderate and low-income families.

We know this city can make it happen. We see the commitment, at the ground level and at the highest levels of government. The Day Care Council stands ready, wherever we are needed.

Thank you for the opportunity to testify today.

FOR THE RECORD



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Testimony at City Council Oversight hearings of General Welfare and Education Committees on the Implementation of UPK and 3K Expansion

June 27, 2018

Good afternoon, and thank you for allowing me to speak here today. My name is Leonie Haimson, I am the executive director of Class Size Matters, a non-profit which advocates for smaller class sizes, the elimination of school overcrowding, and reforms to the school planning process.

Public schools in New York City have a huge overcrowding problem. Roughly 575,000 students, more than half of all students, are in overcrowded schools, according to the data from the NYC Department of Education. The problem is especially severe in our elementary schools, where more than two-thirds of elementary students are in overcrowded schools.¹

Overcrowding matters. There are many studies that show the opportunity to learn and succeed is undermined in overcrowded schools, particularly in its impact on increasing class size.² This overcrowding has increased in recent years, largely because school construction and capacity has not kept pace with increased enrollment.³ At the same time, class sizes have increased sharply since 2008, especially in the early elementary grades. In particular, the number of students in classes 30 or more in grades 1-3 has increased an amazing 3800%.⁴

Pre-K for All now enrolls about 70,000 students, with about 50,000 full-day students added since

¹ Leonie Haimson and Sebastian Spitz, "School Overcrowding & Class Size Citywide," February 2018.

<https://www.classsizematters.org/wp-content/uploads/2018/02/Citywide-Presentation-1.pptx>

Data source: School Construction Authority, School Utilization and Capacity Report, 2016-2017, otherwise known as the "Blue Book." Overcrowded schools are defined as schools with a utilization rate of 100% or more..

² Leonie Haimson, "Space Crunch in New York City Public Schools," Class Size Matters, 2014, 7-9.

<https://www.classsizematters.org/wp-content/uploads/2014/06/SPACE-CRUNCH-Report-Final-OL.pdf>

Working Group on School Planning and Siting, "Planning to Learn: The School Building Challenge," New York City Council, March 2018, 10. <https://council.nyc.gov/land-use/wp-content/uploads/sites/53/2018/03/Planning-to-Learn-3.16.2018-high-resolution.pdf>

³ "Space Crunch", see above.

⁴ Class Size Matters, "NYC Class Size Data and Trends," November 20, 2017; <https://www.classsizematters.org/in-2017-class-sizes-increase-once-again-according-to-doe-data/>

2013.⁵ The planned expansion of 3K will add thousands more.⁶ Of the current pre-K students, 25,000, or about 35%, are attending classes in public elementary schools. More than half of the students attending pre-K programs in our public schools are in elementary schools at or over 100% utilization. In 76 elementary schools, pre-K has pushed the school over 100%, and in an additional 276 schools, pre-K has exacerbated existing overcrowding.

Pre-K's impact on overcrowding is also demonstrated in Kindergarten waitlists. 590 rising Kindergarteners at 50 schools were waitlisted at their zoned school for the 2018-2019 school year, as of March 2018.⁷ 30 of these schools have pre-K programs, and at 27 of those 30, the waitlist is less than 25, so adding just one more Kindergarten class would have eliminated the waitlist.

The Mayor instituted 3K for All this year in two districts, with four additional districts planned for next year, and four more districts for the year after that.⁸ He eventually plans to add 60,000 3K students as of 2021-2022.⁹ 75 schools are scheduled to add 3K next year, and of these schools, 17 schools are currently overcrowded.

Four of the schools adding 3K next year are Renewal Schools.¹⁰ These four schools have maximum class sizes of 27-31, far too large to provide the close instructional support that these students need.¹¹ These struggling schools should be using any available space to reduce class sizes, rather than adding an additional grade levels.

Our analysis finds that of the 10 districts where 3K is planned over the next three years, five districts have average elementary school utilization rates already above 100%.¹² In six of the districts, a majority of elementary school students attend overcrowded schools.¹³

⁵ All data on preK enrollment is from the NYC Demographic Snapshots from 2016-2017 and 2017-2018; http://schools.nyc.gov/NR/rdonlyres/7B3B0E3E-2FA8-4162-8F2E-725A65E418F2/0/DemographicSnapshot201314to201718Public_FINAL.xlsx, combined with the latest available data from the "Blue Book" for 2016-2017.

⁶ Kate Taylor, "New York City Will Offer Free Preschool for All 3-Year-Olds," New York Times, April 24, 2017. <https://www.nytimes.com/2017/04/24/nyregion/de-blasio-pre-k-expansion.html>

⁷ Philissa Cramer, "Here are the 50 New York City Schools with Kindergarten Waitlists in 2018," Chalkbeat, last modified March 22, 2018. <https://www.chalkbeat.org/posts/ny/2018/03/22/here-are-the-50-new-york-city-schools-with-kindergarten-waitlists-in-2018/>

⁸ "Mayor de Blasio Speeds up 3-K For All Rollout and Announces 4 New Districts," City of New York, last modified February 2, 2018. <http://www1.nyc.gov/office-of-the-mayor/news/078-18/mayor-de-blasio-speeds-up-3-k-all-rollout-announces-4-new-districts#/0>

⁹ Taylor, "New York City Will Offer Free Preschool for All 3-Year-Olds."

¹⁰ "Renewal School Program," New York City Department of Education, <http://schools.nyc.gov/AboutUs/schools/RenewalSchools/default>.

¹¹ November 2017 Class Size Report, NYC Department of Education, not currently accessible.

¹² The DOE plans to add 3K in the following districts: 4, 5, 6, 9, 12, 16, 19, 27, 29, 31 over the next 3 years. Districts 6, 9, 12, 27, and 31 have elementary school utilization rates of 100% or higher. A list of districts with 3K expansion can be found at "3-K Admissions Overview," NYC Department of Education, <http://schools.nyc.gov/ChoicesEnrollment/3K-for-all/default.htm>

¹³ In Districts 6, 9, 12, 27, 29, and 31, a majority of elementary school students attend overcrowded schools.

The negative impacts of pre-K and 3K on school overcrowding and student learning is a consequence of poor school planning process that is in desperate need of change. Here are some of the inherent flaws of the current process:

- The Projected Public School Ratio, used to estimate how many students will be added as a result of new housing developments is based on Census data that's 20 years old, rather than more recent Census or American Community Survey data.¹⁴
- Worse yet, this Ratio has not been updated to account for any pre-K or 3K students.¹⁵ The result is that the DOE underestimates the number of students projected to enroll in our schools, and then doesn't build nearly enough school space to accommodate them.
- In their estimate for the need for new school seats as reported in their Five Year capital plans, the School Construction Authority currently does not include any pre-K capacity needs.¹⁶
- With 25,000 pre-K students currently in public elementary schools, and more to come given the building boom throughout the city, it is clear that the need to account for additional pre-K students in our public schools must be taken into account in the school planning process.

Pre-K will likely yield significant benefits to some NYC students, although the extent of those benefits remains to be seen, especially if the expansion of the program leads to larger class sizes in the following grades. A recent randomized experimental study, the most rigorous kind of research, found that in Tennessee, public pre-K had no positive long-term effects on students.¹⁷

Several years ago, 73 education researchers and professors wrote an open letter to Chancellor Farina, urging her to invest in reducing class size in grades K-3 and warning her that many of the expected gains from pre-K would likely be otherwise be undermined:

*"We commend you for your commitment to expanding prekindergarten programs, but as you know, early childhood education does not begin and end at age 4. We urge you now to focus on lowering class sizes in all grades."*¹⁸

¹⁴ Working Group on School Planning and Siting, "Planning to Learn," 41. <https://council.nyc.gov/land-use/wp-content/uploads/sites/53/2018/03/Planning-to-Learn-3.16.2018-high-resolution.pdf>

¹⁵ Ibid., 21.

¹⁶ Kaitlyn O'Hagan et al., "Report of the Finance Division on the Fiscal 2019 Preliminary Capital Budget, the February 2018 Proposed Amendment to the FY2015-2019 Five-Year Capital Plan, and the Fiscal 2018 Preliminary Mayor's Management Report for the Department of Education and the School Construction Authority," New York City Council, March 26, 2018, 13. <https://council.nyc.gov/budget/wp-content/uploads/sites/54/2018/03/FY19-Department-of-Education-and-the-School-Construction-Authority.pdf>

¹⁷ Mark W. Lipsey, Dale C. Farran, Kerry G. Hofer, "A Randomized Control Trial of a Statewide Voluntary Prekindergarten Program on Children's Skills and Behaviors through Third Grade," Peabody Research Institute of Vanderbilt University, 2015. https://peabody.vanderbilt.edu/research/pri/VPKthrough3rd_final_withcover.pdf

¹⁸ Jacqueline Shannon et al., "73 Education Professors Urge the Chancellor and the Mayor to Reduce Class Size," September 22, 2014, <https://www.classsizematters.org/73-education-professors-urge-the-chancellor-and-the-mayor-to-reduce-class-size/>

Two of the co-authors of this letter, Jacqueline Shannon, chair of the Early Childhood Education program at Brooklyn College, and Assistant Professor Mark Lauterbach of Brooklyn College, followed up with an op-ed in Schoolbook:

“While we acknowledge that the new administration is taking some very positive steps in educational policy, we are extremely concerned that the benefits of these reforms, such as increasing access to prekindergarten, establishing community schools, and inclusion for students with disabilities, may be undermined unless the trend of ballooning class sizes is reversed.”¹⁹

We will be releasing a report in the coming weeks with a more detailed analysis of the impacts of Pre-K on New York City schools.

Meanwhile we make the following recommendations:

- The Council should pass legislation, requiring that City Planning, in collaboration with the Department of Education, update the Public School ratio, to take into account more current census figures as well as the increased number of 3K and Pre-K students in our public schools.
- Finally, it is critical that the our school capacity needs be fully funded in the five-year-capital plan. Right now, the DOE funds only about half of the need they themselves project to address overcrowding in our schools; not even taking into account the expanded number of preK students. If the increased number of preK and 3K students continues to worsen school overcrowding and contribute to rising class sizes, the benefits of the program will likely be severely undermined.

¹⁹ Jaqueline Shannon and Mark Lauterbach, “Opinion: De Blasio Must Put Reducing Class Sizes at Top of His Agenda,” November 6, 2014. <https://www.wnyc.org/story/opinion-de-blasio-must-put-reducing-class-size-first/>

**Testimony of Shilshila Limbu for New York City Council
Committee on General Welfare and Committee on Education
Hearing on UPK, 3-K, and EarlyLearn**

June 27, 2018

Good afternoon and thank you for the opportunity to speak with you. My name is Shilshila Limbu, and I live in Woodside. I am the mother of Dean, a four-year-old child with autism.

I am glad that the City is expanding public preschool programs. But the City must not forget about children like mine who have disabilities.

I first referred my child, Dean, for preschool special education evaluations more than one year ago at the suggestion of Dean's pediatrician. When the DOE sent me a list of evaluation sites, I made call after call. But the evaluation sites told me that because my family speaks Nepali at home, they could not evaluate my child. I reached out to the DOE several times to ask for help, but the DOE did not help. In fact, the DOE did not schedule evaluations for Dean until I got a lawyer from Advocates for Children involved, many months after I started the process.

Even after evaluations began, the DOE's delays continued. The DOE began evaluating Dean on January 25th, but did not hold an IEP meeting until April 20th—three months later.

At the IEP meeting in April, the DOE determined that my child needed a small preschool special education class, as well as speech therapy, occupational therapy, and physical therapy. However, more than two months have passed, and the DOE has not been able to find a seat in a preschool special education class for my son. The DOE does not have enough preschool seats for all the children with disabilities who need them.

I feel lucky to live in a City that is building more 3-K and Pre-K classes, but my child needs a classroom too, and he has a right to be in a preschool special education class.

I wonder what progress Dean could have made this year if he had been in class with a special education teacher. Would he be starting to talk to me? Would he be able to play with other children? I'll never know because Dean had to sit at home all year with no special education instruction or services.

My child deserves better. We must change this situation and make sure that every preschooler with a disability gets the evaluations, services, and classes they need.

Thank you for taking the time to listen to me today.

FOR THE RECORD



DREAM Charter School

Christine Wicks, Pre-K Director

**Presented to the New York City Council Committees on Education and Youth Services
Oversight-Implementation of UPK and 3K Expansion and the Transition of EarlyLearn**

NYC to DOE

T2018-2081

June 27, 2018

DREAM Charter School respectfully submits the following testimony in regards to T2018-2081/Oversight-Implementation of UPK and 3K Expansion and the Transition of EarlyLearn NYC to DOE and thanks the New York City Council Committee on Education Chair Mark Treyger for providing the opportunity to comment.

I am the director of DREAM's pre-k program, which has just completed its third school year as part of UPK. I began my teaching career working in a charter school in Washington, D.C. that served only 3 and 4-year-olds and towards the end of every school year I would get a pit in my stomach as I prepared to say goodbye to my students and families I had worked with for the last two years and send them off to what I hoped would be a great elementary school.

I am very lucky because, at DREAM, this is not something I have to do. I send my PK students to our elementary school and to our talented team of Kindergarten educators who I know and work closely with. Charter schools such as DREAM have the unique opportunity to work with children and families from PK all the way through high school with an extended school year and summer programming for our youth. The degree to which we know our students as individuals and the partnerships we build with families over the course of 13 years and beyond has a deep impact on the success of our students.

We are very thankful for the 2 current UPK classrooms we operate but would need more space in order to fully fill our Kindergarten seats and ensure every one of our PK students is Kindergarten ready. Lack of space or rental assistance has kept us stagnant over the last three years with 425 of students currently on our Pre-K waiting list. Even more, per-pupil funding has not increased since our first year, causing financial stress at an organization that believes early childhood teachers should be paid just as much as teachers in upper grades.

The data presents a compelling story for the power of Pre-K as well. Of our former Pre-K students who are going into 1st grade next year, 76% are reading on grade level compared to 60% of students who began with us in Kindergarten. 81% of them scored above 50th percentile in the ELA MAP assessment *MAP, National standards-based interim assessment for*

TESTIMONY

**NYC COUNCIL JOINT COMMITTEE ON EDUCATION AND GENERAL WELFARE
CHAIRMAN, Mark Treyger
CHAIRMAN, Stephen Levin**

*Oversight – Implementation of UPK and 3K Expansion and the Transition of
EarlyLearn NYC to DOE*

**Presented on
Wednesday, June 27th, 2018**



**The Council of School Supervisors and Administrators
Mark Cannizzaro, President
Henry Rubio, Executive Vice President
Rosemarie Sinclair, 1st Vice President**

**40 Rector Street, 12th Floor
New York, NY 10006
(212) 823-2020
www.csa-nyc.org**

Good afternoon, Chairman Treyger and Chairman Levin, and all distinguished members of today's joint committee hearing. My name is Rosemarie Sinclair, and I am the First Vice President of CSA, the Council of School Supervisors and Administrators. We represent more than 16,000 active and retired men and women who provide leadership in our public schools and in our city-funded EarlyLearn centers.

We are grateful for this opportunity to appear before you today to speak on behalf of our Early Childhood Directors and Assistant Directors. CSA applauds the City Council for holding this critical hearing on the "Implementation of UPK and 3K Expansion and the Transition of EarlyLearn NYC to DOE." We also applaud Mayor de Blasio for implementing Universal PreK and introducing 3K For All to increase the opportunity for 3-year-olds across the city to have access to a quality early childhood education. New York City's program is ambitious and has set a stellar example for school systems throughout the nation.

National Education Association research, amongst other studies, confirms that highly effective Early Childhood Education can positively impact our students, communities, and neighborhoods, resulting in greater social adjustment for youngsters, fewer referrals to special education, higher scores on future standardized literacy and math tests and a lesser likelihood of grade repetition as the years go by. Clearly, the impact on the students themselves can be profound. Of course, certain conditions must exist to ensure that those centers are highly effective, including small class sizes, full-day programs, strong age-appropriate curriculum, parent involvement and well-trained leaders and teachers.

We would venture to say that having well-trained leaders and teachers is the most important requisite for the success of any UPK and 3-K program. Adequate and fair pay are fundamental in attracting and retaining the best educators at this and any level in the education system. In the case of New York City, however, fairness remains a challenge.

Specifically, salary disparities between our EarlyLearn Directors and Assistant Directors and their DOE counterparts jeopardizes the effectiveness of UPK and 3K implementation across the board. We thank Councilmember Laurie Cumbo for raising awareness around these disparities, and introducing Resolution 358, *"Calling upon the City of New York to eliminate the disparity in compensation paid to teachers, staff and directors at community-based EarlyLearn NYC centers, as compared to the compensation paid to Department of Education instructors for similar employment."*

CSA has long advocated for pay parity for our Early Childhood Directors and Assistant Directors of the City Funded Day Care programs. In 2017, with the City's assistance, CSA and Day Care Council came to an agreement that provided long overdue financial raises for our members. Unfortunately, that contract was the first raise that these members had received in 10 years. We are proud of the negotiated contract. However, our members had gone without deserved pay raises for so long under the prior administration, that, today, much more needs to be done on their behalf.

Virtually all our Directors and Assistant Directors, who are overseeing Early Childhood Education centers, hold master's degrees and are certified teachers and experts in their field. They supervise large staff, observe and evaluate teacher performance, guide and review lesson plans and assess and screen incoming children. They also have additional administrative responsibilities, which range from maintaining attendance rolls, payroll and budgets to writing RFPs and grant proposals. Moreover, they must ensure their centers are following the regulations of the DOE, and the Health, Fire and Buildings Departments. Their day-to-day responsibilities mirror those of their DOE counterparts. *However, their pay does not.*

This inequity is particularly unfortunate, and even jarring, because most EarlyLearn Directors and Assistant Directors are minority women. They have dedicated their lives to the betterment of their communities, the all-around wellbeing of children and the success of Early Childhood Education. Yet they have been discouraged and stigmatized by receiving lower salaries than their peers. Their opportunities for economic and social mobility have been stymied. Their incentives for staying in the system have been undercut.

The children in their care are no less important than the children in the care of any other Early Childhood Directors in the City of New York. These children are also our future doctors, engineers, mathematicians, teachers and artists. Their EarlyLearn centers strive to achieve the same level of social, physical, intellectual, cultural, creative and emotional development, as any others. These centers not only prepare children for kindergarten, but lay the foundation for their entire education, as well as their eventual careers. They should not be regarded any differently from any other UPK and 3-K programs. But as long as their directors are paid on a lower scale and treated like second-class citizens, they are branded as less important.

CSA believes that the disparity in compensation for these Directors and Assistant Directors could eventually discourage highly qualified leaders from remaining and undermine the quality of education at these centers. The disparity runs counter to the DOE's mantra of "equity and excellence." The city must begin to treat these professionals with the same respect and provide the same salaries and working conditions that are afforded to their colleagues who work for the Department of Education.

We trust that the right thing will be done. We draw much of our confidence from Public Advocate Letitia James' report, which compellingly recommends that the City ensure immediate pay equity between DOE and ACS EarlyLearn NYC Directors, Assistant Directors, Family Child Care Coordinators and teachers.

Clearly, CSA strongly supports Resolution number 358, and we look forward to helping bridge the salary gap and consulting in the transition of EarlyLearn NYC to DOE. We respectfully request that the City Council stand with us to demand equity for these leaders and educators who have been taken for granted for far too long.

City Council Testimony: Early Learn + PreK for All

June 27, 2018

Good afternoon. I am Susan Ochshorn, founder and principal of ECE PolicyWorks, and I have long worked to put the whole child at the center of education reform.

I welcomed Mayor de Blasio's historic preschool initiative. Robust research confirms the critical importance of high-quality early experiences for children's development and future well-being. The U.S. has long been behind the curve. We stand in the lower half of the Economist Intelligence Unit index for provision of preschool across 45 countries.

I also saw de Blasio's PreK for All as a lever for change in a time of political paralysis, confirming early childhood education as a public good.

I still hold to that idea. But I've had a number of serious concerns along the way, and they are ever more relevant as Early LearnNYC transitions to the Department of Education, and we bring New York City's 3-year-olds into the fold.

Number 1: *Stealing Childhood*

Early childhood's merge with the public school system has been a Faustian pact. In return for legitimacy and investment, the earliest years have yet to be protected from the demands of standards-based accountability, most notably, the Common Core.

Four- and five-year-olds are being tested—growing numbers on laptops. Teacher-directed instruction dominates kindergarten classrooms, a trend that's moving down to preK. Soulless, developmentally inappropriate practice that restricts children's exploration, creativity, and critical thinking has become the new normal. Most disturbing, play, which is the primary engine of development, is disappearing.

For our most vulnerable children—immigrants, those with disabilities, kids of color, and those living in poverty (of whom NYC has many)—this trend adds toxic stress and a sense of failure to those who need it least.

Number 2: *Wage Parity*

Early universal preschool pioneers—Tulsa, Oklahoma, and New Jersey in the Abbott districts—made sure that community-based teachers, who educate the majority of our youngest students, were paid on par with their public school colleagues.

With identical credentials, responsibilities, and longer hours, community-based early educators are earning tens of thousands of dollars less than district preK teachers. They're living on

poverty wages, and many experience the toxic stress that inevitably accompanies financial insecurity.

Retention of teachers is a critical component of quality, ensuring stability and consistency for young children. The loss of early educators to the public school system, now inevitable, will have a profound impact on early childhood organizations and the vulnerable children whom they serve.

Number 3: Segregation

I've called it the Achilles Heel of de Blasio's PreK for All. As everyone here knows, from the work of the Civil Rights Project at UCLA, NYC, America's largest school district, is also one of the most segregated systems in the nation. This starts, not with kindergarten, but with lack of opportunity and access to high-quality programs in early childhood.

In 2016, the Century Foundation (TCF) published an analysis of data from 2014-15 which showed NYC's pre-kindergarten classrooms to be among the city's most racially divided.

Conclusion: Equity, Social Justice, and Outcomes

To ensure equity, social justice, and the kinds of outcomes that will set ALL our children on a strong developmental path for future well-being, productivity, and citizenship in a democratic society, we must pay attention to these essential concerns.

It is my hope that the City Council will continue its exemplary work of surfacing the obstacles to universal high-quality early experiences and ensuring equity and social justice for all our children.

Thank you for this opportunity.

Susan Ochshorn is a writer, policy analyst, and a leading activist for the whole child. She works to integrate early childhood into the education reform conversation and to catalyze social change. A former journalist, with a degree in early childhood education and public policy from Bank Street College of Education, she has written for CNN Opinion, the Los Angeles Times, Education Week, and many other publications. Susan blogs at ECE Policy Matters, and is the author of Squandering America's Future – Why ECE Policy Matters for Equality, Our Economy and Our Children. She is working on a book about play as the foundation for democracy and civil society.

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: George Ponceherera

Address: East Calvary DC - Drexler

I represent: _____

Address: _____

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in favor in opposition

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Name: Alan Ortega

Address: _____

I represent: Belmont Community Daycare

Address: _____

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Name: Fran De Jong

Address: _____

I represent: Nursery School

Address: _____

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Name: Emmy Liss

Address: 52 Chambers St, NY, NY 10007

I represent: DOE Early childhood

Address: _____

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Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6-27-18

(PLEASE PRINT)

Name: Lorelei Vargas, Deputy Commissioner

Address: 150 William Street, NY, NY

I represent: NYC Administration for Children's Services

Address: 150 William St, NY, NY

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THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: June 27, 2018

(PLEASE PRINT)

Name: Michelle Paige

Address: 184 Edwage Street

I represent: University Settlement Society of NY

Address: _____

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THE CITY OF NEW YORK**

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in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: Beverley Campbell

Address: 112-06 Sutphin Blvd.

I represent: Afro #2

Address: 112-06 Sutphin Blvd.

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: PETAL PROPHETE

Address: 112-06 SUTPHIN Blvd.

I represent: Afro-American Parents Fed. Ct #2

Address: 112-06 Sutphin Blvd

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Lois Lee

Address: _____

I represent: CPC + CSA

Address: 133-14 41 Ave Flushing

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THE CITY OF NEW YORK**

Appearance Card

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in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: ERIK JOERSS

Address: _____

I represent: NYC Charter School Center

Address: 111 Broadway, NYC, NY 10006

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

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in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: CHRISTINE WICKS

Address: _____

I represent: Dream Charter School

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: June 27, 2018

(PLEASE PRINT)

Name: SUSAN OCHSHORN

Address: 878 West End Ave 7AB NY NY 10025

I represent: ECE Policy Works

Address: same as above

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THE CITY OF NEW YORK**

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in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Carlyn Cowen

Address: 150 Elizabeth Street

I represent: Chinese-American Planning Council

Address: _____ (CAC)

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. 358

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: Harriet Larry

Address: 615 Flatbush Ave

I represent: Parkside ECDC - DC. 1707-L-205

Address: 525 Parkside Ave BKlyn

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. 0358-

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: Christopher TREIBER

Address: 150 West 30th Street

I represent: Inter Agency Council for

Address: Developmental Disabilities Inc.

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. 358

in favor in opposition

Date: 6.27.18

(PLEASE PRINT)

Name: Debra Lewis

Address: 1004 Montgomery St Apt 1 BKlyn NY

I represent: Parkside ECDC DC 1707 + 205

Address: 525 Parkside Ave BKlyn

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. 358

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: MS. Deborah Blowe

Address: 3002 Surf Ave BKlyn

I represent: Parkside ECDC / DC 1707 Local 45

Address: 525 Parkside BKlyn NY

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THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: DANA NORTEGA

Address: _____

I represent: Committee for Hispanic Children Families

Address: 75 Broad Street, Suite 620 NY, NY

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THE CITY OF NEW YORK**

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in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Gregory Brewer

Address: _____

I represent: United Neighborhood Houses

Address: _____

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THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 8/27/18

(PLEASE PRINT)

Name: Faith Behum

Address: _____

I represent: UJA Federation NY

Address: 130 East 59th St

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

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in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Inez Chubb

Address: 52 Broadway 18th fl.

I represent: UFT Providers Grant Program

Address: 52 Broadway 18th fl., NY, NY 10004

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**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Shilshila Limbu (parent)

Address: Woodside, Queens

I represent: _____

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: LISA CASWELL

Address: 2082 Lexington Ave, NY, NY

I represent: Day Care Council of NY

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Leanne Hanson

Address: _____

I represent: Class Size Matters

Address: _____

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THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: Stephanie Gendell

Address: _____

I represent: Citizens' Committee for Children

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/2018

(PLEASE PRINT)

Name: Moria Cappio

Address: _____

I represent: Children's Aid

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/2018

(PLEASE PRINT)

Name: Kim Medina

Address: _____

I represent: DC1707

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

Name: Rosemarie Sinclair First V.P. (PLEASE PRINT) CSA

Address: 40 Rector St. NYC

I represent: CSA

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/18

Name: Betty Baez Melo (PLEASE PRINT)

Address: _____

I represent: Advocates for Children of NY

Address: _____

Please complete this card and return to the Sergeant-at-Arms

THE COUNCIL
THE CITY OF NEW YORK

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Anna Succes

Address: 21-10 33rd Road = 107 L.I.C. NY 116

I represent: Pre-K Teachers / Queensview

Address: 21-36 33 Road L.I.C., NY School

▶ Please complete this card and return to the Sergeant-at-Arms ◀

THE COUNCIL
THE CITY OF NEW YORK

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 6/27/18

(PLEASE PRINT)

Name: Lisa Paul

Address: 117-04 Guy R. Brewer Jamaica

I represent: NY 11434

Address: Brooklyn Campbell

▶ Please complete this card and return to the Sergeant-at-Arms ◀