



Pre-K and Child Care in Pittsburgh

The Reality, the Opportunities and the Challenge

The need for solutions that support and enrich the lives of children in Pittsburgh is pressing. Over a third of Pittsburgh children live below the federal poverty line.¹ However, the city is in a unique position to be a leader in the state and invest in a policy intervention with a proven track record of helping children and their families thrive. A landmark commitment to early learning and care is one of the most effective policy solutions the city could pursue.

Publicly funded, high-quality child care for infants and toddlers and pre-K for 3- and 4-year-olds can help children succeed in school and can ease the financial burden on working families who are trying to provide the best for their young children.

Study after study has shown the positive economic impact of high-quality, publicly funded early learning and child care.² Research shows that brain development is most rapid in the first years of life. Findings from the National Institute of Child Health and Human Development's *Study of Early Child Care* demonstrated that children who were in high-quality care from birth through 54 months, scored better in language, reading, and math than their peers who were in consistently low-quality care.³ An ever growing body of research proves that children's earliest experiences have profound impacts on brain development and child outcomes. Those who attend pre-K do better in school and are less likely to need special education services or have to repeat a grade. They also have lower rates of chronic health conditions, like diabetes, later in life.⁴ They are less likely to become parents as teenagers and more likely to graduate from college and maintain stable jobs and families.⁵ Studies of low-income children in Chicago and North Carolina show numerous positive outcomes well into adulthood.⁶ For low-income children in particular, the benefits of high quality pre-K are profound.⁷ Moderate-income children also benefit in their academic outcomes in literacy and math skills.⁸

This report explores the need in Pittsburgh for high-quality child care and pre-K. It also examines the early learning services now available to children from birth up to kindergarten entry in neighborhoods served by the Pittsburgh Public Schools (PPS) and provides an overview of the city, state and federal funding sources that support these services.

While it is undisputable that there are great early learning and care programs in Pittsburgh, from the Pittsburgh Public School Early Childhood Education program to countless child care centers, Head Start programs and family child care providers throughout the city, not every child has access to high-quality early learning. We outline the numbers of children currently underserved by existing programs and what it would cost to dramatically expand pre-k and child care.

When early childhood education and care does not receive the support it warrants, early childhood educators often lack the resources they need to do their best. We examine how investments in the early learning and care workforce are essential to ensuring that the pre-K and child care services children receive are of the highest quality.

This report outlines concrete ways the city can pay for early learning so that all children in Pittsburgh have access to quality child care and pre-K.

Many educators and families use different and overlapping terms to describe the early childhood education and care services children receive from birth to kindergarten entry. Here we will use "pre-K" for the educational programming that 3- and 4-year-olds receive and "child care" to describe both the care infants and toddlers receive and the after-school care that 3- and 4-year-olds in pre-K receive. "Early learning" is a blanket term encompassing both pre-K and child care.

The Need for Expanding Access to Early Learning

Pittsburgh is a city where a large number of families have young children, making affordable, high-quality early learning and care that families can trust essential.⁹ According to U.S. Census Bureau estimates, approximately 28.9 percent of Pittsburgh households have children under age 6:¹⁰ 6,284 3- and 4-year-olds and 9,226 children younger than age 3 live in Pittsburgh.¹¹ And young people are being drawn back into the city, making these numbers likely to rise in the coming years as young college graduates settle into the city and begin having families.¹²

Family Composition in Pittsburgh¹³

Figure 1.



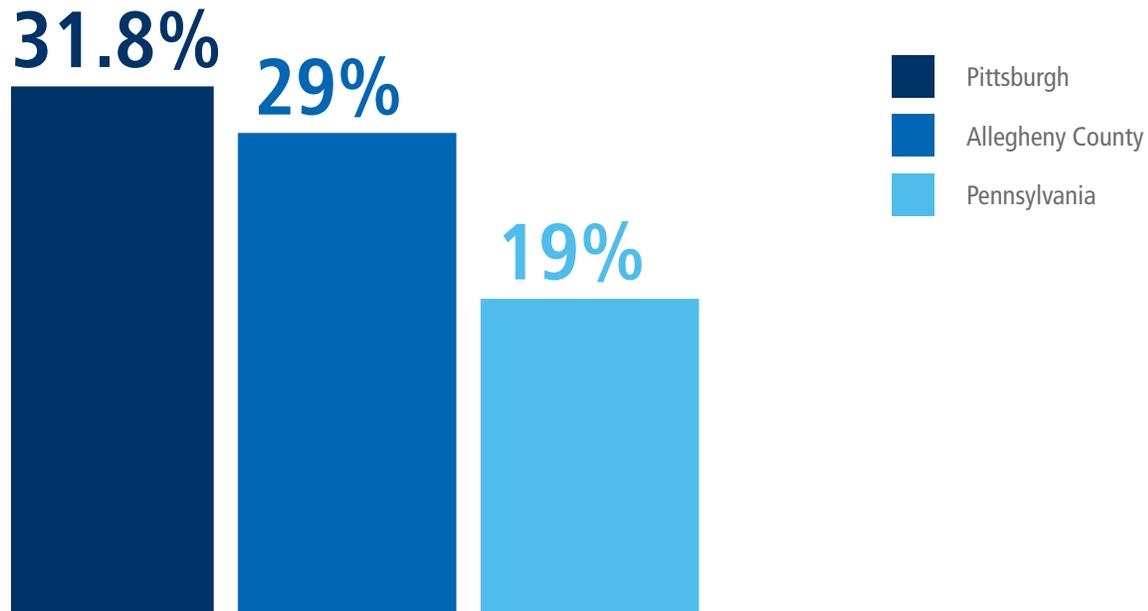
The 2010 U.S. Census estimates for the number of children in Pittsburgh by age are:¹⁴

- Under 5 years | 15,109
- Under 1 year | 3,275
- 1 year | 3,084
- 2 years | 3,140
- 3 years | 2,869
- 4 years | 2,741

A significant number of these young children live in poverty. Almost 32 percent of children in the city, and 29 percent in Allegheny County, live below the federal poverty level, compared with 19 percent in the entire state.¹⁵ Unsurprisingly, many areas of the city show high levels of poverty. A thought-provoking report by the Pittsburgh Association for the Education of Young Children explored childhood poverty by using a Child Raising Vulnerability Index,¹⁶ which analyzes a range of social indicators beyond family economic status that impact child development and well-being.

Childhood Poverty¹⁷

Figure 2.

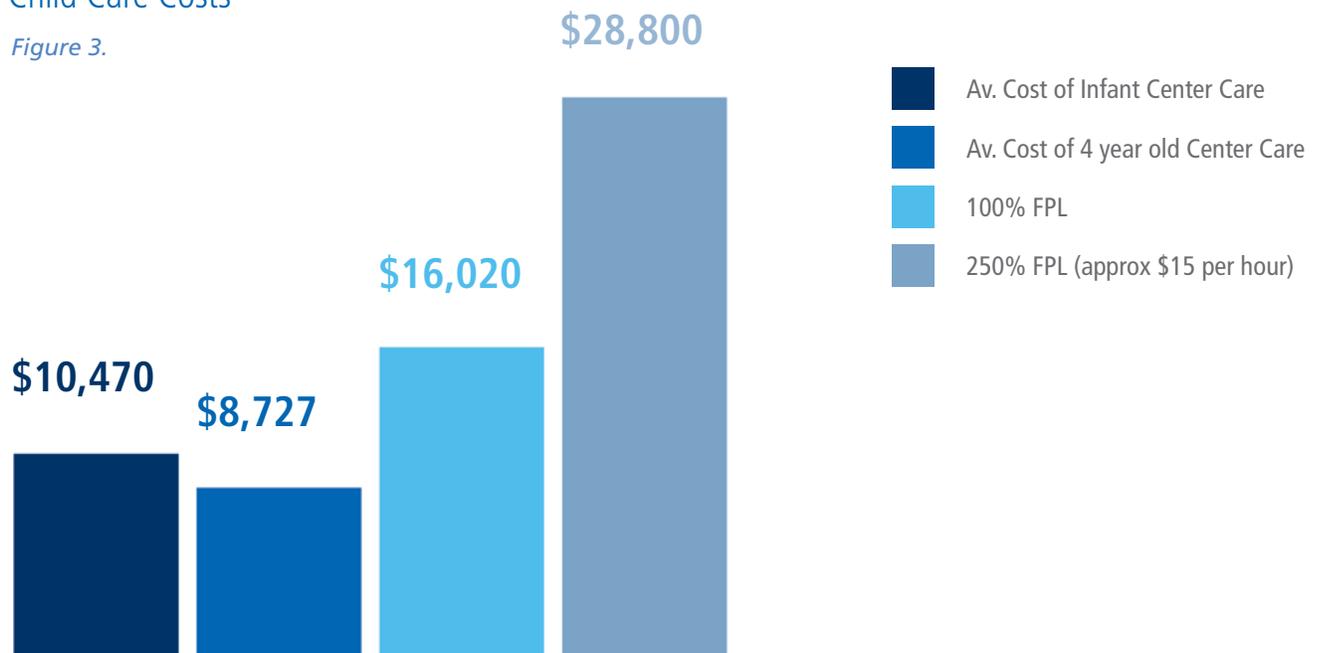


Percentage of children living below the federal poverty level (\$24,250 for a family of four.)

Why can't these families with children access high-quality early learning programs? The cost of child care and pre-K for many working families is out of reach. In 2014, the statewide average cost of infant care in a child care center was \$10,470 per year and in a family child care home setting it was \$7,943. For 4-year-olds, the average cost of care in a center was \$8,727 and \$7,128 for a family child care home setting.¹⁸ That's almost 10 percent of the median income in the city and half of a minimum-wage worker's yearly pay.

Pennsylvania Average Child Care Costs¹⁹

Figure 3.





“Child care costs are crushing us. Both my wife and I have good jobs, but with three young children, we are spending \$2,100 a month on child care. This eats up most of my pay check.”

—MARC GETHEN
Pittsburgh Parent,
September 2016

As the private market fails working families, public programs are not filling the gap. The publicly funded child care assistance program for low-income families is not funded sufficiently to meet the needs of families that qualify, despite strict income guidelines that limit the number of families the program serves to the neediest. In 2014, a family of three in Pennsylvania theoretically could qualify for state child care assistance with an annual income up to \$39,060 (197 percent of the federal poverty line), yet the family’s expected copayment would be \$130 per month.²⁰ And even then, child care assistance is not guaranteed. In 2013, there was a waitlist of 6,183 children.²¹

Even when families can afford early learning and child care, the number of available slots often falls short. To illustrate child care accessibility, table 1 highlights the number of family child care centers, median income and population poverty level in a sample of Pittsburgh’s major neighborhoods:

Child Care Providers by Neighborhood²²

**Some centers accounted for are not located in the listed high-poverty areas but share the same zip code due to overlapping neighborhoods.*

Table 1.

| ZIP Codes ²³ | Neighborhoods | No. of Family Child Care Centers ²⁴ | No. of Group Child Care Centers ²⁵ | No. of Child Care Centers ²⁶ | Pittsburgh Public Schools Early Childhood Program ²⁷ |
|-------------------------|---|--|---|---|---|
| 15201 | Lawrenceville | 4 | 0 | 0 | 1 |
| 15204 | Sheraden | 4 | 3 | 1 | 1 |
| 15205 | Oakwood/Westwood | 1 | 0 | 0 | 1 |
| 15206 | East Liberty; Lincoln-Lemington-Belmar; Garfield; Larimer | 12 | 6 | 0 | 5 |
| 15207 | Hazelwood | 3 | 0 | 0 | 2 |
| 15208 | Homewood West-North-South | 7 | 2 | 1 | 1 |
| 15210 | Arlington/Arlington Heights, St. Clair, Knoxville; Beltzhoover; Carrick | 10 | 1 | 1 | 4 |

| ZIP Codes ²³ | Neighborhoods | No. of Family Child Care Centers ²⁴ | No. of Group Child Care Centers ²⁵ | No. of Child Care Centers ²⁶ | Pittsburgh Public Schools Early Childhood Program ²⁷ |
|-------------------------|---|--|---|---|---|
| 15212 | Brighton Heights; California-Kirkbride; Fineview; Perry South; Manchester | 9 | 1 | 2 | 6 |
| 15213 | North Oakland; Upper Hill | 1 | 1 | 0 | 1 |
| 15214 | Summer Hill; Northview Heights; Fineview; Perry South | 13 | 6 | 0 | 0 |
| 15216 | Beechview | 2 | 0 | 0 | 2 |
| 15217 | Squirrel Hill | 1 | 1 | 2 | 1 |
| 15219 | Bedford Dwellings; Bluff/Uptown/Soho; Crawford Roberts; Middle Hill; Upper Hill | 0 | 2 | 1 | 3 |
| 15221 | East Hills; Homewood North-South | 8* | 8* | 0 | 1 |
| 15224 | Bloomfield; Garfield | 4 | 1 | 0 | 1 |
| 15226 | Brookline; Beechview | 3 | 0 | 0 | 2 |
| 15227 | Carrick | 1 | 1 | 0 | 0 |
| 15233 | Manchester | 6* | 1* | 0 | 2 |
| 15235 | East Hills | 11* | 7* | 0 | 0 |

“As an Early Childhood Teacher, I know the importance of high quality care and education for children. My husband had to work the night shift while I worked during the daytime so that he could watch our son Andy during the first 2 years of his life. The cost of care was too expensive for our family, so we had to make the sacrifice. We could not afford the \$850 per month even though we were both working full time.”

—Andrea Stupi,
Parent and Pittsburgh Public Schools Early Childhood Teacher,
September 2016



Poverty Level by Neighborhoods²⁸

Table 2.

| Neighborhoods | Neighborhood Median Income (2013) ²⁹ | Population Poverty Level (2013) ³⁰ |
|----------------------|---|---|
| Arlington | \$33,036 | 21% |
| Bedford Dwellings | \$19,417 | 64% |
| Beechview | \$45,357 | 18% |
| Beltzhoover | \$37,200 | 24% |
| Bloomfield | \$40,880 | 21% |
| Bluff/Uptown/Soho | \$23,278 | 32% |
| Brighton Heights | \$48,501 | 12% |
| Brookline | \$49,237 | 12% |
| California-Kirkbride | \$30,817 | 35% |
| Carrick | \$40,558 | 19% |
| Crawford-Roberts | \$23,225 | 49% |
| East Hills | \$25,272 | 46% |
| East Liberty | \$30,999 | 30% |
| Fineview | \$33,465 | 30% |
| Garfield | \$33,767 | 37% |
| Hazelwood | \$39,707 | 15% |
| Homewood North | \$24,090 | 43% |
| Knoxville | \$34,186 | 30% |
| Larimer | \$31,683 | 30% |
| Manchester | \$33,780 | 25% |
| Middle Hill | \$18,266 | 22% |
| North Oakland | \$35,732 | 42% |
| Westwood | \$54,754 | 6% |
| Perry South | \$38,878 | 33% |
| Sheraden | \$33,096 | 30% |
| St. Clair | \$39,674 | 45% |
| Summer Hill | \$48,042 | 10% |
| Upper Hill | \$24,239 | 26% |

Clearly, the levels of access to early learning in some low- and moderate-income Pittsburgh neighborhoods are alarming. When race is considered, Pittsburgh’s pre-K landscape becomes even starker. According to a recent report released by the Center on Race and Social Problems at the University of Pittsburgh’s School of Social Work, even as the city’s overall levels of pre-K enrollment exceed national averages, the portion of African-American children enrolled in pre-K is lower than the national average.³¹ Predominantly African-American neighborhoods, such as Hazelwood, Manchester and the Hill District have few licensed child care centers.

Nearly 25 percent of 3- and 4-year-olds in Pittsburgh lack access to pre-K programming. The number of 3- and 4-year-old children enrolled in public (i.e., Pittsburgh Public Schools or Head Start programs not operated by the school district) and private pre-K programs, 4,565, falls short of the number of 3- and 4-year-old children in the locality.

“It is exciting working with families on their voyage to educating their young child. I know the importance of having a strong educational start in life. It breaks my heart to see families embark on the voyage only to run into systemic roadblocks. We are required to serve four year olds as a priority so sometimes our families with three year olds must get placed on a waiting list until we have room or exhaust our efforts to find four year olds. We must find a way for all families to have access to high quality early learning. It is a critical period in children’s lives.”

—CLEO HARRIS

Early Childhood Family Service Specialist, Pittsburgh Public Schools,
September 2016



Enrollment

Table 3.

| New America Foundation School District-Funded Pre-K Students 2012 (community and school-based) | Early Childhood Enrollment in Pittsburgh Public Schools 2016 | Early Childhood Programs (Pre-K) | Number of Children Enrolled in Public/Private Nursery/Preschool (2012 census) | Kindergarten Enrollment in Pittsburgh Public Schools 2014-15 | Number of 3- and 4-year-olds in the school district |
|--|--|---|---|--|---|
| 2,422 | 1,364 ²⁷ (Enrollment in a full-day prekindergarten program in district school, including 3- and 4-year-olds) | 32 Pittsburgh Public School locations have pre-K classrooms | 4,565 | 1,996 | 5,695 |

Quality of Available Early Learning Programming

For families that can pay, high-quality child care and early learning options abound. For low- and moderate-income families, the reality is much different.

In an effort to help families identify high-quality early learning providers and incentivize high-quality care, Pennsylvania created a quality rating and improvement system called Keystone STARS, which ranks child care providers based on their quality levels.³² Participation is voluntary. Child care providers that do participate can receive higher child care subsidy payments (at rates identified in table 5) than they would have otherwise from low-income families that qualify for assistance. However, providers offering a higher quality of care receive at most a 13 percent higher subsidy rate than providers at lower-quality levels.³³ Tiered reimbursement starts at the star 2 level (four stars is the maximum rating); it increases at each star level. Table 4 shows the breakdown of base daily subsidy reimbursement rates as of August 2015.³⁴ Even at the highest rates available, a child care subsidy does not cover the cost of providing high-quality child care and pre-K. According to the state’s own estimates, its subsidy rates would only allow a family with a subsidy to afford 32 percent of centers for infants and 21 percent for preschoolers.³⁵ The rates are outlined in tables 4 and 5, showing just how many programs are out of reach for many families in the city.

Daily Base Child Care Subsidy Reimbursement Rate³⁶

Table 4.

| Age of Child | Center | | Group | | Family | | Relative/ Neighbor | |
|------------------|-----------|-----------|-----------|-----------|-----------|-----------|--------------------|-------------------|
| | Full Time | Part Time | Full Time | Part Time | Full Time | Part Time | Full Time | Part Time |
| Infant | \$36.50 | \$31.74 | \$32.00 | \$25.00 | \$29.30 | \$24.00 | \$15.00 | \$11.75 |
| Young Toddler | \$35.50 | \$30.62 | \$31.32 | \$25.00 | \$27.00 | \$24.00 | \$15.00 | \$11.75 |
| Old Toddler | \$34.50 | \$30.00 | \$30.00 | \$25.00 | \$27.00 | \$23.00 | Full time \$14.87 | Part Time \$11.75 |
| Preschool | \$31.00 | \$25.20 | \$29.00 | \$24.00 | \$27.00 | \$23.00 | \$14.35 | \$11.75 |
| Young School Age | \$27.80 | \$22.00 | \$26.00 | \$22.00 | \$25.00 | \$20.00 | \$14.09 | \$11.75 |
| Old School Age | \$27.80 | \$22.00 | \$26.00 | \$22.00 | \$25.00 | \$20.00 | \$14.09 | \$11.75 |

Daily Supplemental Child Care Subsidy Rates³⁷

Table 5.

| Age of Child | STAR 1 | | STAR 2 | | STAR 3 | | STAR 4 | |
|--------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| | Full Time | Part Time |
| Infant | \$0.35 | \$0.15 | \$1.55 | \$0.95 | \$5.55 | \$2.65 | \$8.40 | \$3.35 |
| Young/old toddlers | \$0.35 | \$0.15 | \$1.45 | \$0.85 | \$5.40 | \$2.55 | \$8.25 | \$3.20 |
| Preschool | \$0.35 | \$0.15 | \$0.95 | \$0.45 | \$4.80 | \$2.05 | \$7.50 | \$2.60 |
| School Age | \$0.35 | \$0.15 | \$0.95 | \$0.45 | \$4.80 | \$2.05 | \$7.50 | \$2.60 |

Raising Quality

The city's highest quality programs spend well over \$8,000 per child. The true cost of providing high-quality early education and care is difficult to calculate. The national averages in the yearly Child Care Aware reports are based on surveys of child care settings with little public financing and depressed workforce wages.³⁸

Many experts believe that the true cost of high-quality child care is more akin to Early Head Start reimbursement rates of \$12,500 per child for infant care and \$10,000 per child for toddler care. Early Head Start reimbursement rates are national figures that reflect costs sufficient enough to meet research-based Early Head Start performance standards.

For 3- and 4-year-olds, the publicly financed programs that meet the most National Institute for Early Education Research (NIEER) quality benchmarks, such as programs in Boston, Washington, D.C., and Oklahoma, typically come close to their city or state's K-12 per-pupil funding averages. Nationally, annual K-12 per-pupil spending ranges from \$8,000 to \$23,000.³⁹ This is common sense; there is no reason the costs of educating a 3- or 4-year-old should be less than the costs of educating a 5- or 6-year-old. The American Institutes for Research has found that Boston, the District of Columbia, New York City, San Antonio, and Seattle all fund their respective pre-k programs, which offer at least six hours (a typical school day) of instruction and meet high quality standards, at per pupil levels ranging from \$10,000 to \$15,372 per year.⁴⁰

It is important to stress that the most crucial component of quality is the early childhood educator and that retaining qualified, well-prepared and well-supported educators requires competitive salaries. This is one reason that a foundational requirement of the federal pre-K development grants awarded in December 2014 was that pre-K teachers in grant-funded programs earn salaries on par with K-12 teachers and have similar qualifications, namely a bachelor's degree with a certification in early childhood education.⁴¹ High-quality early learning programming cannot be sustained with a low-wage, high-turnover workforce. For decades, research has documented the negative impact that the high turnover rate for early educators has on the children they teach and care for. Good compensation is the key to combating this high turnover.⁴²

Improve Early Learning Workforce Conditions

Much of the early childhood workforce in Pittsburgh is chronically underpaid, according to the Economic Policy Institute, whose report highlighted severe challenges in compensation for the early child care workforce.

- In Pittsburgh, 62.7 percent of pre-K teachers cannot afford a one-person budget to sustain an adequate standard of living in the city, while 85.5 percent of child care workers caring for infants and toddlers or working as teaching assistants in pre-K classrooms cannot afford to maintain an adequate standard of living.⁴³

This is consistent with national trends:

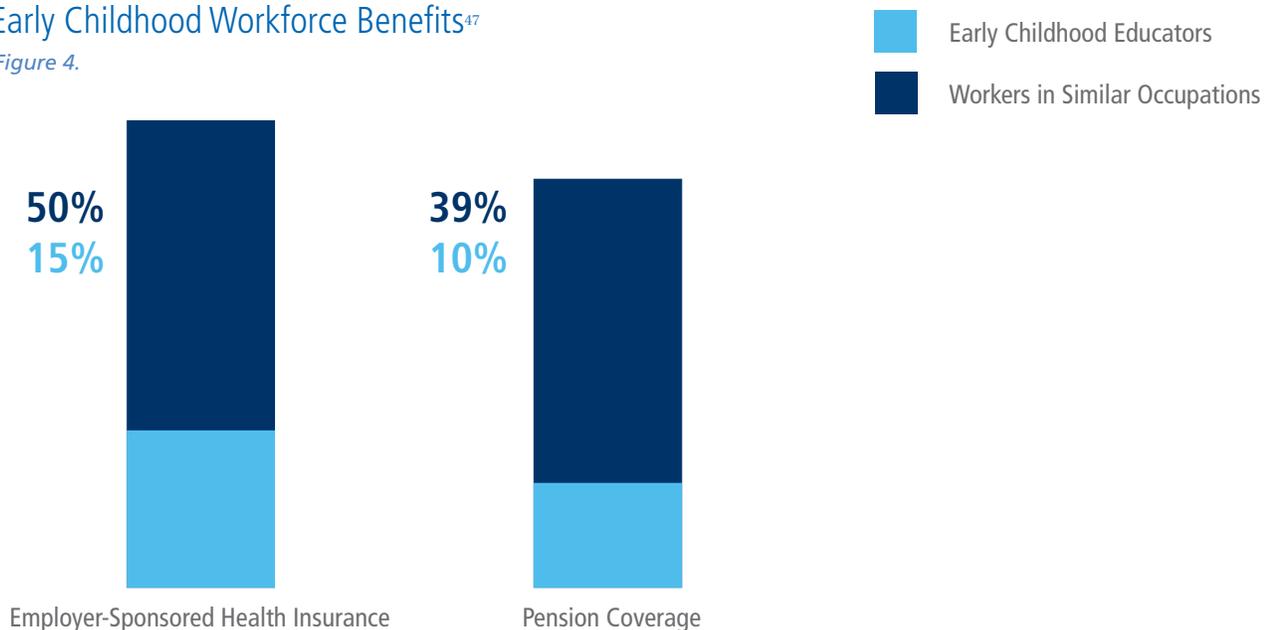
- Child care workers are among the country's lowest-paid workers with a median hourly wage of \$10.31, which is 39.3 percent lower than the median hourly wage in other occupations.⁴⁴
- The family income for one in seven child care workers is below the federal poverty line.

As shown in figure 4, most early childhood educators often do not receive benefits for health insurance and pension funds. **Nationally, only 15 percent of those in the early childhood workforce have employer-sponsored health insurance compared with about 50 percent of workers in other occupations. Similarly, only 9.5 percent of the early childhood workforce has pension coverage compared with 39 percent of workers in similar jobs.**⁴⁵ These low earnings and benefits negatively affect childcare workers and their families. **The cost of center-based infant care in Pennsylvania is 55 percent of a child care worker's annual wage and 43 percent of a preschool teacher's annual wage.**⁴⁶ Due to exorbitant costs of child care and the low wages earned, many early childhood educators rely on informal or family care to meet their own child care needs; nearly half of these workers are in families that rely on one or more public support programs every year.

Low compensation levels create poverty, fuel high turnover, and undermine the quality of child care and pre-K services. Without a concentrated focus on raising compensation and training, early learning expansion will not raise and sustain quality services.

Early Childhood Workforce Benefits⁴⁷

Figure 4.



Cost Estimates for Child Care Expansion

Estimates described in table 6 for early learning expansion are based on U.S. Census data for the number of children from infancy through age 4 living in Pittsburgh. Additional estimates are shown using higher pre-K per-pupil spending rates to determine the costs of expansion in private child care programs due to the fact that Pittsburgh Public Schools pre-k classrooms do not have to consider cost estimates for hours beyond the school day and maintenance of facilities. These rates are taken from research on top city pre-K programs conducted by the American Institute for Research that shows a \$10,000 to \$15,372 spending range for the high performing city pre-K programs in Boston, the District of Columbia, New York, San Antonio, and Seattle.⁴⁸ The number of children potentially eligible is based on U.S. Census estimates from 2014 that put the percentage of the city’s population of children under age 4 at 5.1 percent.⁴⁹ Lower estimates for the cost of pre-K for 3-year-olds can be calculated with the assumption that only 76 percent of 3-year-olds will use available pre-K. This is based on usage estimates from Washington, D.C., the only urban municipality with universal pre-K and multiple years of data to track usage rates. In D.C., 76 percent of 3-year-olds take advantage of universal pre-K, and roughly 86 percent of 4-year-olds do so.⁵⁰ Cost estimates for 4-year-olds can be reduced by assuming that the 19 percent rate of private school attendance, shown by the U.S. Census for kindergarten through grade 4 will be the same for pre-K.⁵¹

Participation in child care programs for infants and toddlers is likely to be somewhat limited given that families may choose to have a parent stay at home and handle child care responsibilities. Costs of infants and toddlers can be reduced if stay-at-home parents are factored in as a subgroup that would not use publicly financed child care. A Pew research study has shown that stay-at-home mothers have been on the rise since 2000.⁵² A partial reflection of this study can be seen in the statistic that only 58 percent of women living in Pennsylvania participate in the labor workforce.⁵³ Early Head Start estimates for infants and toddlers cited in table 6, \$10,000 and \$12,500 respectively, are based on 2014 national reimbursement estimates for centers participating in Early Head Start Child Care partnerships. According to local Early Head Start programs, Pennsylvania Early Head Start programs spend significantly more than the \$12,500 presented here.⁵⁴

Cost Estimates⁵⁵

Table 6.

| Income Threshold—Federal Poverty Guidelines ⁵⁶ | Children 0-4 yrs. as 5.1% of population ⁵⁷ | Average cost of full-time child care for children under age 1 based on \$12,500 per Early Head Start estimates ⁵⁸ | Average cost of full-time child care for toddlers ages 1 and 2, based on \$10,000 per Early Head Start estimates. ⁵⁹ | Average cost of pre-K for 3 and 4 year olds based on the \$9,220 pre-k per-pupil spending of PPS | Average cost of pre-K for 3- and 4-year olds based on the \$13,000 per-pupil spending rate of high performing programs ⁶⁰ | Average cost of pre-k for 3 and 4 year olds based on the \$15,372 per pupil spending rate of high performing programs ⁶¹ |
|---|---|--|---|--|--|---|
| Under 100% of the poverty level | 3,430 | \$8.5 million (686 children) ⁶⁰ | \$13.7 million (1,372 children) | \$12.6 million (1,372 children) | \$17.8 million (1,372 children) | \$21 million (1,372 children) |
| Under 150% of the poverty | 4,738 | \$11.8 million (948 children) | \$18.9 million (1,895 children) | \$17.4 million (1,895 children) | \$24.6 million (1,895 children) | \$29.1 million (1,895 children) |

| Income Threshold—Federal Poverty Guidelines ⁵⁶ | Children 0-4 yrs. as 5.1% of population ⁵⁷ | Average cost of full-time child care for children under age 1 based on \$12,500 per Early Head Start estimates ⁵⁸ | Average cost of full-time child care for toddlers ages 1 and 2, based on \$10,000 per Early Head Start estimates. ⁵⁹ | Average cost of pre-K for 3 and 4 year olds based on the \$9,220 pre-k per-pupil spending of PPS | Average cost of pre-K for 3- and 4-year olds based on the \$13,000 per-pupil spending rate of high performing programs ⁶⁰ | Average cost of pre-k for 3 and 4 year olds based on the \$15,372 per pupil spending rate of high performing programs ⁶¹ |
|---|---|--|---|--|--|---|
| Under 200% of the poverty level | 6,111 | \$15.2 million (1,222 children) | \$24.4 million (2,444 children) | \$22.5 million (2,444 children) | \$31.7 million (2,444 children) | \$37.5 million (2,444 children) |
| Under 300% of the poverty level | 8,326 | \$20.8 million (1,665 children) | \$33.3 million (3,330 children) | \$30.7 million (3,330 children) | \$43.2 million (3,330 children) | \$51.1 million (3,330 children) |
| Universal | 15,109 ⁶² | \$40.9 million (3,275 children) | \$62.2 million (6,224 children) | \$51.7 million (5,610 children) | \$72.9 million (5,610 children) | \$86.2 million (5,610 children) |

Policy Outcome Projections

Table 7.

| Policy Outcome | Children Impacted | Cost (based on \$9,220 per pre-K pupil PPS spending rate ⁶³) | Cost (based on \$15,372 per pre-k pupil spending rate) |
|--|---------------------------|--|--|
| Eliminate PPS pre-K waitlist | 400 | \$3.6 million | \$6.1 million |
| Enroll all 3 and 4 year olds not currently attending pre-k | 1,130-1,530 ⁶⁴ | \$10.4-14 million | \$17.3-23.5 million |
| Fully fund pre-K for all children either not in publicly funded pre-K or currently attending private pre-K | 3,273-4,331 ⁶⁵ | \$30.1-\$39.9 million | \$50.3- \$66.5 million |

Existing State and Local Pre-K Programs and Funding Streams

Some may argue that existing local, state, and federal early learning funding should just be managed better and stretched farther. This is not possible. Compared with other cities and states, funding in Pittsburgh is not currently robust enough to cover significantly more children. The National Institute for Early Education Research compiles yearly profiles of publicly funded pre-K programs serving 3- and 4-year-olds in each state and the District of Columbia. Currently eight states do not have programs. According to the most recent NIEER survey, compared to the rest of the country, Pennsylvania as a whole does poorly in terms of state funding. In the 2014-15 year, only 5.8 percent of children who were 3 years old and 12 percent of children who were 4 years old were enrolled in Pennsylvania's pre-K programs.⁶⁶

NIEER National Access Ranking:

- 4-year-olds: 30th out of 42 states and D.C.
- 3-year-olds: 15th out of 42 states and D.C.
- NIEER State Spending Rank: 11th out of 42 states and D.C.

Pennsylvania's current state pre-K programs are outlined below. Many of these programs all get large portions of their funding from the federal government.⁶⁷

Kindergarten for 4-Year-Olds (K4) and School-Based Pre-K Programs (SBPK)

Before 2004 (although Pennsylvania did not have a state-funded pre-K program considered as such under state law), districts could provide service to 4-year-olds through either the K4 program or the SBPK program. Daily membership counts are taken of children enrolled in K4 for public school attendance in districts and therefore partially funded through the state's basic instructional subsidy formula.

Education Accountability Block Grant (EABG)

Since 2004-05, Pennsylvania school districts have been able to offer PK through the EABG. Children may qualify for this program two years before meeting the locally determined kindergarten eligibility age. However, school districts may set additional eligibility requirements such as low-income status or a lack of academic readiness. School districts are allowed to use the funds for a number of options, including providing full-day kindergarten, offering prekindergarten, reducing class size in kindergarten through third grade, and other activities that promote academic success. School districts determine the allocations of these funds. The amount of funds available through EABG was significantly cut in the 2011-12 school year, resulting in a much lower number of students served. Starting in that school year, Act 24 implemented a two-year moratorium on professional development requirements, which affected both the EABG and the K4 and SBPK programs. The Pittsburgh Public Schools' Early Childhood Education Program received more than \$2 million in early funding from this source during the 2014-15 school year.⁶⁸

Head Start Supplemental Assistance Program (HSSAP)

During the 2004-05 school year, Pennsylvania established the HSSAP with an initial investment of \$15 million. A handful of states, like Minnesota, run similar programs. Over time, both state funding and enrollment have increased. The HSSAP uses state funds to provide extended-day services for federally funded Head Start children and to create additional Head Start slots. Federal Head Start grantees as well as their child care partners who receive

a minimum STAR 3 level in the Keystone STARS quality initiative program have access to this state-funded program. Regardless of setting, all programs must adhere to the federal Head Start Performance Standards. Programs must enter data on the program, staff, and children into the web-based reporting system, the Early Learning Network. The Pittsburgh Public Schools' Early Childhood Education Program received more than \$2 million in early funding from this source during the 2014-15 school year.

Child Care Works Subsidized Child Care Program

The Child Care Works Program is the state child care assistance program described earlier. It is funded through the federal Child Development Block Grant.⁶⁹ It funds child care and after-school care for children from infancy until age 13. Public and private providers utilize Child Care Works funding.

Pennsylvania Pre-K Counts Program

The Pennsylvania Pre-K Counts Program was founded in the 2007-08 school year. Similar to EABG, children are eligible for the program two years before their locally determined kindergarten eligibility age; however, programs may set additional criteria based on local need. The primary eligibility criterion for enrollment in addition to age is income. Eligible children must have a household income of 300 percent of the federal poverty line. Pennsylvania Pre-K Counts funds are allocated through a competitive award system. School districts, Head Start Programs, and child care centers that hold a STAR 3 or 4 designation in Keystone STARS are all eligible for funding through this program.

Pittsburgh Public Schools Early Childhood Education

The Pittsburgh Public School District provides free, full day⁷⁰ pre-K to students ages 3-5. The program is not universal. The waitlist for the 2015-16 academic year was roughly 340 students; in prior years the waitlist reached approximately 500.⁷¹ The district operates classrooms in 34 locations and collaborates with 16 local child care agencies to provide comprehensive services for children and families. Programs are operated out of elementary schools, in addition to two district-run early childhood centers. Parents may select any location based on availability. If there is greater interest in any one location than spaces available, a lottery is held for those specific locations.⁷²

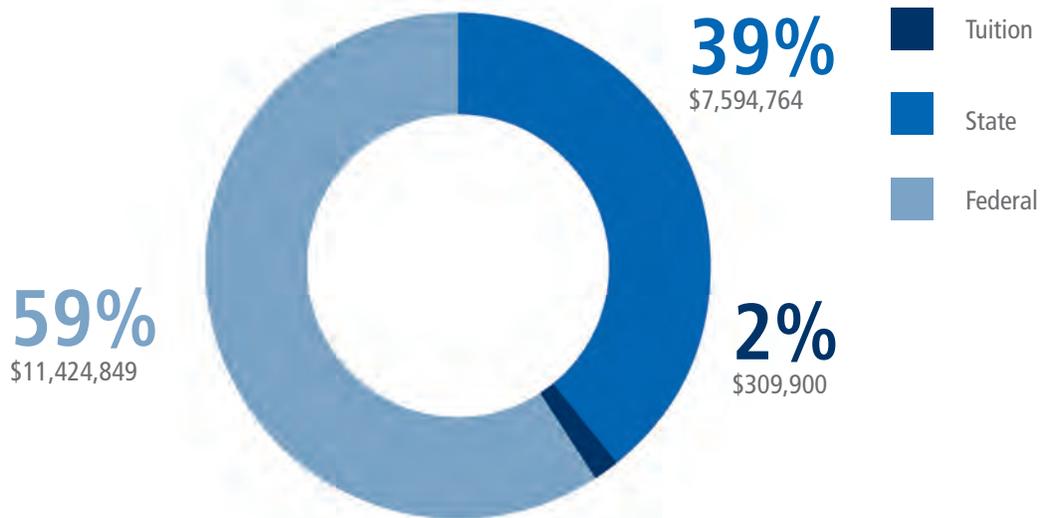
The program is funded through local, state and federal funds, including Pennsylvania Pre-K Counts, Head Start Supplemental Assistance Program, Head Start and Early Head Start, tuition from families, and accountability block grant from the state.⁷³

Enrollment is free for families making 300 percent of the federal poverty line and below. Children from families exceeding the bar may enroll through a tuition-based option.⁷⁴ All lead teachers are certified in early childhood education by the state of Pennsylvania, and more than 50 percent hold a master's degree. All assistant teachers have an associate degree or child development associate certificate.⁷⁵

As shown in figure 5, Pittsburgh Public Schools uses a range of state and federal funding as well as tuition payments from families.

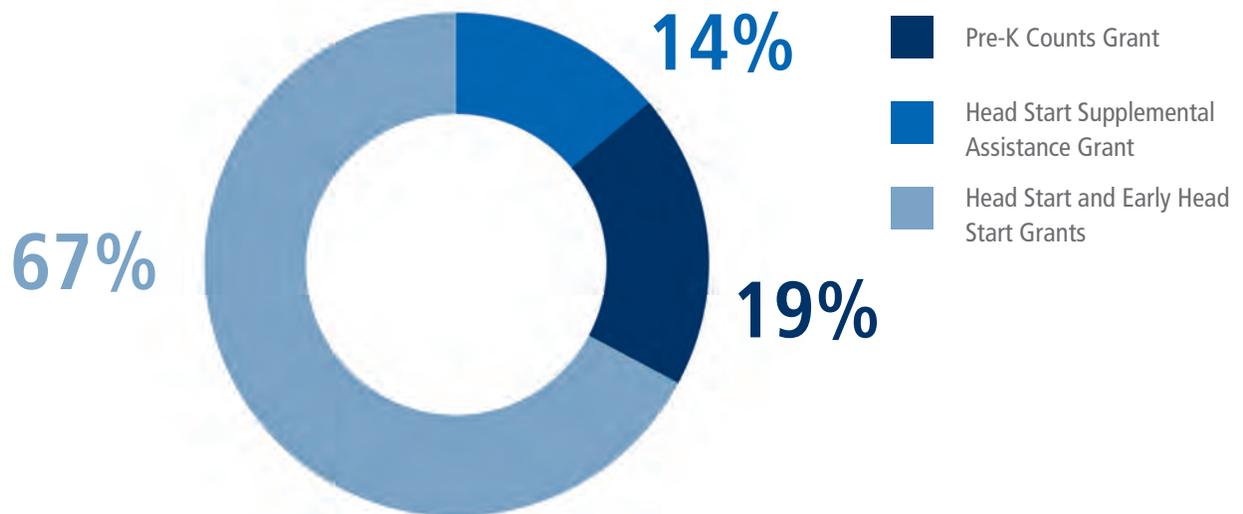
Pittsburgh ECE Supplemental Funds Appropriations by Funding Source⁷⁶

Figure 5.



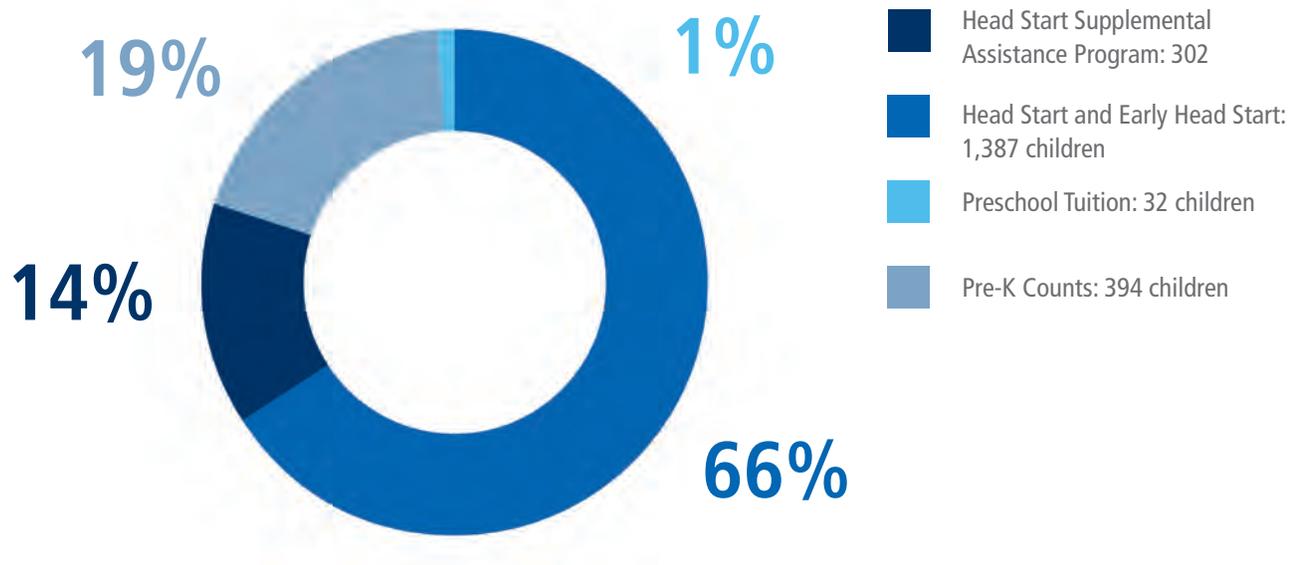
Pittsburgh Public Schools ECE Funding⁷⁷

Figure 6.



Pittsburgh Public Schools ECE Child Count⁷⁸

Figure 7.



Paying for Expanded Early Learning: Potential Revenue Sources

Pittsburgh cannot afford to postpone prioritizing its children. Public sources of revenue for early learning expansion do exist for the city, and can be tapped so that these vital pre-K and child care services can reinforce the city's continued growth and prosperity. An analysis by PNC's chief economist found that "metropolitan Pittsburgh is a picture of stability entering 2016."⁷⁹ It found that the city had strong labor force growth in 2015, "healthy demand" for residential housing, and a realistic expectation that population declines will turn around. This is great news for Pittsburgh, and city leaders should ensure that growth and prosperity is widely distributed. Finding revenue to expand pre-K and child care is an important first step toward that larger goal.

Pittsburgh's Intergovernmental Cooperation Authority (ICA) should be mindful of these facts in approving the city's budget, and the city's ongoing attempts to no longer be considered a financially distressed municipality under the state's Act 57. The ICA is a state oversight body that was created in 2004 to help stabilize the city's finances. The ICA must review and approve a balanced budget from the city. If the ICA does not approve the budget, the ICA has the power to withhold Pittsburgh's share of state gambling revenue. Gambling revenue accounts for approximately \$20 million of the city's \$500 million operating budget. The city has said in the past that "policy questions are outside of [the ICA's] legal jurisdiction when approving or disapproving budgets."⁸⁰ Spending on pre-K and child care is a "policy question" and, as long as the budget is balanced, should be treated as such by the ICA.

Generally by state law, as a home-rule second-class city, Pittsburgh can set higher rates than the limits provided in state law for property taxes and personal taxes levied on residents, but cannot create new subjects for taxation.⁸¹ While some restrictions have been enacted since the state began fiscal oversight,⁸² city leaders should be bold and innovative, and work with the state if necessary, in designing a sustainable long-term funding source for early childhood education expansion.

In Pittsburgh, 65 percent of total revenues come from four sources:⁸³

- **Real estate tax** collections are the largest single source of revenue in the budget. The city lowered the rate in 2012 from 10.8 mills to 7.56 mills, and expanded the homestead exemption for primary residences, further lowering the tax burden. Under current law, a primary residence valued at \$100,000 would be taxed at 8.02 mills as an \$85,000 home. Yet the city continues to collect more in total real estate taxes year over year. In 2015, the state collected \$7.9 million more than in 2014. A 1 mill increase (one-tenth of a cent), still below the 2012 rate, could increase annual revenue by approximately \$15 million. A 1.3 mill increase would increase revenue by approximately \$20 million.
- The city's **earned income tax** is a 1 percent levy on the wages or net profits earned by Pittsburgh residents and is expected to generate around \$91 million in 2016. The Pittsburgh School District levies an earned income tax at 2 percent, 0.25 percent of which is shared with the city. A 0.1 percent increase could generate an additional \$7.2 million for the city. The income tax must be uniform in applying the same rate to all income levels. While the city, as a second-class city under state law, would generally have the power to raise rates on personal taxes above state limits, the state has enacted limits on the earned income tax.
- The **payroll preparation tax** is levied at the rate of 0.55 percent on the gross payroll of business in the city. Payroll preparation taxes are expected to generate \$60 million in fiscal year 2016, even as "Institutions of Purely Public Charity"—major employers and users of city services that enjoy numerous tax benefits—are exempt. If nonprofits were to pay the tax, the city estimates it would generate an additional \$20 million.
- The **parking tax** is expected to generate \$53 million. The current rate is 37.5 percent. Roughly \$13.38 million of the parking tax revenue is dedicated to the pension fund annually through 2017, increasing to approximately \$26.75 million in 2018 and continuing through 2041. A significant portion of the tax is pledged to helping shore up the city's pension funds.

In addition to the options from the city's larger revenue sources described above, the city can look to other revenue sources to fund an early childhood expansion:⁸⁴

- The city is projected to see a significant reduction in debt service in the next two years. Debt service as a percentage of expenditures is projected to fall below 9 percent in the next four years. This keeps the city's commitment to bring debt service below 12 percent of expenditures, and will free up a significant amount of money in the budget. In 2017-18, debt service is estimated to decrease by over \$10 million and decrease by another \$29 million in 2019. These savings should allow the city to reinvest in its critical infrastructure and social service needs.
- A **non-resident sports facility usage fee** is authorized by the state and set by the City Council at 3 percent on non-residents. It is expected to raise \$5 million in 2016. The 3 percent fee is levied on any income that can be attributable to performances at a public facility. State law caps the fee at 3 percent. The City Council could switch to a flat dollar amount, but a high flat dollar amount could deter usage of the facility (and end up not raising as much revenue as the current percent fee).
- The **institution and service privilege tax** is expected to raise \$588,345 in 2016. It is a 6 mill tax on gross income for organizations operating as nonprofits. Nonprofits in the city are major employers and users of city services, and should be expected to pay their fair share in supporting those services through the payroll tax, this tax or an agreement with the city. While nonprofits may claim that this tax shows they contribute to the city, it has major exemptions for income from insurance payments and other common nonprofit revenue sources. Given these exemptions, the tax is not an attractive source to raise major revenue, but should be kept in mind when addressing how much money the nonprofits in the city should contribute as their fair share for using public services.

- Pittsburgh also has passed an **outdoor advertising tax** that is expected to generate \$1 million to \$2 million, but no revenue has been collected because the tax is currently in litigation.
- The city’s share of the **deed transfer tax** is 2 percent of the sale price of a property paid at the time of the sale and is expected to bring in \$21 million in 2016. A 0.5 percent increase in the tax could bring in an additional \$4 million.
- As a part of a long-term strategy, the city could look to Philadelphia’s plan to **tax sugary drinks** to fund early childhood education and community schools. The city or the county would need state cooperation to implement such a tax. Proponents cite the numerous public health benefits of the plan along with the educational and economic benefits of a robustly funded early childhood education program. One caveat is that neither the city nor the county can raise this tax unilaterally; state cooperation and action would be necessary. A two cent per ounce soda tax in the city was estimated in 2011 to generate \$25 million. With the city’s growth since that time, a new estimate could produce even higher revenue projections.⁸⁵

Finally, the Pittsburgh City Council and school board have approved numerous **tax abatement deals** to encourage development. While perhaps necessary in the past, now is the time to take a hard look at whether individual deals are good for taxpayers. Starting this fiscal year, a new standard by the Governmental Accounting Standards Board is effective. This new standard requires governments to report on their financial statements the amount of revenue lost to tax abatement agreements. City leaders should work to ensure that this rule is properly implemented and, as data become available, engage in a comprehensive cost-benefit analysis of such programs. The city should not be subsidizing profitable development or development that would take place regardless of the tax incentive when there is so much need. As it stands now, the city, school district, and county stand to collect an additional \$5 million over the next three years from tax diversions that will expire by 2019.

A comprehensive look at the city’s budget—with an eye toward progressive taxation—will allow the city to meet this need. As outlined in table 8, a sustainable revenue stream to provide pre-K is possible with a combination of the recommendations above.

Public Sources of Revenue

Table 8.⁸⁶

| Budget Action | Additional Revenue/Savings in 2017 |
|---|--|
| 1.3 mill real estate tax increase | \$20 million |
| Debt service reduction | \$10 million |
| Payroll tax on “Institutions of Purely Public Charity” | \$20 million |
| Raise the income tax 0.1 percent (state cooperation necessary) | \$7.2 million |
| Deed transfer tax increase | \$4 million |
| Soda tax (state cooperation necessary) | \$25 million |
| Outdoor advertising tax | \$2 million |
| Expiring tax diversions (split with the school district and county) | \$1.2 million by 2017, \$5 million by 2019 |
| Total | \$88.2 million |

Conclusion

All children deserve an equal chance to succeed. The need for significant public investment in early learning is now. Working families in Pittsburgh have struggled for too long to afford prekindergarten and child care for their children. For many communities of color, affordable, high-quality, early learning slots have been particularly scarce. In too many neighborhoods, a dearth of public pre-K and child care programs has led to children not being kindergarten ready. This missed opportunity is needless. By investing in high quality early learning for all children, Pittsburgh can serve its families and strengthen its economy for all families.

1 United States Census Bureau/American FactFinder. “Children Characteristics: Pittsburgh city, PA” 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau’s American Community Survey Office, 2012, accessed Sept. 28, 2016. <http://factfinder2.census.gov>

2 Robert Lynch, and Vaghul, Kavya. “The Benefits and Costs of Investing in Early Childhood Education: The fiscal, economic, and societal gains of a universal prekindergarten program in the United States,” Washington Center for Equitable Growth (2016-2050): 50, Accessed Dec. 2, 2015, <http://equitablegrowth.org/report/the-benefits-and-costs-of-investing-in-early-childhood-education/>. See also Hirokazu Yoshikawa, Christina Weiland et al., “Investing in Our Future: The Evidence Base on Preschool Education,” Foundation for Child Development (2013): 1-21, 13, accessed Sept. 29, 2016, <http://fcd-us.org/resources/evidence-base-preschool>

3 The NICHD Study of Early Child Care and Youth Development (SECCYD): Findings for Children up to Age 4 1/2 Years (05-4318). Washington, DC: U.S. Government Printing Office.

4 Hirokazu Yoshikawa and Christina Weiland, et al., “Investing in Our Future: The Evidence Base on Preschool Education,” (2013). 1-21,13, <http://fcd-us.org/resources/evidence-base-preschool>. See also Robert Pianta et al., “The effects of preschool education: What we know, How public policy is or is not aligned with the evidence base, and what we need to know,” Association for Psychological Science 10 (2) (2009): 49–88, accessed Sept. 27, 2016, http://www.psychologicalscience.org/journals/pspi/pspi_10_2.pdf

5 Arthur Reynolds, et al., “Long-Term Effects of an Early Childhood Intervention on Educational Achievement and Juvenile Arrest: A 15-Year Follow-up of Low-Income Children in Public Schools,” The Journal of the American Medical Association 285 (18) (2001): 2339–2346, accessed Aug. 10, 2016, <http://jama.jamanetwork.com/article.aspx?articleid=193816>

6 Arthur Reynolds and et al., Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Center Program (Madison, Wis.: The Waisman Center, 2002) available at <http://www.irp.wisc.edu/publications/dps/pdfs/dp124502.pdf>; Carolina Abecedarian Project. Frank Porter Graham Child Development Institute, University of North Carolina-Chapel Hill. Retrieved from <http://abc.fpg.unc.edu/policy-implications>; High Scope Educational Research Foundation, Long-Term Study of Adults Who Received High-Quality Early Childhood Care, <http://www.highscope.org/Content.asp?ContentId=282>

7 Hirokazu Yoshikawa and Christina Weiland et al., “Investing in Our Future: The Evidence Base on Preschool Education,” Foundation for Child Development (2013): 1-21 , 13, accessed Sept. 29, 2016, <http://fcd-us.org/resources/evidence-base-preschool>

8 Ibid.

9 Dan Majors, “Millennials Are Being Drawn to Pittsburgh,” Pittsburgh Post-Gazette, Aug. 8, 2016, accessed Sept. 28, 2016, <http://www.post-gazette.com/local/city/2016/08/08/Millennials-are-being-drawn-to-Pittsburgh/stories/201608070226>

10 U.S. Census Bureau/American Factfinder. “Population under 18 years by age: Pittsburgh city, PA” 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau’s American Community Survey Office, 2014. Accessed Feb. 10, 2016. <http://factfinder2.census.gov>

11 Ibid.

12 See note 9.

13 See note 10.

14 United States Census Bureau/American Factfinder. "Population under 18 years by age: Pittsburgh city, PA" 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau's American Community Survey Office, 2014. Accessed Feb. 10, 2016. <http://factfinder2.census.gov>

15 United States Census Bureau / American FactFinder. "Children Characteristics: Pittsburgh city, PA" 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau's American Community Survey Office, 2012.

16 Pittsburgh Association for the Education of Young Children, "Pittsburgh City Council Child Care Needs Assessment Engaging Child Care Professionals About Their Needs," accessed Sept. 8, 2016, http://www.paeyc.org/files/news/attachments/Pittsburgh%20City%20Council%20Needs%20Assessment_Final.compressed.pdf.

17 "Children in Poverty," Kids Count Data Center, accessed May 8, 2015, <http://datacenter.kidscount.org/data/tables/43-children-in-poverty#detailed/113/10567/false/36,868,867,133,38/any/321,322>. See also United States Census Bureau / American FactFinder. "Children Characteristics: Pittsburgh city, PA" 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau's American Community Survey Office, 2012.

18 Child Care Aware, "Parents and the High Cost of Child Care 2014 Report," accessed July 10, 2016, <http://www.usa.childcareaware.org/advocacy-public-policy/resources/reports-and-research/costofcare/>.

19 Ibid. Child Care Aware, "Parents and the High Cost of Child Care 2014 Report," accessed July 10, 2016, <http://www.usa.childcareaware.org/advocacy-public-policy/resources/reports-and-research/costofcare/>; "Annual Update of HHS Poverty Guidelines," Federal Register, accessed Oct. 21, 2016, <https://www.federalregister.gov/documents/2016/01/25/2016-01450/annual-update-of-the-hhs-poverty-guidelines>

20 Karen Schulman and Helen Blank, *Turning the Corner: State Child Care Assistance Policies 2014* (Washington, DC: National Women's Law Center, 2014), accessed Aug. 1, 2016, <http://nwlc.org/sites/default/files/pdfs/ccsubsidy2014/pennsylvania-child-care-subsidy2014.pdf>

21 "State Child Care Assistance Policies: Pennsylvania: December 2013," National Women's Law Center, accessed March 2, 2016, <http://nwlc.org/sites/default/files/pdfs/ccsubsidy2013/pennsylvania-childcare-subsidy2013.pdf>

22 It is important to note that these numbers were counted from the current Pittsburgh Office of Child Development and Early Learning list according to their ZIP codes. Each neighborhood was grouped and categorized based on ZIP codes. Due to overlapping neighborhoods, there may be discrepancies of an accurate number of family and group child care centers in each ZIP code group and neighborhood area.

23 "Pittsburgh," City Data, accessed March 3, 2016, www.city-data.com

24 Child Care Provider List from the Pennsylvania Department of Human Services Certification & Licensing. (Requested July 2nd, 2016). <https://www.pelican.state.pa.us/ppcspublicfacing/publicinterface/Reports/RE104c.aspx>

25 Ibid.

26 "Compass," Pennsylvania Department of Public Welfare, accessed Oct. 19, 2016, <https://www.compass.state.pa.us/Compass.web/ProviderSearch/Home#/SearchResults;> ; The search performed was limited to centers serving infants and toddlers as well as preschool age children within the bounds of the Pittsburgh school district

27 "Discover PPS," Pittsburgh Public Schools, accessed Sept. 29, 2016 <http://www.discoverpps.org/>

28 "Pittsburgh," City Data, accessed March 3, 2016, www.city-data.com

29 Ibid.

30 Ibid.

31 The Center on Race and Social Problems at the University of Pittsburgh School of Social Work, “Pittsburgh’s Racial Demographics 2015: Differences and Disparities”, 2, accessed May 7, 2015 <http://www.crsp.pitt.edu/sites/default/files/Final%20version%20for%20publishing.pdf>

32 QRIS Resource Guide,” U.S. Department of Health and Human Services, accessed May 12, 2016, <https://qrisguide.acf.hhs.gov/index.cfm?do=qrisstateinfo&stateid=88>

33 Ibid.

34 “Keystone STARS Grant & Award Structure Overview FY 2015-16,” Pennsylvania Early Learning Keys to Quality, accessed June 1, 2016, https://www.pakeys.org/uploadedContent/Docs/STARS/STARS_Grant_Award_Structure_15-16.pdf

35 Child Care and Development Fund Plan for Pennsylvania FY 2014-15,” Pennsylvania Department of Public Welfare, accessed Aug. 1, 2016, http://www.dhs.pa.gov/cs/groups/webcontent/documents/document/p_039716.pdf. In the current 2016-2018 CCDF draft plan, the state has opted to use an alternative method to gauge the cost of quality and how much a subsidy can cover, so there will not be similar percentages as in the 2014-15 plan. See “Child Care and Development Draft Fund Plan for Pennsylvania FY 2016-18” Department of Education, accessed Aug. 1, 2016, <http://www.education.pa.gov/Documents/Early%20Learning/Child%20Care%20Providers/CCDF-State%20Plan.pdf>

36 Pennsylvania Department of Public Welfare, “Child Care and Development Fund Plan for Pennsylvania FY 2016-2018,” Section 4.3, http://www.dhs.pa.gov/cs/groups/webcontent/documents/document/c_216671.pdf.

37 Ibid.

38 “Parents and the High Cost of Child Care 2015 Report,” Child Care Aware, accessed May 12, 2016, <http://www.usa.child-careaware.org/advocacy-public-policy/resources/reports-and-research/costofcare/>. See also Josh Bivens, et al., “It’s Time for a National Investment in America’s Children” Economic Policy Institute, April 6, 2016, accessed Sept. 26, 2016, <http://www.epi.org/publication/its-time-for-an-ambitious-national-investment-in-americas-children/>

39 Bureau, Educational Finance Branch, Public Education Finances: 2013,” United States Census, (2015), accessed July 28, <http://www2.census.gov/govs/school/13f33pub.pdf>

40 Susan Muenchow, and Emily Weinburg, “Ten Questions Local Policymakers Should Ask About Expanding Access to Preschool,” (2016): 6 Education Policy Center at American Institutes for Research, accessed Sept. 26, 2016, <http://www.air.org/resource/ten-questions-local-policymakers-should-ask-about-expanding-access-preschool>

41 Clare McCann and Laura Bornfreund, “Dept. of Ed Needs Bang for its Buck,” New America, March 21, 2014, accessed March 30, 2016 <http://www.edcentral.org/department-ed-needs-bang-buck-preschool-development-grants/>

42 Marcy Whitebook, et al., “Turnover begets turnover: an examination of job and occupational instability among child care center staff” *Early Childhood Research Quarterly* 18 (2003) 273–293, accessed Feb 20, 2016, https://www.researchgate.net/profile/Marcy_Whitebook/publication/222623860_Turnover_begets_turnover_An_examination_of_job_and_occupational_instability_among_child_care_center_staff/links/552302390cf2a2d9e146d5d3.pdf

43 Bureau of Labor Statistics Occupational Employment Statistics, Gould, Cooke, Kimball. (2015). “Family Budget Calculator.” Washington, DC: Economic Policy Institute, available at <http://www.epi.org/resources/budget/>

44 Ibid.

45 Elise Gould, “Child care workers aren’t paid enough to make ends meet.” (2015). Washington, DC: Economic Policy Institute Issue Brief, accessed June 10, 2016, <http://www.epi.org/files/2015/child-care-workers-final.pdf>

- 46 Bureau of Labor Statistics Occupational Employment Statistics, Gould, Cooke, Kimball. (2015). "Family Budget Calculator," Washington, DC: Economic Policy Institute. <http://www.epi.org/resources/budget/>
- 47 Elise Gould, "Child care workers aren't paid enough to make ends meet." (2015). Washington, DC: Economic Policy Institute Issue Brief, accessed June 10, 2016, <http://www.epi.org/files/2015/child-care-workers-final.pdf>
- 48 Susan Muenchow, and Emily Weinburg, "Ten Questions Local Policymakers Should Ask About Expanding Access to Pre-school," (2016): 6 Education Policy Center at American Institutes for Research, accessed Sept. 26, 2016, <http://www.air.org/resource/ten-questions-local-policymakers-should-ask-about-expanding-access-preschool>
- 49 United States Census Bureau/American FactFinder. "Population under 18 years by age: Pittsburgh city, PA" 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau's American Community Survey Office, 2014. Accessed Feb. 10, 2016. <http://factfinder2.census.gov>
- 50 Barnett, W.S., Carolan, M.E., Squires, J.H., Clarke Brown, K., 44 (2014). The state of preschool 2015: State preschool yearbook. New Brunswick, NJ: National Institute for Early Education Research available at <http://nieer.org/yearbook>
- 51 United States Census Bureau/American FactFinder. "School Enrollment S1401: Pittsburgh city, PA" 2010–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau's American Community Survey Office, 2012. Accessed Feb. 24, 2016. <http://factfinder2.census.gov>
- 52 Wang, W., et al. (2014). "After Decades of Decline, A Rise in Stay-at-Home mothers." Pew Research Center, available at <http://www.pewsocialtrends.org/2014/04/08/after-decades-of-decline-a-rise-in-stay-at-home-mothers/>
- 53 Status of Women in the States, "The Status of Women in Pennsylvania, 2015: Highlights" available at <http://statusofwomen-data.org/app/uploads/2015/08/Pennsylvania-Fact-Sheet.pdf>
- 54 The average Early Head Start per pupil costs in Pennsylvania range from \$15, 000-17,000. Debbie Gallagher, Early Head Start Director, Council of Three Rivers American Indian Center, conversation with author, October 4, 2016.
- 55 The estimates included in table 4 are based on U.S. Census data for the number of children ages 0-4 living in Pittsburgh. Each column is calculated by the number of children in each specific age group multiplied by the average cost of each variable. Each age group is broken into fifths, so infants up to 12 months are counted as one-fifth of the children population; infants and toddlers ages 13-36 months are two-fifths of the children population; and those ages 3-4 are the remaining two-fifths of the children population. As an example, to estimate the average cost of full-time child care for infants from birth to 12 months based the Early Head Start estimate of \$12,500, the children population under each poverty threshold is multiplied by 1/5 and by the Early Head Start estimate of \$12,500. The calculation shows that for infants from birth to 12 months who live under the 100 percent poverty line in Pittsburgh, the average cost of full-time child care based on the \$12,500 Early Head Start estimate is \$8,575,000 and so forth.
- 56 "Ratio of Income to Poverty Level in the Past 12 Months: Pittsburgh city, PA" 2014 American Community Survey 1-Year Estimates. U.S. Census Bureau's American Community Survey Office, 2014. Accessed July 14 2016. <http://factfinder2.census.gov>
- 57 Percentages of children, 0-4, by income threshold were calculated using two U.S Census tables. See United States Census Bureau/American FactFinder. "Population under 18 years by age: Pittsburgh city, PA" 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau's American Community Survey Office, 2014. Web. Feb. 10, 2016. <http://factfinder2.census.gov>; United States Census Bureau/American Factfinder.
- 58 Training and Technical Assistance Services, National Head Start Association article on Early Head Start Child Care Partnership Project, <http://orgs.wku.edu/ttas/news/index.php?view=article&articleid=3355> (accessed Feb. 24, 2016)
- 59 Ibid.
- 60 "Annual Report, Early Childhood Education," Pittsburgh Public Schools, 2014-15 15, accessed Sept. 28, 2016, <http://www.pps.k12.pa.us/Page/691>
- 61 Susan Muenchow, and Emily Weinburg, "Ten Questions Local Policymakers Should Ask About Expanding Access to Pre-

school,” (2016): 6 Education Policy Center at American Institutes for Research, accessed Sept. 26, 2016, <http://www.air.org/resource/ten-questions-local-policymakers-should-ask-about-expanding-access-preschool>

62 United States Census Bureau/American FactFinder. “Population under 18 years by age: Pittsburgh city, PA” 2009–2014 American Community Survey 5-Year Estimates. U.S. Census Bureau’s American Community Survey Office, 2014. Accessed Feb. 10, 2016. <http://factfinder2.census.gov>

63 “Annual Report, Early Childhood Education,” Pittsburgh Public Schools, 2014-15 15, accessed Sept. 28, 2016, <http://www.pps.k12.pa.us/Page/691>

64 For this estimate of 1,130 children un-enrolled in preschool, we subtracted the U.S. Census figure for the number of 3-and 4-year-olds in Pittsburgh, 5,695, from the U.S. Census estimate for the number of 3 and 4 year olds in private or public preschool or nursery programs, 4,565. We arrive at the 1,530 figure by adding the number of children currently on the PPS Early Childhood Program waitlist, 400, to the 1,130 because it is unclear whether waitlisted children are enrolled in private preschool programs.

65 For this estimate, we used the U.S. Census’ total number of preschool age children in the locality, 5,695, and subtracted the school district’s reported pre-K enrollment of 1,364 and the New America Foundation’s 2,422 estimate of school-district funded pre-K students.

66 Barnett, W.S., Carolan, M.E., Squires, J.H., Clarke Brown, K. (2015). *The state of preschool 2015: State preschool yearbook*. 13, New Brunswick, NJ: National Institute for Early Education Research.

67 Ibid.

68 “Annual Report, Early Childhood Education,” Pittsburgh Public Schools, 2014-15 15, accessed Sept. 28, 2016, <http://www.pps.k12.pa.us/Page/691>

69 “Child Care Works Subsidized Child Care Program,” Pennsylvania Department of Human Services, accessed Sept. 12, 2016, <http://www.dhs.pa.gov/citizens/childcareearlylearning/childcareworkssubsidizedchildcareprogram/#.Vy7l5CMrL3A>

70 “Early Childhood Program Options and Services,” Pittsburgh Public Schools, accessed May 8, 2015, <http://www.pps.k12.pa.us/Page/669>,

71 Conversation with Carol Barone-Martin, executive director, Pittsburgh Public Schools Early Childhood Education (Jan. 26, 2016).

72 Pittsburgh Public Schools, Preschool Application, available at <http://www.pps.k12.pa.us/cms/lib07/PA01000449/Centricity/Domain/308/complete%20application%202015%2016.pdf>, (accessed May 13, 2015).

73 “Program Options and Services,” Pittsburgh Public Schools, accessed May 8, 2015, <http://www.pps.k12.pa.us/Page/669>.

74 Ibid.

75 “Program Information,” Pittsburgh Public Schools, accessed May 8, 2015, <http://www.pps.k12.pa.us/Page/688>.

76 “Budget, Early Childhood Education,” Pittsburgh Public Schools, 2014-15, 2, accessed Sept. 28, 2016, <http://www.pps.k12.pa.us/Page/691>

77 Ibid.

78 “Annual Report, Early Childhood Education,” Pittsburgh Public Schools, 2014-15 15, accessed Sept. 28, 2016, <http://www.pps.k12.pa.us/Page/691>

79 Stuart Hoffman, “Moderate Growth in Store for Pittsburgh,” PNC Financial Services Group, accessed Aug. 30, 2016, <http://pittsburghtoday.org/special-reports/moderate-growth-in-store-for-metro-pittsburgh-in-2016/>

80 City of Pittsburgh Issues Response to ICA on 2015 Budget Proposal, accessed June 15, 2016, <http://pittsburghpa.gov/mayor/release?id=3820>

81 Pennsylvania Governor's Center for Local Government Services, Taxation Manual, accessed Sept. 27, 2016, http://archive2012.newpa.com/webfm_send/1520

82 For comparison, see Pennsylvania Governor's Center for Local Government Services, Act 32 of 2008, available at <http://www.newpa.com/download/act-32-of-2008-procedure-manual/?wpdmdl=56767>

83 Estimations are based on the City Council's Certified Annual Financial Statement and Operating Budget supporting materials unless otherwise noted.

84 Estimations are based on the City Council's Certified Annual Financial Statement and Operating Budget supporting materials unless otherwise noted.

85 The Pitt News, Editorial Staff, "Beverage Taxes for Pittsburgh Could be Easier to Swallow," available at <http://pittnews.com/article/19233/archives/editorial-beverage-tax-for-pittsburgh-could-be-easier-to-swallow>.

86 Annual Report, Early Childhood Education," Pittsburgh Public Schools, 2014-15, accessed Sept. 28, 2016, <http://www.pps.k12.pa.us/Page/691>



Pittsburgh Federation of Teachers

10 South 19th Street • Pittsburgh, PA 15203 • 412/ 431-5900 • www.pft400.com