



**FOR THE RECORD**

THE CITY OF NEW YORK  
**OFFICE OF THE PRESIDENT**  
BOROUGH OF MANHATTAN

**SCOTT M. STRINGER**  
BOROUGH PRESIDENT

**Manhattan Borough President Scott M. Stringer**  
**Statement before the City Council Committee on General Welfare**  
**Oversight Hearing on ACS' Efforts to Preserve Child Care Centers**  
**Thursday, April 10<sup>th</sup> 2008**

Good morning Chairperson DeBlasio and members of the Committee on General Welfare. Thank you for the opportunity to testify at this important oversight hearing on the Administration for Children's Services' (ACS) efforts to preserve child care centers in New York City.

I have serious concerns regarding the proposed funding changes for child care centers and the unintended consequences that the new system may have—namely the closure of child care centers. As the Borough President of Manhattan, I fear that, given the cost of real estate in Manhattan, the loss of available child care services across the borough will be increasingly difficult to replace in the future.

**First, we must assess current enrollment.** Given the high demand for affordable child care services in the city, I believe it is critical that we first make an accurate assessment of current child care enrollment levels and undertake efforts to increase enrollment and fill available slots *before* decreasing existing capacity for child care services. Although ACS maintains that it is wasting more than \$40 million a year paying for empty child care slots, it is not clear how their assessment was made; I urge ACS and this Committee to prevent further closings until an accurate estimate of current enrollment numbers can be made. In doing such an estimate, there must be sensitivity towards the fact that enrollment is constantly fluctuating as families and children move—because they have found permanent housing, or because of other issues out of the control of child care center directors.

**Second, we must ensure centers receive adequate trainings in the new computerized enrollment system.** While I support changes that will create efficiency in the system and allow for flexibility to provide for more families, the new pay per enrollment program that will reimburse centers for actual enrollment may cripple the system if changes are made too quickly and without providing center directors with adequate trainings on recruitment and the new computerized enrollment system. Many of the city's 347 child care centers rely on current funding levels to cover fixed costs such as teachers, teacher aides and support staff, maintenance and rent—costs that do not fluctuate based on enrollment. Without a funding cushion, many day care centers may be forced to close.

**Third, we must increase enrollment and fill available slots.** I strongly encourage ACS to do its part to increase enrollment before shifting the burden entirely to the child care centers, which are already handling a bulk of the administrative work associated with enrolling children, despite limited staff. With regards to the planned computerized system to track enrollment and attendance, I would like to know how this will be done, and how we can ensure that child care centers have the necessary technology and capacity to handle the system.

**Fourth, we must process potentially eligible families quickly to certify their children for child care slots.** ACS must also work to prevent any administrative lags in certifying a child's eligibility that might prevent eligible children from quickly accessing available day care slots. If parents have to wait several weeks to hear back from ACS about the certification of their eligibility paperwork, they may be forced to find other child care solutions and ultimately choose not to enroll their child at the center. It is also important to note that centers often serve parents on public assistance and that the strict guidelines for maintaining benefits can cause that population to fluctuate unexpectedly.

**Finally, full disclosure of the pros and cons of ACS's proposed funding model, including possible unintended consequences such as child care center closings, and reasonable timelines for the restructuring are necessary before the new model can be adopted.** In addition, in order to determine the effectiveness of the model before implementing citywide changes, I strongly encourage a phasing-in of the system with pilot programs and planned evaluation periods. Filling capacity and providing center directors with as much information as possible throughout this process will be key to ensuring that child care centers are not closed unnecessarily when there is a high demand for child care in this city.

Child care is essential to families and parents working or in school. Thus, while I appreciate the economic issues that we currently face in the city, we cannot forget or ignore the child care needs of low-income families or the workers who provide that care. There are far too many working parents in this city who rely on child care centers to provide a safe and nurturing environment for their children and we can not put these centers at risk of closure.

Thank you for the opportunity to testify. I look forward to working with you and ACS to ensure that our city's child care centers are well utilized and continue to provide a much needed resource to New York City's working families.

City Council General Welfare Committee Hearing  
New York City Administration for Children's Services

Testimony by Commissioner John B. Mattingly

April 10, 2008

Good afternoon Chair de Blasio and members of the General Welfare Committee. I am John B. Mattingly, Commissioner for the New York City Administration for Children's Services (Children's Services). I would like to thank the committee for providing us with the opportunity to explain the next steps as part of the *Rethinking Child Care* strategic plan. Today, we will provide an overview of two key pieces of this plan, the *Project Full Enrollment* initiative and the *Community Needs Assessment* report, both of which are currently in development.

I will explain why it is necessary for us to continue on the path laid out in the strategic plan and how we plan to implement the next phase of this work. Then, Melanie Hartzog, Deputy Commissioner for Child Care and Head Start, will provide an overview of the *Community Needs Assessment* and some examples of specific programs that have been successful in tackling some of the challenges faced by many of our contracted programs to achieve and maintain full enrollment. I hope that our testimony today will address your concerns about plans for the child care system, correct some of the inaccurate information that has been circulated, and demonstrate that we all share the same goal – to ensure that children and families who are most in need of safe and quality child care have access to these critical services.

Our mission, since I joined Children's Services as commissioner in 2004, has been to strengthen the child care system so that it is equipped to serve as many eligible children as possible with quality child care services in New York City communities. The

principles and steps that guide us in these efforts are outlined in the strategic plan. We have provided copies of the *Rethinking Child Care* report to members here today and it is available to the public on our web site at [www.nyc.gov/acs](http://www.nyc.gov/acs).

We are at a crossroads right now in our efforts to achieve our mission to serve as many eligible children as possible. Since releasing *Rethinking Child Care* we have made significant progress in our efforts to strengthen the child care system:

- We have been working to simplify and streamline the enrollment process;
- We have devoted two years of staff resources to support centers in achieving and maintaining full enrollment;
- We are working with our partners in the City and State to create the nation's first uniform performance measurement standards and tools for all early childhood development and education programs; and
- We have developed an intensive analysis to help us respond to the changing needs of New York City communities.

However, despite our success in this work, we continue to face a tremendous challenge. The child care system that was designed 35 years ago was set up to meet the needs of communities where New York's most vulnerable families lived. It was the right thing to do at the time, so that working parents who could not afford to pay for seats in a quality child care center were able to receive assistance to make this possible. We continue to strive toward this goal. However, since the composition of New York City's neighborhoods has vastly changed over the past three decades, the need for publicly funded child care has changed as well. In order to have a well functioning, efficient system that provides quality care for all eligible families, we now must make some important changes.



As the Council is aware, child care is a scarce resource with limited City, State, and Federal funding to support subsidized seats. Last year, the City spent 40 million dollars on more than 3,000 vacant seats that could have been filled by children from low-income families. The reasons for this include the changing needs in these communities and the current payment system which provides a disincentive for programs to maintain full enrollment. Before we can expand the system to serve more children, it is critical that the City succeed in our efforts to ensure that every seat is filled with an eligible child.

### **Project Full Enrollment**

As Chair de Blasio and the Committee are aware from my testimony at the Preliminary Budget Hearing and in other recent discussions, Children's Services recently announced *Project Full Enrollment*. Up until now, the City has paid each program based on its contracted capacity, regardless of whether or not the program is serving the number of children that they are contracted to serve. Through *Project Full Enrollment*, center-based child care contracts will be modified to compensate each program for the actual number of children attending the program. We do not expect this to happen overnight. We know that this will take a lot of work. We know that these centers will need our help as well as the help of their elected officials and their communities. For our part, Children's Services will work with programs in phases to shift toward a system where programs will be responsible for ensuring that they are serving the maximum number of children, and the City will pay centers based on the number of children enrolled in the program and attending child care each day.

We believe that by working together, the child care community can do better to serve more children in neighborhood-based, city-subsidized child care centers while developing a more sustainable, high quality and diverse system. *Project Full Enrollment*

is critical because for too long we have struggled to use our limited dollars to make subsidized child care available to as many children as possible while the City has been paying for vacant seats. As the cost of child care continues to rise, we can no longer support a system that is failing to meet the needs of the maximum number of eligible families in our communities; and we can no longer afford to waste our City's precious resources.

Children's Services recognizes that *Project Full Enrollment* will be a significant adjustment for the system and for directors and sponsoring boards of child care programs who never had to plan and manage their business with an expectation that they will serve children at their capacity. We are committed to working collaboratively with programs to support them in making this transition. In addition, through a number of other initiatives outlined in the *Rethinking Child Care* strategic plan, we have already begun to enhance the process for determining eligibility and facilitating enrollment to make the process easier on programs and on parents. Our progress includes:

- Working with programs to improve access for parents applying for child care and to promote full enrollment so that all slots are used by eligible families. This has been implemented in Bronx, Queens and Manhattan and we plan to complete the roll-out in Brooklyn and Staten Island in May 2008.
- Streamlining operations at the Resource Areas and partnering with our provider programs to reduce the time it takes for eligibility and enrollment to be determined. Eligibility now takes on average two to five days, where it used to take weeks, in all the boroughs except for Brooklyn and Staten Island. We are still working on the process at the Brooklyn Resource Area and expect to have it greatly improved by late spring.
- Revising applications for subsidized child care to only two pages and making them more readable and comprehensible for parents.

- Implementing community-based enrollment, so that parents can now go to the majority of our contracted, center-based programs for eligibility pre-screening and enrollment. Before this, parents had to go to one of our borough offices for eligibility determination. We have implemented this new process in all boroughs with the exception of Brooklyn, which is currently underway and scheduled to be completed by the end of this month (April 2008). As a result of this effort, an additional 1,500 children are now being served in contracted programs.

In FY 2009, Children's Services will launch web-based enrollment and attendance. We are now piloting the automated enrollment system with 17 programs in Brooklyn. As of September, this system will be effective citywide. Programs will be able to make reservations for eligible children directly in our database, convert reservations to enrollments, and drop children who are no longer attending, all in real time. Children's Services will be able to see immediately that children are newly enrolled. Programs will also be able to report attendance through this web-based system, rather than through time-intensive processing of paper forms. In addition, Children's Services will reinvest \$2 million dollars in Training and Technical assistance, which will include training in business plan development, fiscal management, marketing and recruitment, strategic planning and board development.

We expect to begin to implement Phase I of *Project Full Enrollment* in September 2008 with a select group of child care programs, who are still to be determined. In March, I convened a Task Force made up of high-level experts and advocates in the child care community. The Task Force is currently working to develop recommendations on plans for implementation, technical assistance, a revised pay scale policy, and the new reimbursement rate. Workgroups focusing on each of these areas are currently in discussion and will be instrumental in advising Children's Services on how to

implement this initiative in the most timely and effective way possible. The workgroups are currently working on:

- Research into how to structure the reimbursement rates for children, based on age, and whether we can assign rates based on program as opposed to age.
- A timeline for implementation of the first and subsequent phases of *Project Full Enrollment*.
- The types of technical assistance and training that will be needed by programs to effectively make this transition.
- Identifying what data elements we have available to help us to determine what programs will be involved in Phase 1 and developing several options for selecting Phase I participants.

We expect recommendations from each of these workgroups to be developed and presented by the end of June. A list of Task Force and Workgroup members has been submitted with today's testimony. Any one who is interested in collaborating with Children's Services on plans to implement *Project Full Enrollment* is welcome to participate in any of the workgroups.

There are several ways that programs will decide to make adjustments to transition into the new payment system. Based on the need that is available in their community, some centers will determine that there are not enough eligible children to serve in the allotted subsidized capacity. These centers may consider mixed income models in which they can convert seats by serving private pay families or children receiving vouchers. They may also consider converting some of their classrooms to serve infants and toddlers. In addition, they may consider managing a diverse set of family funding streams such as Universal Pre-Kindergarten, Special Needs, or Early Intervention to support programs and provide additional services to children. Some programs may even decide to co-

locate in one building or to make other accommodations, such as combining programs. Some of them may have to figure out how to enrich their programs to make them more appealing to compete in the private pay child care market.

The Task Force is developing the best way to provide centers with Technical Assistance to support them in making these decisions about how to expand enrollment. Children's Services also hopes that the City Council and other community leaders will also work with these centers to develop an aggressive, targeted outreach and marketing program. The goal is to make sure that local parents who need childcare know where the centers are in their neighborhood, and know how to enroll, quickly and easily. Closing centers will be the last resort and Children's Services is committed to supporting all programs that are willing to make use of the supports that we will put in place to help us avoid that scenario.

I would now like to introduce Melanie Hartzog, who will provide some examples of programs who have been successful in making this transition, even before we announced *Project Full Enrollment*. Ms. Hartzog will also provide an overview of Children's Services' *Community Needs Analysis of Early Care and Education in New York City*. This *Community Needs Assessment* report will be a critical tool assisting Children's Services, programs and community leaders to make decisions around how to successfully transition to the new payment system through *Project Full Enrollment* by evaluating the history of vacancies at some programs in comparison to the present need for child care in the surrounding community.

## **Conclusion**

We appreciate the opportunity to come here today to talk about this important issue, and to share with you our plans for doing everything possible to strengthen the City's child

care system and by doing so, to ensure that every eligible child who needs a quality child care slot will have one, no matter where they live.

We want to help families who need this care. We want to provide children with the highest quality early childhood experience. And we want to help these centers be filled to capacity. It's our job to help them, and we will do so – but, as we've outlined, it is up to the centers to step up and do the work that's required to make sure there's a child in every single available seat. And we want your help, and the centers need your help.

This is not about a plan to close centers—very much to the opposite. It's a plan to keep centers open and fully enrolled so that every child who needs care can get it. It is a tragedy that there are children out there who need child care while at the same time, there are centers that the City is paying to serve these children who, for various reason, have empty seats.

Over the next several weeks, Children's Services will roll out the *Community Needs Assessment* by holding borough-wide meetings with elected officials, community leaders and program directors. We hope to begin a dialogue with all concerned child care stakeholders about how we can use all the information we have about these neighborhoods and child care programs to help these programs thrive. I firmly believe that together we can meet the needs of children and families who need quality child care in this City.

- We will begin our borough meetings with elected officials and community leaders around the *Community Needs Assessment* in May 2008. We hope that each of you will participate in these forums where we will have more opportunity to focus on specific communities.

- We invite Councilmembers to reach out to the programs in their community so that we can work together to help program leadership identify specific issues and begin problemsolving around achieving full enrollment.
- In addition, Children's Services will host Town Hall meetings with program directors in June 2008 to discuss details of *Project Full Enrollment* and the *Community Needs Assessment*. We hope that our discussions with elected officials and community leaders leading up to these Town Halls will help to inform our approach to these forums.

I hope that our testimony today has illustrated the need for us to make some important changes to our City's child care system. Through *Project Full Enrollment*, we believe that we can build a stronger system, make centers more sustainable, and provide services to more children. The information that we know about our communities will be critical to our success in making these changes, and we will rely on collaborations with City Council and other community partners to effectively carry out this plan. I would like to thank Chair de Blasio and members of the Welfare Committee for your continued commitment to our City's most vulnerable children and families. We look forward to working with you in the weeks to come to help your district's child care programs become as successful as possible in attracting children. Our number one goal is to make sure that every eligible child in this city is enrolled in child care and we are committed to helping these centers figure out the best way to recruit and enroll these children so that no slot is left empty and no child is left wanting.

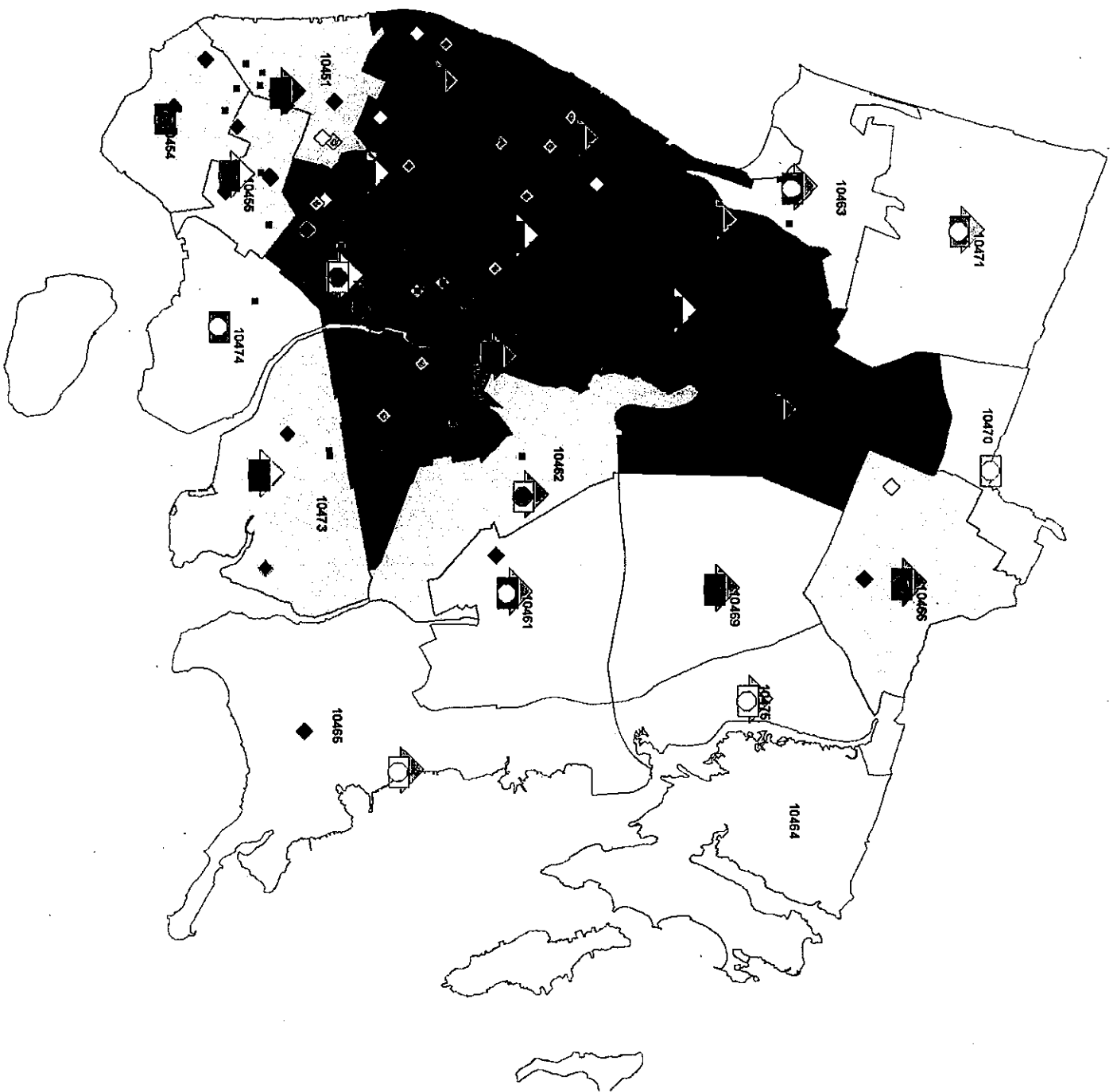
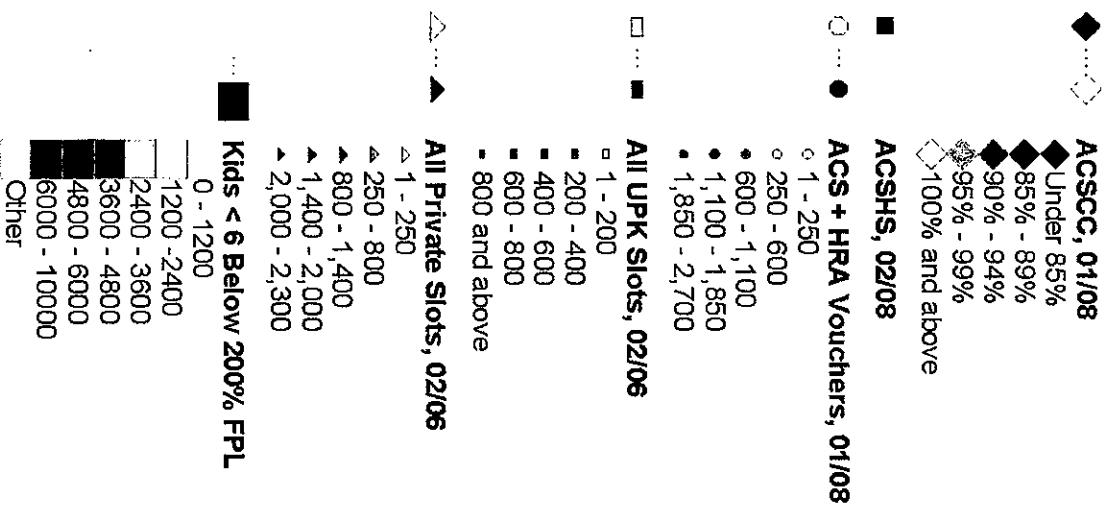


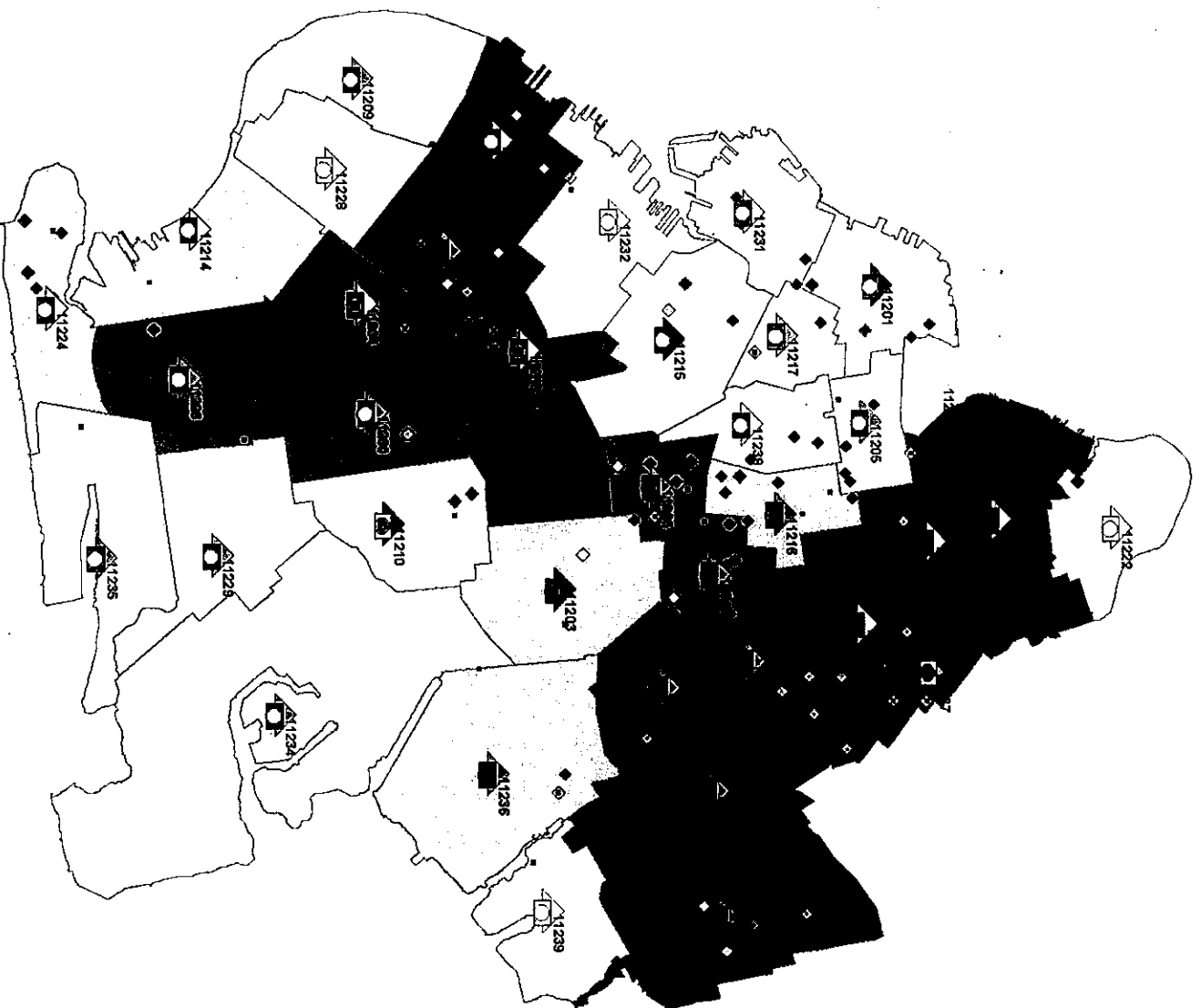
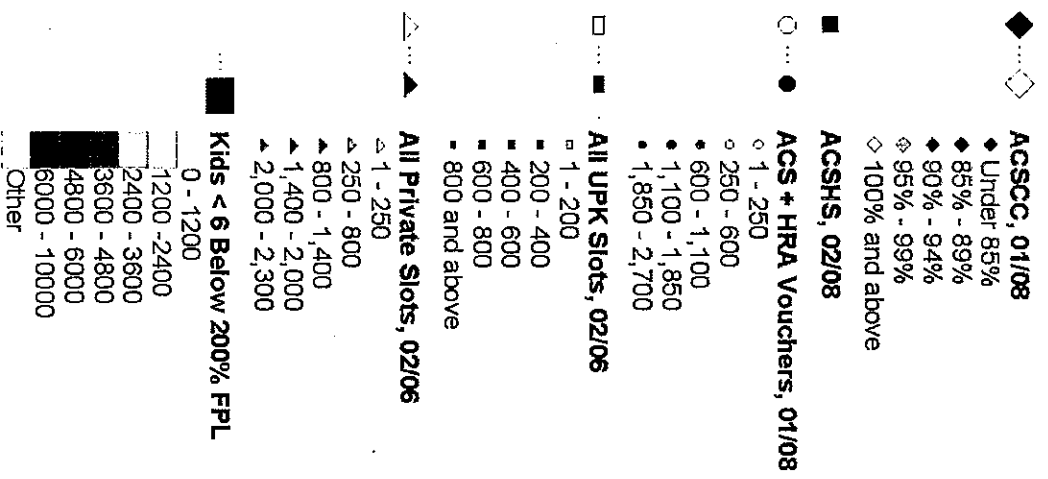
CHARTING A COURSE:  
COMMUNITY NEEDS ANALYSIS OF  
EARLY CARE AND EDUCATION  
IN NEW YORK CITY

Borough Maps

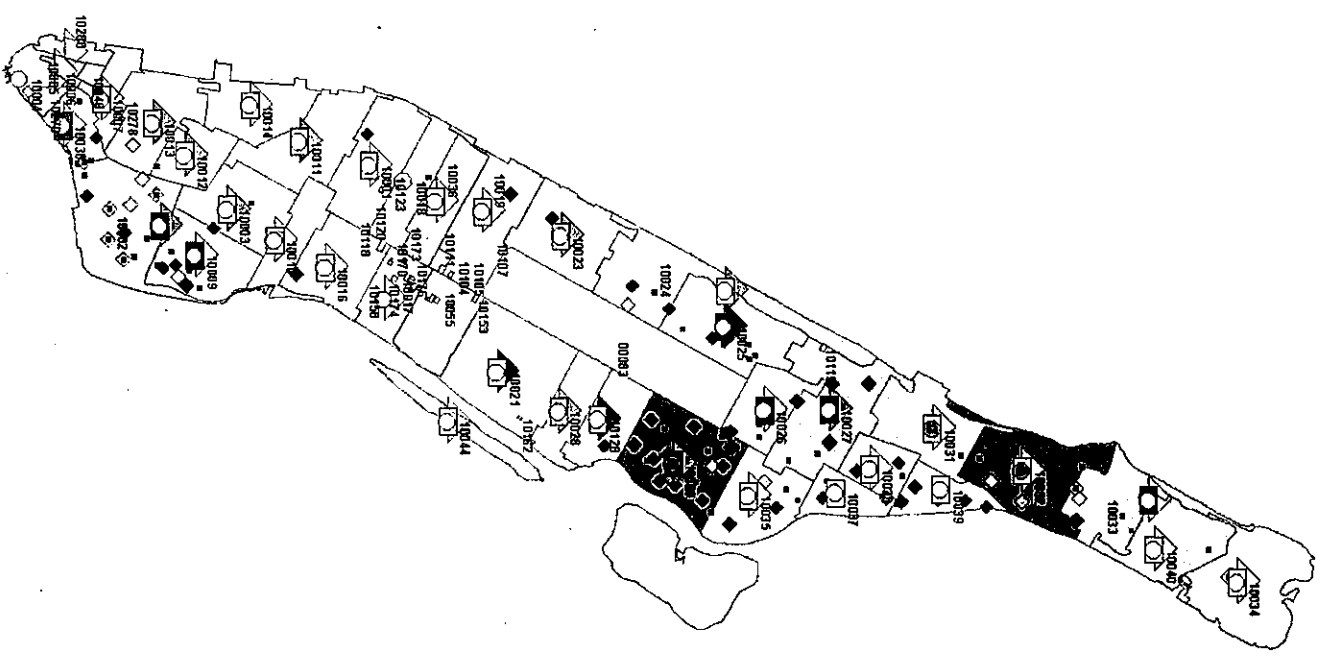
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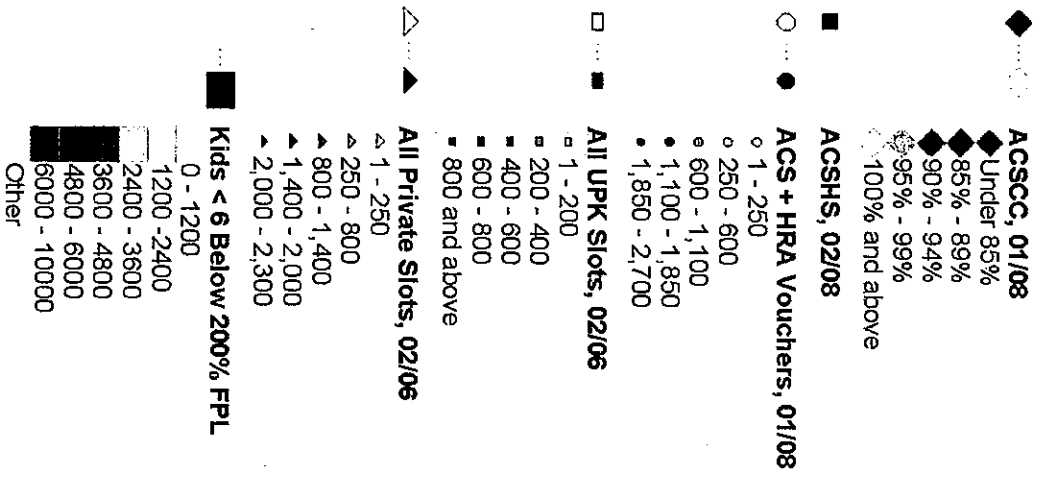


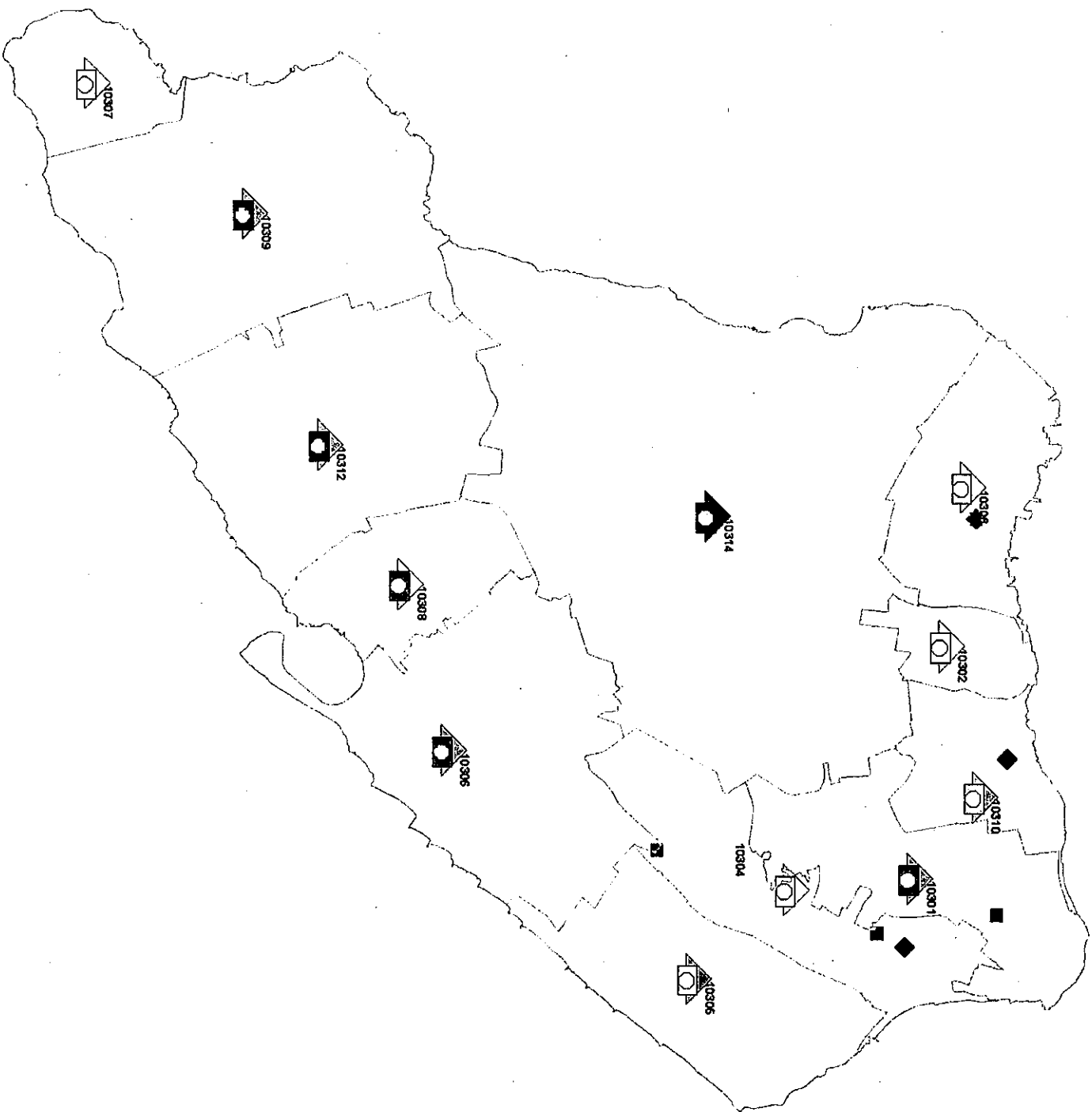
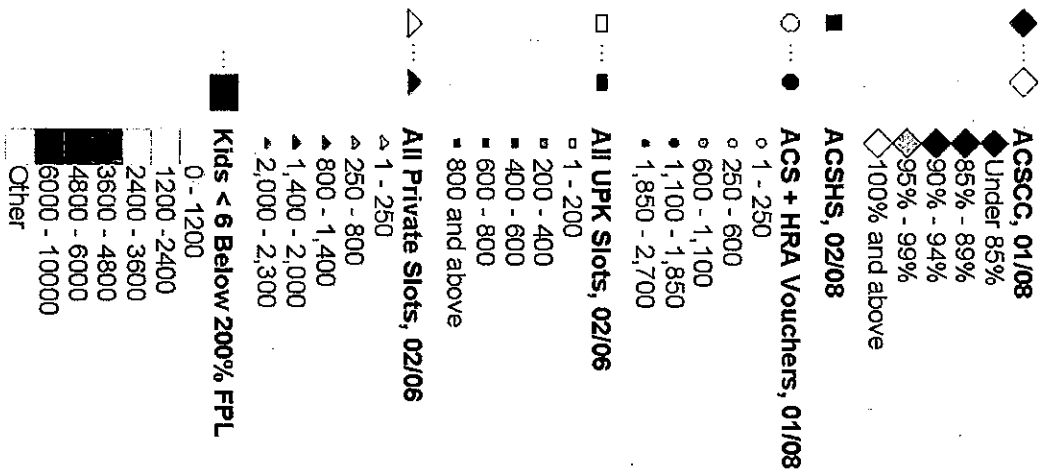




- ◆ ACSCC, 01/08
  - ◆ Under 85%
  - ◆ 85% - 89%
  - ◆ 90% - 94%
  - ◆ 95% - 99%
  - ◆ 100% and above
- ACSHS, 02/08
- ACS + HRA Vouchers, 01/08
  - 1 - 250
  - 250 - 600
  - 600 - 1,100
  - 1,100 - 1,850
  - 1,850 - 2,700
- All UPK Slots, 02/06
  - 1 - 200
  - 200 - 400
  - 400 - 600
  - 600 - 800
  - 800 and above
- ▲ All Private Slots, 02/06
  - ▲ 1 - 250
  - ▲ 250 - 800
  - ▲ 800 - 1,400
  - ▲ 1,400 - 2,000
  - ▲ 2,000 - 2,300
- Kids < 6 Below 200% FPL
  - 0 - 1200
  - 1200 - 2400
  - 2400 - 3600
  - 3600 - 4800
  - 4800 - 6000
  - 6000 - 10000
  - Other







Staten Island



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Mayor

John B. Mattingly  
Commissioner

Melanie Hartzog  
Deputy Commissioner

## **PROJECT FULL ENROLLMENT**

### **Commissioner's Task Force**

Commissioner Mattingly convened this high-level Task Force to advise in the implementation of the Initiative. Established in February 2008, the Task Force is charged with providing guidance to Children's Services Child Care and Head Start staff on policies for implementing the Project Full Enrollment Initiative.

#### **Task Force Members**

**Andrea Anthony**  
Executive Director, Day Care Council

**Robin Bernstein**  
Chief Executive Officer, Educational Alliance

**Gordon Campbell**  
President, United Way of New York City

**Jorge Saenz DeViteri**  
Bronx Community College Child Care

**Leonard Fennell**  
Executive Director, Helen Owen Carey Child Development Center  
President, Association of Professional Day Care Directors

**Fatima Goldman**  
Executive Director, Federation of Protestant Welfare Agencies (FPWA)

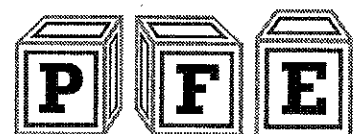
**Robert Gutheil**  
Episcopal Mission Society

**Jennifer March-Joly**  
Executive Director, Citizens Committee for Children

**Ernest Logan**  
President, Council of Supervisors and Administrators

**Jennifer Marino Rojas**  
Deputy Director, Children's Defense Fund-New York

**Michael Zisser**  
Executive Director, University Settlement Society





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Deputy Commissioner

## **PROJECT FULL ENROLLMENT Workgroup Members**

### Implementation Plan:

**Michael Zisser**, University Settlement  
Andrea Anthony, Day Care Council of New York  
Robin Bernstein, Educational Alliance  
Jorge Saenz DeViteri, Bronx Community College Child Care  
Elena Broitman, UJA Federation of New York  
Stephanie Gendell, Citizen's Committee for Children  
Fatima Goldman, Federation of Protestant Welfare Agencies  
Randy Herman, Council of Supervisors and Administrators  
Nancy Kolben, Child Care Inc.  
Susan Stamler, United Neighborhood Houses

### Technical Assistance

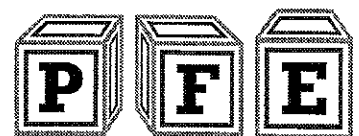
**Jennifer Jones-Austin**, United Way of New York City  
Natasha Lifton, United Way of New York City  
Jorge Saenz DeViteri, Bronx Community College Child Care  
Fred Fields, United Way of New York City  
Margarita Feliz, Day Care Council of New York  
Fatima Goldman, Federation of Protestant Welfare Agencies  
Jennifer March-Joly, Citizen's Committee for Children  
Jennifer Rojas, Children's Defense Fund

### Blended Rate Workgroup:

**Leonard Fennell**, Helen Owen Carey CDC  
Ron Acker, Cardinal McCloskey  
Mone't Harris, Day Care Council of New York  
Jennifer Rojas, Children's Defense Fund  
Robert Gutheil, Episcopal Mission Society  
Jane Steinberg, Children's Aid Society  
Michael Zisser University Settlement

### Private Pay Policy:

**Robert Gutheil**, Episcopal Mission Society  
Joan Davis, Helen Owen Carey  
Frances Gautieri, Bellevue Day Care Center  
Nancy Kolben, Child Care Inc.  
Jennifer March-Joly, Citizen's Committee for Children  
Carolyn McLaughlin, Citizen's Advice Bureau  
Daniel Rosenthal, Education Alliance  
Charmane Wong, Grand Wyndham





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## PROJECT FULL ENROLLMENT

As you know, affordable, quality child care is a scarce resource with limited city, state, and federal funding to support subsidized seats. It is critical that Children's Services ensures that every seat is filled with an eligible child, which also means that the City's early care resources are used efficiently.

On January 28<sup>th</sup>, Mayor Michael R. Bloomberg released his Preliminary Budget Plan for Fiscal Year 2009. The Plan presents the next phase of Project Full Enrollment that Children's Services will be launching. This initiative builds on the two-year Full Enrollment strategy started when the Division of Child Care and Head Start (CCHS) released its Strategic Plan, Rethinking Child Care.

The goals of the Full Enrollment Initiative have been to make it easier for parents to access subsidized care and to achieve 100 percent enrollment in child care programs. Through this effort, Children's Services has learned that the key to sustaining full enrollment is creating incentives for programs.

Effective September 2008 (FY 2009), Children's Services will begin a citywide, phased implementation of the next stage of Project Full Enrollment (PFE). Children's Services will modify the contract and payment system to compensate each program for the actual number of children enrolled in and attending the program rather than the program's budgeted capacity. This initiative will serve as an incentive to achieve and maintain full enrollment.

The following questions and answers have been compiled to help clarify components of the initiative, both within policy development and operational arenas. This Frequently Asked Questions document will be updated as the work progresses toward the September implementation. Contact and further information is available on the Child Care and Head Start pages on the Children's Services website at: [www.nyc.gov/acs](http://www.nyc.gov/acs). Submission of additional questions is encouraged through the link to a centralized e-mailbox at: [childcare.PFE@dfa.state.ny.us](mailto:childcare.PFE@dfa.state.ny.us).





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## FREQUENTLY ASKED QUESTIONS

### System Design

1. What is the main difference between the PFE system of reimbursement and the current contract system?  
The principal difference is that the current contract system pays programs for budgeted capacity rather than enrolled children. Children's Services will modify the payment system to compensate each program for the actual number of children attending the program rather than the program's budgeted capacity. In other words, Children's Services will no longer pay programs for vacant seats. In Fiscal Year 2007 alone, city tax-levy paid for \$40 Million of vacant seats. This is not an efficient use of limited funds; compared to other national and local child systems, New York City is unique as the city pays for vacancies in the main contracted system.
2. Why is this initiative being implemented?  
In Rethinking Child Care, the first step to maximize resources was to promote full enrollment in Child Care and Head Start programs. The Full Enrollment Initiative implemented community-based enrollment, increased parental access and helped programs achieve full enrollment. The next step in the strategic plan is to reimburse each program for the actual number of children attending the program, rather than the program's budgeted capacity.
3. Will the Full Enrollment Initiative be affected by PCE work?  
No. Full enrollment efforts will continue. To date the Full Enrollment Initiative has been implemented in Bronx, Manhattan and Queens. Implementation is currently underway in Brooklyn.
4. Is this an indication that Children's Services is moving toward a 100% voucher-based system?  
No. Currently, 68% of the child care system in New York City is voucher-based (32% of the system is contracted care). Vouchers are already reimbursed based on enrollment and attendance, and this initiative aligns the reimbursement systems for voucher and contracted care.

Additionally, there should be better coordination between voucher care and contracted care so that programs will be able to accept children presenting both forms of subsidies, as well as private pay clients. This coordination will allow programs to diversify their revenues and further stabilize their operations.



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5. What other policies will be impacted by the PFE initiative?  
At this time, revisions are being made to the private pay policy to encourage programs to enroll and accept both children with vouchers, and private pay clients to achieve full enrollment. Other policies may have to be revised to support the implementation of PFE.
6. Is Family Child Care included in this initiative?  
Family Child Care is not part of this initiative at this time.
7. Are Head Start programs included in this initiative?  
Head Start programs are not included in this initiative at this time. Child Care/Head Start collaborations will be included in this phase of implementation.
8. Does Children's Services intend to close programs?  
We want programs to be successful and serve as many children, both subsidized and non-subsidized (private pay), as possible. It is not anticipated any programs will close as a result of this effort.

#### **Implementation Plan & Development**

1. How is the implementation plan being developed?  
Commissioner Mattingly will convene a high-level Task Force to advise in the implementation of the Initiative; the Task Force will begin meeting February 2008. This group will be charged with providing Children's Services with critical guidance on the implementation of the new reimbursement system and technical assistance required.
2. What is the expected implementation date?  
PFE is planned to begin implementation September 2008.
3. Will there be a phased-in implementation?  
Yes, while implementation will be city-wide for all contracted child care providers, the extent of paying for only children enrolled will be phased-in.
4. How is 'full enrollment' defined within the context of the PFE?  
Enrollment represents meeting budgeted capacity with children who are certified for eligibility and attending the child care program. To accept voucher and private-pay children may necessitate an adjustment in a program's budgeted capacity. As continually stated in regular communication with providers, programs are expected to maintain full enrollment.



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5. What happens if programs are under-enrolled?  
Programs will only be reimbursed for enrolled and attending children. Therefore, reimbursement will reflect actual enrollment. Training and technical assistance will be offered to help programs achieve and maintain full enrollment.
6. How will children and families benefit from the PFE?  
We believe that children and families will benefit, because the initiative:
  - Continues to build on Children's Services efforts to serve as many eligible children as possible with limited resources.
  - Encourages programs to integrate subsidized, voucher and private pay clients to promote socio-economic diversity in centers, which research demonstrates helps children learn and grow.
  - Opens child care centers to a broader clientele not just those families eligible under the current rules.
7. How will Providers benefit from the PFE?
  - Flexibility to accept multiple funding streams (vouchers and private pay).
  - Ability to enroll children in real-time via the web-based enrollment system, view enrollment reports, and move children from waiting list to enrolled status. (please see Training and Technical Assistance section below)
  - Ability to report child attendance in real-time to ensure accurate and timely reimbursement.
  - Technical assistance will equip programs with essential marketing and business management skills needed to operate in a rate-based system.

### **Training and Technical Assistance**

1. What are the plans for program assistance?  
To assist programs in transitioning to a rate-based system that pays based on enrollment, Children's Services will fund \$2 Million of training and technical assistance (T&TA) for contracted Child Care programs. The T&TA will include:
  - Business plan development, financial management, and marketing/recruitment strategies
  - Governance and Director leadership development
  - Assistance in developing sliding fees scales to attract private pay families, particularly in mixed-income communities where the need for subsidized care has declined
  - Assistance in targeting local community child care need



**New York City Children's Services**  
DIVISION OF CHILD CARE & HEAD START  
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Mayor

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Commissioner

Melanie Hartzog  
Deputy Commissioner

2. Will there be any changes in technology to assist in the implementation?  
To make the Children's Services reimbursement operation more efficient, Children's Services will implement web-based enrollment & attendance.

Additionally, work is being done to develop web-based enrollment, revising the current, paper-driven, system and providing programs the technology to enroll children in real-time, view enrollment reports, and move children from waiting list to enrolled status.

3. Will Children's Services offer training and technical assistance for web-based enrollment?

Yes. Training sessions will be offered on using the web-based system. Additionally, a helpdesk will be established to assist users as needed.

4. How will technical assistance be prioritized among providers?

A training/technical assistance curriculum is being developed to ensure key topics are included and sufficient, targeted, assistance is offered to all contracted child care providers. A roll-out schedule is currently being developed and will be available shortly.

### **Financial & Contractual**

1. How will this Initiative affect my budget?  
Your budget does not change.

2. How will this Initiative affect payment:  
When fully implemented, payment will be based on enrollment and attendance not on reimbursement for expenditures in a particular month. Payment under PFE will be made using a rate times enrolled and attending children during each monthly billing period net of Fees Due. You will not be paid for unfilled slots. Further development of this policy is underway.

3. How will Children's Services centrally paid costs, like rent and insurance, be handled?  
City-Administered costs, like city-leases and Central Insurance Program, will continue to be paid centrally.



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4. My budget also includes a family day care component. How will that be affected? Children's Services will separate your family day care administrative costs from the center-based rate. More information on family day care administrative costs will be forthcoming.
5. How much will I be paid for a child care slot under Project Full Enrollment? Every current Sponsor has a budget with two components – the Provider-administered budget and the City-administered budget. Each Sponsor's current Provider-administered budget will be turned into a rate. Payments will be based on the rate times enrolled and attending children during each monthly billing period net of Fees Due. Sponsors will not be paid for unfilled slots.
6. Some newspapers said Child Care Sponsors will get \$13,000 per child under Project Full Enrollment. Why haven't I been receiving that much? Newspapers have been using the average total cost per child. Total costs include City-administered costs such as Leases, Health Insurance, Heat, Light and Power, etc. Project Full Enrollment will pay each Sponsor using a rate based on their budget times enrolled and attending children during each monthly billing period net of Fees Due.
7. Will my center get \$13,000 cash in September for an enrolled child? Budgets don't change under Project Full Enrollment. As stated above, \$13,000 is the average cost per child including the City-administered costs. Sponsors will be paid based on a rate for enrolled and attending children during the billing period net of Fees Due. (Payment = Rate x enrolled and attending children – Fees)

## CITYWIDE VACANCY TRACKING REPORT BY BOROUGH AND BY GROUP CHILD CARE PROGRAM (DATA AS OF APRIL 7, 2008)

ACS Contracted Center-Based Child Care Program	Zip Code	Prog Number	Boro	Current Budgeted Capacity (#of Slots)			Current Enrollment (4/7/08)			Current Vacancies 4/7/08	
				I/T	Preschool	Total	I/T	Preschool	Total		%
Mosdoth Day Care Ctr	11225	0338901	BK	10	140	150	29	141	170	113	0
John Coker Dcc	11207	0316502	BK	0	75	75	0	80	80	107	0
George C. Conliffe Child C	11213	0326401	BK	0	95	95	0	101	101	106	0
College Community Ccc	11210	0319501	BK	0	55	55	0	58	58	105	0
Shirley Chisholm Dcc	11233	0344003	BK	10	75	85	11	78	89	105	0
New Life Ccc	11237	0343101	BK	0	95	95	0	100	100	105	0
Friends Of Crown Hghts #1	11213	0345701	BK	10	100	110	11	103	114	104	0
Coney Island Community Dcc	11224	0354401	BK	0	80	80	0	83	83	104	0
Hawthorne Corners Dcc	11225	0334101	BK	0	57	57	0	59	59	104	0
New Life Child Dev Ctr Ii	11237	0343102	BK	20	69	89	18	75	93	104	0
New Lots Schenck Dcc	11207	0330001	BK	0	60	60	0	62	62	103	0
Action Nursery	11219	0317101	BK	0	30	30	0	31	31	103	0
Magical Years Ecc	11220	0316101	BK	38	0	38	39	0	39	103	0
St. Andrews Community Dcc	11220	0330701	BK	0	35	35	0	36	36	103	0
Shirley Chisholm Dcc #2	11233	0344001	BK	50	95	145	54	96	150	103	0
Advent Daycare Center	11233	0344401	BK	0	60	60	0	62	62	103	0
Breukelen Recreation Rm.	11236	0308201	BK	0	75	75	0	77	77	103	0
Helen Owen Carey Cdc	11217	0348401	BK	24	89	113	27	88	115	102	0
Beth Jacob Day Care Center	11219	0340701	BK	0	152	152	0	155	155	102	0
Zion Day Care Center	11219	0364601	BK	0	43	43	0	44	44	102	0
Friends Of Crown Hghts #3	11225	0345702	BK	0	100	100	0	102	102	102	0
Cypress Hills Child Care C	11208	0323101	BK	0	70	70	0	71	71	101	0
Georgia L. Mc Murray Dcc	11208	0341904	BK	10	75	85	9	77	86	101	0
Bethesda Day Care Center	11237	0315401	BK	0	69	69	0	70	70	101	0
Un. Comm. Of Williamsburg	11206	0320301	BK	0	95	95	0	95	95	100	0
Audrey Johnson Day Care	11207	0316501	BK	0	75	75	0	75	75	100	0
Flatbush Ymca Nursery Sch	11210	0368303	BK	0	37	37	0	37	37	100	0
Ohel Sarah Day Care Ctr	11213	0353401	BK	10	35	45	12	33	45	100	0
Vincent J. Caristo Ccc	11219	0300402	BK	0	95	95	0	95	95	100	0
Bay Ridge Day Nursery	11220	0321202	BK	0	90	90	0	90	90	100	0
Roberta Bright Early Learn	11224	0304706	BK	10	35	45	6	39	45	100	0
Morris Koppelman Edc	11212	0314501	BK	10	125	135	5	128	133	99	2
Gan Day Care Center Inc	11219	0344201	BK	0	147	147	0	145	145	99	2
Brooklyn Chinese-American-	11220	0360501	BK	0	70	70	0	69	69	99	1
200 Central Avenue Dcc Inc	11221	0353301	BK	0	95	95	0	93	93	98	2
Five Block Day Care Ctr	11225	0349601	BK	30	75	105	29	74	103	98	2
Hebrew Ins Deaf & Exc Chl	11230	0349801	BK	0	47	47	0	46	46	98	1
Bishop Gregory Martin Eca	11207	0314503	BK	10	90	100	12	85	97	97	3
Salvation Army Suffer Ave	11212	0350103	BK	0	75	75	0	73	73	97	2
St. Malachy Dcc	11207	0300403	BK	18	65	83	15	65	80	96	3
Love In Action # 2 Dcc	11233	0341908	BK	38	110	148	42	100	142	96	6
Graham Ccc	11206	0352905	BK	0	55	55	0	52	52	95	3

CS Contracted Center-Based Child Care Program	Zip Code	Prog Number	Boro	Current Budgeted Capacity (#of Slots)			Current Enrollment (4/7/08)				Current Vacancies 4/7/08
				I/T	Preschool	Total	I/T	Preschool	Total	%	
Friends Of Crown Hghts #2	11216	0345703	BK	56	100	156	47	101	148	95	8
Strong Place Day Care	11217	0312101	BK	0	55	55	0	52	52	95	3
Freewill Day Care Center	11221	0341901	BK	10	75	85	7	74	81	95	4
Salvation Army Bushwick	11221	0350104	BK	0	55	55	0	52	52	95	3
Bcs Duffield Childrns Ctr	11201	0310903	BK	10	80	90	7	78	85	94	5
John F. Kennedy Ccc	11236	0300404	BK	0	95	95	0	89	89	94	6
Donzo A Daughty Memorial	11217	0328001	BK	0	30	30	0	28	28	93	2
Cashbar Learning Center	11219	0331201	BK	0	55	55	0	51	51	93	4
Roundtable Child Care	11221	0341801	BK	10	95	105	20	78	98	93	7
William Sklar Filler Dcc	11223	0341906	BK	0	60	60	0	56	56	93	4
Urban Strategies #2	11207	0352702	BK	0	75	75	0	69	69	92	6
Urban Strategies Dcc	11208	0352701	BK	0	92	92	0	85	85	92	7
Hirley Chisholm #2B	11215	0344002	BK	10	75	85	5	73	78	92	7
Latbush Haitian Dcc-S7	11226	0316002	BK	0	60	60	0	55	55	92	5
Abernace Church Of God	11205	0315901	BK	28	186	214	27	167	194	91	20
Lubert A Morrell Edc	11208	0314502	BK	0	80	80	0	73	73	91	7
Small World Day Care Ctr	11211	0351901	BK	0	90	90	0	82	82	91	8
Park Place Day Care Ctr	11213	0316801	BK	10	70	80	7	66	73	91	7
Torris L Eisenstein Learni	11207	0335501	BK	10	70	80	6	66	72	90	8
Grace Pre-School Dcc	11225	0333601	BK	0	39	39	0	35	35	90	4
Latbush Haitian Dcc	11203	0316001	BK	28	55	83	24	50	74	89	9
Robert F. Kennedy Ccc	11206	0300407	BK	0	64	64	0	57	57	89	7
Mis Munoz Marin Eca	11208	0314505	BK	0	92	92	0	82	82	89	10
Lat Azarow Dcc	11212	0300301	BK	0	100	100	0	89	89	89	11
Lat Lapuerta Abierta	11224	0304703	BK	0	80	80	0	71	71	89	9
Latbush Action Comm Dcc	11226	0331601	BK	10	110	120	2	105	107	89	13
Warren St Center For C&F-S	11201	0316103	BK	25	0	25	22	0	22	88	3
Maxine Turner Eca	11208	0343301	BK	10	73	83	7	66	73	88	10
Georgia L McMurray Baktids	11220	0321201	BK	0	65	65	0	57	57	88	8
Community & Parents Dcc	11211	0322301	BK	0	55	55	0	48	48	87	7
Jonathan Williams Dcc	11211	0352901	BK	0	99	99	0	86	86	87	13
Lat Quincy Dcc	11238	0332901	BK	20	75	95	19	64	83	87	12
Grand St Settlement Cfc	11207	0318501	BK	10	172	182	0	156	156	86	26
Salvation Army Fiesta	11231	0350107	BK	10	55	65	12	44	56	86	9
Summer Children's Center	11206	0300305	BK	0	59	59	0	50	50	85	9
Forace E. Greene Day Care	11221	0325101	BK	10	100	110	0	94	94	85	16
Stagg Street Center For Ch	11206	0325102	BK	0	75	75	0	62	62	83	13
Reled V' Yalda Torah Dcc	11211	0329301	BK	0	35	35	0	29	29	83	6
Muestros Ninos 3	11211	0347103	BK	0	35	35	0	29	29	83	6
96 Albany Avenue Daycare	11213	0328701	BK	0	90	90	0	75	75	83	6
Bedford Ave Day Care Ctr	11216	0344702	BK	0	95	95	0	79	79	83	15
Children's Corner Dcc	11207	0341909	BK	20	160	180	23	124	147	82	33
Brownsville Ccc	11212	0304705	BK	0	60	60	0	49	49	82	11
Little Sun People Too	11221	0330501	BK	0	60	60	0	49	49	82	11
Billy Martin Chd Dev Ctr	11205	0323501	BK	10	62	72	11	47	58	81	14

ACS Contracted Center-Based Child Care Program	Zip Code	Prog Number	Boro	Current Budgeted Capacity (#of Slots)				Current Enrollment (4/7/08)				Current Vacancies 4/7/08	
				I/T	Preschool	Total	I/T	Preschool	Total	%	Total		
Aguadilla Day Care Center	11206	0346401	BK	20	95	115	15	78	93	81	81	22	22
Boulevard Nursery School	11207	0318201	BK	0	80	80	0	64	64	80	80	16	16
Ace Early Childhood Center	11215	0338301	BK	0	55	55	0	44	44	80	80	11	11
John Oravec Ccc	11222	0300408	BK	0	110	110	0	88	88	80	80	22	22
Pine Street Day Care Cente	11208	0341910	BK	20	97	117	1	92	93	79	79	24	24
The Sal Army Brownsville	11212	0350101	BK	25	75	100	11	68	79	79	79	21	21
The Salvation Army Bedford	11216	0350108	BK	0	39	39	0	31	31	79	79	8	8
Mary Mcleod Bethune Dcc	11206	0301301	BK	0	55	55	0	43	43	78	78	12	12
John Edward Bruce #2	11213	0326201	BK	0	75	75	0	58	58	77	77	17	17
Pal Carey Gardens Dcc	11224	0332903	BK	0	57	57	0	44	44	77	77	13	13
Charles Hamilton Eca	11208	0314506	BK	20	77	97	11	63	74	76	76	23	23
Warren St Center For C&F	11201	0316102	BK	0	60	60	0	45	45	75	75	15	15
Tompkins Childrens Center	11206	0300303	BK	0	55	55	0	41	41	75	75	14	14
Bedford Harrison Dcc	11211	0325701	BK	0	95	95	0	71	71	75	75	24	24
William F Boyland Eca	11212	0314504	BK	0	60	60	0	45	45	75	75	15	15
Alonzo A Daughtry Memorial	11215	0318601	BK	0	75	75	0	56	56	75	75	19	19
Cornerstone Day Care Cnt	11221	0303101	BK	0	65	65	0	48	48	74	74	17	17
Nuestros Ninos Cds	11211	0349201	BK	20	120	140	3	99	102	73	73	38	38
Assoc Black Soc Wkrs Cdc	11205	0313502	BK	10	80	90	6	59	65	72	72	25	25
Court Street Children'S Ct	11231	0345201	BK	0	57	57	0	41	41	72	72	16	16
Nevins Day Care Center	11217	0352907	BK	10	60	70	13	37	50	71	71	20	20
Learner'S Haven Dcc	11203	0338701	BK	0	97	97	0	68	68	70	70	29	29
Marcy Children'S Center	11206	0308703	BK	0	55	55	0	38	38	69	69	17	17
Graham Windham Child Care	11211	0321303	BK	0	55	55	0	38	38	69	69	17	17
Martha Udell Eca	11238	0342601	BK	0	100	100	0	69	69	69	69	31	31
Haitian American Dcc #3	11216	0330802	BK	20	120	140	22	72	94	67	67	46	46
Sylvia Klein Ccc	11208	0306101	BK	0	60	60	0	39	39	65	65	21	21
Marie Durdin Ccc	11208	0352904	BK	0	60	60	0	39	39	65	65	21	21
Cooper Park Child Care Ct	11222	0308706	BK	0	55	55	0	35	35	64	64	20	20
Edward L. Cleveland Dcc	11213	0300304	BK	10	53	63	6	34	40	63	63	23	23
St Johns Day Care Center	11216	0345501	BK	0	40	40	0	25	25	63	63	15	15
Haitian American Dcc # 1	11216	0330801	BK	0	95	95	0	58	58	61	61	37	37
Pal Miccio Dcc	11231	0332904	BK	10	80	90	13	42	55	61	61	35	35
Bdc Early Childhood Svcs.	11208	0343601	BK	10	35	45	2	23	25	56	56	20	20
Coney Island Ccc	11224	0300401	BK	0	50	50	0	26	26	52	52	24	24
Farragut Children Center	11201	0300406	BK	0	55	55	0	26	26	47	47	29	29
Bbcs Waverly Child Care Ct	11205	0310902	BK	10	85	95	1	44	45	47	47	50	50
Bethel Baptist Day Care	11217	0325301	BK	10	55	65	7	22	29	45	45	36	36
Young Minds Day Care	11238	0344701	BK	0	101	101	0	38	38	38	38	63	63
Farragut Day Care Center	11201	0337901	BK	10	35	45	0	16	16	36	36	29	29
Putnam Child Dev Ctr	11221	0326601	BK	0	55	55	0	18	18	33	33	37	37
Fennell Day Care Center	11221	0337401	BK	0	55	55	0	15	15	27	27	40	40
Brevooort Children'S Center	11233	0300302	BK	0	60	60	0	15	15	25	25	45	45
Nuestros Ninos li	11211	0349203	BK	0	75	75	0	0	0	0	0	75	75
<b>Brooklyn Borough Total:</b>	<b>131 programs</b>			<b>800</b>	<b>9,746</b>	<b>10,546</b>	<b>676</b>	<b>8,350</b>	<b>9,026</b>	<b>84</b>	<b>84</b>	<b>1,601</b>	<b>1,601</b>



CS Contracted Center-Based Child Care Program	Zip Code	Prog Number	Boro	Current Budgeted Capacity (#of Slots)			Current Enrollment (4/7/08)			Current Vacancies 4/7/08	
				I/T	Preschool	Total	I/T	Preschool	Total	%	Total
romesa Day Care Center	10452	0120101	BX	0	55	55	0	61	61	111	0
romesa Multicultural Dcc-	10457	0120103	BX	0	75	75	0	80	80	107	0
A.C./ Doris E. Stone	10452	0100901	BX	10	45	55	10	48	58	105	0
amela C Torres Day Care	10454	0109501	BX	0	55	55	0	58	58	105	0
anna Leftkowitz Dcc	10455	0106301	BX	0	57	57	0	60	60	105	0
hilip H. Michaels	10451	0144301	BX	10	130	140	11	133	144	103	0
A.C.Paradise Learning	10456	0121703	BX	20	40	60	18	44	62	103	0
ouis A. Fickling Child De	10456	0102402	BX	0	60	60	0	61	61	102	0
las S Jordan Dcc	10451	0125902	BX	10	150	160	7	155	162	101	0
zekiel P Rivers Learning	10453	0119901	BX	0	120	120	0	121	121	101	0
avidson Ave. Comm. Dcc	10453	0125401	BX	0	101	101	0	102	102	101	0
A.C. River Park Towers	10453	0121702	BX	0	70	70	0	70	70	100	0
larc After School-S7	10453	0160301	BX	0	20	20	0	20	20	100	0
remont Monterey Daycare I	10457	0120201	BX	0	55	55	0	55	55	100	0
ronx Early Childhood Ctr-	10460	0159401	BX	0	80	80	0	80	80	100	0
hroggs Neck Child C C	10465	0117301	BX	0	60	60	0	60	60	100	0
Bx Nat Cncl Ngro Wv Cdc	10466	0122501	BX	0	112	112	0	112	112	100	0
Williambridge Naacp Ecac	10467	0124201	BX	0	100	100	0	100	100	100	0
ebury Day Care Center	10473	0113601	BX	10	80	90	6	84	90	100	0
wendolyn B. Bland Dcc	10456	0191502	BX	0	90	90	0	89	89	99	1
olentine-Zeiser Dcc	10468	0156001	BX	0	67	67	0	66	66	99	1
alvation Army Bronx	10451	0150102	BX	0	45	45	0	44	44	98	1
ast Tremont Cc & Dev Ctr	10457	0100501	BX	0	60	60	0	59	59	98	1
rawford Community Dcc	10467	0117801	BX	0	55	55	0	54	54	98	1
vestchester Tremont Dcc	10461	0110701	BX	0	90	90	0	87	87	97	3
ir. Richard Green Educatio	10473	0109403	BX	0	60	60	0	58	58	97	2
virnited Wheeler Nursery	10454	0103601	BX	10	57	67	7	57	64	96	3
ive Star Day Care Center	10456	0191504	BX	0	77	77	0	74	74	96	3
artners With Parents Dc	10452	0107901	BX	0	55	55	0	52	52	95	3
oncourse Day Care Center	10452	0141701	BX	0	115	115	0	109	109	95	6
anna Leftkowitz Dcc	10455	0106302	BX	0	40	40	0	38	38	95	2
s The Twig Is Bent	10458	0122001	BX	0	55	55	0	52	52	95	3
remont Crotona Day Care C	10460	0137801	BX	20	105	125	16	103	119	95	6
usan E. Wagner Dcc	10466	0107501	BX	0	115	115	0	109	109	95	6
I.A.C. Steven Sales D.C.C	10453	0121704	BX	0	95	95	0	89	89	94	6
ighbridge Advisory Cncl	10452	0121705	BX	0	115	115	0	107	107	93	8
leene Logan Preschool Ctr	10456	0102401	BX	0	55	55	0	51	51	93	4
alvation Army Trmnt Dcc-S	10457	0150110	BX	10	59	69	0	64	64	93	5
ronx River Child Care	10472	0137802	BX	0	60	60	0	56	56	93	4
ighbridge Advsy Cncl Dcc	10452	0121701	BX	10	80	90	8	75	83	92	7
ighbridge Advisory Ecoc#3	10452	0121706	BX	30	55	85	17	61	78	92	7
332 Fulton Ave Dcc	10456	0125901	BX	20	137	157	15	130	145	92	12
win Parks Child Care Ctr	10460	0115601	BX	0	60	60	0	55	55	92	5
hathgate Day Care Center	10457	0118101	BX	10	100	110	11	89	100	91	10

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				I/T	Preschool	Total	I/T	Preschool	Total	%
Belmont Community Dcc	10458	0122101	BX	0	77	77	0	70	70	91
Sound Dale Day Care Center	10472	0121901	BX	0	97	97	0	88	88	91
Marshall England Eclc	10451	0140601	BX	0	105	105	0	95	95	90
H.P.M.S. Rosa Wardell	10459	0120401	BX	0	40	40	0	36	36	90
Bronxdale Nursery & Kdgn	10472	0121902	BX	0	60	60	0	54	54	90
Blondell G Joyner	10456	0191503	BX	0	55	55	0	49	49	89
Soundview Child Care Ctr.	10473	0109401	BX	0	57	57	0	51	51	89
Tremont Monterey Daycare I	10460	0121001	BX	0	55	55	0	48	48	87
H.G.Birch Watson D.C.C.	10472	0119001	BX	0	165	165	0	143	143	87
Betances Early Childhood	10455	0150201	BX	10	45	55	3	44	47	85
Cardinal McCloskey Dcc #2	10460	0192002	BX	0	80	80	0	68	68	85
United Bronx Parents Dcc1	10459	0122401	BX	30	80	110	27	65	92	84
Pius Xii	10453	0119701	BX	0	77	77	0	63	63	82
Labor Bathgate Comm Ccc	10457	0143201	BX	0	77	77	0	62	62	81
Hmps Ileana Rodriguez Dcc	10455	0121501	BX	10	55	65	4	47	51	78
Highbridge Nursery School	10453	0109404	BX	0	55	55	0	42	42	76
East Bronx Naacp Dcc	10472	0133201	BX	0	80	80	0	58	58	73
Victory Day Care Center	10467	0110101	BX	0	55	55	0	32	32	58
<b>Bronx Borough Total:</b>	<b>62 programs</b>			<b>220</b>	<b>4,682</b>	<b>4,902</b>	<b>160</b>	<b>4,447</b>	<b>4,607</b>	<b>94</b>
Prince Hall Colon Pk Dcc	10039	0708101	MN	10	15	25	8	45	53	212
Hamilton Madison Hse Ccc	10002	0704901	MN	22	48	70	12	112	124	177
Garment Ind Dc Chinatown	10002	1230912	MN	0	70	70	0	84	84	120
Nasry Michelen Day Care Ce	10031	0730601	MN	0	75	75	0	87	87	116
Citizens Care Day Care Ctr	10035	0702302	MN	10	55	65	10	60	70	108
Mary Walton Children'S Cen	10039	0701101	MN	20	30	50	6	48	54	108
Coalition For Human Housin	10002	0752401	MN	0	35	35	0	37	37	106
C P C Jacob Riis Ccc	10009	0730903	MN	18	35	53	19	37	56	106
Ufbco Cdc	10032	0750301	MN	0	110	110	0	116	116	105
Chung Pak Pre-School	10013	0730905	MN	0	75	75	0	78	78	104
Lenox Hill Dcc	10021	0731001	MN	0	68	68	0	70	70	103
Citizens Care Day Care Ctr	10026	0702301	MN	0	40	40	0	41	41	103
Lillian Wald Day Care Cent	10009	0721601	MN	10	35	45	7	39	46	102
Polly Dodge Center	10019	0704704	MN	10	73	83	10	75	85	102
Hudson Guild	10001	0705201	MN	0	90	90	0	90	90	100
St Matthew'S St Timothy'S	10024	0728503	MN	0	32	32	0	32	32	100
La Familia Unida Dcc	10033	0712201	MN	10	67	77	5	72	77	100
Quo Vadis Montessori Day C	10033	0732001	MN	0	35	35	0	35	35	100
Washington Heights Ccc	10033	0735901	MN	0	75	75	0	75	75	100
Nicholas Cardell Day Care	10034	0743401	MN	0	55	55	0	55	55	100
Educational Alliance Ccc	10002	0721602	MN	0	71	71	0	70	70	99
Pequenos Souls Day Care	10035	0715801	MN	0	73	73	0	72	72	99
Henry St Settlement	10002	0705001	MN	0	97	97	0	95	95	98
League For Child Care	10002	0709901	MN	0	63	63	0	62	62	98
Area 145 Day Care Center	10031	0730401	MN	0	100	100	0	98	98	98

CS Contracted Center-Based Child Care Program	Zip Code	Prog Number	Boro	Current Budgeted Capacity (#of Slots)				Current Enrollment (4/7/08)				Current Vacancies 4/7/08
				I/T	Preschool	Total	I/T	Preschool	Total	%	Total	
Salvation Army Inwood Nurs	10034	0705401	MN	0	60	60	0	59	59	98		1
Pleasant Avenue Dcc	10035	0716301	MN	0	55	55	0	54	54	98		1
Kellevue-Educare Child Car	10016	0719601	MN	0	33	33	0	32	32	97		1
Citizens Care Day Care # 3	10027	0702303	MN	10	90	100	20	77	97	97		3
Legget Memorial Child Ctr	10029	0709703	MN	0	90	90	0	87	87	97		3
Grand Street Settlement Cc	10002	0704601	MN	20	64	84	18	63	81	96		3
Netro North Child Care Cen	10029	0709702	MN	0	55	55	0	53	53	96		2
Arham Windham #2	10037	0721301	MN	0	84	84	0	81	81	96		3
Union Carver Childrens	10029	0709701	MN	0	81	81	0	77	77	95		4
Art Dcc	10029	0759403	MN	0	55	55	0	52	52	95		3
Harbor Family Horizon Dcc	10026	0706506	MN	0	35	35	0	33	33	94		2
Doddard Riverside Day Care	10024	0704501	MN	0	74	74	0	69	69	93		5
Kena Day Care Center	10032	0737301	MN	0	155	155	0	143	143	92		12
Little Star Of Broome	10002	0730910	MN	10	59	69	11	51	62	90		7
Lexington Childrens Ctr	10029	0706901	MN	10	35	45	6	34	40	89		5
Leighorhood Cc	10029	0707401	MN	0	38	38	0	34	34	89		4
Shama Cdc	10039	0740901	MN	0	120	120	0	107	107	89		13
Lawning Village	10029	0726001	MN	10	55	65	5	52	57	88		8
Assoc Of Bk Soc Wkrs Cdc	10039	0713501	MN	10	85	95	10	74	84	88		11
Harbor Oasis Day Care Cent	10029	0706001	MN	0	60	60	0	52	52	87		8
Union Washington Child Cen	10029	0709704	MN	0	55	55	0	48	48	87		7
Action For Progress Dcc	10002	0755201	MN	10	70	80	9	60	69	86		11
East Calvary Nursery	10026	0703301	MN	0	59	59	0	51	51	86		8
Itopia Children'S Center	10027	0710001	MN	0	80	80	0	69	69	86		11
Leighorhood Childrens Ctr	10029	0707402	MN	0	22	22	0	19	19	86		3
Can Ny Laguardia House Nr	10029	0706201	MN	0	40	40	0	34	34	85		6
James L Varick Day Care Ce	10030	0745401	MN	0	60	60	0	51	51	85		9
Harbor Morningside Childre	10027	0706502	MN	10	80	90	10	66	76	84		14
Virginia Day Nursery	10009	0708704	MN	0	52	52	0	43	43	83		9
Label Barrett Fitzgerald	10023	0711901	MN	10	58	68	7	48	55	81		13
Hamilton Madison House-S7	10002	0704902	MN	10	0	10	8	0	8	80		2
Vest 83Rd St Pre-School	10024	0728501	MN	0	55	55	0	44	44	80		11
Invest Care Child C.C.	10038	0721302	MN	0	35	35	0	28	28	80		7
Yuerto Rican Council	10002	0746601	MN	10	125	135	10	97	107	79		28
East Harlem Block Nursery	10029	0703401	MN	0	56	56	0	43	43	77		13
Trant Day Care Center	10027	0706501	MN	0	88	88	0	65	65	74		23
Open Door Child Care Ctr	10025	0707601	MN	0	90	90	0	62	62	69		28
Morningside Day Care Ctr	10039	0708707	MN	0	55	55	0	37	37	67		18
Alam Day Care Center	10027	0790502	MN	0	55	55	0	36	36	65		19
Brew Hamilton Dcc	10030	0759404	MN	0	75	75	0	47	47	63		28
St. Morris Children'S Ctr	10035	0702901	MN	0	60	60	0	33	33	55		27
East Harlem Block Nursery	10037	0705101	MN	0	79	79	0	41	41	52		38
Holmes Towers Eisman Nurs	10128	0750501	MN	0	60	60	0	29	29	48		31
Childrens Liberation Dcc	10009	0754001	MN	10	77	87	0	41	41	47		46
East River Childrens Cente	10029	0706801	MN	0	55	55	0	23	23	42		32

ACS Contracted Center-Based Child Care Program	Zip Code	Prog Number	Boro	Current Budgeted Capacity (#of Slots)			Current Enrollment (4/7/08)			Current Vacancies 4/7/08	
				I/I	Preschool	Total	I/I	Preschool	Total	%	Total
Emmanuel Day Care Center	10009	0715501	MN	0	55	55	0	16	16	29	39
Hamilton Madison House	10038	0704903	MN	0	17	17	0	0	0	0	17
Hamilton Madison House Chi	10038	0704904	MN	12	38	50	0	0	0	0	50
Prince Hall Colonial Pk Dc	10039	0708102	MN	0	30	30	0	0	0	0	30
<b>Manhattan Borough Total:</b>	<b>74 programs</b>			<b>252</b>	<b>4,586</b>	<b>4,838</b>	<b>191</b>	<b>4,100</b>	<b>4,291</b>	<b>88</b>	<b>684</b>
Hallett Cove Child Dev Ctr	11102	0836701	QN	0	55	55	0	59	59	107	0
Macedonia Child Development	11354	0816601	QN	0	35	35	0	37	37	106	0
Yeshiva Tifereth Moshe Dc	11415	0864101	QN	0	30	30	0	31	31	103	0
Queensbridge Dcc	11101	0825601	QN	0	135	135	0	135	135	100	0
Andrew Landi Day Care Cent	11106	0891102	QN	0	57	57	0	57	57	100	0
Martin L. King Jr. Mem Dc	11354	0804101	QN	0	35	35	0	35	35	100	0
Jerome Hardeman Sr. Dcc	11369	0828201	QN	0	60	60	0	60	60	100	0
Alpha Kappa Alpha Sorority	11436	0827801	QN	0	90	90	0	90	90	100	0
Afro American Parents Ed C	11434	0822202	QN	0	100	100	0	99	99	99	1
Better Comm Life Dcc #2	11354	0824702	QN	0	59	59	0	58	58	98	1
Afro American Parents Ed C	11435	0822201	QN	10	78	88	8	78	86	98	2
Sheldon R Weaver Dcc	11691	0821101	QN	0	90	90	0	88	88	98	2
Blanche Comm Pro Dcc #2	11691	0846001	QN	10	90	100	10	88	98	98	2
Woodside Childrens Center	11377	0805704	QN	0	59	59	0	57	57	97	2
Charles R Drew Elc	11429	0822601	QN	0	98	98	0	95	95	97	3
Amistad Early Child Ed Ctr	11433	0850601	QN	0	119	119	0	115	115	97	4
Western Queens Nursery	11101	0832902	QN	0	95	95	0	91	91	96	4
Better Community Life Dcc	11368	0824701	QN	0	80	80	0	77	77	96	3
Starlight Day Care Center	11433	0843701	QN	0	75	75	0	72	72	96	3
Concerned Parents Of Jam.	11435	0829401	QN	0	110	110	0	106	106	96	4
Hammels Averno Dcc	11693	0846002	QN	0	55	55	0	53	53	96	2
Child Center Of New York	11369	0861001	QN	0	55	55	0	52	52	95	3
Jamaica Naacp Dcc	11412	0805901	QN	0	75	75	0	71	71	95	4
Afro American Parents Dcc	11412	0805902	QN	30	100	130	29	95	124	95	6
Joseph Di Marco Ccc	11106	0800405	QN	0	150	150	0	141	141	94	9
Jamaica Day Nursery	11433	0805701	QN	0	55	55	0	51	51	93	4
Myrtle P Jarmon Ecoc	11434	0805501	QN	0	58	58	0	54	54	93	4
Rockaway Child Care Center	11691	0808401	QN	0	55	55	0	51	51	93	4
Omega Psi Phi Frat. Ecoc	11436	0823401	QN	0	97	97	0	89	89	92	8
Lucille Rose Day Care Cent	11692	0829001	QN	0	95	95	0	87	87	92	8
Laurelton Springfield Com	11413	0850701	QN	0	55	55	0	50	50	91	5
Originals Of Jamaica	11435	0814601	QN	0	55	55	0	49	49	89	6
Herbert G. Birch Services	11434	0819002	QN	0	20	20	0	17	17	85	3
National Sorority Phi Delt	11434	0819801	QN	0	100	100	0	85	85	85	15
Blanche Comm Prog Dcs Bdi	11412	0846003	QN	0	55	55	0	46	46	84	9
Malcolm X Dcc @ Bcl	11368	0833301	QN	10	110	120	6	88	94	78	26
Hammel Child Care Center	11693	0805703	QN	0	57	57	0	41	41	72	16
Bethel Mission Loving Day	11693	0831101	QN	0	57	57	0	34	34	60	23
<b>Queens Borough Total:</b>	<b>38 programs</b>			<b>60</b>	<b>2,854</b>	<b>2,914</b>	<b>53</b>	<b>2,682</b>	<b>2,735</b>	<b>94</b>	<b>186</b>

CS Contracted Center-Based Child Care Program		Zip Code	Prog Number	Boro	Current Budgeted Capacity (#of Slots)			Current Enrollment (4/7/08)				Current Vacancies 4/7/08
					<u>I/T</u>	<u>Preschool</u>	<u>Total</u>	<u>I/T</u>	<u>Preschool</u>	<u>Total</u>	<u>%</u>	<u>Total</u>
Port Richmond Day Nursery		10303	1009101	SI	0	60	60	0	57	57	95	3
Edwin Markham Ccc		10304	1009001	SI	0	60	60	0	40	40	67	20
Richmond Early Learn Dcc		10310	1004702	SI	0	130	130	0	83	83	64	47
<b>Port Richmond Island Total:</b>		<b>3 programs</b>			<b>0</b>	<b>250</b>	<b>250</b>	<b>0</b>	<b>180</b>	<b>180</b>	<b>75</b>	<b>70</b>
<b>YC TOTAL:</b>					<b>1,332</b>	<b>22,118</b>	<b>23,450</b>	<b>1,080</b>	<b>19,759</b>	<b>20,839</b>	<b>87</b>	<b>2,867</b>

Notes:

Information for active group child care programs only.

Excludes, LYFE, Shelter, and LPOS Programs

\*Vacancy numbers do not include over-enrollments

# ***Rethinking Child Care***

***An Integrated Plan***

***for Early Childhood Development in New York City***

*October 2005*



**Michael R. Bloomberg**  
*Mayor*

**John B. Mattingly**  
*Commissioner*

**Ajay Chaudry**  
*Deputy Commissioner*

# **Rethinking Child Care**

## **An Integrated Plan For Early Childhood Development In New York City**

**Administration for Children's Services**

**Division of Child Care and Head Start Strategic Plan**

**October 2005**

Ajay Chaudry

Kate Tarrant

Julie Asher

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## Letter from the Commissioner

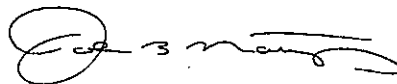
I am pleased to present you with *Rethinking Child Care*, a strategic plan that sets the course for our efforts to better support New York City's young children and their families. This document outlines a series of strategic reforms to further promote the positive development of young children and ensure a better future for our children and our city.

This plan describes the City's goals and actionable strategies to maximize our existing resources devoted to early care and education and to improve the quality of these services to better meet the needs of young children and families. This effort builds on work done over several years by ACS and the extended New York City early childhood care and education community, and follows a six-month collaborative process involving City leaders from ACS, other City agencies, and the providers and advocates of early childhood care and education services. We are proud to say that many of these innovative strategies are already being implemented.

Many hands must join together to support children and families, especially those who most need assistance. Fortunately, there are thousands of caregivers and educators of our young throughout this city who dedicate themselves to this mission. Many men and women work tirelessly within the ACS Division of Child Care and Head Start and affiliated City agencies; in addition, programs, teachers, parent body leadership, and the advocacy community are committed to improving the early care and education. This plan builds upon their good work that is being done every day and supports them in their efforts to improve the lives of children and their families. I am grateful to them.

We have much work to do to build the kind of first class early childhood care system New York's families deserve. To ensure that the Division of Child Care and Head Start continues its work in concert with the early childhood development community, we will regularly provide updates on the progress of individual elements of the plan to City leaders, including the Mayor's Office, and to the public via the ACS website. We will also ensure accountability by establishing periodic check points to evaluate our efforts against our stated goals, and report on our progress to the public.

Given the depth and extent of the changes we are proposing, we are going to need everyone's help. Join me as we embark on this collaborative journey towards a stronger comprehensive early childhood care and education system in New York City.



John B. Mattingly

# Executive Summary

## BACKGROUND AND CONTEXT

New York City's Administration for Children's Services' mission is to foster the healthy and positive development of children. ACS has long recognized that early childhood development programs play a critical role in supporting young children's development, and evidence has shown that high quality early learning programs can lead to later success.<sup>1</sup> The Child Care and Head Start (CCHS) Division of ACS is committed to ensuring that New York City's low-income young children have positive early experiences. Over the next several years, the division plans to better align its services and use its resources to provide a broad continuum of high quality child care options to meet the developmental needs of children and to support parents. *ACS is committed to putting children and their developmental needs first in early childhood services and to supporting children within the real contexts and needs of their families and communities.*

ACS does not uphold this commitment alone. In fact, publicly supported early care and education in New York City is comprised of a variety of child care and early education programs administered by three major City agencies: the Administration for Children's Services, the Human Resources Administration, and the Department of Education. In addition, the Department of Health and Mental Hygiene licenses all child care centers, including private child care. In total, more than 135,000 young children attend some form of subsidized early care and education. Despite New York City's significant commitment to its youngest citizens, the delivery of early care and education services has suffered from inconsistent priorities, administrative redundancy, lack of coordination and unreliable accountability.

ACS recognizes the need to examine its operations in order to provide more effective and efficient programs in concert with other City early care and education services. Therefore, the strategic planning process has established broad goals for improved services and realistic, actionable steps to achieve immediate and enduring change. This plan guides our work over the next several years and will hold the division accountable for accomplishing the changes outlined in the plan. Since ACS's core values of family and community-centered services have long been the basis of early childhood care in the city, this is a natural step for Children's Services' continuing reform efforts.

In response to current funding constraints and historical lack of coordination across the City for early care and education services, *Rethinking Child Care* aims to improve CCHS and the early care and education system in New York City. Several principles for an early care and education system guide this work:

- **Developmentally-focused:** Fostering children's development is the primary goal in early childhood care and education.
- **Community-based and Family-focused:** Child Care and Head Start programs should respond to family and community needs and strengthen vital neighborhood institutions that deliver services to children and families, and support families as young children's most significant developmental influence.
- **Accessibility:** Child Care and Head Start should provide many front doors, easy access, and comprehensive information for families who are choosing early care and education.
- **Continuity:** Child Care and Head Start should promote the stability of care arrangements, with seamless and developmentally appropriate transitions in care.
- **Efficiency:** Child Care and Head Start services should be fully utilized.
- **Coherence:** Child Care and Head Start procedures for contracted and voucher systems should allow these systems to work together, integrated at the program level and administrative level, and with the HRA voucher system.
- **Quality and Accountability:** Child Care and Head Start should make programmatic decisions based on high quality data and performance measurement.

# T H E   S T R A T E G I C   P L A N

*Six strategic goals will help Child Care and Head Start to fulfill its mission and better serve young children and families with high quality early childhood development services.*

## Goal 1 **Resources and Community Needs:** Analyze and respond to communities' early care and education needs by reallocating services and by using a strategic combination of contracted care and vouchers to achieve full utilization of resources.

Public resources for young children's developmental care are scarce. In fact, per-child spending for children in the early years is roughly only a tenth of the per-pupil spending for children in K-12 education; \$1,300 compared to approximately \$11,900.<sup>2</sup> A great many families with young children need support to meet the dual demands of both nurturing and providing for their children. To provide some of this much needed assistance to families, a complex web of services aims to ensure that many of New York City's young children have early care and education experiences. *Rethinking Child Care's* most pressing goal is to establish a mix of services that promotes full utilization of resources, makes contracted care and vouchers efficient and complementary, and responds to changes in communities. Most importantly, the achievement of this goal will serve more of New York City's children and their families. To improve the utilization of services, CCHS has set the following two objectives:

- ❑ **Objective I – Shifting Services:**
  - Expand services in areas with greatest unmet needs and target underserved age groups.
- ❑ **Objective II – Maximize Resources:** Modify contracts to reflect enrollment and enable programs to enroll voucher and private-pay families.

## Goal 2 **Community-Based Enrollment:** Improve eligibility determination, enrollment, and recertification processes to better support the needs of young children and their families.

Families face significant obstacles in finding appropriate and stable care arrangements for their children, and accessing the subsidies they need for securing this care. Complex enrollment and eligibility procedures discourage some families from applying for early care and education programs. Because working parents do not always have the time, resources, or access to information to locate high quality care, they often make child care arrangements they find far from ideal.

We have heard a great many parents' stories of making desperate care arrangements, leaving their children in settings of poor quality, or even potentially harmful situations.<sup>3</sup> CCHS must ensure that the process of applying for early care and education services is as easy as possible and aids, rather than hinders families' efforts to meet their children's needs. To better facilitate parents' child care choices, CCHS has identified the following three objectives related to enrollment and eligibility:

- ❑ **Objective I – Enrollment Access:**
  - Easy access to early childhood services with simplified forms, streamlined eligibility, and community-based enrollment.
- ❑ **Objective II – Continuity of Care:**
  - Enable families to choose and maintain stable care arrangements and make developmentally appropriate transitions in care smooth for young children.
- ❑ **Objective III – Parent Information:**
  - Provide parents with consistent and comprehensive information about enrollment and eligibility for all early childhood programs.

## Goal 3 **Quality and Accountability:** Improve and monitor the quality of early care and education services and devote more resources to quality enhancement.

Young children thrive when they have responsive, nurturing, stable care relationships. Despite broad recognition of the importance of high quality care for young children, children throughout New York City attend some programs of questionable quality. With streamlined eligibility, Children's Services may shift resources from eligibility determination to quality enhancement. *Rethinking Child Care* improves program quality by identifying features of high quality programs, measuring program quality more rigorously and consistently, and using these measures to supply necessary support to care providers. Because New York City has diverse early care and education services, *Rethinking Child Care* identifies specific quality enhancement initiatives for providers in both center-based and home-based settings. An effective early care and education system that favors technical assistance and results-based incentives beyond enforcement of basic requirements will be better able to achieve considerable quality enhancement.

This element of the plan also seeks to support parents as their children's most important developmental influence. Working parents may have little time and resources to devote to a search for child care, and information about the quality of child care programs is not easily accessible. To help parents make informed decisions about the nature of their children's care arrangements and choose the best care options available, CCHS seeks to develop a unified performance measurement system that will help parents know more about the quality of their children's care.

- ❑ **Objective I – Performance**  
Measurement: Establish a set of quality standards and a performance measurement tool to evaluate all publicly-funded contracted child care programs.
- ❑ **Objective II – Technical Assistance:**  
Establish mechanisms to help programs raise quality.
- ❑ **Objective III – Home-based Child Care:** Focus on improving the quality and oversight of home-based providers.

*The quality of children's early relationships and environments has a substantial impact on their well-being, particularly during the early years when development occurs at a remarkable pace.*

## Goal 3 **Quality and Accountability:** Improve and monitor the quality of early care and education services and devote more resources to quality enhancement.

Young children thrive when they have responsive, nurturing, stable care relationships. Despite broad recognition of the importance of high quality care for young children, children throughout New York City attend some programs of questionable quality. With streamlined eligibility, Children's Services may shift resources from eligibility determination to quality enhancement. *Rethinking Child Care* improves program quality by identifying features of high quality programs, measuring program quality more rigorously and consistently, and using these measures to supply necessary support to care providers. Because New York City has diverse early care and education services, *Rethinking Child Care* identifies specific quality enhancement initiatives for providers in both center-based and home-based settings. An effective early care and education system that favors technical assistance and results-based incentives beyond enforcement of basic requirements will be better able to achieve considerable quality enhancement.

This element of the plan also seeks to support parents as their children's most important developmental influence. Working parents may have little time and resources to devote to a search for child care, and information about the quality of child care programs is not easily accessible. To help parents make informed decisions about the nature of their children's care arrangements and choose the best care options available, CCHS seeks to develop a unified performance measurement system that will help parents know more about the quality of their children's care.

- ☐ **Objective I – Performance**  
Measurement: Establish a set of quality standards and a performance measurement tool to evaluate all publicly-funded contracted child care programs.
- ☐ **Objective II – Technical Assistance:**  
Establish mechanisms to help programs raise quality.
- ☐ **Objective III – Home-based Child Care:** Focus on improving the quality and oversight of home-based providers.

*The quality of children's early relationships and environments has a substantial impact on their well-being, particularly during the early years when development occurs at a remarkable pace.*

## Goal 4 **Information Systems:** Develop a unified, user-friendly, reliable, and comprehensive information system for early childhood programs.

The achievement of many goals of *Rethinking Child Care* depends upon the realization of a new management information system. CCHS relies on program and community information to identify needs, allocate funding, and ensure children and families are receiving the support they need. However, “more often than not, early childhood policies are developed without the support of sound data.”<sup>4</sup> Indeed, effective governance of early care and education services across many of the goal areas in this plan depends on much better and more accessible information systems.

Numerous problems arise from the fragmented way in which data on Child Care and Head Start services are currently collected and maintained. Specifically, current management information systems employ data that (a) are not always reliable; (b) are obsolete and difficult to change and manipulate; and (c) are neither connected nor coordinated within CCHS and across City agencies.

- ❑ **Objective I** – Current Information System: Improve the reliability, coordination, and use of current data systems where possible.
- ❑ **Objective II** – New Information System: Develop a new information system that is reliable and allows for coordination across City agencies.

## Goal 5 **Facility Expansion and Management:** Focus resources on facility development and enhancement.

ACS plays a central role in helping programs meet their facilities’ needs. ACS recognizes the importance of facilities and this plan identifies opportunities to expand and enhance the child care facilities of its provider network.\* Because programs generate thin profit margins, they often struggle to maintain basic programmatic services. As much child care funding as possible must necessarily go toward program operating costs, such as classroom personnel and supplies, rather than capital investment and real estate. However, investments in services instead of structure may compromise the quality of early care and education children receive.

- ❑ **Objective I** – Efficiency of Facilities: Improve the management of facilities to more easily respond to programs and communities’ needs.
- ❑ **Objective II** – New Facilities: Facilitate the development and enhancement of quality child care centers throughout New York City.

Yet improving facilities in New York City is not an easy task. The very high-priced and unpredictable real estate market in New York City aggravates the challenge of developing new early care and education facilities. ACS has made a commitment to facilities by applying for long-term leases on behalf of programs. While this arrangement represents a significant investment in programs, it limits ACS’s ability to adapt to changing community needs. This plan seeks to shift over time more responsibility toward programs to maintain their own leases, and in future facilities development seeks to replace ACS’s practice of leasing and maintaining child care facilities with a model of collaboration between the public and private sectors. In addition to changing ACS’s facilities model, *Rethinking Child Care* outlines strategies to support the development of new facilities to serve unmet needs by age and location. Child care facilities are a key feature of urban development. By improving facilities, ACS is improving the quality of care available for New York City’s youngest children.

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\*This element of *Rethinking Child Care* draws upon *Building Blocks for Child Care: A Facilities Plan for the 21st Century* (2003), developed by ACS and the ACS Advisory Board Child Care and Head Start Subcommittee.

## Goal 6 **Early Care and Education Integration and Coordination:** Bring together different early childhood care services to offer higher quality care options that better meet the varying care needs of families by integrating Child Care and Head Start Division internally, and within the broader spectrum of City government's children's services.

The fragmented nature of the early care and education system in New York City inhibits efforts to support children and families with access to appropriate care. New York City's families in need of subsidized child care have a variety of options – all with different enrollment processes, eligibility criteria, hours, levels of family support services, and administrative auspices. Currently, these differences tend to create confusion for families seeking services, cause mismatches in services to needs, and create discontinuities in care. This goal of *Rethinking Child Care* aims to streamline the differences between early care and education programs to help parents find appropriate child care, reduce redundant administrative procedures for programs, and use ACS's resources more efficiently.

Certainly, integration and coordination of early care and education services is one of the most challenging, but likely most rewarding of these efforts. Integration and coordination also undergirds much of the strategic plan. Indeed, each of the aforementioned goals includes efforts to better integrate and coordinate policies, programs, and practices to better serve children and families. Integration will utilize Children's Services' expertise to provide services that draw upon the most effective elements of its services. By maximizing resources, CCHS will provide more comprehensive high quality early care and education services.

- ☐ **Objective I** – Child Care and Head Start: Integrate Child Care and Head Start functions as fully as possible.
- ☐ **Objective II** – Integration within ACS: Better integrate CCHS into the work of ACS as a whole and especially around family support and neighborhood-based services.
- ☐ **Objective III** – Intra-agency Coordination: Integrate Child Care and Head Start services into the broader fabric of early care and education services to move toward a unified early care and education system in New York City.

***Better coordination and collaboration is necessary for a comprehensive early care and education system.***

## N E X T   S T E P S   -   L O O K I N G   T O   T H E   F U T U R E

The Division of Child Care and Head Start has embarked on an ambitious and viable process to improve early care and education programs throughout the city. This plan has already guided efforts to improve management functions and ease child care access for parents and programs. The positive outcomes for New York City and its families are numerous: the City and ACS will incur savings and eliminate inefficiencies throughout the system to reinvest in children; providers will have fewer administrative burdens and receive greater support to improve their programs; and most importantly, families will have greater access to higher quality early care and education services.

Fortunately, the Division of Child Care and Head Start is not alone. CCHS relies on a vital network of strong community-based organizations and local provider networks to provide care and developmental services for children. Thus, cooperation and guidance from these organizations are critical as the plan unfolds. Working in collaboration with the community, ACS will strengthen Child Care and Head Start by eliminating duplicative administrative structures, moving the front door for all child care services to neighborhoods, and better integrating child care options to offer families a seamless continuum of quality services. This community-based system will continue to include center-based services, family child care networks, and access to informal care. It is our hope that the early childhood community support and help us improve this plan to make meaningful improvements to how we serve New York City's families with young children. As ACS implements the strategies and reaches the goals detailed in the full report, ACS will fulfill its commitment to providing quality early care and education programs for the children who most need them.



# Introduction

## I. A Commitment to Early Childhood Development

New York City has a long tradition of supporting young children's growth and development with early childhood programs. Since 1941, under the leadership of Mayor LaGuardia, New York City has assisted families with their child care needs. Early care and education programs have grown over time and now, one child out of every five receives some form of subsidized early care and education. Of the 650,000 children under the age of six who call New York City home, the Administration for Children's Services provides early care and education for nearly 60,000 of these young children (please refer to Appendix 1 for a brief history of early care and education in New York).

### **Administration for Children's Services' Mission**

***To protect and ensure the  
safety and well-being of  
New York City children  
and families.***

### **Administration for Children's Services' Mission for Child Care and Head Start**

***To support families by  
promoting the safe and  
healthy development of  
children, enabling families  
to work and broadening the  
array of quality child care  
options in New York City.***

New York City's Administration for Children's Services' (ACS) mission is to foster the healthy and positive development of children. ACS has long recognized that early childhood development programs play a critical role in supporting young children's development. Indeed, high quality early learning programs can and often do improve children's chances for later success in school and in life.<sup>5</sup> For that reason, ACS has made a commitment to ensure that New York City's low-income young children have positive early experiences by participating in Child Care and Head Start programs. The Child Care and Head Start (CCHS) division of ACS plans to achieve this goal over the next few years by providing a broader continuum of child care options to better meet the developmental needs of children and to support parents. CCHS is committed to putting children and their developmental needs first in early childhood services and to supporting children within the real contexts and needs of their families and communities.

Children's Services does not uphold this commitment alone. In fact, subsidized early care and education in New York City is comprised of a variety of child care and early education programs administered by three major City agencies: the Administration for Children's Services, the Human Resources Administration, and the Department of Education. In addition, the Department of Health and Mental Hygiene licenses all child care centers, including private child care.

In total, more than 135,000 young children attend some form of publicly supported early care and education. Despite New York City's significant commitment to its youngest citizens and the hard work of people throughout the city to support young children, the delivery of early care and education services has suffered from inconsistent priorities, administrative redundancy, lack of coordination, and poor accountability. Children's Services has recognized the need to examine its operations in order to provide more efficient and effective programs in concert with other city early childhood development services. To this end, ACS has embarked on a strategic planning process – with broad goals for improved services and realistic actionable steps to achieve immediate and enduring change. This plan will guide our work over the next several years and will hold the agency accountable for accomplishing the changes outlined in the plan. This initiative will strengthen Child Care and Head Start's capacity to meet children's developmental needs and incorporate essential family supports into the rest of ACS programs. Since Children's Services' core values of family and community-centered services have long been the basis of early childhood care in New York City, this is a natural step for Children's Services' continuing reform efforts.

## II. Young Children and Families in New York City

There are more than 650,000 children under the age of 6 in New York City. Many of these young children and their families face daily economic strains on their livelihood. Approximately 29 percent of young children live in families with incomes below the official U.S. poverty threshold, which in 2005 amounts to a little more than \$19,000 for a family of four. The percentage of children living in poverty in New York City is significantly higher than the nation's child poverty rate. Nationally, in 2000, 17.1 percent of children under age 6 lived in poverty while 28.8 percent of New York City's young children were poor. The poverty rate for young children is also greater than it is for any other age group. Moreover, because the poverty standard is widely seen as an unrealistic measure of want and the cost of living in New York City significantly outpaces living expenses elsewhere, the poverty standard underestimates the real poverty facing New York City's young children. Thus young children in New York City live through particularly grave poverty and need assistance to thrive developmentally.

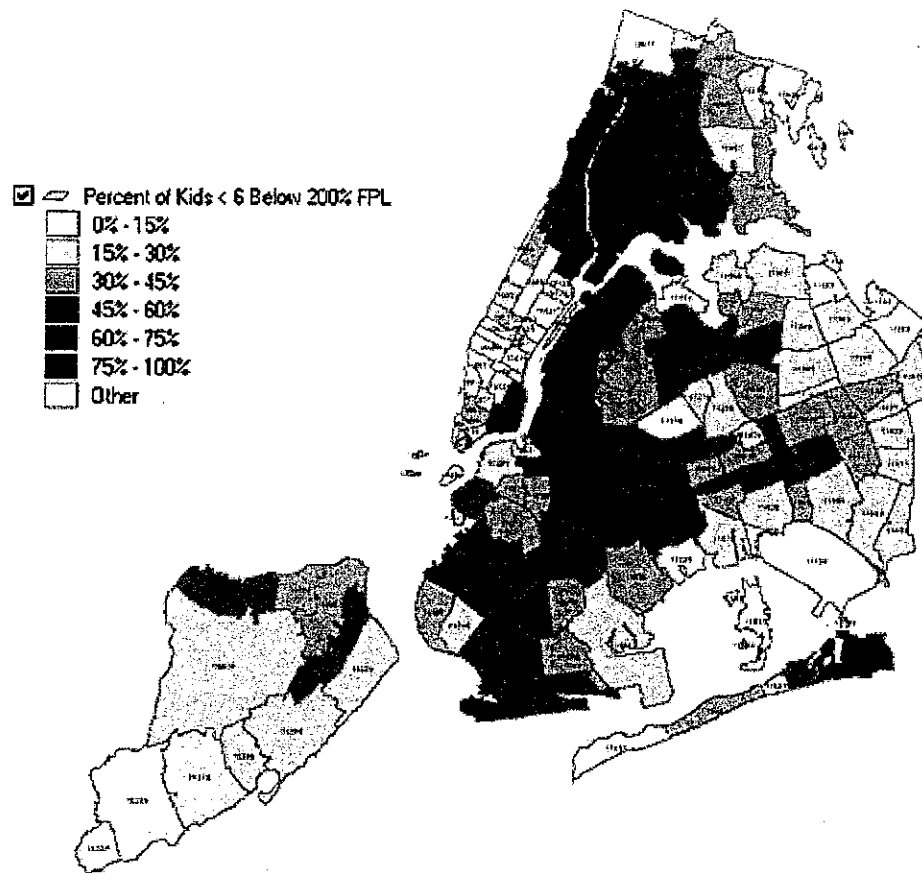
**Table 1. Profile of Young Children (Under Age 6) in New York City (2000)**

New York City Total Population	8,008,278
Population of Young Children (under age 6)	652,423
Young Children as Percentage of NYC Population	8.1%
<b>Poverty Rates for Young Children</b>	
U.S. Poverty Rate for Young Children	17.1%
NYC Young Children in Poor Families (Incomes Below the Federal Poverty Line (FPL))	188,213
NYC Poverty Rate For Young Children	28.8%
Approximate Number of Young Children in Low-Income Families (below 200% of FPL)	275,000
NYC Rate for Young Children in Low-Income Families (below 200% of FPL)	42.2%
<b>Poverty Rates For Young Children by Borough</b>	
Bronx	39%
Brooklyn	39%
Manhattan	26%
Queens	18%
Staten Island	13%

*Source: Tabulations from U.S. Census Bureau, 2000 Census*

Even with this high overall percentage of children living in low-income families, the rate of child poverty varies widely across the city. In some neighborhoods very few children experience poverty, while in other neighborhoods poverty is highly concentrated. Specifically, out of New York City's 180 zip codes where children live, there are 51 zip codes where less than 10 percent of children live in poor households and 55 zip codes where more than 30 percent of children are poor. The strong concentration of child poverty in the Bronx and Brooklyn is particularly startling, with large geographic areas within these boroughs that have very highly concentrated child poverty. As such, the needs of communities vary dramatically across New York City as seen by the poverty rates and other indicators.

**Figure 1. Geographic Distribution of Child Poverty in New York City, 2005**



To assist low-income children and their families, ACS provides subsidized early childhood development services. Children from low-income families and those at-risk based on other socio-demographic characteristics are eligible for ACS early childhood services. Approximately 275,000 New York City children under age 6 are from families that live below 200 percent of the Federal Poverty Line, or about \$40,000 for a family of four.\* Most of these children are potentially eligible for ACS early care and education. However, the current capacity of subsidized early care and education programs, about 89,000, accommodates approximately 30 percent of the 275,000 children from low-income families.

\* In New York State, the State sets the maximum level for income eligibility at 200 percent of FPL, for which localities can use federal and State contributions to child care funding. New York City provides a somewhat higher cutoff level of between 225 and 275 percent of FPL (depending on family size) on a limited basis, but uses the City tax levy portion of child care funding to support the families above 200 percent who receive assistance, which amounts to less than 7 percent of those receiving subsidized child care. Federal guidelines allow states to set the maximum eligibility level still higher, at 85 percent of a state's median income, or closer to 300 percent of FPL. At these higher eligibility levels even more of the young children under 6 would qualify for child care assistance, amounting to more than half of the young children in the city.

### III. Early Childhood Care and Education Services in New York City

A patchwork of early care and education programs serve New York City's young children prior to K-12 school entry. Currently, the **Administration for Children's Services** oversees contracts for center-based child care, family child care, and the majority of New York City's Head Start programs. ACS also administers child care vouchers (subsidies that can be used in a variety of child care settings). The federally-funded **Head Start** program, a developmentally-focused early childhood program, serves mostly 3- and 4-year-old children whose families have incomes below the Federal Poverty Level. Through these programs, ACS serves 60,000 young children.

#### Glossary of Child Care Terms

**Contracted Care** – A form of child care subsidy in which a public agency contracts with a provider, usually a community-based organization, for slots in child care centers or family child care homes.

**Family Child Care** – Care by a licensed provider for a small number of children in his/her own home.

**Group Child Care** – Child care and early education programs in licensed centers that have contracts with the City to provide subsidized care. (In addition, there are private group child care programs.)

**Head Start** – A federally subsidized pre-school program in local communities that offers care to children living in poverty. The program has an explicit developmental focus, includes family social services, and emphasizes parental involvement. The majority of New York City's Head Start programs are administered by the Administration for Children's Services Division of Child Care and Head Start.

**Subsidized Care** – Child care that is fully or partially paid for by a source other than the child's parents, such as the federal, State, or local government.

**Vouchers** – A portable form of child care subsidy in which the parent selects a type of care and caregiver and receives vouchers that pay a given amount toward that care.

Other entities also contribute to early care and education efforts. The **Human Resources Administration** (HRA) administers New York City's largest voucher program for child care services. This program primarily serves children whose parents participate in welfare-to-work activities or are transitioning off of public assistance. New York City's Department of Education (DOE) provides part-day pre-kindergarten programs to approximately 50,000 4-year-olds every year. Children attend pre-kindergarten in different settings; some are in schools and others are in community-based organizations. Some DOE contracted programs are combined with Head Start and Child Care to provide more comprehensive programs for longer days. Unlike ACS and HRA programs, this universal service does not have financial eligibility criteria. Additionally, most New York City 5-year-olds are served in publicly supported kindergarten programs. Yet many of these children have further care needs at the end of the school day, and a small number continue to attend full-day ACS Child Care programs. Lastly, New York City's **Department of Health and Mental Hygiene** (DOHMH) regulates all center-based and family child care providers. By licensing child care programs, DOHMH plays an important role in New York City's early childhood development system. Including private child care programs that are formally licensed through DOHMH, approximately 190,000, or 29 percent, of all children under age 6 participate in some early care and education arrangement.<sup>6</sup>

In sum, New York City provides a diverse range of services that begin to meet the early care and education needs of families with young children. However, because of administrative redundancy, regulatory differences, and variation in program objectives, these services in some ways fail to realize their potential. Overall there is still a significant shortage of care to meet the full developmental needs of New York City's children, and much of the care available does not approach the quality of care children need to fully succeed in school and life.

**Table 2. Early Childhood Care and Education Services in  
New York City (June 2005)**

<b>Type of Early Childhood Care</b>	<b>Children Served (Birth to 6)</b>
ACS (Contracted) Center-Based Group Child Care	27,200
ACS (Contracted) Family Child Care	8,800
ACS Vouchers	7,500
ACS-Administered Head Start Programs	16,400*
Direct Head Start Grantees (including Early Head Start)	4,700
HRA Vouchers	25,000
<b>Subtotal ACS, HRA, and HS Slots</b>	<b>89,600</b>
DOE Pre-Kindergarten Programs	49,000**
<b>NYC Total Subsidized Services</b>	<b>132,600</b>
Private Licensed Slots	56,100
<b>NYC Total ECE Services</b>	<b>188,700</b>

\* An additional 3,000 children who are enrolled in ACS Child Care Centers and are also Head Start-eligible receive supplemental HS services. These "CCHS Collaboration" programs conform to HS standards for care and for the comprehensive child and family services that are part of the HS-model. This figure does not include children in the collaboration programs for clarity in counting, but overall more than 19,400 children are served by ACS Head Start.

\*\* This number includes at least 6,000 children who are also receiving Child Care or Head Start services for part of the day. The above totals do not include private, no-permit-required child care programs, such as religious institutions, which also supply child care in the City of New York.

#### **IV. Context and Rationale for the Strategic Plan**

ACS recognizes its challenge to overcome barriers to effective and efficient program administration. New York City is at a critical juncture for early childhood services, with the convergence of external demands to increase access and improve the quality of early childhood care and internal pressures to improve service management and implementation.

The broader community has increased recognition of the importance of early growth and development. Based on a large scale longitudinal study of early childhood conducted by the National Institute for Child Health and Development, investigators highlighted that the science of early human development is very clear about the specific importance of regular caregiving relationships to a child's development and life chances:

The scientific evidence on the significant developmental impacts of early experiences, caregiving relationships, and environmental threats is incontrovertible. Virtually every aspect of early human development, from the brain's evolving circuitry to the child's capacity for empathy, is affected by the environments and experiences that are encountered in a cumulative fashion, beginning early in the prenatal period and extending through the early childhood years... The question today is not whether early experience matters, but how early experiences shape individual development and contribute to children's continued movement along positive pathways.<sup>7</sup>

Because recent research has documented the extraordinary growth and development that occurs during the early childhood years, children's early experiences are of paramount concern to families, communities, and policymakers.

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to improve the quality of services. Additionally, federal pressure on Head Start jeopardizes the most vital developmental program in the neediest neighborhoods. Clearly, Child Care and Head Start programs have recently encountered many challenges.

Despite these challenges, we have reasons to be hopeful for the future. All of this comes at a time when ACS has championed and been successful in pursuing a reform agenda and the Commissioner of ACS has asked each and every division to evaluate and improve operations. One department staff member expressed enthusiasm for the plan; “this is long overdue” and “the leadership is committed to the plan.” Significantly, Mayor Bloomberg has expressed a commitment to improving the City’s support for young children and their families. An early childhood care and education system that does not share a common mission or coherent service model for young children cannot stand for long; while it does, it fails to serve the children whose developmental promises go unfulfilled.

As a result of these factors, Children’s Services has a significant opportunity to take meaningful steps toward improving the way New York City supports young children’s development. The challenges outlined above have forced CCHS to re-examine its policies and programs. In order to fully meet its mandate to support young children’s growth and learning, ACS embarked on a strategic analysis of all Child Care and Head Start operations. This analysis identified opportunities to improve the effectiveness of ACS’s early childhood programs. In other words, the analysis found that Children’s Services needs to streamline services for young children and improve the quality of the programs that serve them. *Rethinking Child Care* charts the course for this change.

Fortunately, ACS is not starting from scratch in these efforts, nor is it doing it alone. In 2001, CCHS staff and early childhood education advocates participated in a six month planning process for the first coordinated plan for Child Care and Head Start called Counting to 10: New Directions in Child Care and Head Start (refer to Appendix 2 for a summary of Counting to 10). A diverse and broad group of stakeholders identified 10 long-term goals to improve early care education with associated recommendations and tasks to achieve those goals. Work on these goals continues and *Rethinking Child Care* provides a detailed map for achieving many of the Counting to 10 goals.

In addition to building on our past work, this plan is a citywide effort to reform early childhood services which draws upon resources available throughout New York City. Partners in this strategic effort include the Mayor’s Office, Office of Management and Budget, HRA, DOE, and DOHMH, who have all participated in the planning efforts and share in making them successful. Finally, the broader early childhood care and education community of parents, program providers, and advocates shape this work through the concerns, ideas, and suggestions they have shared with us. Informed by previous work and analyses of current operational issues, *Rethinking Child Care* moves CCHS forward with a broad vision and feasible goals to improve operations. This effort is grounded in current administrative policies and contexts and shaped by a community-based customer model. For example, it reconciles fundamental differences in Child Care and Head Start internally and then aims to streamline early childhood services with DOE and HRA. This plan finds the common threads of the services that nurture children and support their families with high quality programs. ACS simply cannot afford to ignore these opportunities to better serve young children.

## V. Developing and Implementing the Strategic Plan

The Administration for Children’s Services embarked on a strategic planning process to respond to current crises in early childhood development services and to lay out the path toward better serving New York City’s youngest children. *Rethinking Child Care* aims to improve CCHS and the early care and education system in New York City. That is, this plan looks at early care and education services and the infrastructure that supports those services.<sup>12</sup> Several principles for an early care and education system have guided the work:

- ☐ **Developmentally Focused:** Fostering children’s development is the primary goal in early childhood care and education.

- ❑ **Community-based and Family-focused:** Child Care and Head Start programs should respond to family and community needs and strengthen vital neighborhood institutions that deliver services to children and families, and support families as young children's most significant developmental influence.
- ❑ **Accessibility:** Child Care and Head Start should provide front doors, easy access, and comprehensive information for families who are choosing early care and education.
- ❑ **Continuity:** Child Care and Head Start should promote the stability of care arrangements, with seamless and developmentally appropriate transitions in care.
- ❑ **Efficiency:** Child Care and Head Start services should be fully utilized.
- ❑ **Coherence:** Child Care and Head Start procedures for contracted and voucher systems should allow these systems to work together, integrated at the program level and administrative level, and with the HRA voucher system.
- ❑ **Quality and Accountability:** Child Care and Head Start should make programmatic decisions based on high quality data and performance measurement.

*Rethinking Child Care* incorporates these principles throughout its goals and strategies. In realigning early childhood services and operations, Child Care and Head Start identified six strategic goals to better fulfill its mission and adhere to the aforementioned principles.

- Goal 1. **Resources and Community Needs:** Analyze and respond to communities' early care and education needs by reallocating services and by using a strategic combination of contracted care and vouchers to achieve full utilization of resources.
- Goal 2. **Community-Based Enrollment:** Improve eligibility determination, enrollment, and recertification processes to better support the needs of young children and their families.
- Goal 3. **Quality and Accountability:** Improve and monitor the quality of early care and education services and devote more resources to quality enhancement.
- Goal 4. **Information Systems:** Develop a unified, user-friendly, reliable, and comprehensive information system for early childhood programs.
- Goal 5. **Facility Expansion and Management:** Focus resources on facility development and enhancement.
- Goal 6. **Early Care and Education Integration and Coordination:** Bring together different early childhood care services to offer higher quality care options that better meet the varying care needs of families by integrating the Child Care and Head Start Division internally, and within the broader spectrum of City government's children's services.



ACS established several work groups to accomplish these goals (please refer to Appendix 3 for a complete list of participants in the work groups). These groups reviewed current operations within each area, recognized obstacles imposed by current structures, set forth a vision for a system with rational, identified goals for realizing the vision, and developed strategies and an action plan to achieve those goals. A discussion of the goals follows in the next section of this report. ACS CCHS has used this framework as the guide for the overall direction of the division. To maintain momentum and ensure that progress is made toward achieving *Rethinking Child Care's* goals, Child Care and Head Start has developed detailed implementation action plans that correspond directly to the goals and strategies identified below. These implementation plans include specific tasks, steps, responsible parties, resources available, and target dates. Using these tools, ACS is confident that CCHS will improve services and fulfill its mission.

CCHS has already accomplished tangible results due to ACS's vision and commitment to the plan. New user-friendly enrollment processes are being piloted in the Bronx. Job descriptions to meet the personnel and consulting resources that will be needed to further develop and implement these plans have been written and we have begun to hire new staff. Most of the proposed strategies,

however, will require substantial resources, time, and support from the City government and broader early care and education community. Fortunately, the Division of Child Care and Head Start is not alone. CCHS relies on a vital network of strong community-based organizations and local provider networks to provide the care and developmental services for children. As such, cooperation and guidance from these organizations are critical as the plan unfolds.

Working in collaboration with the community, ACS will strengthen and build upon Child Care and Head Start by eliminating duplicative administrative structures, moving the front door for all child care services to neighborhoods, and better integrating child care options to offer families a seamless continuum of quality services. This community-based system will continue to include center-based services, family child care networks, and informal care. It is our hope that the early childhood community will support and help us implement this plan to make meaningful improvements to the way in which ACS serves New York City's families with young children. As ACS implements the strategies and reaches the goals detailed in the subsequent section of this report, ACS will fulfill its commitment to providing quality early childhood development programs for the children who most need them.

# Strategic Goals for Comprehensive Early Childhood Care & Education in New York City

**Goal 1** *Resources and Community Needs:* Analyze and respond to communities' early care and education needs by reallocating services and using a strategic combination of contracted care and vouchers to achieve full utilization of resources.

**Rationale** Across the country, public resources for young children's developmental care prior to kindergarten entry are limited. In fact, in New York City, per-child spending for children in the early years is roughly only one-tenth of the per-pupil spending for children in K-12 education: \$1,300 compared to \$11,900.<sup>13</sup> In early care and education, this poses a particular challenge because a great many families with young children need support to meet the dual demands of nurturing and providing for their children. To provide some of this much needed assistance to families, a complex web of services aims to ensure that many of New York City's young children have early development and learning experiences. Because New York City's child care system has faced severe budget constraints in recent years even while the need for care has continually mounted, *Rethinking Child Care's* most pressing goal is to establish a mix of services that promotes full utilization of resources, makes contracted care and vouchers efficient and complementary, and responds to changes in communities. Most importantly, this goal will serve more of New York City's children and their families.

## Guiding Principles

1. New York City's resources for young children should be distributed both according to need, and equitably across the city's neighborhoods.
2. New York City's resources for young children should be distributed more equitably to serve children of different ages.
3. New York City's resources for young children should be used efficiently.
4. New York City's services should be responsive to changing community needs.

Even with optimal use of available resources, the system cannot serve all who may benefit from child care assistance. Thus we seek to balance the need to serve as many children as possible with the need to ensure quality of care provided benefits those children during their period of unparalleled developmental growth.

*Rethinking Child Care* identifies opportunities to better support more families without compromising the public's role in ensuring that services provide families and children with opportunities to thrive. ACS undertook a comprehensive community needs assessment and utilization review in order to determine what these opportunities are. First, ACS performed a thorough review of existing early childhood resources and community needs across New York City. Next, CCHS staff investigated patterns of service utilization and their relationships to service levels and need indicators. Lastly, staff identified neighborhoods that have a relative mismatch between services and need.\*

The utilization review and needs assessment found that:

- ❑ Only 30 percent of the low-income population is currently served by subsidized early childhood programs.
- ❑ Much of the current services are concentrated in the highest need neighborhoods.
- ❑ The amount of services available to families varies widely across the geographic areas.
- ❑ The vast majority of early childhood care resources are targeted toward preschool aged children (3 to 5 years old), leaving many infants and toddlers without access to subsidized care and in unregulated care.

\*A needs assessment report with detailed presentation and analyses of these findings is forthcoming.

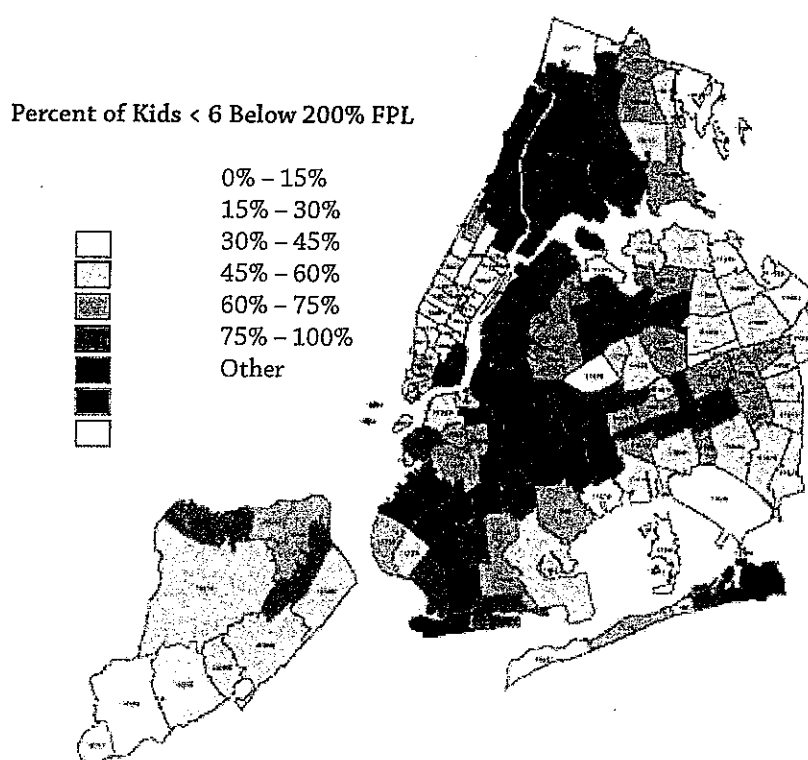
The results highlighted several opportunities to maximize public resources for supporting young children's care. By reallocating services to underserved geographic regions and ages, ACS can achieve full utilization while serving the children most in need of subsidized care. Moreover, by changing contracts and empowering programs to accept vouchers and private-pay clients, ACS will promote greater efficiencies and a more accessible and responsive system of care. This system will have the flexibility to respond to changing circumstances and community needs. Based on this information, we set forth two strategic goals to improve service allocation. The first goal relates to service expansion.

## Objective 1 *Shifting Services: Expand services in areas with greatest unmet needs and target underserved age groups.*

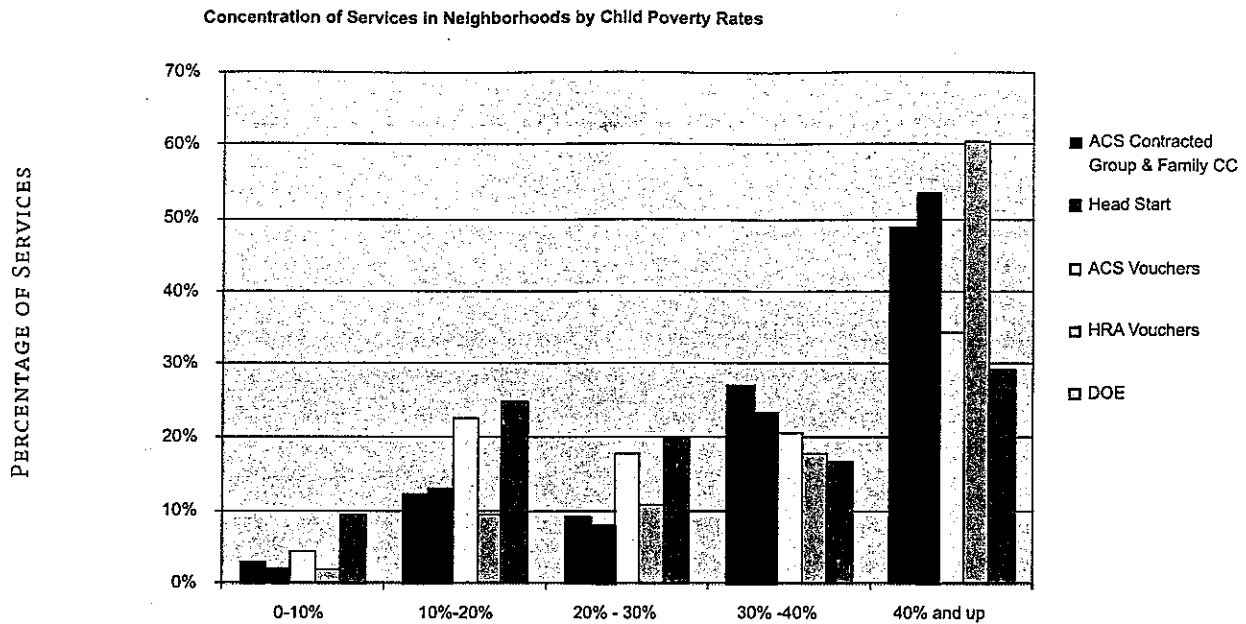
Many of the services in the current child care system, especially the contracted care offered in Children's Services' Child Care and Head Start centers, are aligned with the relative need across communities. Indeed, the distribution of ACS early childhood development services mirrors the dispersion of low-income children in New York City. A City map reflecting the density of low-income populations of children and the locations of ACS contracted child care centers and Head Start programs shows how closely these programs are aligned with neighborhoods of eligible populations. An estimated 124,164 low-income children live in zip codes with 40 percent poverty rates or higher. While these areas house less than one quarter of the City's population, almost half of all low-income children reside in such economically

isolated neighborhoods, and more of ACS's care resources are concentrated in these areas of very high need. Even with this high overall percentage of children living in low-income families, the rate of child poverty varies widely across the city. In some neighborhoods very few children experience poverty, while in other neighborhoods poverty is highly concentrated. Specifically, out of New York City's 180 zip codes where children live, there are 51 zip codes where less than 10 percent of children live in poor households and 55 zip codes where more than 30 percent of children are poor. The strong concentration of child poverty in the Bronx and Brooklyn is particularly startling, with large geographic areas within these boroughs that have very highly concentrated child poverty. As such, the needs of communities vary dramatically across New York City as seen by the poverty rates and other indicators.

**Figure 1: Utilization Review and Community Needs Analysis: Percentage of Children Under 6 Below 200% FPL by ZIP Codes in New York City – DCP, Census 2000.**



**Figure 2: ACS Vouchers and Subsidized Center-based Care (HS&CC) Compared with Private Licensed Care, by Neighborhood Poverty Rates, 2005.**



About 75 percent of the care across ACS's Group Child Care, Family Child Care, and Head Start programs is concentrated in the lowest-income communities in New York City, where more than 30 percent of children live in poverty. By comparison, less than 3 percent of contracted care is located in areas with low rates of child poverty where there more private licensed care is available. In areas with highly concentrated child poverty, a disproportionate share of contracted care resources is warranted; many children living in these communities are eligible for publicly supported care, there are limited private child care options, and public resources may have an especially positive impact for poor children. In contrast, private care resources and access to vouchers may better serve families in areas with relatively low child poverty.

In addition, there are a great many children who live in gap communities with moderate to high poverty. Compared to low-income and high-income areas, these communities have disproportionately fewer subsidized resources and less total licensed public and private care combined. In areas of moderate-to-high poverty where between 10 percent and 30 percent of the young children live in poor families, families may have more limited child care options. These gap communities warrant a mix of contracted and voucher care, as well as new models of public-private care.

ACS contracted Child Care and Head Start programs serve about 19 percent of the children in families with incomes below 200 percent of the poverty standard (less than \$40,000 for a family of four). However, this 19 percent service rate is not distributed equally around New York City, or even across the high need neighborhoods. On one end of the spectrum, in one-third of the 108 zip codes with

contracted care, available slots serve less than 12 percent of the income-eligible children; on the opposite end of the spectrum, 18 zip codes have Child Care and Head Start slots for more than 48 percent of the children in low-income families. When looking at both ACS and HRA sponsored child care, this variation in service concentration persists.

Though there is strong alignment overall between high need and high service areas, the mismatch between the concentration of services and the needs of communities holds true even among the high need areas. For example, the availability of Head Start slots in the most concentrated areas of child poverty (zip codes with 40 percent and higher child poverty rates) ranges from none to 90 percent of eligible children. For instance, there are no Head Start slots in the Fordham-Belmont section of the Bronx but there are enough slots for 94 percent of poor 3- and 4-year-olds in East Harlem in Manhattan. In areas with more than 500 poor children and overall child poverty rates greater than 30 percent, the availability of Child Care and Head Start slots ranges from zero to 50 percent of all low-income children under age 6.

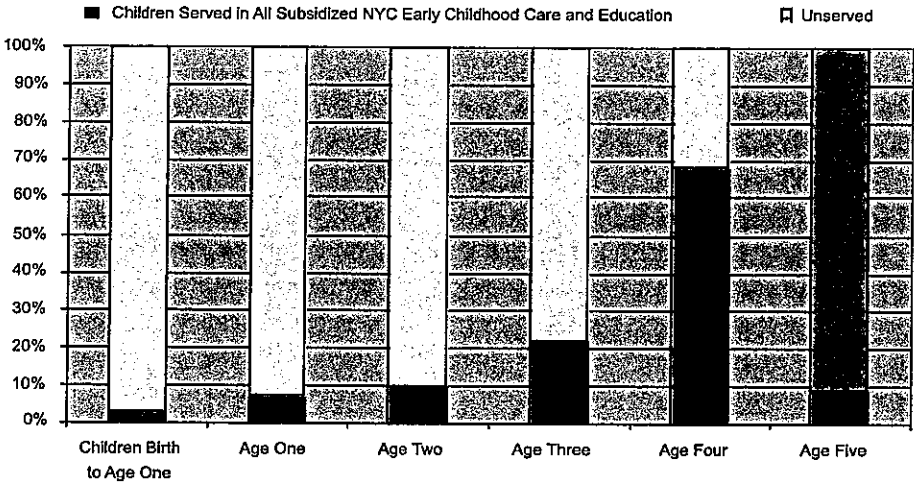
What is the ideal level of service? Based on the service take-up rate in states that guarantee child care to all who are eligible, the ideal level of service would be to provide care for approximately 40 percent of eligible children.<sup>14</sup> Therefore, there is a service saturation rate well below the provision of services for 100 percent of the population of young children. Our data confirm this. Areas with relatively high level is of service for eligible children have significantly more programs with lower utilization rates than areas with fewer slots available for eligible children.

Specifically, in the 18 zip codes with the highest services ratios (highest relative met needs), 46 percent of programs have utilization rates below 85 percent, while in the 35 zip codes with the lowest service ratios, more than 60 percent of programs have utilization rates above 95 percent. Thus, shifting services to areas with lower service ratios should correspond to a greater utilization of resources.

Even in a child care system where all who might seek new services cannot be served, it is appropriate to distribute services more equitably. The utilization review and needs assessment also revealed that an overwhelming majority of children who receive early care and education services are 3 and 4 years old. Despite research that clearly shows that children undergo the most rapid development of their lifetimes from birth to age 3, most services prioritize services for preschool age children. In New York City, Head Start targets 3- and 4-year-old children and the DOE UPK initiative targets 4-year-olds exclusively. It is not surprising

then that of the more than 130,000 children under age 6 in subsidized early care and education programs each year, more than three-quarters are preschool aged. Furthermore, many families prefer home-based care services for their children under age 2. In fact, among those using subsidized care, more than three quarters of children under 2-years old have family child care or informal child care arrangements. The current age distribution of early childhood services is such that a 4-year-old is almost 10 times more likely to receive services than a 1-year-old. Yet even by the time children enter 3- and 4-year-old programs, many children would benefit from high quality care to ensure they reach developmental benchmarks and to set them on a path to become ready for kindergarten.<sup>15</sup> Children's Services has an important role to play in providing infants and toddlers with the kinds of positive and stimulating early experiences they need to thrive. A critical element of this strategic plan is to serve a much greater and more proportionate share of younger children.

**Figure 3: Age of Children Served by Publicly Supported Early Care and Education Programs, 2005.**



\* The majority of children age 5 are served by the public schools, but just fewer than 10% of 5-year-olds citywide are in ACS subsidized child care programs.

Because of the dramatic under-allocation of services for infants and toddlers, one of the goals of *Rethinking Child Care* is to increase the capacity to serve New York City's very young children. In one respect, the shift of ACS's school-age child care to the Department of Youth and Community Development presents an opportunity to convert some former school-age classrooms in contracted care facilities into infant and toddler classrooms. Alongside efforts to expand the number of early childhood slots

in underserved geographic areas, ACS also intends to increase service to underserved age groups, particularly children under age 3. Over the next 12 to 18 months, CCHS hopes to add more than 600 slots for 2-year-olds. Ultimately, ACS would like to shift the balance of ACS care by age to emphasize children from birth to age 3. (Please refer to Table 5 in Appendix 5 for target changes in age of children served).

Strategies	Timeline
A. Design community needs analysis.	Summer 2005
B. Conduct detailed utilization review.	Summer 2005
C. Determine target areas for reallocation.	Fall 2005
D. Document and institutionalize community needs assessment process.	Winter 2005/06

## Objective II

**Maximize Resources:** *Modify contracts to reflect enrollment and enable programs to enroll voucher and private-pay clients.*

Given the immense unmet needs for early childhood care and education in New York City and limited funding in the system, the early care and education system must operate efficiently in order to fund the maximum number of children and create the additional child care capacity discussed above. *Rethinking Child Care* identifies two changes in the contract system that will generate savings. First, contracts will be modified to reflect enrollment histories in programs that have been under-enrolled for some time. Second, over the course of the next year, ACS will modify the payment system to compensate each program for the actual number of children attending the program rather than the program's budgeted capacity. The current system, which pays programs based on their contracted capacity rather than their enrollment, reduces or even eliminates the incentive for programs to be at full enrollment and limits ACS's ability to respond to child care needs elsewhere.

The first step in this process will be to require that all fully-funded Child Care and Head Start programs achieve full enrollment by a short-term deadline. ACS will revise contracts for those Child Care programs that do not reach full utilization so that the contracts reflect their actual levels of enrollment over the prior 12 months. These programs will still have contracts for a majority of their capacity and ACS will provide incentives to encourage them to enroll families with vouchers or who pay privately for services so programs may maintain their full capacity. After this initial change, every time a contract comes up for renewal, ACS will adjust the number of slots in the contract to reflect that program's utilization history. In the case of Head Start, the federal government monitors the overall enrollment of the City's contracted programs to ensure that New York City's young children are receiving these important child development services. To maintain high utilization of Head Start services, ACS will assess community needs and move slots regularly. ACS will build on Head Start's recent success in reaching high enrollment and utilization goals.

Although *Rethinking Child Care* will modify contracts, it recognizes the importance of preserving contracted child care's numerous strengths. First, New York City developed its child care infrastructure ahead of most of the country and did so by establishing contracted care in the lowest-income areas of the city. Therefore, early care and education in New York City is quite closely aligned with need. The contracted care system allows

New York City to provide services in areas with great need where organized care may not otherwise exist. By developing and supporting community-building and child-serving institutions in neighborhoods with highly concentrated poverty, ACS helps to overcome social isolation and the lack of organizational infrastructure; one of the most devastating properties of concentrated urban poverty. Second, contracted center-based care provides a higher level of accountability than voucher care by establishing and enforcing standards and providing leverage to influence the quality of care. Contracts are effective mechanisms for monitoring and supporting high quality early education for children from low-income families, for whom the quality of out-of-home child care is most needed and potentially most beneficial:<sup>16</sup> – the same children for whom “market” incentives to influence quality do not exist in the same ways they do in areas with higher use of competitive private care. Third, contracted care also provides more stable arrangements for children. Center care and family child care offer children much greater durability and better care transitions than voucher and/or informal care arrangements. Formal contracted care programs serve low-income children two and three times longer than informal care supported by vouchers. Because continuous child care arrangements contribute to positive child well-being, CCHS endeavors to maintain the stability of care for families with high needs and who live in underserved areas. Contracted care models facilitate stable care arrangements, and thus CCHS is addressing one of the highest priorities for this strategic planning initiative.

This plan addresses shortcomings of the contracted child care model. The contract system locks funding into place for programs for a pre-determined period of time. The rigidity of contracts makes it difficult to shift services to areas as populations and relative needs shift. That is, ACS cannot move services to an area with rising service needs or disperse care resources in lower need areas through vouchers. Also, while the contract system provides important security to programs, it may also reduce incentives for programs to operate efficiently and improve quality of services in order to attract clients. In a contracted care system without strong assessment mechanisms, the existence of contracts often begets the next contract.

*Rethinking Child Care* addresses these obstacles by making contracted and voucher care complementary rather than the largely separate forms of care they are

now. Better coordination between voucher care and contracted programs will open up the system so that programs will be able to accept both forms of subsidies as well as private pay clients. Indeed, programs will have every incentive to do so. Also, with CCHS's effort to increase community-based enrollment and eligibility processes, detailed later in this plan, programs will have greater control over their own enrollment. The capacity for programs to meet child care need through the full range of payment methods will enable the system to adapt more quickly and respond to the changing needs of communities over time. As economic resources of the local population shift, so will the mix in payment methods as contracts are regularly revised to reflect utilization. Programs will be able to make small changes

in order to maintain services. For instance, as the child care needs of public assistance recipients have increased so has the funding required for their child care. Under the new model of integrated voucher and contracted care, programs will likely begin to target services more toward public assistance clients. Programs will be encouraged to compete for vouchers and private-pay clients to achieve full enrollment; thus they will need to recruit public assistance clients with vouchers and help meet their increased demand for regulated care. Strategic deployment of vouchers will encourage competition for full enrollment and more of New York City's children may receive the critical early care and education experiences they need.

Strategies	Timeline
A. Outline opportunities for programs to reach full enrollment without losing contracted slots.	Summer 2005
B. Establish general guidelines for contract changes and new administrative procedures to move toward a rate-based system of payments.	Fall 2005
C. Modify contracts as they come up for renewal to pay only for average rates of enrollment.	Spring 2006
D. Establish an oversight mechanism for implementation of service shifts and contract changes.	Spring 2006
E. Integrate contracted and voucher care at the program level.	Summer 2006

## Goal 1 *Indicators of Progress*

- ☑ Increase Child Care utilization from 96 percent to nearly 100 percent within 12 months.
- ☑ Continue to operate Head Start at 100 percent enrollment.
- ☑ Move between 625 and 850 additional Child Care and Head Start slots to the most underserved areas.
- ☑ Move between 625 and 850 additional Child Care slots to serve 2-year-olds.

## Goal 2 **Community-Based Enrollment:** Improve eligibility determination, enrollment, and recertification processes to better support the needs of young children and their families.

**Rationale** Families face significant obstacles in finding appropriate and stable care arrangements for their children, as well as accessing the subsidies they need for securing this care. Complex enrollment and eligibility procedures discourage some families from applying for early childhood programs. CCHS needs to ensure that the process of applying for child care services does not deter families from meeting their children's needs. Currently, parents must navigate a very complex web of administrative entities to enroll their child in quality child care programs. Once parents find the appropriate location to apply for child care, parents must schedule a face-to-face interview with an ACS Child Care resource area. Parents may not receive a resource area appointment for weeks and when they do, the appointment may take a considerable portion of a day, forcing many parents to take time off work. Many parents cannot defer arranging care until they get an appointment and others are not able to take time off work without jeopardizing their employment. Discouraged parents do not try to access the care they may want for their child, and thus, compromise their child's development. Then, parents face lengthy wait lists to actually get services, further discouraging them and elongating the process. The current structure exacerbates, rather than eases, parents' struggle to balance work and family life. A common experience expressed by one parent:

*"You have to find a day care. They have a list of day cares. Then you have to run back and forth down there with all these kind of papers they want. They want pay stubs. They want children's birth certificate. They want all this stuff... And you miss so many days sometimes from your job 'cause you're trying to supply these people with all these documents to get your child into day care. Meanwhile, I'm going to lose my job because I keep running three or four days for different interviews... Forget about it."*<sup>17</sup>

*Rethinking Child Care* identifies real opportunities for CCHS to make it easier for families to access early childhood development services and choose early care that best meet their needs. As such, CCHS will build upon existing pilot efforts to expand community-facilitated eligibility and enrollment. First, CCHS will rely much more on program-based enrollment and simplify the enrollment process. Second, CCHS will provide parents with a variety of ways to apply for early childhood services. Parents will be able to mail in or fax applications and CCHS will schedule face-to-face appointments during evenings and Saturday hours. By initiating fax and mail-in enrollment procedures, CCHS will also comply with State regulations that require localities to offer parents multiple avenues to apply for child care. Finally, by using selected nonprofits as neighborhood hubs for enrollment, CCHS will make it easier for families to apply for early care and education services in their own communities.

Beyond easing the enrollment process, this plan intends to help parents learn about early care and education and become informed consumers so they can know more about and be more confident in their child care choices. The current system is so fragmented that parents must contact separate agencies to learn about the full range of early care and education options. Because programs offer different types of services for different children (varying based on income eligibility, age, length of day, etc.) some programs may meet a family's needs better than others. Therefore, parents often do not have adequate information to choose stable care arrangements and ensure that children have smooth transitions in care. Research asserts the importance of continuous care for young children,<sup>18</sup> yet stable care and smooth transitions in care have not been a high enough priority for New York City's early childhood services. New communication methods must be developed to share information with parents so they may enroll their children in the most appropriate type of care based on family circumstances.

### **Guiding Principles**

1. Children's Services should help, not hinder, parents as they enroll their young children in appropriate early childhood programs.
2. The application process should be *unified and similar* across programs with entry points for access to all early childhood development services.
3. There should be many front doors into early childhood development programs and enrollment should primarily be community-based.
4. Enrollment and eligibility determination systems should make access and retention of care straightforward and more streamlined with simple and clear eligibility forms, documentation requirements, and automated systems.
5. Children's Services should better and more broadly integrate eligibility determination to help parents enroll their children in the most appropriate early care and education arrangement available, choose stable care arrangements, and make developmentally appropriate transitions in care smooth for young children.



# Objective I **Enrollment Access:** *Ease access to early childhood services with simplified forms, streamlined eligibility, and community-based enrollment.*

The CCHS application process should facilitate, not hinder, families' search for child care. Therefore, this plan's second goal will improve enrollment for Child Care services by helping families apply for early care and education services in their communities using clear and straightforward application forms.

Currently, resource area staff completes applications for Child Care during face-to-face interviews with parents. This process requires staff training and a considerable amount of time. Simplifying child care application forms will enable parents to fill out the applications themselves and with the assistance of staff from community-based programs where they might enroll their child. Both parents and program staff will also be able to seek assistance from resource area staff as needed. Almost identical-looking forms will be developed for the initial application for services, recertification of subsidized Child Care, and for Head Start applicants. In addition to serving families more effectively, similar application forms will serve to unify CCHS's image as well (see sample subsidy application, Appendix 6).

Eventually, CCHS aims to streamline the application process for all early care and education services in New York City. Currently, each type of subsidized service has a different enrollment process. To receive assistance, applicants usually provide very similar information to each agency - a time consuming and overwhelming process. Instead, ACS will develop common and complementary forms to facilitate access for families. ACS evaluated DOE and HRA application forms so that the new CCHS application may better meet the needs of the different administrative entities. In the future, ACS will encourage these entities to also use or accept the CCHS form. Compatible application procedures will eliminate paperwork for parents and ease their search for early childhood development programs. CCHS is also moving toward automating much more of the application process

and transfer of information so that the process is further streamlined and completed information can be more easily used for multiple application purposes.

Another key feature of the enrollment process relates to where families go for services and the interactions families have with ACS staff. To improve these interactions, *Rethinking Child Care* introduces many more front doors for families to access early childhood development services. Under the current system, most families seeking child care assistance make an appointment with a resource area specialist. The process entails scheduling an appointment followed by a time-consuming face-to-face interview and often multiple visits to a resource area office. There are only four resource area offices in New York City, where there are more than 650,000 children under age 6. Vast geographic differences coupled with uneven public transportation systems across the five boroughs make this enrollment process burdensome and highly inefficient for many families. *Rethinking Child Care* addresses this problem by having most contracted programs conduct eligibility and enrollment on-site where the children receive their care and also by developing community-based hubs to assist families and neighboring contracted programs with initial eligibility and enrollment.

*Rethinking Child Care* will also ease the burden of eligibility appointments for recertification. Families must be re-determined as eligible every 3 to 12 months, depending upon their reason for care and initial eligibility determination. Currently, many families have to visit a resource area office to complete this process, while others, approximately 25 percent, complete this process by mail, allowing families to submit documentation and information by mail with ACS staff available to answer questions. *Rethinking Child Care* will make the mail-in process available to all working families for recertification.

Strategies	Timeline
A. Review and redesign the Child Care eligibility and enrollment process.	Summer 2005
B. Revise enrollment forms.	Summer 2005
C. Pilot and evaluate new forms in the Bronx.	Fall 2005
D. Implement new application form citywide.	Winter 2005/06
E. Coordinate enrollment process across City early care and education services.	Winter 2005/06
F. Identify process for contracted programs to engage in enrollment process.	Fall 2006
G. Monitor community-based enrollment to ensure sound enrollment and eligibility determination.	Spring 2006
H. Add hubs to serve high need areas across New York City while maintaining staff to complete a smaller number of initial enrollment applications at the Resource Areas.	Winter 2006/07

## Objective II *Continuity of Care: Enable families that need support to choose and maintain stable care arrangements and make developmentally appropriate transitions in care smooth for young children.*

There are more than 650,000 children under the age of 6 in New York City. Approximately 29 percent of those children live in families with incomes below the official U.S. poverty threshold, which in 2005 amounts to a little more than \$19,000 for a family of four. Nearly 42 percent of New York City children under age 6 live in low-income families below 200 percent of the Federal Poverty Line, or about \$40,000 for a family of four. Based on the income eligibility for child care assistance, more than 275,000 children may be eligible for subsidized early childhood care and education through ACS.\* Due to myriad factors, far fewer children actually participate in subsidized early learning programs. This strategic plan calls for a review of eligibility criteria across New York City's early childhood programs to ensure we are reaching children that need our services.

Additionally, this plan calls for a review of Head Start eligibility. Currently, the income guidelines for Head Start preclude many families from enrolling their young children in this developmental program because they surpass the income eligibility criteria established by the federal government. These criteria fail to consider New York City's higher cost of living and so many poor families cannot receive services. As such, ACS will review the criteria and utilization of services to prepare a petition to the federal government to modify eligibility criteria.

Once children are in an early care and education program, we want to ensure that children have stable arrangements that are developmentally appropriate. First, parents must be able to find and maintain good quality services. Many of our very young children, especially those in informal care, are shuffled from one child care provider to the next and so these children do not form ongoing relationships with their caregivers. One single mother noted the negative impact instability had on her son; "Aaron has been in so many child care situations and has had a hard time. The change is hard for him—he needs adjustment time, he acts aggressive and tough, but he is scared by an uncomfortable situation." Aaron's story is not unique. On average, low-income children have more than five different care arrangements before they reach their fifth birthday. Lack of stability undermines children's development because young children need secure relationships with

adult caregivers in order to develop the trust, initiative, and self-concept they need to thrive.

To help parents maintain quality child care and to encourage stable arrangements, CCHS is reviewing the recertification process and eligibility criteria. Expansion of the mail-in process for recertification of eligibility will help families to better maintain stable care arrangements for their children. Currently, families seen in the resource areas for recertification are scheduled for an appointment by an automated system. If a family is unable to keep the appointment or reschedule for another time within the recertification month, they may lose their eligibility and therefore their care arrangement. Opening the option for mail-in recertification for all working families, as well as allowing families to complete their recertification paperwork at program sites, will reduce the chance that a family would lose eligibility because they were unable to complete the recertification process.

In addition to easing the recertification process, CCHS will evaluate eligibility criteria for recertification to minimize disruptions in care. Currently, parents who receive a minor increase in income may lose child care support if their incomes surpass the income threshold. This policy actually penalizes increases in earnings, creates a disincentive for work, and undermines the stability of a child's care arrangement. By introducing a moderately higher income threshold at the time of recertification, CCHS will lengthen the period of time a family is eligible for a subsidy, encourage families to increase earnings, and promote more stable care arrangements.

However, some transitions for children may be desirable. As children grow and develop, the type of service they need may change. While an informal arrangement might be best when a child is 1, a child care center may be more developmentally appropriate for a 3-year-old. This goal also emphasizes the importance of facilitating smooth transitions for children over the first five years of their life. It is incumbent upon us to foster high quality stable care for our youngest children because children, parents, and communities suffer when children do not receive high quality care.

\* In New York State, the State sets the maximum level for income eligibility at 200 percent of FPL, for which localities can use federal and State contributions to child care funding. New York City provides a somewhat higher cutoff level of between 225 and 275 percent of FPL (depending on family size) on a limited basis, but uses the City tax levy portion of child care funding to support the families above 200 percent who receive assistance, which amounts to less than 7 percent of those receiving subsidized child care. Federal guidelines allow states to set the maximum eligibility level still higher, at 85 percent of a state's median income, or closer to 300 percent of FPL. At these higher eligibility levels even more of the young children under six would qualify for child care assistance, amounting to more than half of the young children in the city. However, a higher income standard would require further rationing of a subsidy system that cannot meet the needs of more than a small fraction of those eligible for and in need of assistance.

### Strategies

- A. Review eligibility criteria across early care and education programs.
- B. Petition federal Head Start agency to modify eligibility criteria to serve more families.
- C. Modify eligibility criteria so that families can maintain child care arrangements.

### Timeline

Summer 2005  
Fall 2005  
Winter 2005/06

## Objective III

**Parent Information:** Provide parents with consistent and comprehensive information about enrollment and eligibility for all early childhood programs.

Parents are a child's first teachers. Each child and his or her family are unique with different values and needs. Therefore, there is not one type of program that will adequately serve every family's circumstances. A focus group of resource and referral specialists from across New York City identified some trends in child care preferences. For example, a counselor from the Chinese American Planning Council "revealed that nearly all of their callers with infant requested placement in a family child care home and only after the child turned 2, did they show interest in a child care center." Meanwhile, "parents with higher family incomes normally requested placement for their infants in a child care center, rather than a family child care home."<sup>19</sup> Because of diverse needs, it is incumbent upon CCHS to provide parents

with information about the full range of early care and education services available throughout New York City so that they may make the best choices for their young children.

With comprehensive information, parents may choose the care option that meets their work, family, and cultural needs. A positive early care and education arrangement will also help parents choose high quality and stable care arrangements which, as discussed above, are essential for children development. CCHS is committed to helping parents make good choices for their children. To achieve this goal, CCHS will pursue the following strategies in collaboration with other organizations and agencies throughout New York City.

Strategies	Timeline
A. Develop a comprehensive list of array of child care services to which to refer families and create a shared information and referral database.	Fall 2005
B. Create materials describing all types of ACS care as well as other publicly supported subsidized options.	Winter 2005/06
C. Distribute promotional materials that relate to all subsidized child care options through Resource Areas, 311, community-based enrollment eligibility hubs, Child Care Resource and Referral Agencies, and community based organizations.	Winter 2005/06
D. Revise enrollment/placement processes to include review of comprehensive program options.	Spring 2006

## Goal 2 Indicators of Progress

- ☑ Significantly increase the percentage of child care contracted care agencies conducting on-site enrollment.
- ☑ Offer all working parents the option to mail in child care recertification applications.
- ☑ Child Care and Head Start develops promotional materials and enrollment forms in multiple languages.

## Goal 3 **Quality and Accountability:** Improve and monitor the quality of early care and education services and devote more resources to quality enhancement.

**Rationale** Young children thrive when they have responsive, nurturing, stable care relationships. Because young children develop at such a remarkable pace in their early years, the quality of their early relationships and environments has a substantial impact on their well-being. Despite the broad recognition of the importance of high quality care for young children's development, some children in New York City attend programs that are of questionable quality. Children attending low-to-mediocre quality child care programs lose an important opportunity to reach their development/learning potential during the period when their cognitive and social growth is greatest.<sup>20</sup> Currently, more Child Care resources are devoted to determining if families are eligible for subsidized care than are focused on measuring and improving the quality of the care that its contracted programs provide. ACS can and should extend its ongoing quality enhancement efforts to promote the safe, healthy, and successful development of young children. To achieve this goal, this strategic plan identifies opportunities to promote quality care by identifying features of high quality programs and programs that need support, measuring program quality more rigorously and consistently against quality standards, and helping more providers achieve those standards.

This element of the plan also recognizes that parents deserve to make informed decisions about the nature of their children's care arrangements. Working parents have little time and resources to devote to a search for child care, and information about the quality of child care programs is not easily accessible. The foresight in selection and access to better quality care is a luxury that too few parents can afford. A unified and more rigorous performance measurement system will provide a mechanism to help parents know more about the quality of their children's care, by making the quality of care more transparent to the consumers.

Children's Services also has a responsibility to ensure that publicly-funded programs provide high quality care as efficiently as possible. To facilitate decision-making and ensure accountability on the part of the programs, ACS needs the capacity to measure the overall quality of each program. Under the current system, CCHS collects data from several different units for information on pieces of a program. As such, ACS lacks the mechanisms to understand and gauge the overall performance of an agency. With a clear delineation of the measurable components that constitute high quality early care and education for children, CCHS can help community-based service providers to better manage and improve the quality of their services. CCHS recognizes that an effective early care and education system that favors more rigorous assessments, technical assistance, and results-based incentives, instead of just enforcement of basic requirements, will be better able to achieve considerable quality enhancement.

CCHS is also planning more consistent and hands-on quality initiatives, tailored to the unique needs of different providers. Because New York City has diverse early care and education services, *Rethinking Child Care* identifies specific quality enhancement initiatives for providers in home-based settings. A significant portion of young children receive care in home-based settings (family child care and informal child care), and these providers need special assistance because they tend to have less access to quality enhancement opportunities. In sum, a unified performance measurement system for early care and education programs will:

- ☐ Identify quality care to facilitate parental choice.
- ☐ Improve accountability for New York City's spending on child care services.
- ☐ Target resources to improve overall program quality.

### **Guiding Principles**

1. Young children thrive in *high quality* early care and education settings with *responsive and stimulating interactions and experiences*.
2. Children's Services should *support parents in their decision-making* role, especially in relation to choosing the most appropriate early care and education for their children.
3. Children's Services should *provide technical assistance* to help early childhood programs improve the quality of their services.
4. Children's Services *holds programs/ providers accountable for the care they provide* by making information on program quality available.

# Objective I *Performance Measurement: Establish a set of quality standards and a performance measurement tool to evaluate all publicly-funded contracted child care programs.*

Well documented research shows that high quality programs contribute to positive child well-being. In response to the incidence of too many low quality programs that sometimes jeopardize children's well-being, many states are adopting policies to evaluate the quality of early childhood settings available and accessible to families.<sup>21</sup>

ACS will measure and monitor quality in its Child Care and Head Start programs by establishing unified performance standards that meet the needs of both Child Care and Head Start programs. ACS will use this data for program management, evaluation, technical assistance, and as a vehicle for sharing information with the public. The proposed system will draw upon Head Start program performance standards, the Child Care Program Assessment Instrument, the Department of Education's program audit, and guidelines from the National Association for the Education of Young Children to identify comprehensive indicators of program quality. CCHS identified several features of high quality early childhood development programs that contribute to positive child outcomes. The performance measurement system will incorporate the following nine elements:

2. Professional qualifications of staff
3. Teaching (pedagogy)
4. Curriculum and program structure
5. Assessment (of children for individualized instruction and for overall program planning)
6. Learning/physical environment
7. Child health and safety
8. Family support/partnerships
9. Community partnerships

Once CCHS specifies the unified quality criteria, we will develop and implement a system for assessing program performance. At last count, 10 states had initiated early care and education rating systems.<sup>22</sup> These efforts have shown promising results in improving program quality and some states have established tiered-rating systems that reward higher quality and encourage providers to focus on improving program quality.<sup>23</sup> Demonstrated success with these initiatives has engendered support for performance measurement as a tool to raise program quality. Rating child care settings is precisely what parents need so they can understand the quality of their care options. A rating system will encourage providers to offer high quality care which will expand quality improvement across New York City.

1. Program administration and fiscal management

Strategies	Timeline
A. Develop uniform program quality standards.	Fall 2005
B. Develop a comprehensive performance assessment tool.	Winter 2005/06
C. Develop rating system for overall program quality.	Winter 2005/06
D. Conduct quality assessment pilot of CCHS programs.	Spring 2006

# Objective II *Technical Assistance: Establish mechanisms to help programs raise quality.*

The performance measurement system is just the first step in raising the quality of CCHS subsidized programs. Once the criteria are established, many programs will need assistance reaching those criteria and improving the quality of their programs. Indeed, the proposed performance measurement system will identify programs' strengths and weaknesses and guide efforts to support programs. Technical assistance for programs has been shown to increase the quality of child care over time. For example, an evaluation of quality rating systems in North Carolina found that programs' quality assessment scores (ECERS) were significantly related to the number of local quality improvement activities in which individual centers

participated.<sup>24</sup> ACS will build on Head Start's technical assistance model that targets Head Start grantee funding to ensure that programs receive the support they need based on ongoing program evaluation. Through more intentional communication between CCHS assessment and technical assistance functions, programs will receive support to raise quality in a meaningful and sustainable way. In addition to CCHS resources, multiple institutions across New York City provide targeted technical assistance to address programs' weakest components. Coordinated support for programs is a key feature of *Rethinking Child Care*.

Achieving this goal will require ACS Child Care to shift the relative focus of resource areas toward much greater quality and technical assistance responsibilities. Presently, the majority of Child Care resource area staff focuses on eligibility and enrollment rather than program quality. With comparatively less staff devoted to eligibility functions as the goals of greater program-

based enrollment and automated systems are achieved, over time Children's Services will have the capacity to refocus more CCHS resources on quality enhancement. With a commitment to technical assistance, CCHS can and must support programs as they work to improve the quality of their services.

### Strategies

- A. Identify, maximize, and garner internal and external resources for quality initiatives.
- B. Enhance technical assistance efforts to support low-performing child care programs.

### Timeline

Fall 2005

Winter 2005/06

## Objective III — *Home-based Child Care: Focus on improving the quality and oversight of home-based providers.*

A great many of New York City's young children receive care in home-based settings – family child care or informal child care. Before children become eligible for New York City's Universal Pre-Kindergarten program at age 4, nearly 48 percent of children who receive publicly subsidized care attend either family child care or informal care settings. For families in some communities and in some cultural groups, home-based care may be the preferred or the only feasible child care option. Furthermore, a child's age and the need for many parents to make arrangements when responding very quickly to new work opportunities also increases the use of home-based care. Much of the recent growth in child care subsidies has been in home-based care, especially informal child care.

Because there is less institutional oversight in home-based settings, the needs of home-based providers differ from the needs of providers in center-based child care. As such, CCHS will develop indicators of quality that are consistent with quality in center-based care but tailored to the unique circumstances of home-based care. With the implementation of processes to better monitor the quality of care in home-based environments, CCHS will also better support providers in home-based settings.

Not all providers in home-based settings are the same and the terms may be confusing. Family child care is not usually provided by a family member. These programs provide an organized form of care in a home setting for a group of young children and must be registered.

Mechanisms to support family child care programs vary. Some family child care providers are organized into family child care networks, which have contractual agreements with ACS which facilitate referrals to their homes. This arrangement also institutionalizes some degree of program accountability. Yet multiple conditions inhibit family child care programs from providing high quality care. Family child care providers are small businesses with a host of responsibilities; they are responsible for record-keeping, accounting, cooking, marketing, and meeting training requirements. Within reduced organizational structure, these responsibilities may be especially burdensome, infringing on program quality.<sup>25</sup>

Membership in family child networks may provide more ready access to training, ongoing quality oversight and assistance, and administrative assistance for members. However, these networks do not necessarily provide quality oversight and not all providers belong to networks. Also, ACS provides minimal quality oversight of or assistance to these care providers. *Rethinking Child Care* addresses this gap with a more comprehensive approach to family child care, which will be led by a Director of Family Child Care. The Director will oversee this effort to monitor the needs of family child care providers and guide ACS's efforts to meet those needs through training opportunities, technical assistance, and other mechanisms to provide support for family child care providers. In order to better monitor the quality of family child care providers, CCHS intends to create a family child care assessment tool which can be used by

**Table 3: Age of Young Children in Different Types of Care, 2005**

Age of Child	Type of Care			Total
	Group Child Care, Head Start, and UPK	Family Child Care	Informal Care	
Birth to 1	465 (14%)	820 (26%)	1,893 (60%)	3,178
1	1,383 (18%)	2,647 (35%)	3,643 (47%)	7,673
2	3,692 (35%)	3,427 (33%)	3,391 (32%)	10,510
3	18,391 (77%)	2,425 (10%)	3,097 (13%)	23,913
4	71,164 (94%)	1,501 (2%)	2,888 (4%)	75,553
5	6,899 (67%)	704 (7%)	2,622 (26%)	10,225

networks or ACS to measure care quality in family child care settings. To better support family child care providers, we will incorporate family child care and family child care networks into the performance measurement and technical assistance system.

Informal child care (which can include care by family, friend, neighbor or any informal provider) is a non-licensed form of care typically involving care for one or two children. Unlike family child care providers, informal providers are not licensed by the Department of Health and Mental Hygiene and providers have limited oversight. Historically, informal providers are subject to almost no oversight, even when they are supported by vouchers. ACS has incorporated informal providers into the Automated Child Care Information System (ACCIS) and informal providers must register with ACS to receive payment. This process includes information about basic health and safety. New York City and State will begin implementing additional screening of informal care providers to ensure that children using vouchers in informal settings are in safe environments. Still, little attention is paid to the quality of the early learning environment in informal settings. Because informal care providers have child care responsibilities, are isolated from networks of early childhood programs, have little information about training opportunities, and limited time, access to improved caregiving practices is limited. In 2002, a survey of New York

City's informal care providers found that more than 76 percent of providers who expect to provide child care in the future expressed an interest in receiving information in training.<sup>26</sup> Clearly, this data highlights that ACS has opportunities for improving the quality of informal care.

Both family child care and informal care providers face obstacles to accessing opportunities that will enhance the quality of their care. In order to provide a greater degree of quality monitoring in all home-based care as well as access to training and support, *Rethinking Child Care* addresses this type of care through screening of informal providers and monitoring and ongoing support for family child care providers. Several strategies have been shown to enhance the quality of home-based care, including: home visits, accreditation programs, family child care networks, tiered reimbursement systems, and training scholarships. In addition, family child care providers can be supported by providing a single entry point for family child care services, improving access to training, and including unlicensed providers in outreach efforts.<sup>27</sup> CCHS will pursue the following strategies to improve the quality of care in home-based settings:

### **Strategies**

### **Timeline**

- A. Improve oversight and assessment of family child care, including networks.
- B. Expand availability of training for family child care providers.
- C. Ensure background checks of informal providers, conduct quality inspections, and develop career ladders for informal care providers.

Fall 2005

Spring 2006

Winter 2006/07

## *Goal 3* **Indicators of Progress**

- ❑ A unified program performance measurement tool is adopted by Children's Services and the Department of Education.
- ❑ Home-based care providers and family care networks are identified and needs assessment is completed.



## Goal 4 **Information Systems:** Develop a unified, user-friendly, reliable, and comprehensive information system for early childhood programs.

**Rationale** Management information systems are a critical component of the early care and education infrastructure. CCHS relies on information to identify needs, allocate funding, and ensure that children and families receive the support they need. However, “more often than not, early childhood policies are developed without the support of sound data.”<sup>28</sup> Indeed, effective governance of early childhood development services depends on good information.

Currently, information on Child Care and Head Start services is collected in a fragmented system. ACS uses a system called the Automated Child Care Information System (ACCIS) to track eligibility, enrollment, program data, vacancies, and other related information. ACCIS, which is housed in HRA, is the primary repository for information related to program operations. Meanwhile, Head Start program data are maintained in spreadsheets, Word documents, and an Oracle database. In addition to ACCIS and Head Start program tracking, information about ACS contracted child care programs is kept in several additional systems. In total, separate information systems or spreadsheets are kept for at least 15 aspects of programs, including: licensing; facilities; audits; payments; budgets; contracts; and program assessments.

Numerous problems arise from the fragmented way in which data are collected and maintained. First, for data collected by delegate agencies, it is time consuming and labor intensive to collect that data and there is little quality assurance by ACS. Second, the capacity to perform analytic or planning functions is constrained by the functionality of platform and availability of data. There is no access to historical data to support research. Third, ACS staff are unable to access complete information about a program for the purpose of decision-making and must make multiple data requests in order to know critical program components. In sum, ACS’s current management information systems:

- ❑ Employ data that are not always reliable;
- ❑ Are obsolete and difficult to change and manipulate; and
- ❑ Are neither connected nor coordinated within CCHS and across City agencies.

### **Guiding Principles**

1. Data should be *reliable, of high quality, and comprehensive* to help CCHS meet management, performance measurement, and program support goals.
2. Data systems should be *responsive* to the data collection and analysis needs of key operations.
3. Data systems should be *flexible* enough to accommodate the changing needs of users.
4. Data systems should be *accessible and easy to use* for a wide range of users.

Several initiatives are currently underway at ACS and across New York City to improve the information systems for early childhood programs.

- ❑ **Integrated Human Services System:** Initiated by City Hall, and currently under the auspices of the New York City Department of Information Technology and Telecommunications (DOITT), this project aims to create a single citywide information system for all human services agencies. With active participation from ACS and HRA, the first step for this system is to develop a uniform attendance and enrollment system that would be used by Child Care, Head Start and Universal Pre-Kindergarten.
- ❑ **Human Resources Administration Assessment:** HRA, which manages ACCIS, is looking at the functioning of this system and assessing what actions are most productive in creating a better child care information system.
- ❑ **ACS's Information Technology (IT) Quality Assurance Initiative:** A review of all of ACS's IT systems and needs, including Child Care and Head Start, is currently being conducted and a report detailing the specific system needs of the entire agency is forthcoming.

ACS is involved with all three of these initiatives and is working to ensure that our efforts are not duplicated and that all projects complement one another. CCHS's goal is to learn from each initiative and coordinate all projects into a single effort that will address all information needs for early childhood services. This long-term plan will coordinate CCHS with the ongoing initiatives to improve the child data.

To rectify these problems, CCHS will first focus on improving the use of current data systems and where possible, will better coordinate and consolidate various information sources. Second, CCHS will completely overhaul the information system and create a uniform early childhood services information system that is user-friendly and consistent with the needs of all early childhood programs.

## Objective I *Current Information System: Improve the reliability, coordination, and use of current data systems where possible.*

Reliable data is integral to the success of any information system, regardless of the systems in which data is input. Yet poor data quality has consistently plagued CCHS's information systems. CCHS does not have dedicated staff to monitor the quality of data and as a result, data in ACCIS have numerous problems, including incorrect addresses, discrepancies between budgeted and enrolled capacities, outdated licensing information, incorrect geographic coding of programs, and incomplete information for family child care providers. Without clean and timely data entry, even the best information system will not be useful. Thus, CCHS must immediately improve the quality of its data. The first step of data clean-up will be to assign clear responsibility and accountability for all data elements.

In addition to data quality, data coordination is needed to improve CCHS's information. In most cases, Child

Care and Head Start have separate information stored in separate locations. To the extent that the two departments measure or track the same data, this causes redundant or inconsistent information. Over the coming months, ACS will undertake an effort to coordinate all spreadsheets, databases and other information systems, where possible. Beyond intra-divisional information sharing, it is essential that CCHS support the efforts to improve existing systems in other ACS Divisions, such as Facilities, Finance, and Contracts. Currently, each Division manages its own data for Child Care and Head Start related issues. ACS has begun to generate reports from all of these sources to assist staff in accessing program information, but an intentional long-term solution to coordinate data is needed to meet ACS's many data needs. This work will continue to improve the integrity of the data in each of these systems.

The coordination of data will also enhance the utilization of data. Children's Services will begin to expand the development and use of management reports for Child Care and Head Start services. Initial reports will help us to identify where there are data discrepancies and help us focus the data clean-up effort. Additional reports will be developed to address

other management issues, such as borough utilization, number of eligibility appointments per month by borough, and average time on reservation list and waiting list in each borough. Creating the reports is only the first step. Effective use of the information and reports will support CCHS's quality assurance and improvement efforts.

Strategies	Timeline
A. Improve data-entry and assign accountability for data quality.	Fall 2005
B. Run new reports to help identify problems with reliability of data.	Fall 2005
C. Coordinate existing databases.	Fall 2005
D. Revise current management reports and offer training in use of management reports.	Spring 2006

## Objective II **New Information Systems:** *Develop a new information system that is reliable, allows for coordination across agencies, and will be flexible to meet ACS's changing needs.*

In order to truly meet Children's Services' management and analytic needs as well as fulfill the goals outlined in the strategic plan, a new management information system must be developed. High quality useful data would have huge implications for children, families, programs, and internal operations. For parents, more user friendly systems will help them locate programs with availability to make good child care choices. For

programs, better data will indicate program strengths and weaknesses to identify opportunities to improve quality. For Children's Services, the proposed system will facilitate utilization assessments to ensure programs serve as many eligible children as possible. In short, management information systems underlie all of CCHS functions; improved information will lead to improved operations and services.

The vision for a new information system includes three main elements:

1. Reliable data, improving CCHS's commitment to up to date and accurate information.
2. Flexible systems that will meet changing mandates, business practices, and internal management needs.
3. Coordinated systems, providing complete information to support more effective management of and support for contracted agencies.

As ACS develops a new management information system, remote and improved access to the system will facilitate data entry, improve communication with contracting agencies, and facilitate community-based eligibility and enrollment processes. Reliable data will ensure that ACS has a transparent public information sharing process that in turn, will enhance public confidence in Child Care and Head Start's operations.

The lack of coordination among data systems has long been identified as a problem with reporting and management functions. Beyond ACCIS, there are many ad hoc systems that have been created to make up for the shortfalls of the existing system. However, this fragmented ad hoc system reduces CCHS's ability to ensure the quality of data and generate useful management reports. With the growing collaborations between Head Start, child care and UPK programs, it is important that these systems have a mechanism to

share data and information. For example, often one child may receive services from two of these programs, and there is not currently a mechanism to easily track or share information on this individual child. With coordinated information, New York City will have the information needed to support children's care.

The achievement of many goals outlined in *Rethinking Child Care* is dependent upon the realization of a new management information system. The system will support community-based enrollment, public access to information, quality monitoring and assurance, and coordination of services. However, achieving these objectives depends on resources. Children's Services must invest in a new management information system to develop a reliable, accurate and coordinated information system that truly meets Children's Services' management and analytic needs.

Strategies	Timeline
A. Determine needs and business requirements for the system across the various agencies.	Spring 2006
B. Garner resources and dedicated staff for management information systems.	Summer 2006
C. Design and implement a system that is flexible to meet changing needs of early childhood services that allows for coordination across agencies.	Fall 2006
D. Develop oversight mechanism to continuously monitor system functions and generate management reports that will meet CCHS needs.	Winter 2006/07

## Goal 4 *Indicators of Progress*

- ❑ All Child Care and Head Start data are located in one information system.
- ❑ Programs are able to enter and submit enrollment and attendance data remotely.

## Goal 5 **Facility Expansion and Management:** Focus resources on facility development and enhancement.

**Rationale** ACS has a central role to play in helping programs meet their facilities' needs. ACS recognizes the importance of facilities and this plan identifies opportunities to expand and enhance the child care facilities of its provider network.\* Because programs generate thin profit margins, they often struggle to maintain basic services. Therefore, programs must dedicate funding primarily for program operating costs, such as classroom personnel and supplies, rather than invest in real estate. However, investment in services without attention to facilities compromises the quality of early care and education children receive. Empirical evidence shows that the maintenance and arrangement of space can either help or hinder adult-child interactions.<sup>29</sup> By improving facilities, ACS is improving the quality of care available for New York City's youngest children.

However, improving facilities in New York City is not an easy task. The very high-priced and unpredictable real estate market in New York City aggravates the challenge of developing new early care and education facilities. As real estate costs go up, as they have at a remarkably sustained pace for almost a decade in NYC the quite limited funding for child care is challenged as money that is budgeted for programmatic operations is siphoned away for facility costs. In the past, ACS has made a commitment to facilities by applying for long-term leases on behalf of programs. In fact, approximately one third of ACS-sponsored programs currently operate with long-term leases held by the City – the Department of Citywide Administrative Services (DCAS) on behalf of ACS. While this arrangement represents a significant investment in programs, it limits ACS's ability to adapt to changing community needs. Under the current facilities lease structure, ACS cannot readily shift services to those underserved areas. This plan seeks to develop a more efficient and flexible model for supporting child care facilities, which may include shifting more responsibility to programs, and in the long-term, replacing ACS's practice of leasing and maintaining child care facilities with a model of collaboration between the public and private sectors.

In addition to changing ACS's facilities model, *Rethinking Child Care* outlines strategies to support the development of new facilities to serve unmet needs by age and location. Child care facilities are a key feature of urban development. Just as parents need transportation to get to work every day, parents need accessible early care and education for their young children in order to work. If given the option, parents prefer center-based care that is close to their homes. However, as a result of parental preferences and the high cost of facilities, there is an inadequate supply of center-based child care. *Rethinking Child Care* takes tangible steps toward addressing the child care facility shortage. Fortunately, substantial work related to facilities occurred in 2003, when ACS commissioned *Building Blocks for Child Care: A Facilities Plan for the 21st Century*. This effort contained many ideas that are incorporated into this strategic plan. *Rethinking Child Care* extends some features of *Building Blocks* by providing additional guidance on how we may better address facilities issues.

## Objective I **Efficiency of Facilities:** Improve the management of facilities to more easily respond to programs and communities' needs.

Historically, Children's Services has supported programs by constructing, leasing, and maintaining child care facilities. CCHS is re-evaluating current leases to consider the most effective way to support programs and meet community needs. As such, this

### **Guiding Principles**

1. High quality, well maintained facilities are an important component of the quality of early care and education services.
2. Children's Services should be responsive and supportive of communities' facilities' needs.
3. Children's Services should support the expansion of facilities to provide more center-based early care and education services throughout New York City especially to add greater capacity to serve more toddlers in centers.
4. Children's Services contracted programs should be entrepreneurial and able to manage facilities independently.

objective calls upon CCHS to modify leases to infuse the facilities model with flexibility. Moreover, CCHS aims to facilitate programs' independence so that each program sets its own course for the future.

\* This element of *Rethinking Child Care* draws upon *Building Blocks for Child Care: A Facilities Plan for the 21st Century* (2003), developed by the ACS Advisory Board Child Care and Head Start Subcommittee.

CCHS acknowledges concern over how to achieve this reduction of direct-leases while maintaining stability in the center-based child care system. This plan identifies strategies to accomplish this objective with realistic timeframes that will maintain a quality center-based system. CCHS will continue to provide facility costs in the child care contracts.

The first step toward achieving this objective of *Rethinking Child Care* is to conduct an in-depth

analysis to determine if there are savings with sponsor-held leases, and the degree of variation that exists in the relative efficiency of the city-held leases for child care. This analysis will assess the current sponsor-lease process and determine how it should be revised. Based on this analysis, CCHS will define new leasing models that will move CCHS away from leasing space for contracted care programs. Instead, CCHS will help programs pursue and manage their own leases.

Strategies	Timeline
A. Evaluate cost effectiveness of different types of lease structures.	Fall 2005
B. Establish guidelines and a process to transition programs to new system.	Winter 2005/06
C. Train and support sponsors to adapt to new model.	Summer 2006

## Objective II **New Facilities:** Facilitate the development and enhancement of quality child care centers throughout New York City.

CCHS recognizes the shortage of adequate child care facilities throughout the city. As such, this objective of *Rethinking Child Care* focuses on providing programs with opportunities to expand and enhance facilities. Too many centers do not have the resources to improve the conditions and amenities of existing facilities. According to one provider,

"It's the little things that count – a storage space for trikes when the kids are done, instead of just piling them on the side of the room; a cheery corner where parents can have a cup of coffee after dropping off their kids, or speak with teachers about their

progress; a cozy space with sofas and soft rugs, where kids can curl up with a teacher and read a book. These things make all the difference for families and staff members, but far too many of our centers can't provide them."<sup>30</sup>

By shifting to more privately held leases, ACS will concentrate on helping programs manage and enhance their child care facilities. For example, CCHS will promote partnerships with developers and others within the economic development community to assist programs.

Strategies	Timeline
A. Provide technical assistance to programs to help maintain, manage, and enhance child care facilities.	Summer 2006
B. Develop methods for using capital funding on non-City property to build new facilities.	Fall 2006
C. Develop new child care facilities by private/nonprofit entities.	Fall 2006

## Goal 5 **Indicators of Progress**

- ☐ Lease analysis of critical elements of all leases, City- and Sponsor-held, in order to better manage facilities and identify problem leases.
- ☐ Program performance, facility condition, lease costs, and other program operations criteria are used to review and decide on lease renewals.

## Goal 6

**Early Care and Education Integration and Coordination:** Bring together different early childhood care services to offer higher quality care options that better meet the varying care needs of families by integrating the Child Care and Head Start Division internally, and within the broader spectrum of City government's children's services.

## Rationale

The fragmented nature of the early childhood care and education system in New York City inhibits efforts to support children and families. New York City's families in need of subsidized child care have a variety of options – all with different enrollment processes, eligibility criteria, hours, levels of family support services, and administrative auspices. Currently, these differences create confusion for families seeking services, cause mismatches in services to needs, and create discontinuities in care, rather than the opportunity they should offer for targeting services to diversified needs. This goal of *Rethinking Child Care* aims to streamline the differences between early care and education programs to help parents find appropriate child care, reduce redundant administrative procedures for programs, and eliminate inefficiencies for ACS.

As previously mentioned, multiple agencies fund early childhood services, each with some distinct and many overlapping goals. Because early childhood services have varied priorities, distinct funding, and different regulations, they tend to be inequitable, not comprehensive, and scattered. "Early care and education has become a field in which dedicated practitioners are forced to compete with their colleagues for resources, causing a continual struggle not only for new programs, but among them."<sup>31</sup>

Certainly, integration and coordination of early care and education services is one of the most challenging, but likely most rewarding of these efforts. Integration and coordination also underlies much of the strategic plan. Indeed each of the aforementioned goals includes efforts to better integrate and coordinate policies, programs, and practices to better serve children and families. Integration will utilize Children's Services' expertise to provide services that draw upon the most effective elements of its services. By maximizing resources, CCHS will provide more comprehensive high quality early care and education services.

## Objective I

**Child Care and Head Start:** *Integrate Child Care and Head Start functions as fully as possible.*

With Child Care and Head Start administered within one agency, New York City has an opportunity to take advantage of the different programs' strengths and better meet the needs of families. While Child Care provides longer hours of service, Head Start provides more comprehensive services and addresses particular child and family needs. In combination, these programs can provide longer hours and more comprehensive early care and education that truly support young children's development and family functioning.

First, CCHS will identify and then reduce operational redundancies to use resources more efficiently. ACS is

### Guiding Principles

1. Children's Services should serve families *effectively*, by providing *high quality* programs.
2. Children's Services should be flexible to meet the changing needs of families, in order to serve young children *efficiently*.
3. CCHS should be *integrated* internally, within ACS as a whole, and coordinated within the broader context of government children's services.
4. Integration will help move New York City closer to having a comprehensive early care and education *system* that meets children's and families' needs, which are unique and changing.
5. Current internal, intra-agency, and interagency integration and coordination efforts should be *informed by and built on prior* integration efforts.

in the process of engaging a management consulting firm to evaluate each area of Head Start and Child Care program operations (e.g., licensing, training and staff development, quality assurance) to determine and promote the best management practices. ACS is also developing common administrative procedures that may be streamlined and improved for programs so that they may spend less time on administrative issues and focus more energy on serving children with high quality care. For example, new cost allocation guidelines will be developed to help CCHS-contracted programs manage fiscal issues. In New York City, some sponsors may have an ACS child care program, a Head Start program, and

a UPK program. The funding from each of these sources must be allocated properly to prevent the possibility of over-charging to any funding source, and for true fiscal accountability. This is one of the many action steps that CCHS is taking to support programs through internal integration.

Second, CCHS will create mechanisms to provide care that meets parents' schedules. Most parents need full-day, year round services for their young children. With an increase of service industry entry level jobs, fewer parents work Monday through Friday from 9am to 5pm; low-wage jobs often require non-traditional hours and unpredictable schedules. Because parents need child care during these hours, CCHS will seek ways to expand access to care during evenings and weekends.

Third, CCHS will make every effort within its jurisdiction to reduce discrepancies between Child Care and Head Start programs as they relate to staff compensation and staff training opportunities. CCHS will also encourage sponsor organizations, partner City agencies, participating unions and public oversight agencies to promote parity. In the past, these differences have caused tension between the two programs and reluctance among staff at the program level to accept, cooperate with, or advance efforts at integration. By eliminating these differences and mitigating tension between the two programs, CCHS will move toward presenting a more unified image.

ACS recognizes the need for the proposed strategies to truly help, not hinder, programs and operations. Indeed, support for the proposed integration efforts is essential for their success. Therefore, it is important that CCHS build on previous successful integration models. Efforts to integrate Child Care and Head Start within New York City's Settlement Houses in the 1990s proved effective and provided a model for Collaboration sites. Currently, CCHS has several collaboration sites that work together to provide young children and families with more comprehensive developmental services. Many lessons have been learned from these initiatives that inform CCHS's current integration plans. First and foremost, integrated programs require dedicated resources to ensure that the programs complement one another.

Past integration efforts have been sidelined by changing leadership, priorities, and policies. In particular, significant changes have occurred in early care and education policy at the State and federal level. To be sure, change is inevitable. It is incumbent upon Children's Services to develop incremental and sustainable steps toward integration that can withstand policy changes over time. Recognizing that the CCHS's needs will change as new policy changes arise, the division will develop techniques to safeguard integration and push for common policies and approaches to ever changing regulations.

Strategies	Timeline
A. Better integrate common operational function areas, policies, and procedures and achieve efficiencies in service delivery.	Fall 2005
B. Coordinate scheduling across CCHS programs to meet the needs of working families.	Spring 2006
C. Analyze staff functions across programs and promote parity in pay and benefits across Head Start and Child Care services.	Winter 2006/07

## Objective II *Integration within ACS: Better integrate CCHS into the work of ACS as a whole and especially around family support and neighborhood-based services.*

Each component of ACS's work focuses on the same overall mission to support children and families. It is not surprising therefore, that program areas have complementary functions. This objective focuses on making the most out of those pieces that complement one another. CCHS has expertise in supporting children's development, a vast service system of contracted care agencies across New York City's low-income communities, and a focus on providing broader family services in the context of children's care. These capabilities should be shared throughout the agency. At the same time, ACS family support services

have expertise in working with families facing many challenges. Because many parents with ACS child care assistance face the same problems, ACS family support services may contribute to child care programs' work with parents.

Early childhood education can be a primary preventive service for those in the child welfare system. An integrated approach to service delivery will transform the nature of ACS services into a comprehensive support system that focuses on the varied needs of young children and their families. This integrated effort is



consistent with the overall theme of re-conceptualizing Children's Services as neighborhood-based supports to meet community needs

CCHS has several administrative operations common to the agency, including administration, contracting, facilities, finance, personnel, legal, policy and planning, and management information systems (MIS). Over time, ACS has centralized some of these functions. This process facilitates specialization in administrative functions and ensures consistency across the agency. *Rethinking Child Care* continues this integration while ensuring that program area needs receive necessary administrative support. For example, with the centralization of management information systems, CCHS will have dedicated staff to interact with MIS, request reports and analyze data. At the same time, MIS will have specific personnel assigned to working with CCHS that have the expertise in MIS to produce high quality information. By institutionalizing these

personnel responsibilities and lines of communication, ACS will maximize its program and administrative capacity. Although CCHS will gain some additional resources through this reorganization, sometimes key managers and staff originally dedicated to CCHS program issues may be reassigned to work on other ACS priorities. When this occurs, it may create problems for CCHS when the priorities conflict. Perhaps the biggest obstacle to efficient and integrated operations is the lack of integrated and comprehensive program, fiscal, contracts, and facilities data and reporting.

With intra-agency integration, better communication between divisions is absolutely essential, and previous efforts at integration within the agency must be evaluated. To ensure intra-agency coordination is mutually beneficial for all entities, ACS will conduct regular meetings, establish consistent policies, adopt joint decision-making, and set clear rules for decisions.

Strategies	Timeline
A. Enhance family support functions by coordinating ACS family support interventions and recognizing early care and education programs as a vital neighborhood-based resource.	Fall 2005
B. Merge appropriate CCHS administrative functions into agency-wide divisions and improve upon existing efforts.	Winter 2005/06

## Objective III *Intra-agency Coordination: Integrate Child Care and Head Start services into the broader fabric of early care and education services to move toward a unified early care and education system in New York City.*

Since multiple agencies are responsible for supporting young children and their parents, integration across these services is critical. First and foremost, ACS can better support young children and their families by ensuring that all early care and education programs complement one another. ACS has evaluated the roles and responsibilities of different agencies that support young children to identify opportunities for integration, coordination, and strategic adoption of services.

At the program level, integration will also ease the administrative procedures for programs that co-locate different services. Currently, many programs co-locate programs with different funding streams and reporting requirements. Frequently, co-location allows programs to provide more comprehensive services that meet families' needs. However, it also increases the administrative burden and complicates accountability; for programs that house these programs, the administrative requirements can increase three-fold. CCHS will ease these redundancies with the development of cost-sharing allocation models for programs. In addition, CCHS is exploring methods of coordinating audits for programs that co-locate UPK, Head Start, and Child Care contracts.

At the agency level, *Rethinking Child Care* proposes integration between ACS child care services and HRA's voucher program into a unified program. Together, CCHS and HRA have the shared goal of ensuring that families are moving toward self-sufficiency, and that child care is an integral component of the array of services families need in their progress toward self-sufficiency and sustained employment. Although the agencies have somewhat different target populations, the child care needs of these families are the same, and in many cases they are the same families at different points in time. The two agencies administer their child care programs in somewhat different ways and the differences in administration can steer families to different forms of care and create other problems for families and the management of child care in the City, including:

- ❑ Many low-income families seeking child care assistance do not know which agency to contact and differences in the system significantly complicate child care access to families who face different eligibility systems and choices for care.

- ❑ Having two different administrative entities can make the process complex, creating problems for families, including: barriers to entry; discontinuities in care; loss of benefits as families move between systems; and fragmentation and categorical organization of services that do not meet families' and children's needs over time. By planning, budgeting, and developing policy for child care services within a single agency, one integrated system of care will offer the full range of early care and education options so that parents will more easily access appropriate services.

*Rethinking Child Care* also identifies opportunities for coordination across City, State, and federal agencies as well. Several efforts are currently underway to improve the coordination between agencies. For example, DOHMH has a newly created automated system that tracks licensing of all child care programs throughout New York City. DOHMH and ACS are working together to grant ACS access to this data and will develop mechanisms to ensure licensing information in ACCIS is current and reliable. While the agencies' functions remain distinct, they will complement one another.

This process of integration will evolve over time. As new needs and opportunities arise, ACS will adapt its services toward increased integration. For example, with the possible further expansions of UPK, ACS will have the opportunity to build around longer hours of care in Pre-K for preschool-age children to offer more wraparound services for Pre-K children and age-down more of child care services to serving younger children, one of the foremost priorities of this strategic plan. As ACS serves more infants and toddlers, integration with other efforts focused on young children will be necessary, such as DOHMH early intervention services. Only through the thoughtful coordination of public and private services, will New York City achieve a comprehensive and effective early childhood development system. Through interagency integration, more children will receive high quality, stable early care and education.

### Strategies

### Timeline

- A. Develop cost-sharing allocation models for children served across programs.
- B. Merge HRA's child care voucher program with ACS.
- C. Share intake, enrollment, and contract data across agencies.
- D. Coordinate and co-locate CCHS services with UPK.
- E. Establish simpler, more streamlined licensing procedures with DOHMH.
- F. Coordinate assessment, audit, performance, and quality measures across early care and education programs.

Summer 2005

Fall 2005

Spring 2005

Spring 2006

Spring 2006

Summer 2006

## Goal 6 *Indicators of Progress*

- ❑ HRA child care vouchers are integrated into ACS Child Care and Head Start.
- ❑ Best practices and policies are adopted for each functional area within ACS Child Care and Head Start.
- ❑ Parity within the early care and childhood development system is supported by the unions, sponsor board councils and City agencies that have a vested interest.
- ❑ Families receiving CCHS services also receive information and referrals to family support services in their communities through their CCHS program or through another ACS neighborhood-based program connected to their CCHS program.

## Conclusion

More than 100,000 of New York City's children spend a vast amount of time during their youngest years in publicly-supported child care while their parents are working. This includes many of our most vulnerable and youngest citizens whose cognitive, emotional and physical capabilities are taking shape at a rapid pace. Early childhood education presents literally the opportunity of a lifetime for children and for the city where they will eventually attend school and work. Research on the quality of child care confirms that early care and education is a very important developmental context; low-quality care places children at greater developmental risk, while good, stable care arrangements can compensate for many of the risk factors experienced by young children growing up in poor and low-income communities.

Much can be done to improve the early childhood care system to better serve children in their time of greatest developmental need. As many as 100,000 children, including the large majority of infants and toddlers, are currently not served, and much needs to be done to expand this system gradually as it is improved to better meet children's critical early developmental needs.

The elements outlined in this strategic plan for early childhood care are a starting point for an improved, better integrated, and over time, expanded early childhood care and education system. We start by refocusing the mission of the entire early childhood care system to emphasize child development. This means better aligning the expectations of parents, providers, and public administrators to the needs of children. It means redirecting the early childhood system toward the goals of facilitating child care quality, access, information, and choice. We continue by bringing together the disparate systems of care across different city agencies. The steps we are taking toward a better integrated early childhood care and education system are meant to comprehensively serve the diverse needs of families in a consistent way. It will allow families to better access and use combinations of care that match their needs, and to make developmentally appropriate transitions in care as individual children's needs change.

This plan sets the strategic direction to provide more effective services to support the development of young children and their families. By reallocating services to areas of high need, ACS effectively meets more of the need for care in the city, with its limited resources. ACS currently pays for contracted slots that

may not be used. This plan will eliminate vacancies and reinvest the funding for those slots to serve additional children in high need areas. Moreover, with the coordination of contracts and vouchers, Children's Services will increase utilization, reduce vacancies, and help to better meet the increased demands of public assistance families seeking more stable care arrangements. Most importantly, ACS will target resources on program quality enhancement efforts so that more of New York City's young children attend high quality programs that nurture children's development.

Implementation of *Rethinking Child Care* will require up-front investments. ACS needs the human capital to implement the strategies laid out in the plan, while also maintaining the day-to-day operations of an overstretched child care system. First, this will include supporting current personnel to carry out this vision for our early care and education system. For example, eligibility workers will spend more time on final eligibility determinations and technical assistance to programs than on face-to-face appointments with clients. This shift in responsibility will require professional development opportunities for CCHS staff. Second, Children's Services will need additional staff to accomplish the goals of *Rethinking Child Care*. For instance, with a renewed commitment to high quality care, Children's Services will need to hire additional personnel to provide technical assistance for helping programs. Without a doubt, Children's Services needs to invest in personnel to accomplish this needed, but ambitious plan.

With this plan, the Administration for Children's Services has embarked on an ambitious and viable process to improve early childhood development programs throughout New York City. This plan has already guided efforts to improve management functions and ease the child care access for parents and programs. The positive outcomes for the City as a whole and for families are numerous: the City and ACS will incur savings and eliminate inefficiencies throughout the system to reinvest in children; providers will have fewer administrative burdens and receive greater support to improve their programs; families will have greater access to higher quality early care and education services; and most importantly, young children will have greater developmental opportunities.

*This is the future we choose for our city's children.*

## **APPENDICES**

1 History of Child Care in New York City

2. Summary of Counting to 10 Report

3. Workgroup Participants

4. Utilization Maps

5. Data Tables and Figures

6. Enrollment Forms

7. Endnotes

## **APPENDIX 1: HISTORY OF CHILD CARE AND HEAD START IN NEW YORK CITY**

New York City has a long history of providing child care services. Beginning in 1941, Mayor LaGuardia established a Mayor's Committee on the Wartime Care of Children to meet the needs of the City's working families. Through this committee, he established New York City as the only city in the nation with publicly subsidized day care services and laid the groundwork for a partnership between City, State, and child care sponsoring boards that continues today. Prior to this time, child care services in New York City had been provided almost entirely through private philanthropy, nonprofit, and religious organizations. During this period, federal funding for child care came from the Works Projects Administration (WPA) and was limited to 14 school-based nurseries creating jobs for unemployed teachers to care for poor children and setting the stage for the development of child care programs that provided care and education services to children.

In 1949, the New York City Department of Health established health code standards for all child care services that are still enforced today and in 1950, a Bureau of Day Care was created within the Bureau of Child Welfare. Fifteen years later in 1965 Head Start was introduced in New York City as a federal War on Poverty initiative designated to mitigate the effects of poverty on children by offering educational, health, and other services during the day and maximizing parent and community involvement. Head Start programs were first managed by the City's Economic Opportunity Commission and later by the Community Development Agency. Until the 1970s, child care and Head Start services were managed by separate City agencies – the Bureau of Child Welfare and the Community Development Agency.

In 1971, Mayor Lindsay created the Human Resources Administration (HRA) and consolidated the management of all public funds for child care and

Head Start in HRA's Agency for Child Development (ACD). In 1995, Mayor Giuliani and the New York City Council created the Temporary Task Force on Child Care Funding to suggest ways to maximize and enhance the availability, quality, effectiveness and efficiency of child care services in New York City. Among other recommendations, the Task Force concluded that the city needed to establish a child care advisory group to provide ongoing guidance on Head Start and child care policy direction. In 1996, Mayor Giuliani established the Administration for Children's Services (ACS) as a freestanding city agency to protect children and their interests, bringing together for the first time: child welfare, child care and Head Start services under one city agency dedicated solely to children. Also, the advent of welfare reform in the mid-1990s increased both work requirements for welfare recipients and funding for child care. With New York City's implementation of welfare reform, HRA's child care voucher program expanded significantly. The following year, New York State enacted legislation that called for Universal Pre-Kindergarten (UPK) for every four-year-old to receive two and one half-hours of early childhood education per day. Since 1997, the UPK program has grown to serve almost 50,000 of New York City's four-year-olds. UPK has introduced new linkages between the public schools and community-based organizations providing child care and Head Start programs.

Within the last five years, ACS has committed to ongoing improvement of services. In September 2000, the ACS Advisory Board Child Care Sub-Committee was created to establish a new conceptual framework for Child Care and Head Start services. In July 2001, ACS released a Renewed Plan of Action for the Administration for Children's Services and in December 2001, ACS released the City's first coordinated plan for Child Care and Head Start called, "Counting to 10: New Directions in Child Care and Head Start." By the year 2005, ACS was responsible for a \$650 million Head Start and Child Care budget, providing services through vouchers and contracts with delegate agencies and sponsoring boards to over 80,000 New York City children.

## **APPENDIX 2: COUNTING TO 10 SUMMARY**

### *Counting to 10: New Directions in Child Care and Head Start Summary*

In 2001, ACS Child Care and Head Start convened a broad group of internal and external stakeholders in the early care and education system. This group set goals and made recommendations for specific activities to provide vision and direction for Child Care and Head Start services in New York City. These goals and activities reflected the top priorities of the ACS Advisory Board Child Care SubCommittee and its 6 workgroups: Family Engagement, Innovative Programming, Professional Development, Quality Improvement, Facilities Development and Fiscal Management. The 10 broad goals identified include:

- Goal 1: Ensure quality care for children.*
- Goal 2: Increase access to care.*
- Goal 3: Expand availability of care.*
- Goal 4: Broaden parent involvement and community engagement.*
- Goal 5: Strengthen workforce and sponsoring agencies.*
- Goal 6: Promote program innovation.*
- Goal 7: Build state-of-the-art facilities.*
- Goal 8: Enhance child development and support family functioning.*
- Goal 9: Maximize revenue to broaden the base of support.*
- Goal 10: Improve ACS operations.*

In addition, the Counting to 10 plan includes the goals, recommendations and membership of the 6 workgroups. Taken together, the goals and recommendations in the plan reflect broad participation and thoughtful planning by New Yorkers committed to insuring that children and families have access to safe and high quality child care and Head Start opportunities. **Counting to 10: New Directions in Child Care and Head Start** laid much of the ground work for *Rethinking Child Care* and informs much of the current plan's goals and corresponding strategies.

### APPENDIX 3: WORK GROUP PARTICIPANTS

#### *Leadership Team*

John B. Mattingly	<i>Commissioner, ACS</i>
Ajay Chaudry	<i>Deputy Commissioner, CCHS</i>
Jennifer L. Marino	<i>Associate Deputy Commissioner, CCHS</i>
Frances Phipps	<i>Assistant Commissioner, Head Start</i>
Robert Finch	<i>Executive Director for Eligibility Services, CCHS</i>

#### *ACS Workgroup Participants*

Horace Abrams	<i>Director, CCHS Payment Services</i>
Julie Asher	<i>Special Assistant and Project Coordinator, CCHS</i>
Jennifer Jones Austin	<i>Deputy Commissioner, ACS Policy and Planning</i>
Marilyn Bartlett	<i>Assistant Commissioner, HS Program Operations, CCHS</i>
Hayden Blades	<i>Assistant Commissioner, Facilities Management</i>
Carol Brown	<i>Program Management Consultant, CCHS</i>
Denise Borak	<i>Director, Budget, Financial Services</i>
Debra Cloud-Marcus	<i>Chief of Staff, CCHS</i>
Maria Cordero	<i>Executive Assistant, CCHS</i>
Kenzell Cozart	<i>President, Head Start Citywide Policy Council</i>
Delroy Davey	<i>Assistant Commissioner, Payment Services, Financial Services</i>
Steven Deutsch	<i>Director, Child Care Facilities Management</i>
Virginia Dowd	<i>Director, Resource Area Manhattan, CCHS</i>
Daryl Dyer	<i>Special Assistant, CCHS</i>
Gloria Ellis	<i>Executive Director, Child Care Services and Administration, CCHS</i>
Peggy Ellis	<i>Acting Deputy Commissioner, Family Support Services</i>
Deena Fox	<i>Urban Fellow, CCHS</i>
Ann Gardner	<i>Executive Director, Program Initiatives and Partnerships, CCHS</i>
Jeff Golden	<i>Director, Child Care Information Services, MIS</i>
Mike Hawkins	<i>Director, Head Start Information Services, MIS</i>
Rosie Henry	<i>Deputy Director, Resource Area Bronx, CCHS</i>
Cheryl Howard	<i>Director, Brooklyn Resource Area, CCHS</i>
Sylvia Ireland	<i>Director, Program Assessment, CCHS</i>
Larisa Isakov	<i>Computer Application Developer, Child Care Information Services, MIS</i>
Shaunice Jefferson	<i>Secretary, Head Start Citywide Policy Council</i>
Rosemary Kennedy	<i>Executive Director, Program Operations, CCHS</i>
Kery Kilgannon	<i>Deputy Director, Child Care Budget, Financial Services</i>
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Caroline McKay	<i>Urban Fellow, CCHS</i>
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LaVerne Parker	<i>Director for Information and Referral Services, CCHS</i>



Judy Perry	<i>Director, Policy, Planning and Analysis, Head Start, CCHS</i>
Valerie Russo	<i>Deputy Commissioner, Child Welfare Programs, QA</i>
Dan Sedlis	<i>Associate Commissioner, MIS, Administration</i>
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Larry Thomas	<i>Executive Director, Sponsor Management and Compliance, CCHS</i>
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Gary Weinstock	<i>Director for Eligibility and Legislative Review, CCHS</i>
Synia Wong	<i>Senior Analyst, Research and Evaluation, Policy and Planning</i>

#### *Workgroup Participants: External Stakeholders*

Candice Anderson	<i>Senior Policy Associate for Education and Child Care, Citizens' Committee for Children</i>
Beryl Clark	<i>Collaboration CCHS Program Director, Staten Island Mental Health Services</i>
Marian Detelj	<i>Collaboration CCHS Program Director, Lenox Hill Neighborhood Association</i>
Susan Feingold	<i>Executive Director, Bloomingdale Family Program</i>
Ronnie Fisher	<i>Associate Executive Director, University Settlement</i>
Laurel Fraser	<i>Deputy Director, DOE UPK</i>
Kay Hendon	<i>Executive Director, HRA Child Care</i>
Rebecca Koffler	<i>Director, Early Childhood Programs, JCCA</i>
Nancy Kolben	<i>Executive Director, Child Care Inc.</i>
Andree Lessey	<i>Early Childhood Education Administrator, DOE UPK</i>
Marjorie McLoughlin	<i>Executive Director, Cardinal McCloskey</i>
Gail Nayowith	<i>Executive Director, Citizens' Committee for Children</i>
Janice Molnar	<i>Formerly of DYCD; Private Consultant</i>
Richard Oppenheimer	<i>Director, Nuestros Niños and Vice President, CSA</i>
Suzanne Reisman	<i>Program Coordinator, NY Child Care Seed Fund</i>
Sheila Smith	<i>Director, Best Practices for Quality Early Childhood Programs New York University, Steinhardt School of Education Child and Family Policy Center</i>
Sandy Socolar	<i>DC1707 Budget Analyst</i>
Hilda Valdez	<i>Child Care Policy Analyst, United Neighborhood Houses of New York</i>
Michael Zisser	<i>Executive Director, University Settlement</i>

#### *Workgroup Participants: Consultants*

Janice Nittoli	<i>Executive on Loan to ACS, Annie E. Casey Foundation</i>
John Kim	<i>Consultant, Annie E. Casey Foundation</i>
Kathleen Noonan	<i>Consultant, Annie E. Casey Foundation</i>
Kate Tarrant	<i>Consultant, Early Care and Education</i>

## A P P E N D I X 4 : M A P S

**Map 4a:**

*Distribution of young children (650,000).*

**Map 4b:**

*Distribution of children under 200% FPL (275,000).*

**Map 4c:**

*Distribution of single parents.*

**Map 4d:**

*Distribution of children with all parents working.*

**Map 4e:**

*Distribution of poverty and HS services.*

**Map 4f:**

*Distribution of low-income children.*

**Map 4g:**

*Brooklyn, Distribution of low-income children and ACS services.*

**Map 4h:**

*Bronx, Distribution of low-income children and ACS services.*

**Map 4i:**

*Manhattan, Distribution of low-income children and ACS services.*

**Map 4j:**

*Queens, Distribution of low-income children and ACS services.*

**Map 4k:**

*Staten Island, Distribution of low-income children and ACS services.*

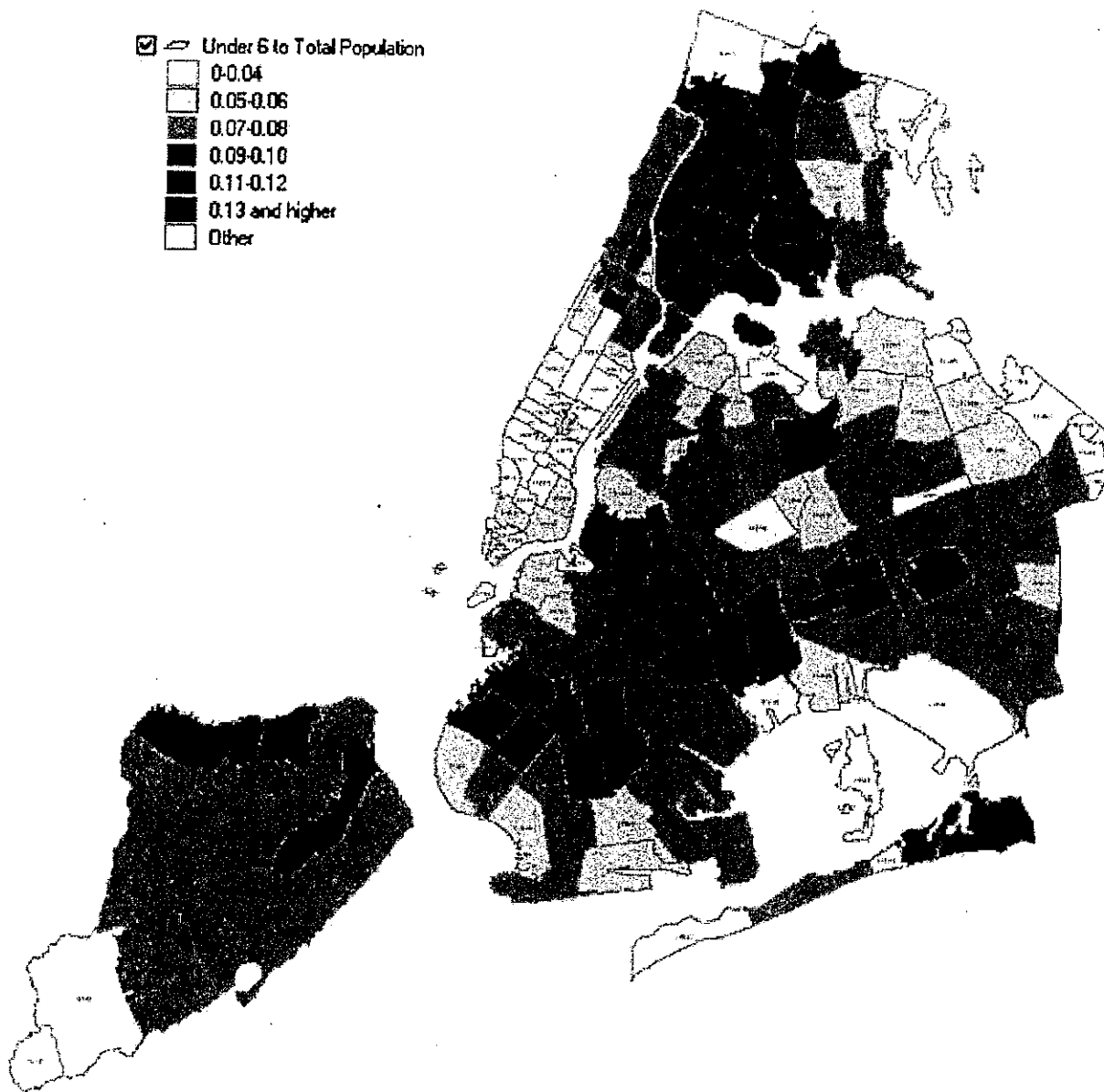
**Map 4l:**

*Ratio of available service to need, children under 200% FPL.*

## Map 4a: *Distribution of Young Children*

Utilization Review and Community Needs Analysis:

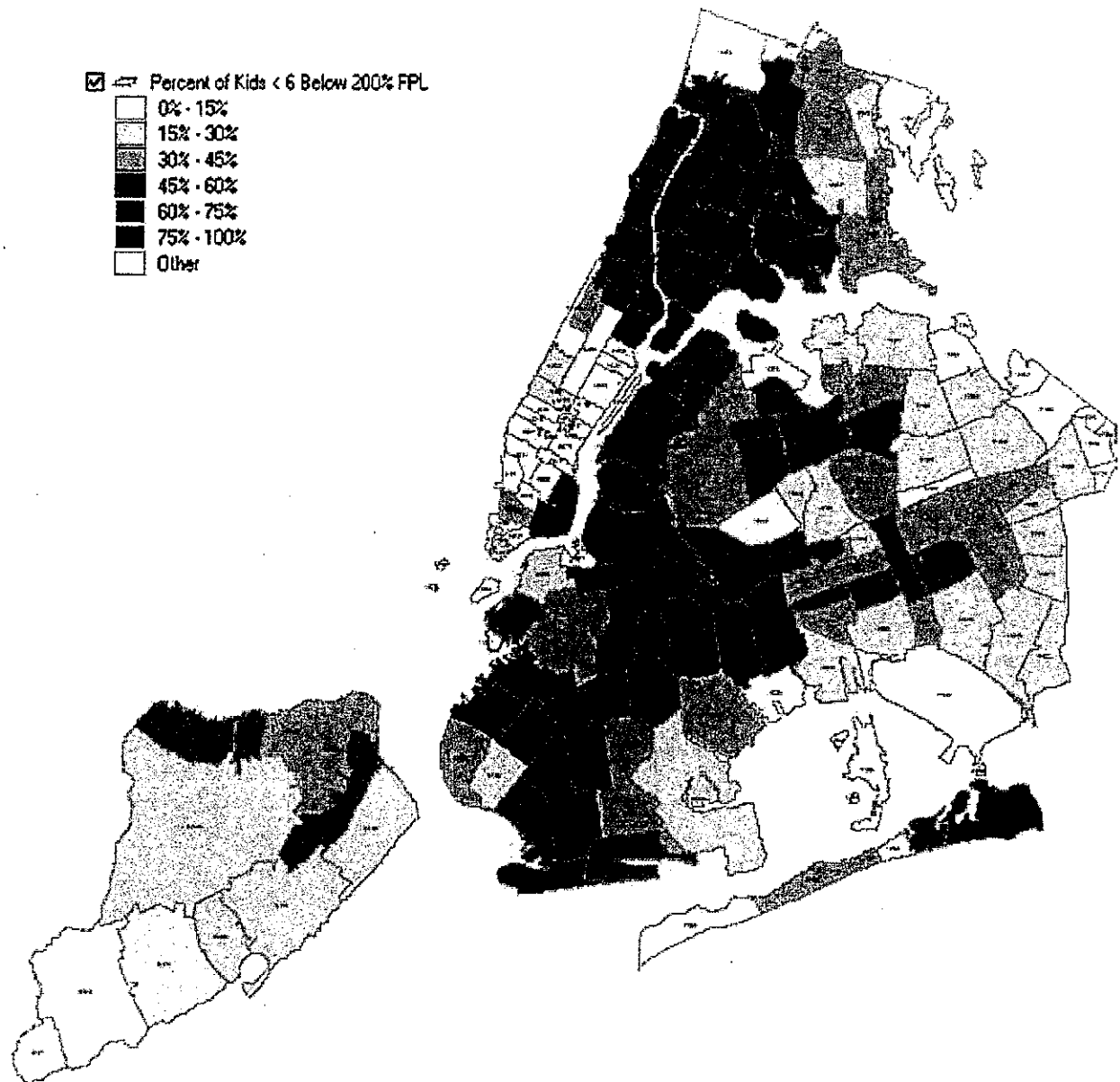
*Child Concentration by ZIP Codes in New York City - DCP, Census 2000.*



## Map 4b: *Distribution of Children Under 200% FPL*

Utilization Review and Community Needs Analysis:

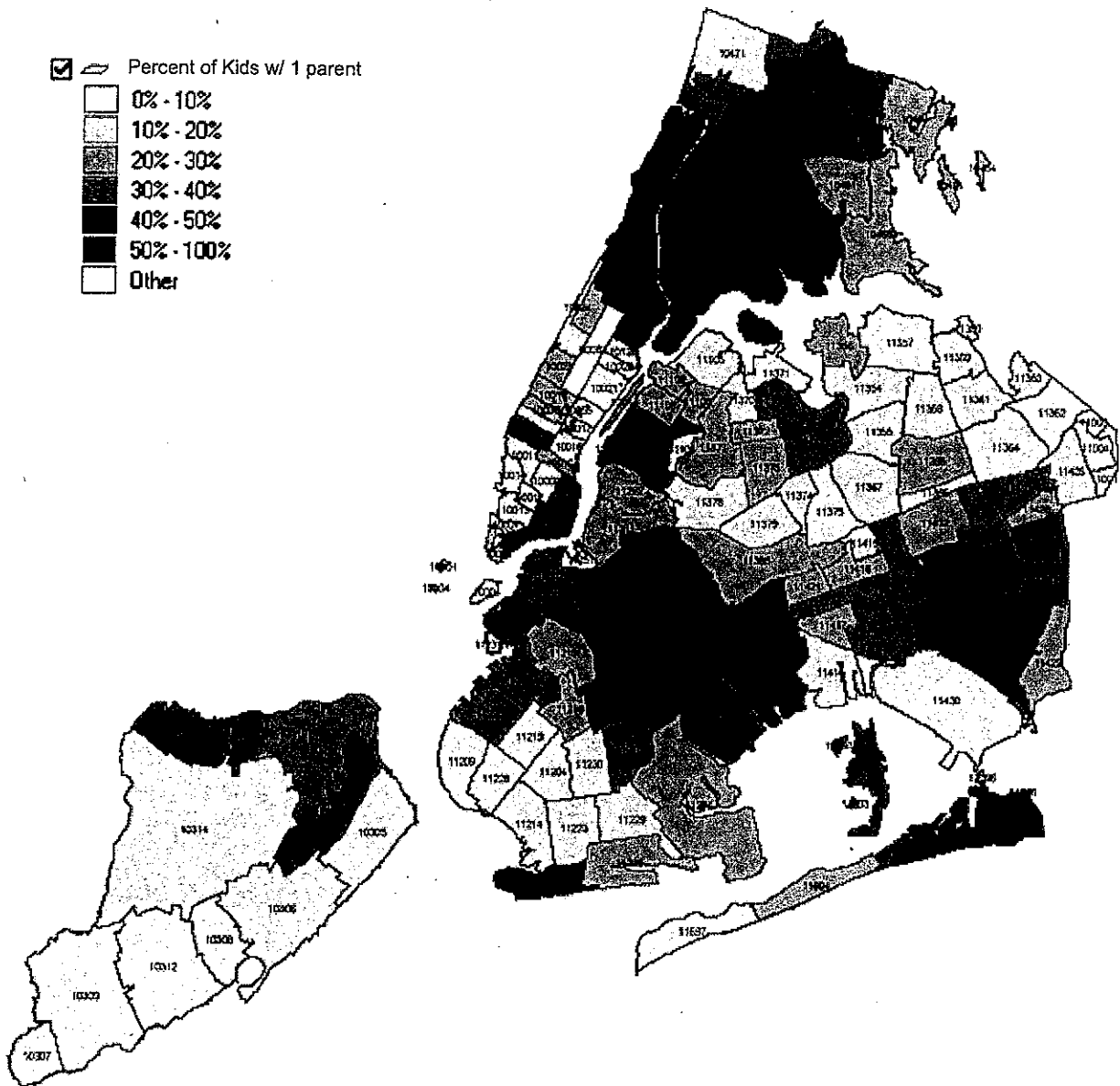
*Low-Income Children by ZIP Codes in New York City - DCP, Census 2000.*



## Map 4c: *Distribution of Single Parent Families*

Utilization Review and Community Needs Analysis:

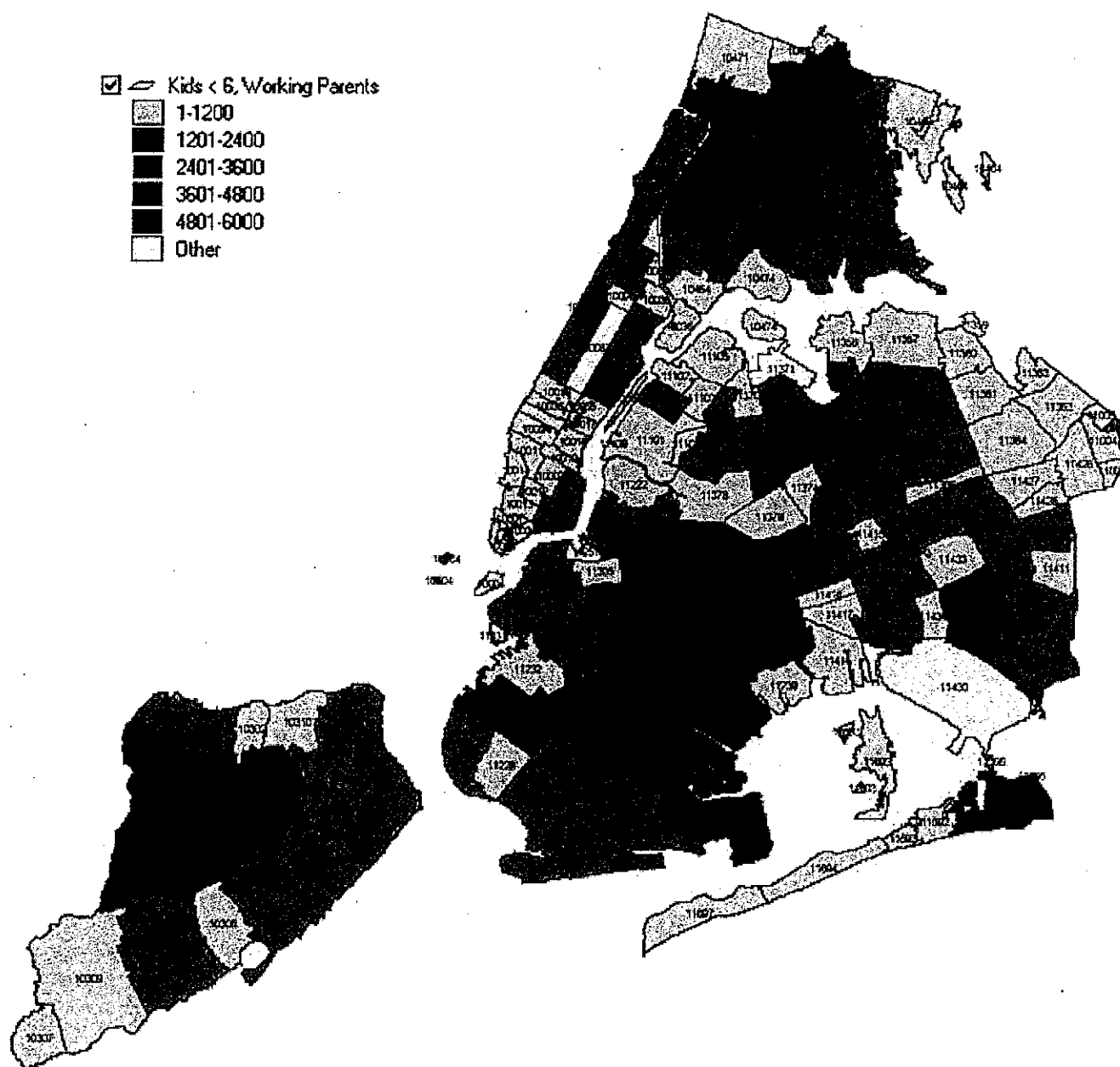
*Percent Children Living with One Parent by ZIP Codes in New York City – DCP, Census 2000.*



**Map 4d: *Distribution of Children with All Parents Working***

### Utilization Review and Community Needs Analysis:

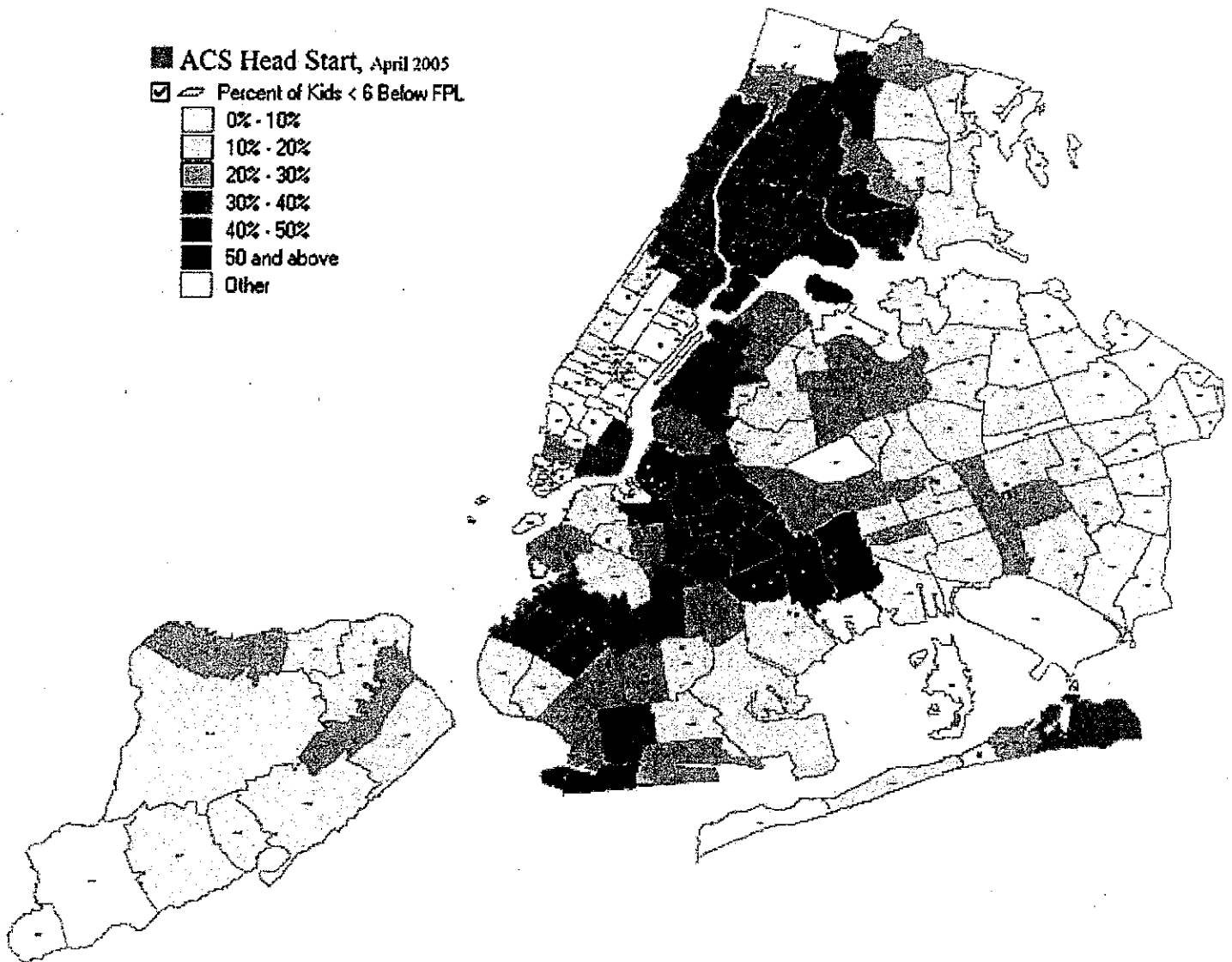
*Children Under 6 with Working Parents by ZIP Codes in New York City – DCP, Census 2000.*



## Map 4e: *Distribution of Poverty and HS Services*

Utilization Review and Community Needs Analysis:

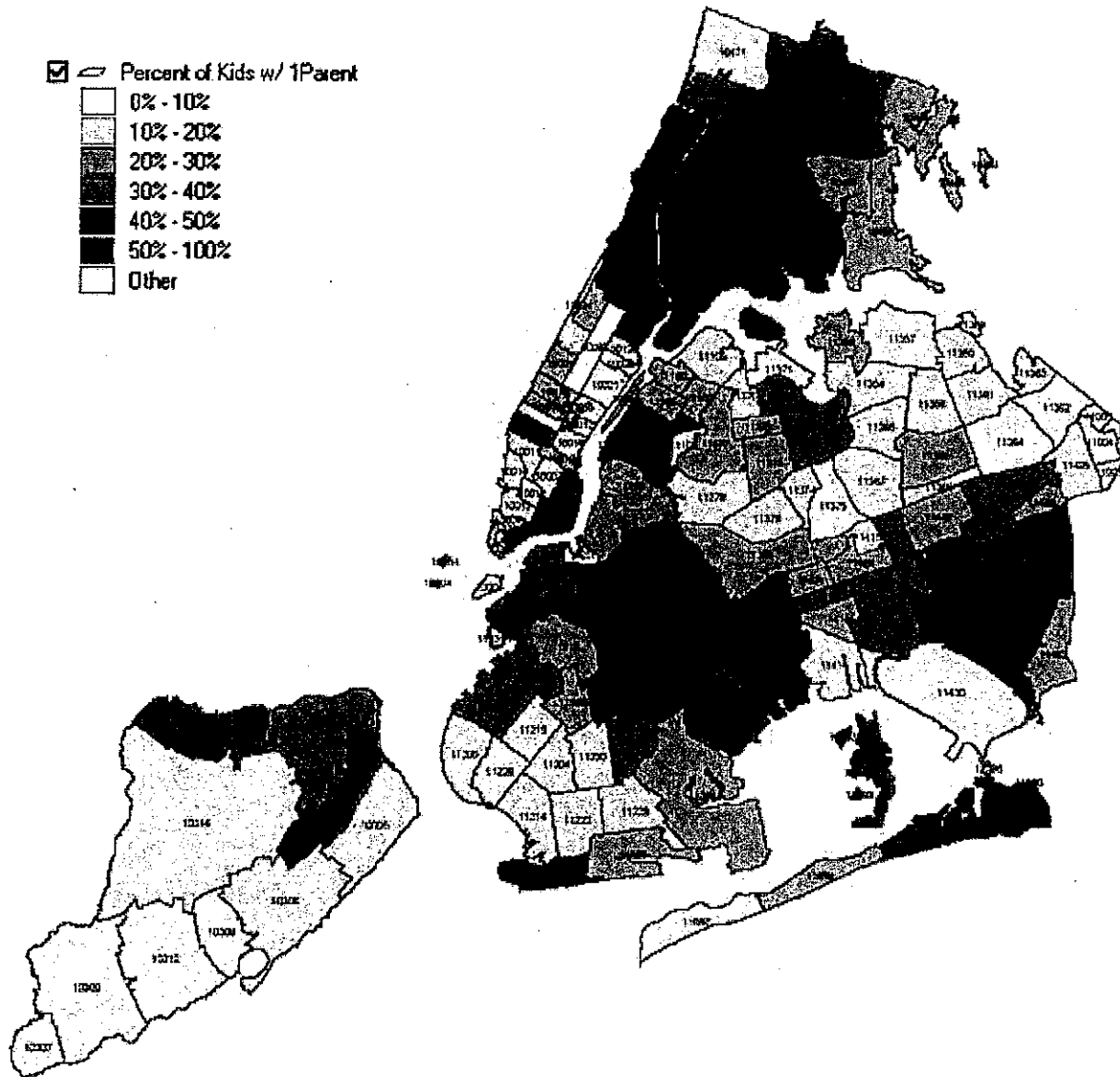
*Percentage of Children Under 6 Below 100% FPL by ZIP Codes in New York City – DCP, Census 2000.*



## Map 4f: *Distribution of Low-Income Children*

Utilization Review and Community Needs Analysis:

*Percentage of Children Under 6 Below 200% FPL by ZIP Codes in New York City – DCP, Census 2000.*

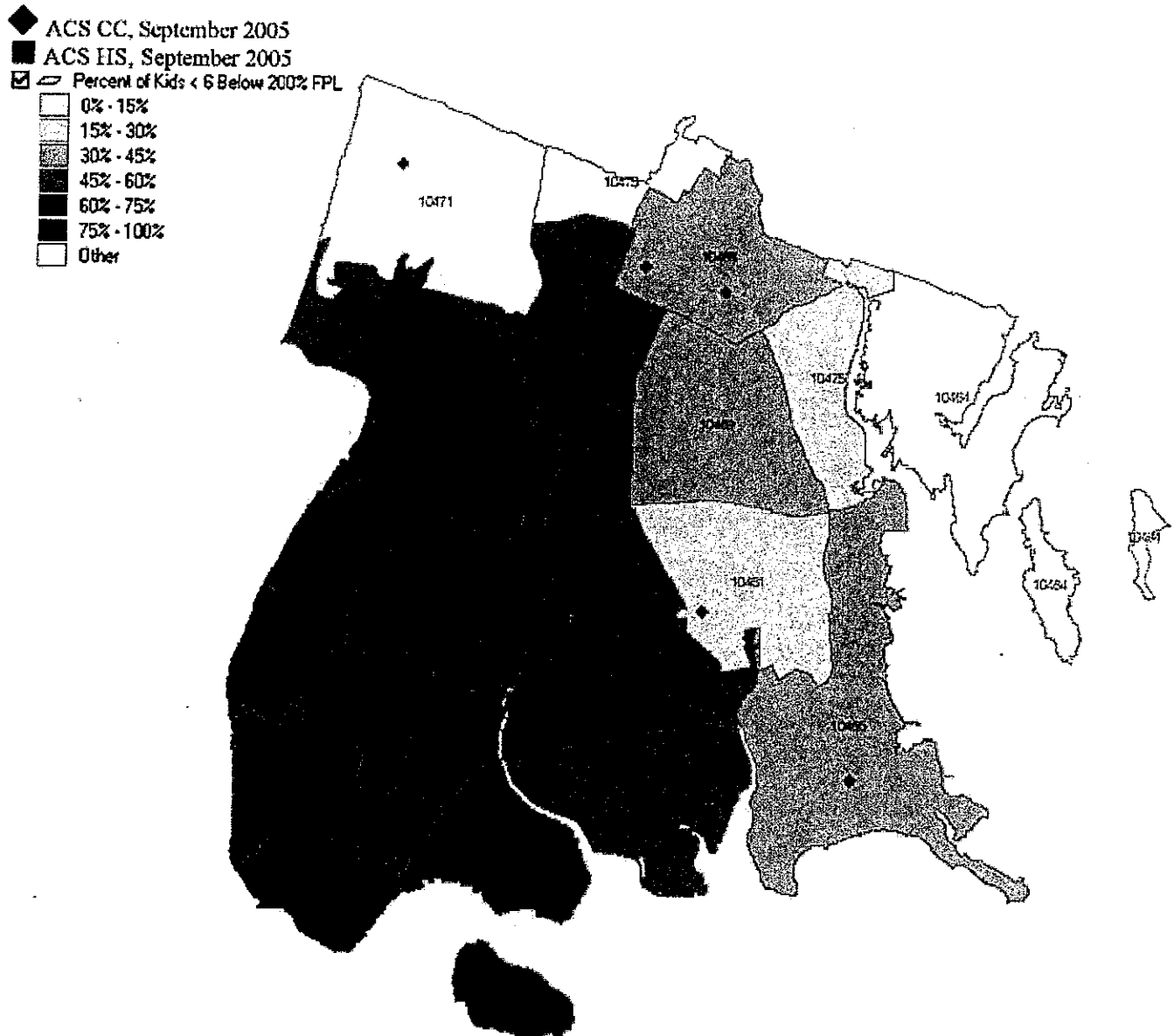




## Map 4g: *Bronx Distribution of Low-Income Children and ACS Services*

Utilization Review and Community Needs Analysis:

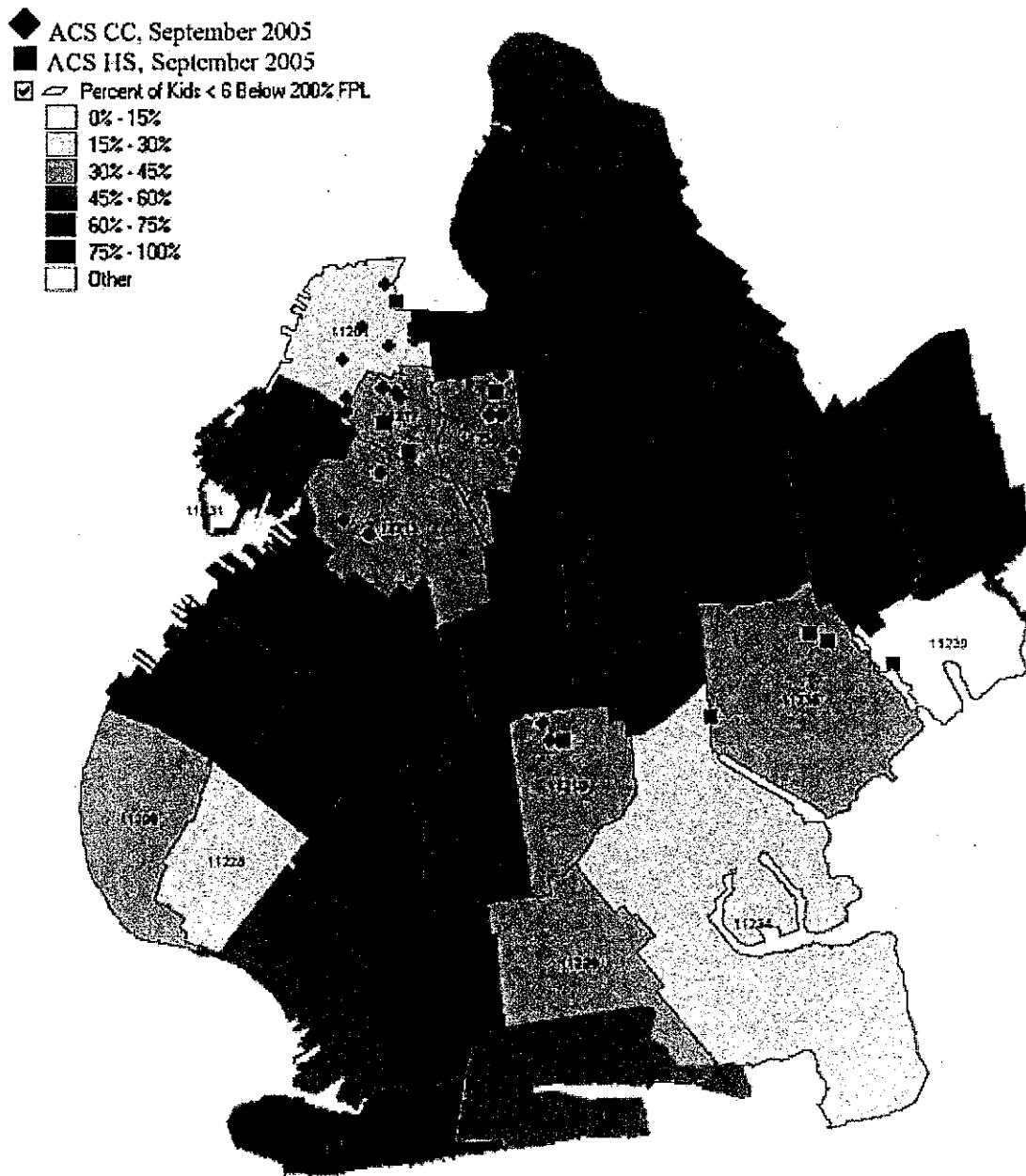
*Percentage of Children Under 6 Below 200% FPL by ZIP Codes in the Bronx – DCP, Census 2000.*



**Map 4h: Brooklyn Distribution of Low-Income and ACS Services**

### Utilization Review and Community Needs Analysis:

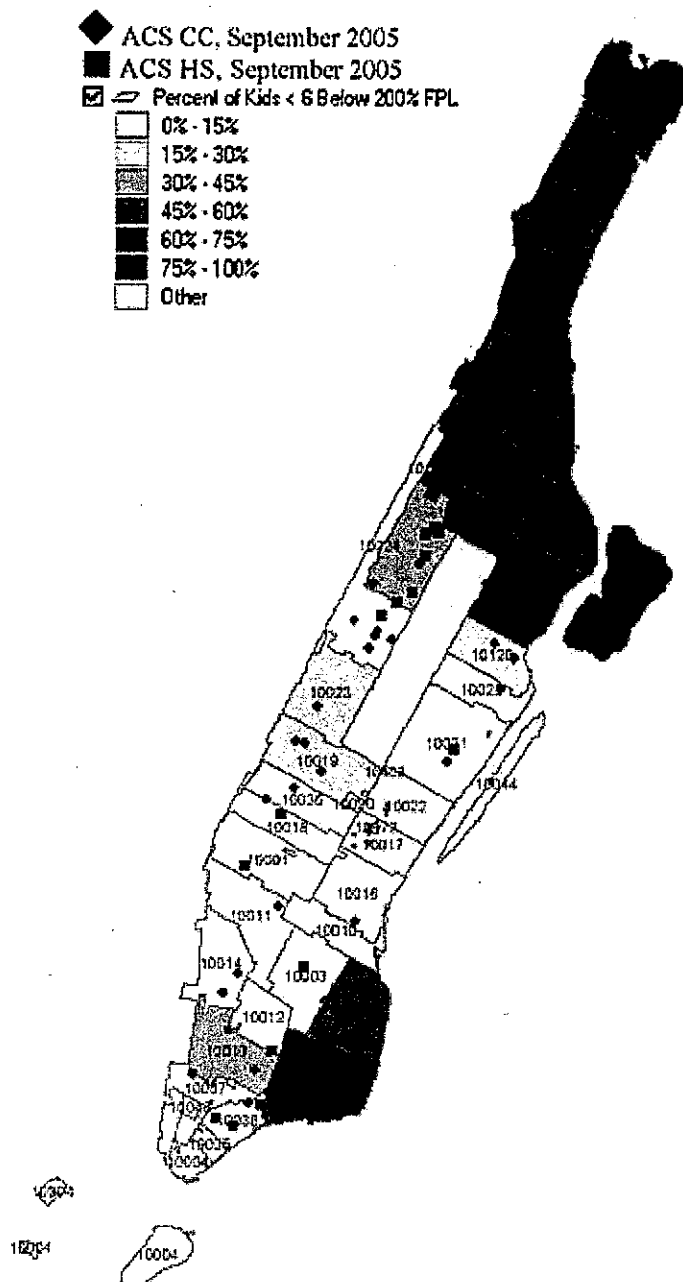
*Percentage of Children Under 6 Below 200% FPL by ZIP Codes in Brooklyn – DCP, Census 2000.*



## Map 4i: *Manhattan Distribution of Low-Income and ACS Services*

Utilization Review and Community Needs Analysis:

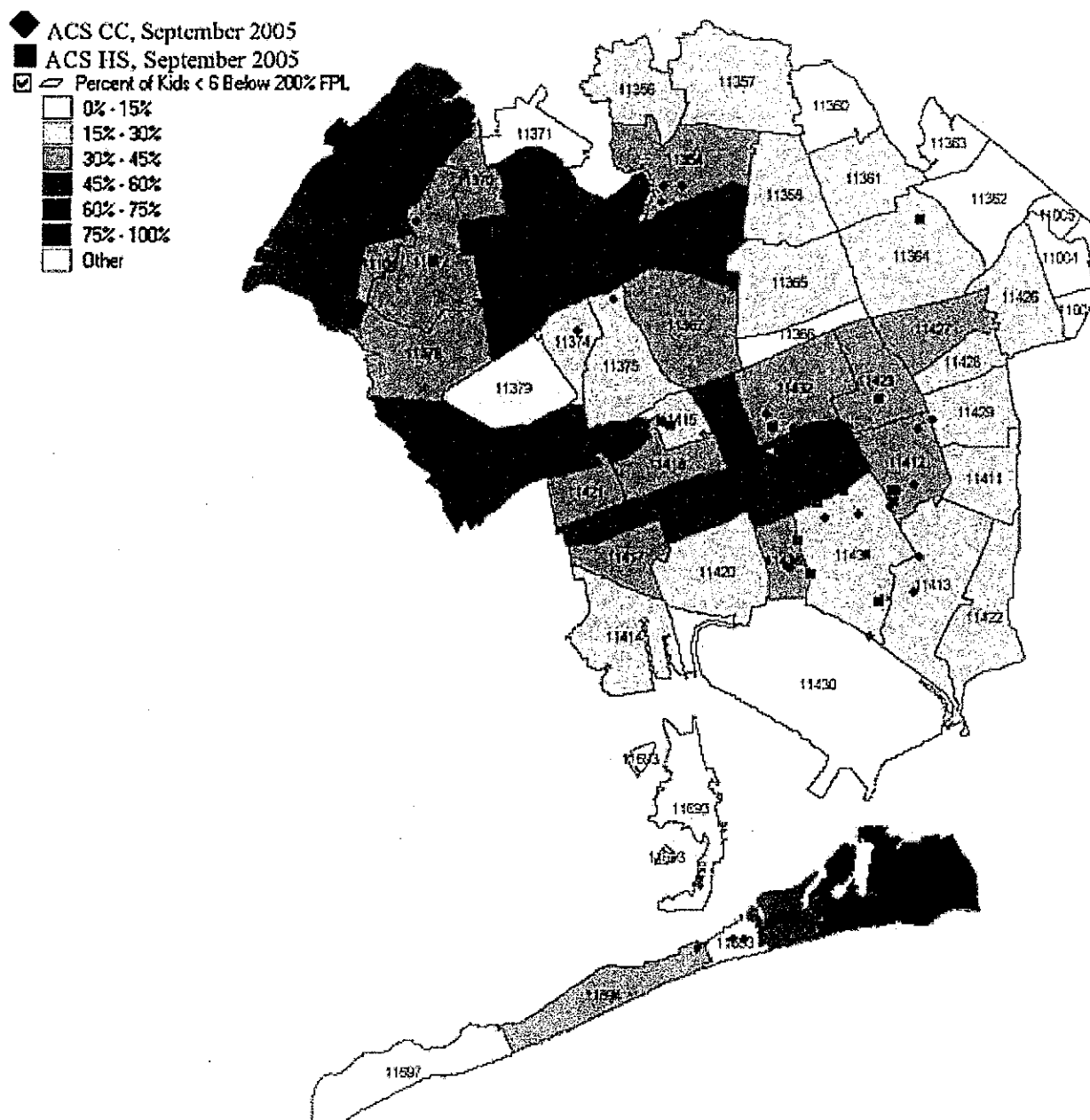
*Percentage of Children Under 6 Below 200% FPL by ZIP Codes in Manhattan – DCP, Census 2000.*



## Map 4j: *Queens Distribution of Low-Income and ACS Services*

Utilization Review and Community Needs Analysis:

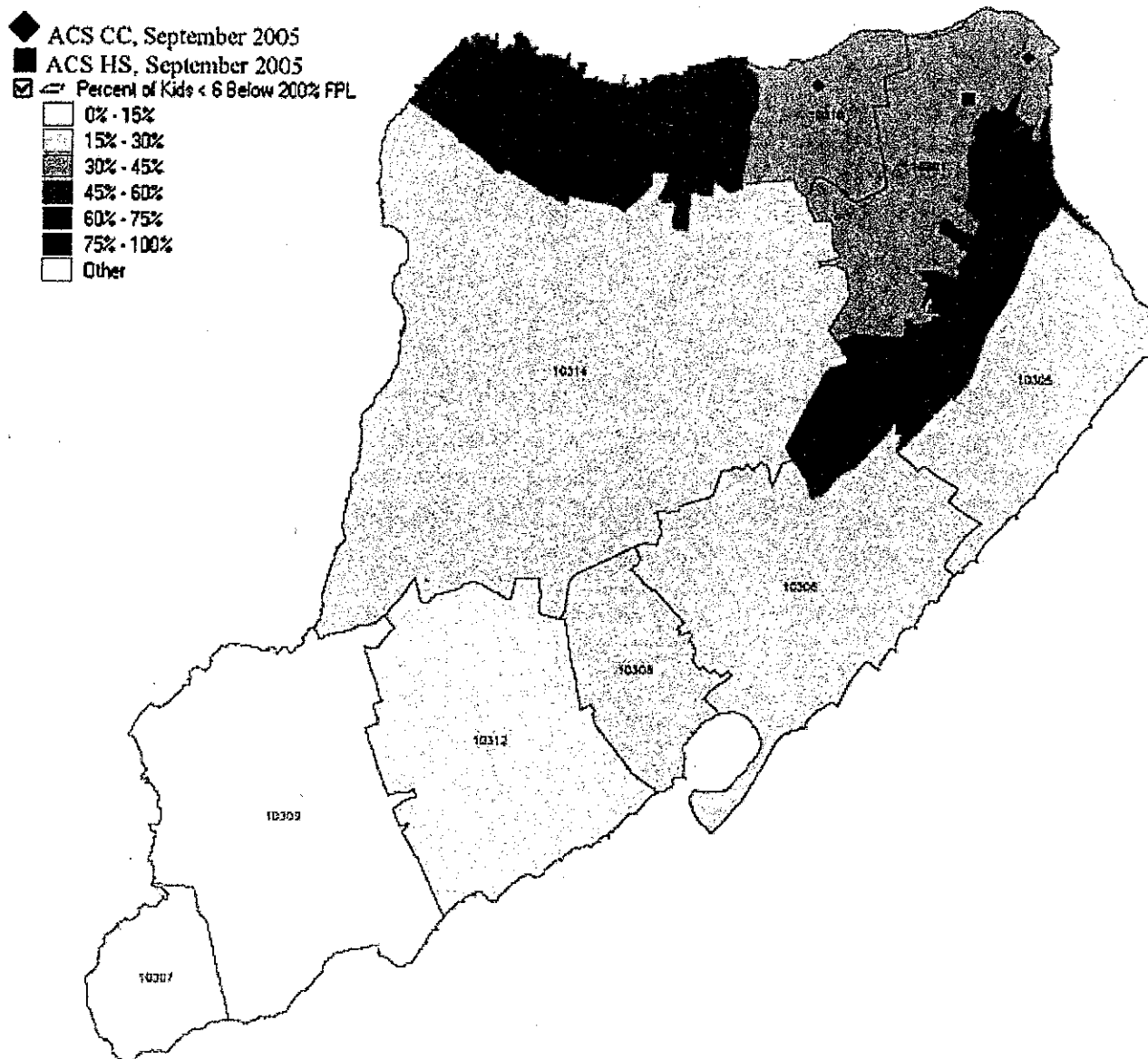
*Percentage of Children Under 6 Below 200% FPL by ZIP Codes in Queens – DCP, Census 2000.*



## Map 4k: *Staten Island Distribution of Low-Income and ACS services*

Utilization Review and Community Needs Analysis:

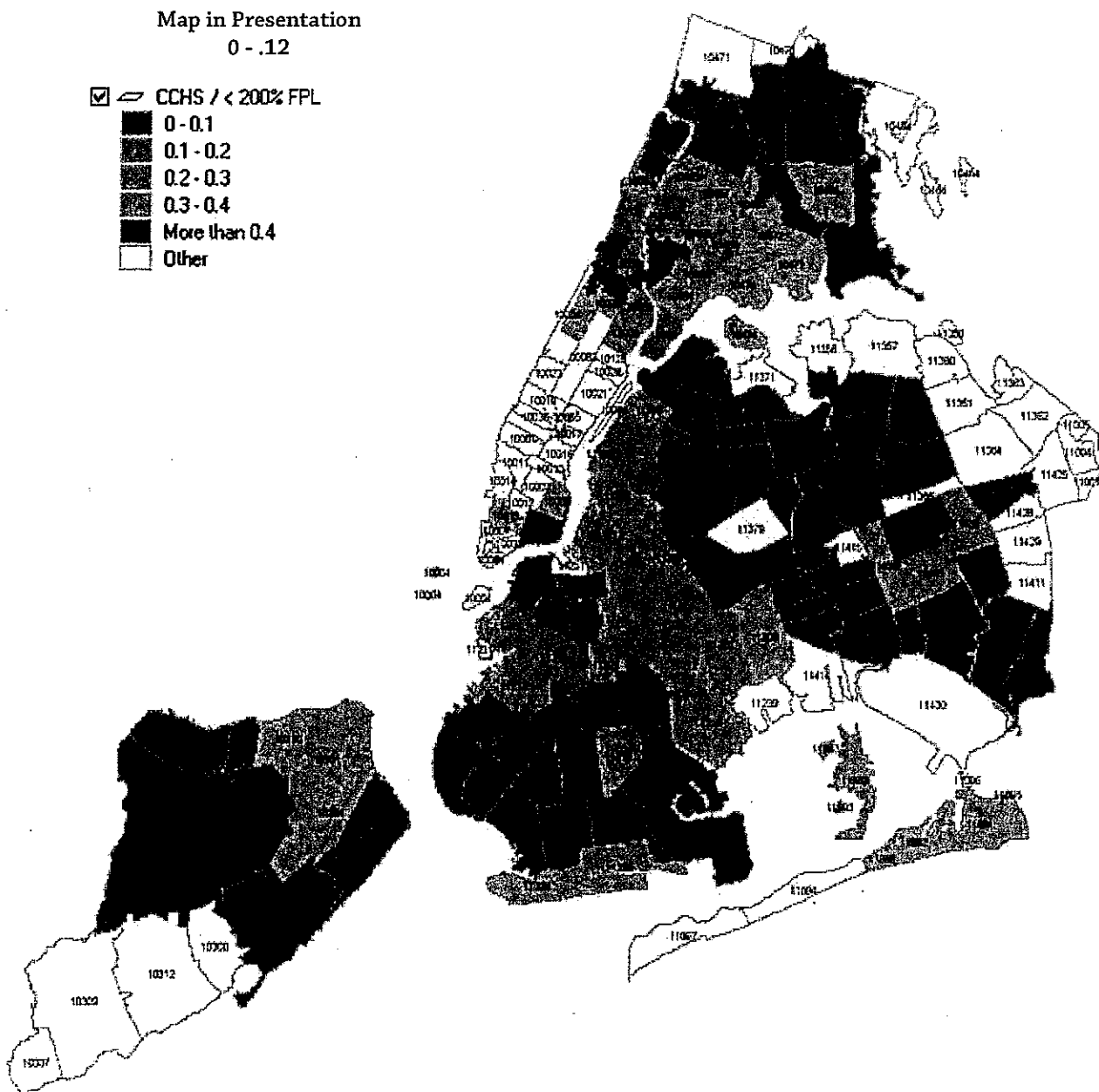
*Percentage of Children Under 6 Below 200% FPL by ZIP Codes in Staten Island – DCP, Census 2000.*



**Map 41: *Ratio of Available Service to Need, Children Under 200% FPL***

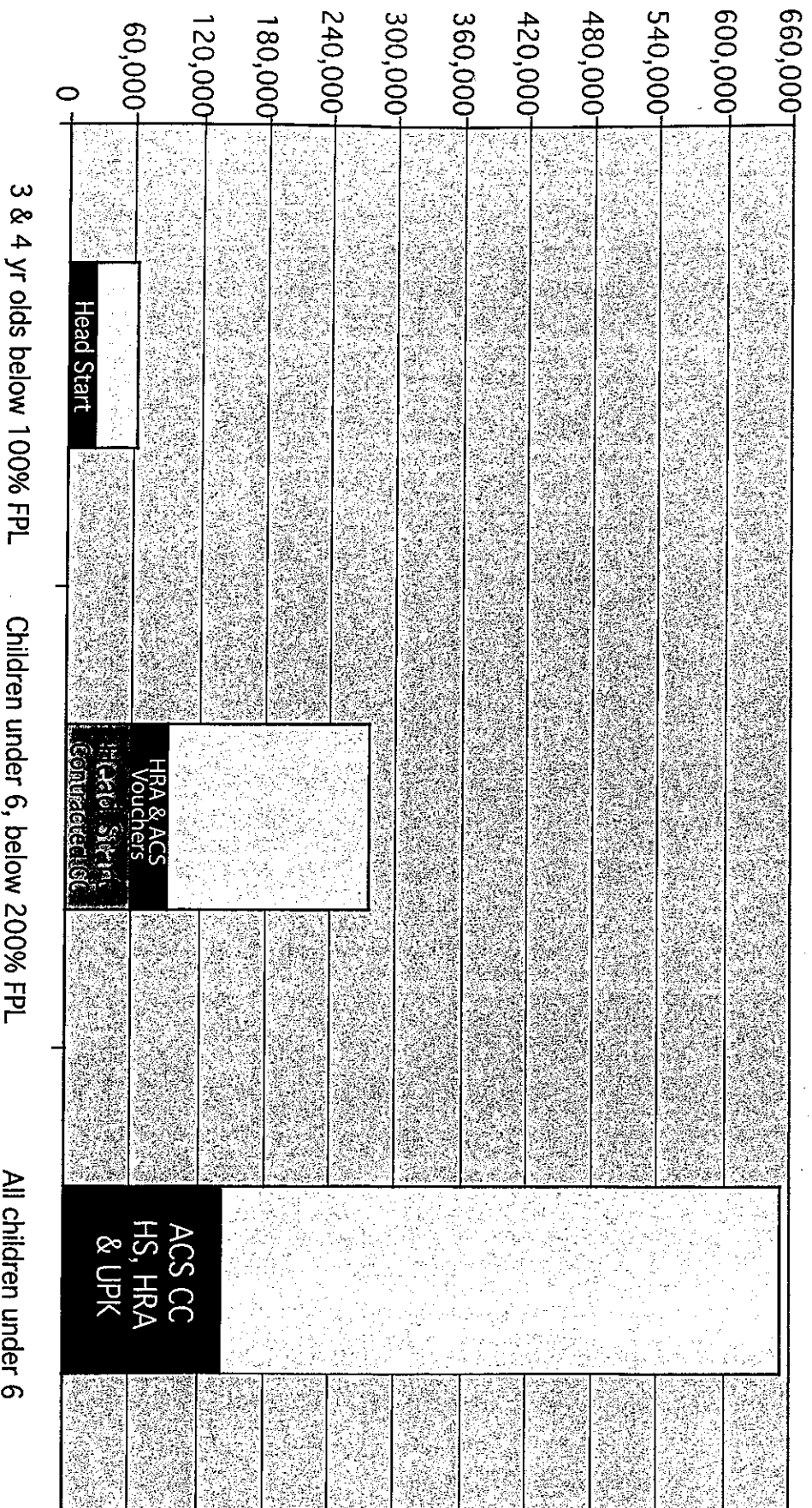
### Utilization Review and Community Needs Analysis:

*Ratio of ACS CC and HS to Children Under 6 Below 200% FPL by ZIP Codes in NYC – DCP, Census 2000.*

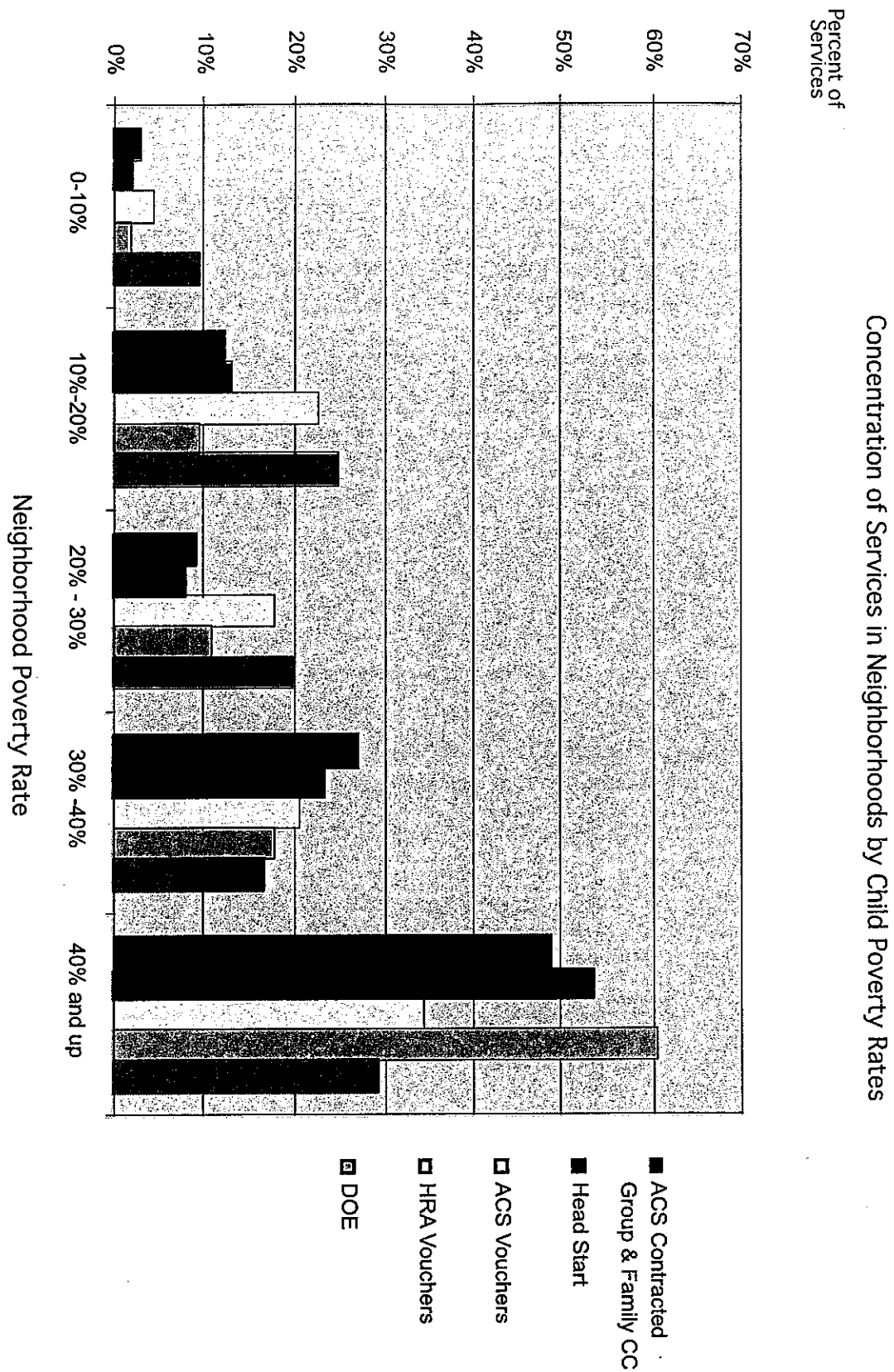


## Appendix 5: Data Tables

Figure 1: Service Coverage for Child Populations, with Service Targets



**FIGURE 2**





**TABLE 1**

PROPORTIONS OF ECH SERVICE TYPES IN ZIP CODES BY CONCENTRATIONS OF POVERTY													
Poverty Rates	No. of Zips	Total Population	Child Population	GCC	FCC	HS	ACS Vouchers	HRA Vouchers	DOE	All ACS	ACS & HRA	ACS, HRA, & DOE	Private
0-10%	45	1,225,775	71,043	2.8%	0.4%	2.2%	4.5%	1.6%	9.4%	2.7%	2.4%	5.0%	23.4%
10%-20%	47	1,948,249	139,913	9.9%	20.7%	13.1%	22.7%	9.3%	24.7%	14.8%	13.6%	17.7%	33.7%
20%-30%	31	1,631,731	128,079	9.4%	6.9%	8.1%	17.7%	10.8%	19.9%	10.5%	10.6%	14.0%	18.1%
30%-40%	24	1,285,956	107,955	21.9%	16.4%	23.20%	20.7%	17.7%	16.8%	21.2%	20.5%	19.1%	12.2%
40% & up	33	1,916,557	205,433	56.0%	55.6%	53.4%	34.4%	60.5%	29.1%	50.8%	52.9%	44.2%	12.7%

**TABLE 2**

<b>Percent of Low Income Children Served in Contracted Slots or Vouchers (excluding zip codes with no young children)</b>	<b>Number of Zip Codes</b>
Between 0 and 12%	72
12.01% - 24%	30
24.01% - 36%	36
36.01% - 48%	14
Over 48%	28

**TABLE 3**

<b>Percent of Low Income Children Served in Contracted Slots (in zip codes with contract services)</b>	<b>Number of Zip Codes</b>
Between 0 and 12%	36
12% - 24%	39
24% - 36%	15
36% - 48%	8
Over 48%	18

**TABLE 4**

<b>AGE DISTRIBUTION OF ECE SERVICES RELATIVE TO NYC (2000 CENSUS)</b>			
	<b>Number Served in All Subsidized NYC Early Childhood Care and Education</b>	<b>Number of Children Under Age 6 in NYC</b>	<b>% of New York City Children Receiving Care Services</b>
Children Birth to Age One	3,178	110,333	2.9%
Age One	7,673	107,442	7.1%
Age Two	10,510	105,776	9.9%
Age Three	23,913	106,980	22.4%
Age Four	75,553	110,347	68.5%
Age Five	10,225	111,545	9.2%

**TABLE 5**

<b>AGE DISTRIBUTION BY MODALITY OF ECE SERVICES</b>			
	<b>Group Child Care, Head Start and UPK</b>	<b>Family Child Care</b>	<b>Informal Care</b>
Children Birth to Age One	465	820	1,893
Age One	1,383	2,647	3,643
Age Two	3,692	3,427	3,391
Age Three	18,391	2,425	3,097
Age Four	71,164	1,501	2,888
Age Five	6,899	704	2,622

**TABLE 6**

<b>GOALS FOR DISTRIBUTION OF SERVICES BY AGE</b>					
<b>Age</b>	<b>All ACS HS/CC and Other HS</b>	<b>Current Level of Service</b>	<b>12-18 Months</b>	<b>3 Years</b>	<b>5 Years</b>
0	1,044	2%	2%	4%	5%
1	3,325	6%	6%	8%	10%
2	5,878	10%	12%	18%	24%
3	19,352	33%	34%	32%	32%
4	22,327	38%	34%	29%	24%
5	7,024	12%	12%	9%	5%

## Appendix 6: Enrollment Forms (Draft)

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## APPLICATION FOR CHILD CARE SUBSIDY

<b>OFFICE USE ONLY</b>		Case #:	Application Date: / /	
<b>Section 1 APPLICANT</b>		LAST Name: _____ FIRST Name: _____ M.I.: _____ ADDRESS Residence: _____ CITY/BOROUGH: _____ STATE: _____ ZIP CODE: _____ ADDRESS Mailing (if different than above): _____ CITY/BOROUGH: _____ STATE: _____ ZIP CODE: _____ TELEPHONE (Work): _____ TELEPHONE (Home): _____ TELEPHONE (Cell or Other): _____ Do you receive PA or Medicaid? <input type="checkbox"/> YES <input type="checkbox"/> NO If so, what is your PA number? _____ PA #: _____ What is your primary language? _____		

1. List the names of every one who lives with you, even if they are not applying for care.  
 2. List yourself on the first line, followed by the names of all of the other people who live with you and their relationship to you.  
 3. Fill in the date of Birth, Sex, Ethnicity and Race columns **only** for children in need of care, their parents (including a step-parent) and any additional children under 18 who are in the household.

Section 2 FAMILY MEMBERS		LAST Name	FIRST Name	M.I.	RELATIONSHIP	DOES THIS PERSON NEED CHILD CARE? YES/NO	BOTH OF CHILD'S PARENTS RESIDE IN THE HOME? YES/NO	DATE OF BIRTH	SEX M/F	RACE (SEE LEGEND BELOW)	ETHNICITY (SEE LEGEND BELOW)	SOCIAL SECURITY NUMBER (OPTIONAL)
1.					SELF							
2.												
3.												
4.												
5.												
6.												

**RACE:** 1. Caucasian/White 2. African American/Black 3. Asian 4. Native American or Alaskan Native 5. Native Hawaiian/Pacific Islander **ETHNICITY:** 6. Hispanic or Latino 7. Non-Hispanic

For additional family members, please attach a separate sheet.

Include information for any spouse/other parent of the children applying for care who lives in the home.

<b>Section 3 EMPLOYMENT</b>		APPLICANT'S EMPLOYER Name: _____		Hours per week: _____ Tel #: ( ) _____	
ADDRESS: _____		CITY/BOROUGH: _____	STATE: _____	ZIP CODE: _____	
APPLICANT'S Scheduled Days and Hours of Employment (i.e.: Mon - Fri, 9 a.m. - 5 p.m.): _____		Does Job have a Rotation Shift? <input type="checkbox"/> YES <input type="checkbox"/> NO Does Job Require O/T? <input type="checkbox"/> YES <input type="checkbox"/> NO			
SPOUSE/OTHER PARENT EMPLOYER Name: _____		Hours per week: _____ Tel #: ( ) _____			
ADDRESS: _____		CITY/BOROUGH: _____	STATE: _____	ZIP CODE: _____	
SPOUSE/OTHER PARENT Scheduled Days and Hours of Employment (i.e.: Mon - Fri, 9 a.m. - 5 p.m.): _____		Does Job have a Rotation Shift? <input type="checkbox"/> YES <input type="checkbox"/> NO Does Job Require O/T? <input type="checkbox"/> YES <input type="checkbox"/> NO			

<b>Section 4 CHILD/FAMILY NEEDS</b>		Are you requesting child care primarily so that you can work? <input type="checkbox"/> YES <input type="checkbox"/> NO		Is the child for whom you are requesting care living with someone other than his/her mother or father? <input type="checkbox"/> YES <input type="checkbox"/> NO	
If not, please read the instruction section titled "Child/Family Needs" and write your reason for care here: _____		Does your child have any conditions that require special help or attention? <input type="checkbox"/> YES <input type="checkbox"/> NO		Does your child have health insurance? <input type="checkbox"/> YES <input type="checkbox"/> NO	

OVER

Please complete income information for yourself **AND** anyone applying with you. See instructions for documentation requirements.  
(This includes children in need of care, their parents, step-parent and any other children under the age of 18 in household.)

Section 5 OTHER INCOME		Section 6 PROVIDER		Section 7 CITIZEN		Section 8 CERTIFICATION		Section 9 OFFICE ONLY	
ITEM	GROSS INCOME	TYPE OF DOCUMENTATION	OFFICE USE MONTHLY CALCULATIONS	ITEM	GROSS INCOME	TYPE OF DOCUMENTATION	OFFICE USE MONTHLY CALCULATIONS	ITEM	GROSS INCOME
<b>APPLICANT:</b> Job earnings before deductions. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>APPLICANT:</b> Job earnings before deductions. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>APPLICANT:</b> Job earnings before deductions. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other	
<b>SPOUSE/OTHER PARENT:</b> Job earnings before deductions. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>SPOUSE/OTHER PARENT:</b> Job earnings before deductions. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>SPOUSE/OTHER PARENT:</b> Job earnings before deductions. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other	
For all other income/benefits please itemize below. Include the amount for yourself <b>AND</b> your spouse <b>AND</b> child(ren) who live with you.				For all other income/benefits please itemize below. Include the amount for yourself <b>AND</b> your spouse <b>AND</b> child(ren) who live with you.				For all other income/benefits please itemize below. Include the amount for yourself <b>AND</b> your spouse <b>AND</b> child(ren) who live with you.	
<b>Alimony and/or child support. (Received)</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>Alimony and/or child support. (Received)</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>Alimony and/or child support. (Received)</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other	
<b>Unemployment and/or worker's compensation.</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>Unemployment and/or worker's compensation.</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>Unemployment and/or worker's compensation.</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other	
<b>Net income from self-employment and/or rental income.</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>Net income from self-employment and/or rental income.</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>Net income from self-employment and/or rental income.</b> <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other	
<b>BENEFITS:</b> Social Security, SSI, Disability, Retirement and/or Pensions & Annuities. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>BENEFITS:</b> Social Security, SSI, Disability, Retirement and/or Pensions & Annuities. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other				<b>BENEFITS:</b> Social Security, SSI, Disability, Retirement and/or Pensions & Annuities. <input type="checkbox"/> weekly <input type="checkbox"/> bi-weekly <input type="checkbox"/> semi-monthly <input type="checkbox"/> other	
<b>OTHER INCOME/BENEFITS (Check All That Apply):</b> <input type="checkbox"/> Cash or monetary assistance through the Temporary Assistance to Needy Families (TANF) program or Public Assistance (PA). <input type="checkbox"/> Housing voucher or cash assistance. <input type="checkbox"/> Food stamps. <input type="checkbox"/> Other federal cash income programs (such as SSI).				<b>OTHER INCOME/BENEFITS (Check All That Apply):</b> <input type="checkbox"/> Cash or monetary assistance through the Temporary Assistance to Needy Families (TANF) program or Public Assistance (PA). <input type="checkbox"/> Housing voucher or cash assistance. <input type="checkbox"/> Food stamps. <input type="checkbox"/> Other federal cash income programs (such as SSI).				<b>OTHER INCOME/BENEFITS (Check All That Apply):</b> <input type="checkbox"/> Cash or monetary assistance through the Temporary Assistance to Needy Families (TANF) program or Public Assistance (PA). <input type="checkbox"/> Housing voucher or cash assistance. <input type="checkbox"/> Food stamps. <input type="checkbox"/> Other federal cash income programs (such as SSI).	
<b>TOTAL INCOME:</b> \$				<b>TOTAL INCOME:</b> \$				<b>TOTAL INCOME:</b> \$	

If your child is already in care, or you know the name of the program/provider where you plan to enroll your child, please list the provider name and address below. You may list a second choice.

Name: \_\_\_\_\_ Address: \_\_\_\_\_

Please check the types of care that you would consider if there are no available slots with the provider(s) you listed above or if you do not have a provider in mind: ☐ Center Based Care ☐ Head Start ☐ Family Day Care

Is/are the child/children for whom you are applying a U.S. citizen(s)? ☐ YES ☐ NO

If Yes, Parent/Guardian must sign and date to certify that the child/children in receipt of child care assistance/subsidy is/are a U.S. citizen(s).

If No, your eligibility must be determined at the Resource Area (R.A.), please make an appointment at your R.A. and bring the documentation listed in the instructions for this form.

Parent/Caretaker/Wife/Husband \_\_\_\_\_ DATE \_\_\_\_\_

1. I understand that the information contained on this form will be used to determine my or my family's eligibility for services/subsidy and that the information will only be used for the purposes of determining child care eligibility.

2. The social security numbers (if provided) will not be released as they are confidential under federal law and can be released/used only for the purposes specified in federal law.

3. I agree to inform the agency promptly of any change in my income, living arrangement, household composition or address, where care is provided, who is providing child care, provider fees, hours for which child care is needed, and that New York State Law and Federal law provide the signature of the parent/caretaker who is applying for child care assistance or the signature of an authorized representative.

4. I understand that this application is used only for the expressed purpose of child care subsidy services, additional applications will be required.

5. I certify under the penalty of law that all the information I have supplied on this form is true and correct.

**Signature of parent/caretaker who is applying for child care assistance or the signature of an authorized representative.**

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Signature Authorized Representative: \_\_\_\_\_ Date: \_\_\_\_\_

Print Name: \_\_\_\_\_

Enrollment Application Completed by: \_\_\_\_\_

ACS - Eligibility Approved by: \_\_\_\_\_

Documentation Completed: ☐ YES ☐ NO

Provider Form Completed: ☐ YES ☐ NO ☐ N/A

Parent Fee: \_\_\_\_\_

Length of Eligibility: from: \_\_\_\_\_ to: \_\_\_\_\_

I.S. - Verified by: \_\_\_\_\_

Print and Initial: \_\_\_\_\_

DATE: \_\_\_\_\_

CODES: • RFC: \_\_\_\_\_ • PR: \_\_\_\_\_ • FS: \_\_\_\_\_

## Appendix 7: Endnotes

- <sup>1</sup> An NICHD study examined the relationship between care quality and cognitive development across a range of child care types and among children from different family backgrounds. It found that children experiencing higher quality care scored higher on cognitive and language tests and assessments at several points in the early years of child development, and that these were true across a range of families varying by ethnicity, income, and home contexts. National Research Council and Institute of Medicine. 2000. *From Neurons to Neighborhoods: The Science of Early Childhood Development*. Committee on Integrating the Science of Early Childhood Development. Jack P. Shonkoff and Deborah A. Phillips, eds. Board on Children, Youth, and Families, Commission on Behavioral and Social Sciences and Education. Washington, D.C.: National Academy Press.
  
- Longitudinal studies of children who have participated in enriched center-based developmental care had higher levels of academic success – higher achievement test scores and grades; less need for special education; less grade retention; higher high school completion rates, and more likely to go on to attend a four-year college. Furthermore, years later program participants have higher earnings as adults, and are found to be less engaged in criminal activity or in receiving welfare supports. Schweinhart, Lawrence J., Helen Barnes, and David Weikart. 1993. *Significant benefits: The High/Scope Perry Preschool Study through age twenty-seven*. Ypsilanti, MI: The High/Scope Educational Research Foundation; Reynolds, Arthur J., Judy A. Temple, Dylan L. Roberston, and Emily A. Mann. 2001. “Long-term effects of early childhood intervention on educational achievement and juvenile arrest: A fifteen year follow-up of low-income children in public schools. *Journal of the American Medical Association*, 285(1): 2378-80.
  
- <sup>2</sup> These figures are based on funding for the DOE, ACS, and HRA reported in *Keeping Track of Children 2005*. To derive the per-child funding for children birth to age 5, the budgeted amounts for programs serving children birth to kindergarten entry were added together and divided by 652,423, the population of children birth to age 5. To derive the per-child spending on education for children in kindergarten to age 18, we took the total DOE budget and subtracted spending for Pre-K and divided that by the number of children served by the DOE minus the number of children in DOE attending Pre-K programs. The per-child spending for children 6 to 18 would be even greater if we included after-school care.
  
- <sup>3</sup> Chaudry, Ajay. 2004. *Putting Children First: How Low-Wage Working Mothers Manage Child Care*. Russell Sage Foundation, New York.
  
- <sup>4</sup> Choi, Soo-Hyang. 2002. *Planning for Access: Develop a Data System First*. UNESCO Policy Briefs on Early Childhood. United Nations Educational Scientific and Cultural Organization. Paris (2) Retrieved on 8/10/2005 from <http://unesdoc.unesco.org/images/0013/001373/137376e.pdf>
  
- <sup>5</sup> ACS serves families with children six- to twelve- years old in school-age care. Approximately 7,500 children attend contracted centers, 900 are in contracted family care and 12,000 more receive vouchers for care across these modalities and informal care. As the Department of Youth and Community Development assumes responsibility for the City's new Out-of-School-Time (OST) programs, the number of six- to twelve-year old children served by ACS will change.
  
- <sup>6</sup> This figure includes all forms of publicly-subsidized child care and only an estimate for licensed center-based early childhood care programs, and does not include any estimate for those in other forms of private care, i.e. all home-based care with paid caregivers (e.g., nannies) and those who are in private school Pre-K. According to one source, approximately 5 percent of children in NYC are cared for by nannies
  
- <sup>7</sup> National Research Council and Institute of Medicine. 2000. *From Neurons to Neighborhoods: The Science of Early Childhood Development*. Committee on Integrating the Science of Early Childhood Development. Jack P. Shonkoff and Deborah A. Phillips, eds. Board on Children, Youth, and Families, Commission on Behavioral and Social Sciences and Education. Washington, D.C.: National Academy Press.
  
- <sup>8</sup> Levitan, Mark, and Robin Gluck. 2002. *Mothers' Work: Single Mothers' Employment, Earnings, and Poverty in the Age of Welfare Reform*. Community Services Society of New York, New York, NY.
  
- <sup>9</sup> Chaudry, Ajay. 2004. *Putting Children First: How Low-Wage Working Mothers Manage Child Care*. Russell Sage Foundation, New York. p 7.
  
- <sup>10</sup> Smith, Kristin. 2002. *Who's minding the kids? Child care arrangements: Spring 1997*. Current Population Reports, series P70-86. Washington: U.S. Department of Commerce, Economics and Statistics Administration.
  
- <sup>11</sup> Kolben, Nancy, and Shannon Farrell. 2004. *A Child Care Primer 2004: Key Facts about Child Care and Early Education Services in New York City*. Child Care, Inc. Retrieved on 9/2/2005 from [www.childcareinc.org/pubs/Primer2004.pdf](http://www.childcareinc.org/pubs/Primer2004.pdf)
  
- <sup>12</sup> Kagans, Sharon Lynn, and Nancy E. Cohen. 1997. *Not by chance: Creating an early care and education system*. New Haven: Yale University Bush Center in Child Development and Social Policy
  
- <sup>13</sup> These figures are based on funding for the DOE, ACS, and HRA reported in *Keeping Track of Children 2005*. To derive the per-child funding for children birth to age 5, the budgeted amounts for programs serving children birth to kindergarten entry were added together and divided by 652,423, the population of children birth to age 5. To derive the per-child spending on education for children in kindergarten to age 18, we took the total DOE budget and subtracted spending for Pre-K and divided that by the number of children served by the DOE minus the number of children in the DOE attending Pre-K programs. The per-child spending for children 6 to 18 would be even greater if we included after-school care.
  
- <sup>14</sup> Personal communication with Ann D. Witte, August 2005. 40% estimate is for a situation where standard amounts of alternative ECE is available (e.g., before the expansion of Pre-K) and where say 40-60% of providers are willing to accept vouchers; Lee, Bong Joo, Robert

- Goerge, Mairead Reidy, J. Lee Kreder, Annie Georges, Robert L. Wagmiller Jr., Jane Staveley, David Stevens, Ann Dryden Witte. 2004. *Child care subsidy use and employment outcomes of low-income mothers during early years of Welfare Reform: A three state study*. Chapin Hall; Witte, Ann Dryden, and Magaly Queralt. 2002. *Take-Up Rates and Trade Offs after the Age of Entitlement: Some Thoughts and Empirical Evidence for Child Care Subsidies*, Working Paper #8886. Cambridge, MA: National Bureau of Economic Research.
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  16. Three major longitudinal studies, The Abecedarian Study, High/Scope Perry Preschool Study, and the Chicago Child-Parent Center Program, have shown that for low-income and/ or at-risk children, high quality early care and education is associated with positive child well-being. Publications highlighting the impact of high quality care include: Votruba-Drzal, Elizabeth, Rebekah Levine Coley, and P. Lindsay Chase-Lansdale. 2004. *Child care and low-income children' development: Direct and moderated effects*. *Child Development*, 75, 296-312; Schweinhart, Lawrence J., Helen Barnes, and David Weikart. 1993. *Significant benefits: The High/Scope Perry Preschool Study through age twenty-seven*, Ypsilanti, MI: *The High/Scope Educational Research Foundation*; Ramey, Craig T., Frances A. Campbell, Margaret Burchinal, Skinner, M. L., Dave M. Gardner, and Sharon L. Ramey, 2000. *Persistent effects of early intervention on high-risk children and their mothers*. *Applied Developmental Science*, 4, 2-14.
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ACS

NYC Administration for Children's Services



April 10, 2008

City Council

General Welfare Committee Hearing on Day Care

My name is Gertrude Williams. I work at Amboy Day Care Center in Brooklyn, where we serve the people of the Brownsville neighborhood.

Parents in our community who bring their children to the center are trying to turn their lives around. To do that, they need the center to nurture their young ones and to give them a chance to work or go to school.

Amboy Day Care Center provides healthy meals, a positive environment, and good teachers. Without the center parents might not be able to work, or might have to put their children in less educational or supportive care.

Staff at the center are professionals, and our jobs are at risk if our center closes. Our center teaches and supports our kids. We are not just babysitters.

Please keep day care centers open and affordable in Brooklyn and across the city.

**FOR THE RECORD**

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Margarita Rodriguez, a parent

My name is Margarita Rodriguez and my three year old daughter, Lisa, is in day care. As a single mother of three children I need day care to survive.

I work full time and go to school.

**FOR THE RECORD**

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Catherine Vasquez, a parent

My name is Catherine Vasquez, and my son Adrien is three years old. I choose center based public day care because I have to work and the cost is not much.

If his center closes I would have to work less hours and pay more for daycare. This would be very bad for my family.

FOR THE RECORD

*New York Union Child Care Coalition*

*(A Committee of the New York City Central Labor Council & New York State AFL-CIO)*

**TESTIMONY**  
**OF**  
**DEBORAH KING**  
**CHAIR**  
**NEW YORK UNION CHILD CARE COALITION**

**CITY COUNCIL GENERAL WELFARE  
COMMITTEE HEARING**

**APRIL 10, 2008  
NEW YORK, NEW YORK**

**C/O P.O. BOX 1016, NEW YORK, NY 10108-1016**  
**[www.nyunionchildcarecoalition.org](http://www.nyunionchildcarecoalition.org)**

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Shaquanna Sanders, a parent

My name is Shaquanna Sanders and my daughter Jahasia attends Blanche Community Daycare in Far Rockaway. Our entire family is very worried about her daycare center closing so I am here today to make a difference and make my voice heard.

I am trying my best for my family, I know that I need more education for a better job. It is really hard to go to school and be a mom. I don't know if I will be able to keep going to school if Jahasia's day care center closes down.

I want the best for my family. Please help me keep my daughter's daycare open.

**American Federation of State, County & Municipal Employees, AFL-CIO**

125 BARCLAY STREET • NEW YORK, NY 10007-2179

Telephone: 212 815-1000

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***Retirees Association***  
Stuart Leibowitz

**My name is Lillian Roberts and I am here on behalf of our 120,000 members who work for the City of New York and related public employers. I am here today to strongly protest the possible closure and planned cuts in funding to ACS funded child care centers.**

**Many times our union stood here with DC 1707 to testify about the importance of child care to our members. We have worked together successfully with Council Member Bill DeBlasio to develop an innovative pilot program that will measure the impact of subsidies on workers. We are looking forward to the Cornell University sponsored study of the workers time and attendance, performance evaluation and job retention and satisfaction levels. However, this program only affects a limited number of members.**

On the other hand, the ACS centers serve thousands of low income working parents who rely on the quality child care provided, the affordable fee scales and the convenience to their workplace or home. The most recent closure of the Lucille Murray center severely affected our members who work at nearby Lincoln Hospital. Several members have had to switch to unregulated care since there is a shortage of affordable centers in that area or have had to leave their jobs.

According to ACS, the closures are related to under enrollment. This is very hard for me to understand since we have members calling EVERY DAY asking for help in finding child care so that they can get to work on time and not have absences from work. We have thousands of members who meet the income eligibility requirements and need information on how to access the subsidized care. We are preparing a mailing to members directly with information about how to access ACS centers and group family day care. A member called

yesterday with a 3 month old baby – she needs to get back to work but it is very difficult to find safe infant care with out direction. Fortunately she had access to the internet, so our staff directed her to the NYS Office of Children and Family Services website. This type of information needs to be readily accessible.

We also have members whose incomes are just over the ACS income limits, but still under 275% of federal poverty level. A school nurse with five children called the other day. She makes \$42 per month too much, that's only \$10 per week. She simply can not afford to get safe quality care for her children on her salary of \$55,000. At 275% of FPL, she would be well within the income ceiling and could use two of the vacant slots in her Brooklyn neighborhood. We call upon the City Council to allow the income ceiling to be up to 275% of Federal Poverty level.



**We want to work with the Mayor, the City Council and ACS to identify income eligible members who live and work in the neighborhoods served by these centers so we can stabilize the centers, the neighborhood and the families. Municipal employees should have a priority set aside program similar to the affordable housing program that has been very successful. We look forward to a creative positive solution to these problems.**

**Testimony of James Cullen**  
**Administrator of AFSCME Local 205**  
**To the New York City Council**  
**General Welfare Committee on**  
**Day Care Closings and Center Funding**  
**April 10, 2008**

Good afternoon Chair de Blasio and members of the General Welfare Committee. My name is Jim Cullen and I am the Administrator for AFSCME Local 205, DC 1707. On behalf of the roughly 6,000 proud, hard working child care professionals of Local 205 who work in more than 300 day care centers in all five boroughs of New York City, I thank you for your attention to the critical issue of center-based day care funding.

Let me make this clear. Our union supports ACS's end goal of Project Full Enrollment (PFE). That is, we too, want to see all the classrooms our members work in filled to capacity. We want the thousands of eligible families and their children that are not currently enrolled, to benefit from the high quality, comprehensive educational services our programs offer. We do not, however, agree with the means by which ACS proposes to get there. The planned enrollment-based funding to centers is a dramatic shift away from New York City's historic commitment to the finest child care delivery system in the country. A fully funded center-based day care system in the City has provided a stable safe haven for the children of the working poor for four decades. It has provided a high quality, structured, nurturing, year round learning environment that parents in the communities of highest need – working men and women in low wage jobs – have been able to depend on. It has been a ladder for many New Yorkers to work their way out of poverty and become leaders of their communities. Many legislators have told me they are a product of this day care system and it helped prepare them for a better future. We ask you today, to do all in your power to ensure this ladder of opportunity is not denied to this and future generations.

In it's strategic plan called Rethinking Child Care, ACS says "...Contracted center-based care provides a higher level of accountability...(and) are effective mechanisms for...supporting high quality early education for low income families...(and) provides more stable arrangements for children." Ironically, the "stability" ACS recognizes as essential in their strategic plan is actually threatened by their new enrollment based funding plan. In fact, since Mayor Bloomberg took office 17 centers have been closed or consolidated with a loss 1,300 child care slots being eliminated since 2004. What they say is an "incentive" is actually a threat to centers and may very well lead to many more centers closing throughout the City, and hundreds of lay-offs of dedicated child care workers. What will they, their families, and the families and children they care for in those centers do? Be forced on welfare? We all know there is a huge need in our communities for affordable, high quality day care. ACS centers currently serve less than 20 percent of the income eligible children ages 2 to 5 in need of care. That means roughly 150,000 children are eligible but not receiving care in our centers. With such a need it is a moral outrage that ACS closes any centers. We call on your committee, on your leadership to do all in your power to stop future center closings.

The problem is not too many day care centers or day care workers caring for children, but rather, a dysfunctional enrollment system. We believe ACS is putting the cart before the horse. Before implementing a new funding scheme that will reduce funding to centers, ACS must first FULLY implement an aggressive, collaborative and effective enrollment plan that involves all stake holders.

The stated plan has many problems:

- First, it's not fair to reduce funding to centers in September of this year, when by their own admission, a key component of their plan to make the enrollment system more efficient – namely the web-based system - will not be implemented until Fall of this year. With ACS's poor track record of meeting deadlines, why should you believe the other positive components of their plan will be fully implemented by September 2008? The only deadline sure to be met – if you allow them – is to cut funding to these centers in September. Do not

let them. The City should impose an 18 month moratorium on the proposed enrollment-based funding plan until an effective plan is fully implemented.

- Secondly, the current plan is simply inadequate. It does not address the real resources needed to implement a successful ongoing enrollment strategy. Their current plan decentralizes the recruitment and intake to the centers and says ACS will train you on how to run your center more effectively, but then you're on your own. What about the resources for additional staff required to do this extra work? Years ago, before ACS centralized the application process, centers had Family Workers like UPK and Head start programs have today, to focus on this community outreach.
- Third, despite their Project Full Enrollment plan, ACS will still be responsible for determining eligibility. A main reason for under enrollment in recent years has been ACS's understaffing of Caseworkers and Community Liaison Workers who are vital to a successful, sustainable enrollment strategy. Since 2001, ACS has reduced these staff, that are key to keeping enrollment up, by 50% (38 positions) in the Bronx, Brooklyn, Manhattan and Queens. In years past, these workers successfully implemented the Massive Admissions Campaign (referred to as Big MAC) in the spring which had a proven track record of boosting enrollment. The Big MAC campaigns, however, have since been abandoned due to understaffing. ACS complains about spending millions on unfilled spots in centers, but if they would have made the proven investments in necessary staff to boost enrollment, most of those slots would have been filled and eligible children and their families in our communities served. ACS should immediately develop and implement a real Child Care Support Initiative – like Big MAC – by making the necessary investment in staff to wage an aggressive enrollment outreach campaign in community newspapers, in person, and by other means.

We all agree that we need to maximize enrollment. Reducing necessary funding to centers, however, is the wrong approach. If you cut funding to under-enrolled centers, many will close. In a cynical way if you close under-enrolled centers you will increase the percentage of enrolled, but you will hurt communities, families and workers who desperately need these services to be productive members of our City. The correct course of action that we ask the City to follow is:

- Stop day care center closings;
- Impose an 18-month moratorium on de-funding centers through the enrollment-based formula; and
- Develop and implement within 90 days a Child Care Support Initiative, where ACS works collaboratively and proactively with all stake holders to reduce obstacles in order to achieve full enrollment.

Thank you for your time.

My name is Deborah King and on behalf of the New York Union Child Care Coalition, I would like to thank you for the opportunity to testify today.

The New York Union Child Care Coalition (NYUCCC) was formed in 1994 as a coalition of 10 unions committed to a childcare, work and family agenda. It has since grown to include 25 unions and won official recognition from the New York City Central Labor Council and New York State AFL-CIO. The mission of the coalition is to address the urgent need to change the workplace to reflect the reality of today's working families. One of the Coalition's primary objectives is to increase working families' access to child care assistance. We feel that quality, accessible, affordable child care for infants, toddlers, preschoolers, and school-age children is essential to both society and a productive work force.

We are deeply troubled by the Administration of Children's Services announcement that, starting this September, instead of paying the actual cost of a day care program, the city would pay a portion of a center's enrollment capacity and pay only for student attendance. Like Head Start and UPK, there is no way that the day care centers can

survive unless they are fully funded to cover their fixed costs for staff and facilities. Therefore, many centers will be forced to close.

Over the past decade, the Coalition has developed two initiatives that have highlighted the need for additional high quality and accessible child care arrangements. The Facilitated Enrollment Child Care Subsidy demonstration project, funded by the New York State Legislature since 2002, has served over 2,250 families, reflecting more than 3,500 children in targeted areas in New York City. Enrolled families have not only been relieved of the burden they bare due to the staggering cost of child care, but have been able to access funding through a worker-friendly and streamlined application process. In addition the City Council funded “Working Parents for a Working New York,” project was developed to demonstrate that the distribution of a child care subsidy benefit to city workers not only improves care for young children but ultimately creates a more positive climate for economic development. Based on our experience with these initiatives, we have found that there is a escalating need for additional quality child care options. We have witnessed the vitally important service ACS funded day care centers provide. It would be extremely detrimental and generally regressive to loose day care centers that not only have an

established presence in communities, but that enable parents to go to work.

Already ACS centers are currently serving less than 20 percent of the income-eligible children ages 2 to 5 in need of center-based care and education. With the population in New York City expanding by a million more residents by 2030, that shortage will grow even more acute. In the face of this huge unmet need, it would be unconscionable for ACS to close down any of its centers.

We ask that you put a stop to this disastrous de-funding plan and call on ACS to work collaboratively with day care centers, public officials, community organizations and unions to fully enroll these programs. There are thousands of eligible children in low-income communities that need the quality pre-school education and child care that centers can provide.

Raising the income ceilings to 275 percent of the federal poverty level is an alternate solution that will let ACS centers fill vacancies and bring in sizable fee payments that will help cover the cost of care through increased parent fees. Economists say that low and moderate-income families cannot afford to spend more than 10 percent of their

income on child care. The average cost of ACS center care is now \$13,214. For families at or below 275 percent of poverty, that is far more than 10 percent of their income, so there is no way they can afford ACS center care on their own. But if the City raises the income ceilings so centers can enroll families up to 275 percent of poverty, they can fill their vacancies and ACS will be getting thousands of dollars in fee payments. The Coalition's experience from Facilitated Enrollment and Working Parents for a Working New York reinforces the notion that families with incomes up to 275% of the federal poverty level urgently need assistance paying for high quality, regulated child care that supports the formative development of their children.

Additionally eliminating the child support enforcement order would result in increased enrollment at ACS Funded centers. The order which mandates that to receive a state funded child care subsidy single parents must pursue court mandated child support from the non-custodial parent has had a detrimental impact on center enrollment. The economic hardship of missing four to five days of work in order to file petitions, make court appearances, and return court appearances in order to get an order that is often minimal is particularly injurious to these single working parents. Additionally, many custodial parents do

not wish to take the “absent” parent to Family Court because they already have a voluntary support arrangement in place and do not wish to place any unnecessary strain on their relationship. Although these parents are willing to sign notarized affidavits attesting to the fact that they receive support and then have the voluntarily paid child support income counted toward their subsidy eligibility, they are disqualified from receiving child care assistance under the current requirement. These issues reflect only some of the problems resulting from the child support enforcement order currently mandated in New York State that negatively impact center enrollment.

The New York Union Child Care Coalition feels strongly that the plan to change efficient fully funded day care to a pay-per-child system will have devastating effects on communities and should definitely not go forward. We want to work with the Mayor, the City Council and ACS to identify alternate solutions that will benefit centers, the neighborhood and working parents.



# Social Service Employees Union Local 371

FOR THE RECORD



AFSCME, AFL-CIO 817 BROADWAY, 14TH FLOOR, NEW YORK, N.Y. 10003 • (212) 677-3900 FAX (212) 477-9161

April 9, 2008

Chair de Blasio and members of the General Welfare Committee, I am Faye Moore, the Vice President of Grievances and Legal Services for SSEU Local 371. Our union represents Caseworkers and Community Liaison Workers at ACS Resource Areas in all five boroughs that process public childcare applicants and determine whether a family is eligible for subsidized day care services. While our members work diligently to provide day care to families in need, because of chronic and severe understaffing in all Resource Areas, it is next to impossible to ensure an efficient eligibility process that allows Centers to enroll children quickly. Naturally, this contributes to system wide under enrollment. But instead of solving this problem by increasing staff in Resource Areas, ACS has elected to change the funding formula in an ill-advised attempt to make Centers pay for ACS' deficiencies.

Any proposed change in funding that leads to the closing of Day Care Centers severely erodes the purported mission of ACS, jeopardizes an early educational foundation and creates a bleak future for the families and children of the City of New York. If the Commissioner goes ahead with his plan, Centers will close. In a City with a million more people by 2030, we cannot afford to lose a single Day Care Center. Local 371 is firmly against the proposed change in the funding formula for Day Care Centers. Instead, we feel that ACS could do a number of things internally to boost enrollment before it considers any change to the funding formula.

Even though only 20% of eligible children in NYC are enrolled, there still are significant vacancies in the Public Day Care Center System. One reason for this glaring problem is that ACS has not provided the administrative resources to make the enrollment process any easier. Because of chronic understaffing, the approval process takes time and is subject to error. To apply, parents generally have to take off work to fill out an application. If there is a clerical or filing error, parents have to take another day off work just to fix the problem. And despite a caseworker's best efforts, in an understaffed Resource Center, errors are inevitable. But instead of trying to fix this problem by increasing staff, ACS has actually reduced Caseworkers and Community Liaison Workers in many areas by 50% since 2001.

## Eligibility Staff at Resource Areas - Caseworkers and Community Liaison Workers

Area	Current (2008)	2001
Bronx - areas 1 & 2	9	21
Brooklyn - areas 3, 5 & 10	15	24
Manhattan - areas 6 & 7	7	16
Queens - area 8	7	15
Total	38	76

\*This does not include clerical staff

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Besides reducing core administrative services, this low staff level makes tried-and-true methods of boosting enrollment – like the Massive Admissions Campaign (MAC) – much harder to implement. MAC was a yearly effort undertaken by Local 371 members to enroll children in Centers during the Spring so that enrollment stays up during the Summer months. It was considered highly successful, and was repeated for years. Recently, though, ACS has discontinued the Massive Admissions Campaign altogether because of inadequate staff levels.

By increasing staff resources and developing innovations with families in mind, ACS would both make the application process easier and increase its capacity to boost enrollment centrally. While we appreciate ACS' attempt to streamline administration through the web-based enrollment initiative, this initiative won't resolve any of the problems caused by understaffing without an equal investment in staff to process the information. If ACS took a two-pronged approach by increasing staff in the Resource Areas while making it possible for parents to apply without having to take a day off, the application process would be much easier and enrollment would increase. These reforms would restore and even expand the public day care center system by increasing enrollment and consistency of service.

Local 371 also feels that Day Care Centers should concentrate on their core mission of caring for children and maintaining their centers, rather than processing and determining eligibility. Asking Centers to teach kids, maintain facilities, enroll children and market locally is asking a lot; asking them to determine eligibility on top of that without sufficient resources or training is asking too much. The City should continue to rely on its professional eligibility staff – Caseworkers and Community Liaison Workers – to determine eligibility and process families. Otherwise, Centers will spend too much of their time and energy checking for eligibility and doing paperwork, and not enough time delivering core services.

At Local 371, we want to see Centers succeed. But we recognize that we don't have all the answers. That's why Local 371 encourages and supports a sincere collaborative effort that includes all interested parties to explore the many issues with Public Day Care Centers. In particular, we would like to see the City convene a group to discuss the eligibility process; actively assist Centers and Boards; partner with interested and impacted communities; and develop strategies to combine the childcare needs of families, centers and communities. By including leading advocates, elected officials, community groups, academics and the unions involved in providing this essential service, I am confident that we all can develop a public childcare policy that works for the City.

City Council Testimony

Good Afternoon, and thank you to the members of the city council <sup>general welfare committee</sup> for the opportunity to be heard on this very important initiative of the Administration for Child Services, child Care & Head Start Division; my name is Charmane Wong, and I am the vice president for Early Childhood Services at Graham Windham, the nation's oldest non-sectarian child welfare organization, founded in 1806.

My position, which is Graham Windham's position, is that in a system of accountability and quality, there can be no protected class of providers just because they have been around, or because they are community-based, or minority operated. The bottom line in implementing the city's strategic plan should account for three considerations:

1. Providing quality services to improved child outcomes for the city's children;
2. revamping the city's outdated budget logic on cost per child of operating a quality program in the current market;
3. creating a supportive environment for the delivery of quality services where all children, city subsidized and non-subsidized can learn side-by side, as diversity at every level, including racial and ethnic, rich and poor is the fabric that binds our great city together and creates an enriched learning experience for all our children.

I just want to briefly examine two issues this afternoon, namely under enrollment and the new funding formula.

1. Under-enrollment - with the pressing need for affordable child care, no center should be operating below capacity. I don't believe any advocate of child care could tolerate empty child care programs while parents need care. The city needs to re-examine its position and strategy around issues of under enrollment rather than take the same approach with every provider. *causes of*

*Under-enrollment are numerous*

Let me give you an example of what I mean. I get periodic letters from ACS stating that I am under-enrolled at my site in Williamsburg, Brooklyn, and I have responded to the city and I wait the city's response. Basically, in my response to the city, I challenged the city assertion that I am under-enrolled. I maintain that I am at capacity for the ages I currently serve. When ACS Child Care and Head Start rolled out its Strategic Plan in 2005, I paid attention to the direction that the city was moving in and I eliminated Kindergarten in all my pre-school program as I could no longer compete with the public schools for kindergartners and the city stated in its plan that the goal is to serve younger children. I immediately amended all my DOH licenses to serve children beginning at age 2.

This strategic change affects the numbers I can serve and comport with the safety requirements of Article 47 of the New York City DOH's code. At Williamsburg, a

small program with 3 classrooms, where I once served 55, I had to reduce my numbers to between 47, as my 2 year old classroom can only accommodate 12. The 3 year old room accommodates 15 and the 4 year old 20 children, My license capacity is 55, but only if I am serving mostly 3 and 4's. This must be a consideration in determining under-enrollment.

*Secondly,*

Because the city's outdated funding formula does not take in account that parents of preschool children are at work most of the day, or are working part time and going to school the other part of the time some programs may not be able to maintain licensed capacity throughout the full day because aide are only funded for half day, as the outdated funding formula assumes that some parents do not need full day care and are picking up children midday, thus no need to fund teacher's aide for a full-day. Clearly this will have a disparate impact on enrollment, as safety is of paramount concern.

One factor that is noteworthy in all this strategic shifting is cost. In the Williamsburg example that I cited, ~~I don't cost me any less to provide services to 45 than it did to 55.~~ <sup>to</sup> ~~do not~~ <sup>do not</sup> ~~cost me any less to provide services to 45 than it did to 55.~~ <sup>it is not a direct when</sup> I still need the teacher, the assistant and the aide.

The second issue is that of the new funding formula. I applaud ACS for its willingness to consider new funding formula for child care, and I don't automatically disagree with the notion that funding be based on the number of children actually enrolled in the program, but I submit to you that the current level of funding based on an outdated budget logic will not achieve the goal of city-subsided quality early childhood services, as funding levels have remain stagnant while cost continues to escalate. Note that the revised Article 47 of the NYC Health Code which governs day care operation has now adopted the state education mandate of certified teachers. This will no doubt cost more.

If we don't get the funding formula right, we run the risk of losing some very high quality diverse providers; the city's new initiative should be providing greater opportunity for publicly-funded programs to serve a more diverse population thus achieving the full enrollment goal. This can only be beneficial for all the children in publicly-funded child care programs

# Day Care Centers

## *Per Capita Income Map*

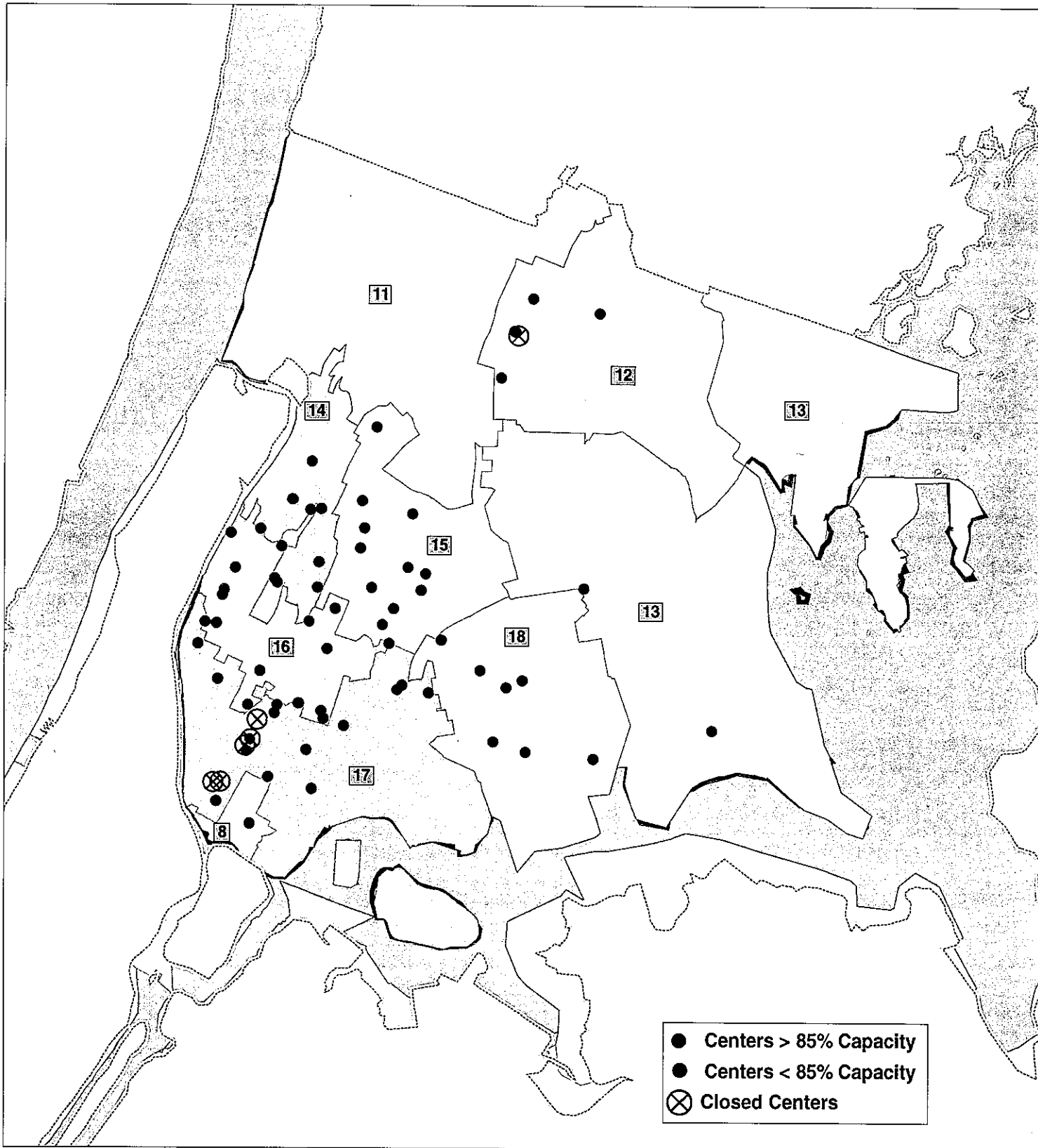
### Per Capita Income

■	\$0 to \$11,000
▨	\$11,001 to \$13,000
░	\$13,001 to \$15,000
░	\$15,001 to \$17,000
░	\$17,001 to \$19,000
░	\$19,001 to \$21,000
░	\$21,001 to \$23,000
░	\$23,001 to \$25,000
░	\$25,001 to \$30,000
■	Over \$30,000

- Centers > 85% Capacity
- Centers < 85% Capacity
- ⊗ Closed Centers

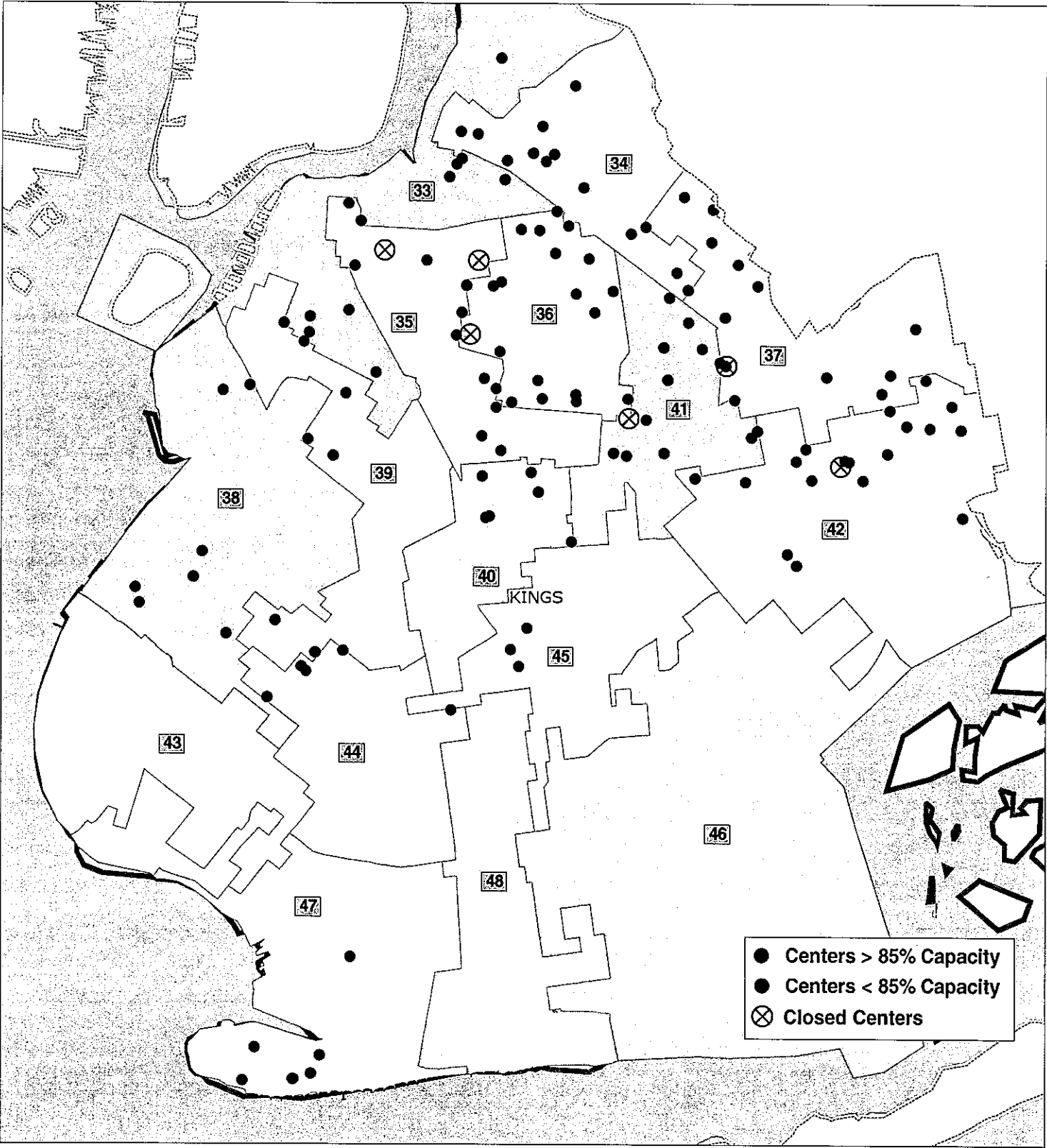
# Bronx Centers

*By New York City Council Districts*



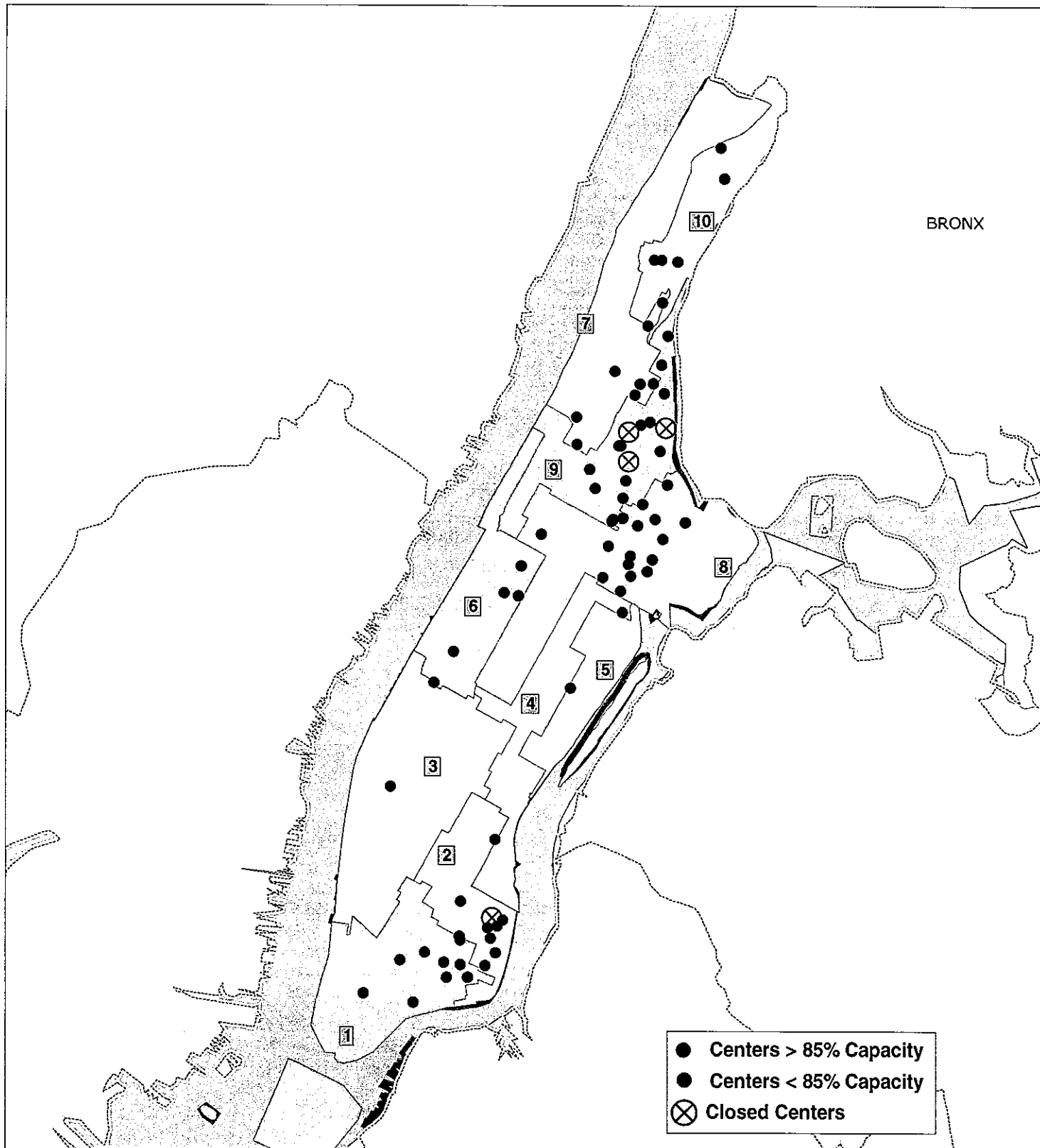
# Brooklyn Centers

*By New York City Council Districts*



# Manhattan Centers

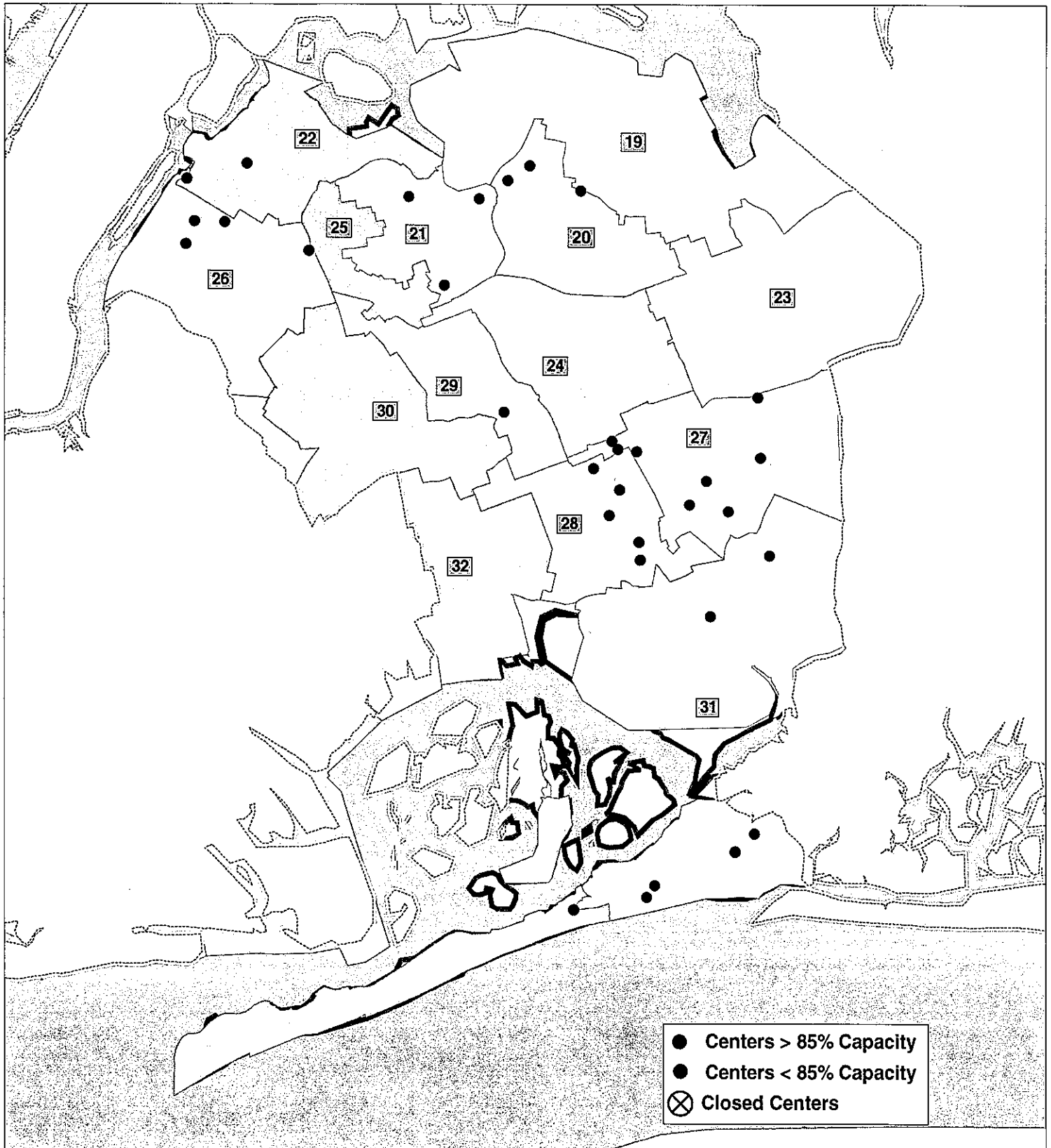
*By New York City Council Districts*





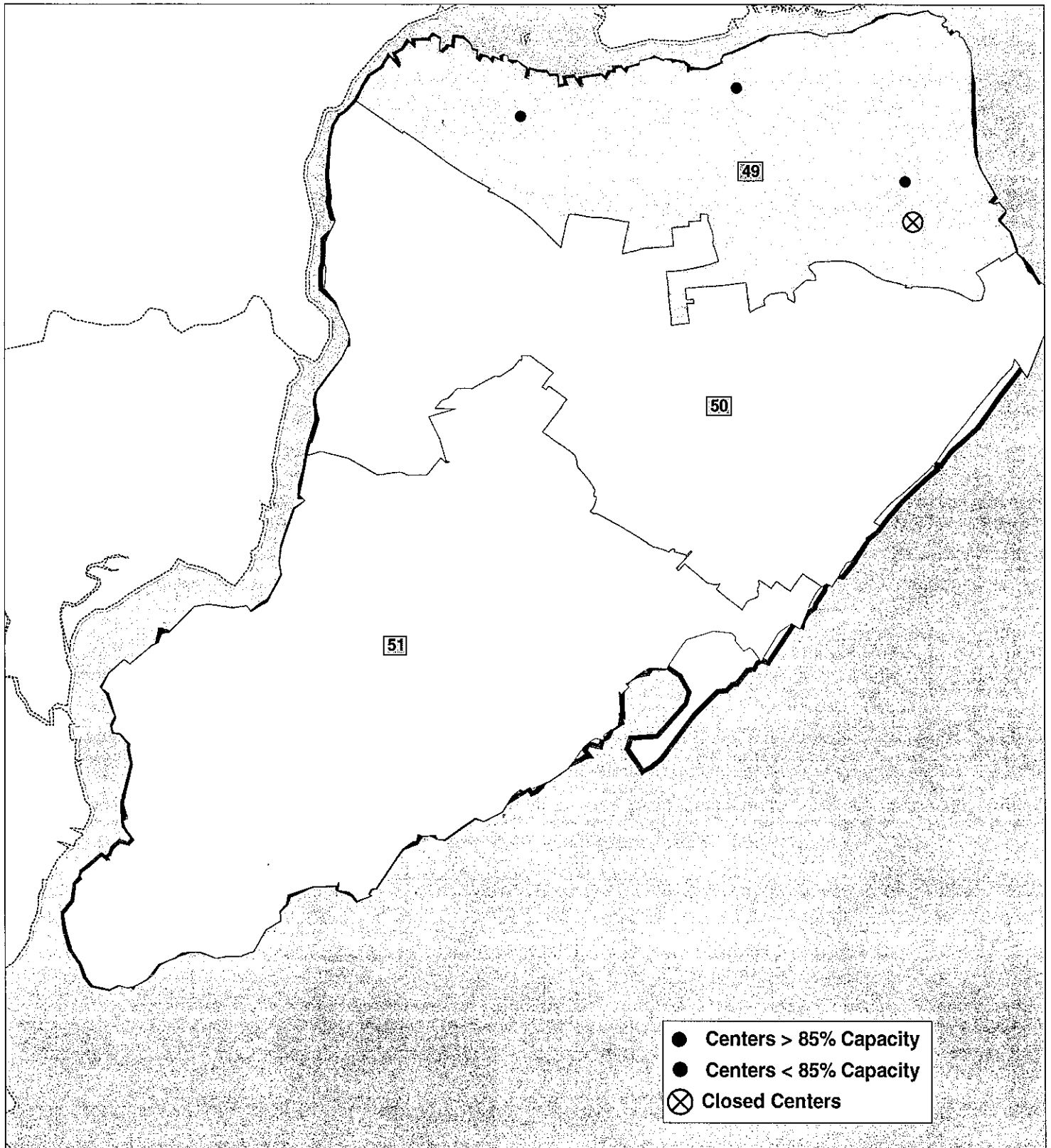
# Queens Centers

*By New York City Council Districts*



# Staten Island Centers

*By New York State Senate Districts*



April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Joan Morgan, a day care worker

My name is Joan Morgan and I have been a day care worker for three years.

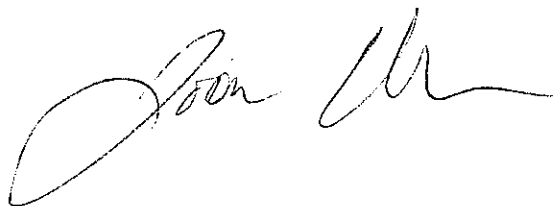
The thought of our day care center closing is disturbing to all of us who work here. When we look at the long welfare and unemployment lines we worry ~~that~~ that that could be us any day now with so many day care centers closing. We also worry about rising crime rates and the future of our community in Queens.

This is a good job in hard times, I'm worried about my health insurance and social security. What will happen to working parents, day care workers and kids if ACS closes this center? Will you really put us and our kids out on the street to sleep in the subways?

John F. Kennedy said, "Don't ask what your country can do for you, but what can you do for your country." If my job is taken away, what can I do for my country? My City?

My parents and grandparents taught me to work hard for what I want in life, I put my blood, sweat, and tears into caring for these children.

Enough is enough this must stop and stop now.

A handwritten signature in cursive script, appearing to read "Joan Morgan", followed by a long horizontal flourish.



Testimony of

Stephanie Gendell  
Associate Executive Director for Policy and Public Affairs  
Citizens' Committee for Children

Before the  
New York City Council  
General Welfare Committee

April 10, 2008

Good afternoon. I am Stephanie Gendell, the Associate Executive Director for Policy and Public Affairs at Citizens' Committee for Children of New York, Inc. (CCC). CCC is a 64-year old independent child advocacy organization dedicated to ensuring that every New York child is healthy, housed, educated and safe.

I would like to thank Council Member de Blasio and the members of the General Welfare Committee for holding today's oversight hearing on the Administration for Children's Services' (ACS) efforts to preserve child care centers in New York City.

Thousands of children in New York City are eligible for subsidized child care because their family's income is less than 200% of the Federal Poverty Level, but yet they are unable to access child care services. This creates hardships for these working families who have to struggle to find safe, appropriate and affordable care for their children while they work. At the same time, there are approximately 3000-4000 vacancies in the Administration for Children's Services (ACS) funded child care centers throughout the city – costing the city as much as \$40 million a year. This means that ACS is actually paying their contracted child care centers to serve 3000-4000 children who are not actually being served.

In this time of economic insecurity, for both families and government, it is critical that we efficiently use the resources that we have. The current Fiscal Year 2008 Adopted Budget for New York City's subsidized child care system provided a total of \$722.5 million for child care, of which \$444.4 million was federal, \$254.8 million was City, and only \$23.1 million was state. The State's recently enacted Budget reduces the State's Child Care Block Grant by an additional 2%. This is all at a time when the State has actually increased the costs of child care by issuing higher market rates and allowing family child care providers to unionize—all without adding resources to pay for any of these enhancements. Furthermore, none of the above includes ACS's Head Start program, which has not been receiving any additional federal funding to keep up with the additional costs of administering this program.

It is therefore unconscionable that the City taxpayers are paying for an average of 3000-4000 child care seats that are not being filled with children at the same time that there are thousands of income eligible families who need but do not have access to child care programs in their communities.

CCC supports the goals of the City's Full Enrollment Initiative. Specifically, instead of paying child care centers for the number of children they could serve, ACS will pay centers for the number of children actually enrolled in their programs. If implemented properly, thousands of additional children will receive subsidized child care without any additional cost to New York City.

That said, there are many challenges facing ACS-funded programs that affect enrollment, and ACS must administer this initiative in a way provides meaningful, effective, and program-tailored technical assistance so that the child care

programs that are providing quality child care, in neighborhood based and culturally sensitive programs in particular, are able to remain or become vibrant programs in today's marketplace.

There are a variety of challenges that ACS and the ACS contracted child care programs will face as they work to implement this initiative in a way that leads to the preservation of these programs through ensuring they are fully enrolled. As many neighborhoods experience gentrification and become more economically diverse, not all ACS contracted centers will be able to rely solely on children with ACS subsidies to fill all of the child care slots. In addition, there is a great demand and need for more infant and toddler care, while very few centers offer these services. This is at a time when school age children are increasingly being served in after-school programs and greater numbers of four year olds are served in Universal Pre-Kindergarten programs, both in public schools and child care settings. Furthermore, there are many families who prefer the flexibility of child care vouchers which can be used in center-based or family-based settings. Finally, there is a lack of timely and accurate information sharing about vacancies, which affects the programs ability to fill slots quickly. All of these factors contribute to the under-enrollment of ACS-contracted child care programs.

ACS's child care programs, many of which have long-standing ties to their communities, are critical to ensuring safe, quality child care for young children. After decades of being funded by the city, irrespective of whether or not each slot was filled, the full enrollment initiative asks these child care programs to operate in the open market place. For this initiative to be successful, child care centers that contract with the city must receive effective technical assistance so that they do indeed become fully enrolled and can compete in the private sector. This change will be a challenge for many programs and it is important to our families and communities that the community-based child care programs make this transition successfully.

All of us who care about child care – the city administration, ACS, the City Council, child care center operators, child care resource and referral agencies, unions and advocates – will need to work together to ensure that this initiative is successful. Through careful planning and collaboration, we have an opportunity to strengthen and support the city's child care infrastructure, while serving more children in safe, quality child care settings.

CCC is committed to working with ACS, through the Full Enrollment Task Force and its work groups, as well as other government officials, advocates, union officials, programs and parents, to make sure that this initiative is carried out in a way that preserves and strengthens ACS's child care centers across the city and enhances the systems' ability to provide more children with safe quality child care in their communities.

Thank you for this opportunity to testify.



## **TESTIMONY**

**of**

**Federation of Protestant Welfare Agencies**

**Child Care Inc.**

**United Neighborhood Houses**

**UJA-Federation of New York**

**Before the**

**New York City Council General Welfare Committee**

**Hearing on ACS' Efforts to Preserve Child Care Centers in NYC**

**April 10, 2008**

**Presented by:**

**Vani Sankarapandian,**

**Senior Policy Analyst for Early Childhood Education and Child Welfare**

**Federation of Protestant Welfare Agencies**

My name is Vani Sankarapandian and I am the Senior Policy Analyst for Early Childhood Education and Child Welfare at the Federation of Protestant Welfare Agencies. The testimony I am presenting here today is also on behalf of Child Care Inc., United Neighborhood Houses, and UJA-Federation of New York.

We would first like to thank the New York City Council's General Welfare Committee for sponsoring this timely hearing, which calls much-needed attention to the closings of child care centers in New York City, many of which serve low-income families in traditionally underserved areas. Child care is extremely important to the children and families of New York. Children need quality early care experiences that foster positive personal development and prepare them for future academic success. Parents need reliable, nurturing early care programs where their children are kept safe while they are at work. It is therefore essential to ensure that low-income families are connected to subsidized care, meaning improved access for families and adequate resources for child care centers to support quality programs, outreach, and efficient enrollment procedures.

Over the past few months, a number of high-profile child care center closings have captured the City's attention, generating confusion and apprehension in communities where low-income parents already face limited options in terms of finding quality, subsidized child care programs. Although a variety of reasons has contributed to this recent string of center closings, under-enrollment appears to be a significant factor in the City's decision-making process regarding the future of the child care system. This is likely to be a continuing problem: in February, the City was reporting an enrollment rate of only 86% across its subsidized child care system.<sup>1</sup>

The issue of enrollment has also taken a new turn with the unveiling of the City's "Pay-for-Children Enrolled" (PFE) initiative in the Mayor's preliminary budget for FY 2008-2009. In an effort to move centers towards full enrollment, the City announced that starting in September, a new plan will be phased-in whereby child care centers will only be reimbursed for the number of children enrolled and attending their programs. The City believes that by linking reimbursement and enrollment, centers will have the necessary financial incentive to conduct outreach and keep classrooms fully enrolled.

We agree that vacancies in child care centers represent a wasteful expense for New York City, and we support every effort to ensure that every seat is filled and that resources are used effectively. At the same time, our ultimate goal is to help ensure that affordable quality care is available to all children in low-income families throughout New York City. Our overriding concern is to make

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<sup>1</sup> Tram Whitehurst, "Funding to Follow Kids at Public Daycare Centers," *City Limits Weekly* #627, February 18, 2008.



certain that the investment is made to maintain and increase subsidized child care in those communities where it is needed. For these reasons, we make the following recommendations:

- 1. We must ensure that the funding changes proposed under the “Pay-for-Children Enrolled” initiative do not threaten the financial viability of existing child care programs.**

As was mentioned earlier, under the “Pay-for-Children Enrolled” initiative, publicly-funded child care centers will only be reimbursed for the number of children they have enrolled and attending. First, we have a concern with the fairness of rolling PFE out during existing contracts. Child care centers entered into contracts with the City under one set of assumptions, and there is a fairness issue to be considered with respect to significantly altering the terms of the reimbursement policy previously agreed to by all parties. It is our understanding that there will be a transition period for implementing PFE, and we support this approach.

Secondly, we believe there is a serious issue with adequately funding quality child care. This payment structure as outlined to date does not take into account the fact that child care centers have many fixed, and rising, costs that do not vary or decline according to the number of children enrolled. In fact, for many centers, current child care contracts do not adequately cover fixed costs. These costs, which are essential to the everyday operation and maintenance of centers, include salary and benefits for personnel, rent and property taxes, utilities and cleaning supplies, liability insurance, advertising, and facility upkeep. For centers struggling to recruit children but still falling short of their contracted capacity, this new reimbursement initiative may mean the loss of crucial funding that could affect their ability to meet these fixed costs and ultimately, to remain in operation. In addition, the City is changing its funding policies for both pre-kindergarten and child care. The combination of PFE and the limits on programs for using both pre-k and child care funding sources further challenge the stability of programs. We urge the City to provide centers with a funding level that addresses their actual costs. If we are to preserve publicly-funded child care centers, we must ensure they have the funding to meet their operational needs.

- 2. The City’s “Pay-for Children Enrolled” initiative represents a departure from the traditional child care budget model. Child care programs and their sponsoring Boards, staff, and clients must be supported as they accommodate the changes.**

The City must recognize that this new initiative represents a significant change in the payment structure for New York City’s child care system. In order to survive, child care centers will be required to re-formulate their business models and re-structure their outreach practices. Technical assistance and training must be available on an ongoing basis to sponsoring Boards, Directors, fiscal personnel and others to ensure that each center is equipped to handle the changes. ACS

has made an initial commitment to providing technical assistance and training in a number of areas, including marketing, business planning, and governance, and we call on the City to ensure that this commitment remains strong. ACS should also consult with centers and carefully review their needs in order to better understand the types of technical assistance needed.

In addition, there must be a concerted effort on the part of the Administration to inform parents and help them understand the impact of these changes. Parents reading about this initiative in the press may believe that their subsidized child care arrangements are in danger, causing unnecessary stress and panic for their families.

**3. Full Enrollment is a shared responsibility. Child care centers must have the City's assistance in enrolling families.**

New York City and the Administration have an obligation to ensure that low-income and public assistance families have access to subsidized child care assistance. This obligation cannot, and should not, fall to centers alone. Before the City withdraws funding from centers in already underserved neighborhoods, we must ensure that vacant slots are truly empty, as opposed to just "unfilled." These vacancies may be warning signs, representing a failure to connect low-income parents with much-needed subsidized care.

ACS should work with centers and families to identify and understand the significant barriers they face in the child care enrollment process. This information should then inform strategies to resolve these issues without compromising the ability of centers to serve families in need. For example, more must be done to provide staff and training support to centers conducting on-site eligibility services, to identify and address administrative obstacles that are currently causing serious application processing delays, to improve and strengthen information resources for parents, and to actively conduct outreach in communities and neighborhoods.

**4. Increased funding for the New York City child care system is critical to meeting the child care needs of low-income working families and sustaining high-quality early care programming.**

Despite the concerns about under-enrollment, we know that there is great unmet need for child care in New York City. According to the strategic plan for ACS' Child Care/Head Start division published in 2005, ACS estimated that there were about 275,000 children in the City whose age and family income status made them "potentially eligible" for subsidized care. However, the availability of subsidized child care services at the time only met the needs of 89,000 children, or

roughly 30% of that population.<sup>2</sup> In particular, New York City is experiencing a shortage of subsidized care for infants and toddlers. Four-year-old children are nearly ten times more likely to receive subsidized early care and education services than one-year-olds.<sup>3</sup>

For the child care slots that do exist, many providers are struggling under current funding levels to provide the essential components of a quality early learning experience, including family and social work supports, highly qualified teachers (which requires proper compensation), upgraded facilities, and enriching instructional materials. Although we can appreciate the motivation to eliminate wasteful expenditures on vacant child care slots, we truly believe that the City cannot afford to withdraw funding in any amount from the child care system. In fact, *expanded* funding is crucial to increasing the number of families who can access subsidized care and preserving the quality of early care services.

In the end, we must remember what is truly at stake: the early learning experiences of low-income children across the City. Without the necessary assistance from the City to stabilize funding and improve enrollment, centers will struggle under the “Pay-for-Children Enrolled” initiative, and some will ultimately be forced to close. While center closings are extremely difficult for both staff and parents, it is the children who suffer the most. These children will be forced to leave the familiar settings and trusted teachers of their neighborhood child care centers, thus disrupting their educational experience and compromising their development.

We commend Commissioner Mattingly for establishing the Project Full Enrollment Task Force, which brings together community members, providers, and advocates to advise ACS as it moves forward with its “Pay-for-Children Enrolled” initiative. We urge the Administration to use this Task Force as a vehicle for communicating openly and effectively with the child care community. We also emphasize the importance of gathering data on all aspects of the child care system and ensuring that this data informs the approaches the City takes in re-shaping the system. ACS and the Task Force have already taken steps towards collecting this information, and we support them in moving forward with this worthy effort. As the Task Force process continues, we look forward to working with the Commissioner to ensure that the voices of child care providers, and the children and families that they serve, are not lost in this process.

Thank you for the opportunity to testify.

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<sup>2</sup> Ajay Chaudry, Kate Tarrant, and Julie Asher, “Rethinking Child Care: An Integrated Plan for Early Childhood Development in New York City,” Administration for Children’s Services, Division of Child Care and Head Start Strategic Plan, October 2005.

<sup>3</sup> Ibid.

**Testimony of Richard Oppenheimer  
Legislative Chair  
The Professional Association of Day Care Directors of N.Y.C.  
City Council General Welfare Committee's Oversight Hearing  
April 10, 2008**

**ACS'S EFFORTS TO PRESERVE CHILD CARE  
CENTERS IN NEW YORK CITY**

Good afternoon Chairman Bill di Blasio and members of the General Welfare Committee.

My name is Richard Oppenheimer. I've been director of Family Day Care at Nuestros Ninos Child Development School for 36 years and I'm also Vice President of Early Childhood of the Council of School Supervisors and Administrators (CSA) Local 1. This afternoon I'm testifying as Legislative Chair of the Professional Association of Day Care Directors of New York City concerning defunding and closing of New York City day care centers.

The Agency for Child Development was created in 1971 by Mayor Lindsay. ACD opened many new sites as a part of Mayor Lindsay's response to stark poverty issues in New York City such as the issue of latch key children, hunger, street gangs, the enormous expense of reform schools and prison, and the lack of hope for low income children. The system supports stable family life by providing early education for children so that they succeed in school and become part of a productive work force. Nuestros Ninos has been an early childhood anchor for the Williamsburg-Bushwick community. Two legislative assistants of New York City Council Member Diana Reyna are Nuestros Ninos graduates. Diana herself was a teen volunteer at Nuestros Ninos. Nuestros Ninos graduate Nelly Rosario, daughter of immigrants, had her first novel "Song of the Water Saints" reviewed on the front page of the Sunday New York Times Book Review. We enrolled a child, within the last two years, whose mother had been sent for a tour of duty in Iraq, leaving a father as a single parent. How would one measure the difference, the cost benefit of Nuestros Ninos to the families of our community, to our Nation?

Recently the Bloomberg Administration announced that it would implement what it called an Enrollment Based Initiative in September 2008. This

would mean Center funding based on enrollment and attendance. Currently New York City ACS fully funded day care budgets are line item, bottom line. These centers have fixed costs, i.e. rent, personnel, educational materials.

ACS has a series of data entry issues that causes their computer system to retain incorrect figures for the enrollment of the fully funded day care centers.

For the last two years ACS has asked day care centers to open 2 year old classrooms and close 4 or 5 year old classrooms, a revenue neutral move. A two year old classroom allows 10 children per class, a 3 year plus classroom allows 15 children. The 2 year old class though smaller in size receives the same funding as the 3 or 4 year or 5 year classes. ACS has approved this change for 65 ACS centers. But its computer system has not been updated to adjust to this new contract capacity.

Parents of 2 year olds who have applied to ACS for enrollment have been incorrectly rejected for care and centers which have 2 year olds have not had this reflected on ACS attendance reports. ACS' enrollment reports consistently reflect lower than actual enrollment.

The applications for new clients and recertification applications have also been recorded inaccurately. There are fewer eligibility (Local 371, DC 37) workers. In Brooklyn four are out on medical leave. ACS has expected centers to involve themselves (though not in writing) in the pre-interview, pre-packaging process. But only ACS workers enter data into the computers. Enrollment packages have sat in piles at Resource Areas. Again, poor data entry results leads to incorrect enrollment data, showing lower than actual enrollment in New York City's day care centers.

ACS has initiated a web based pilot that will be used to collect data. This was to have begun on April 1<sup>st</sup> and be completed in September. Centers are currently purchasing computers and down the line September or later, results have to be analyzed and checked for success or failure, corrected or tweaked. None of this will alter the fact that data entry occurs at ACS and that the computer system needs to reflect accurately ages of enrollment and

sufficient eligibility staff and organization are needed for enrollment data to be accurate and not to show lower than actual numbers.

The City of New York basically has parent income ceilings of 200% above the poverty level though it states to the State that it has a ceiling of 275% above poverty level for a family of 2, 255% for a family of 3, and 225% for all other sizes. In Mayor Giuliani's Counting to 10 Report, Goal 2 stated, "By November 30, 2001, ACD will develop strategies to take advantage of the new federal option and work with New York State to expand child care eligibility to 275% above the federal poverty level for all families."

Westchester has already done this. When will New York City? It will mean higher enrollment and continuity of care to support the developmental growth for what is a recognized system of quality support for New York City's low income families.

ACS states that under-enrollment is costing the City \$40,000,000. It states in its own fiscal 2009 Preliminary Report that its enrollment initiative would save only \$2,000,000. ACS' Rethinking Child Care Report of 2005 states that its contracted care system "helps to overcome social isolation and lack of organizational infrastructure; one of the most devastating properties of concentrated urban poverty." Second, it states, "contracted center-based care provides a higher level of accountability than voucher care by establishing and enforcing standards and providing leverage to influence the quality of care". It continues, "Contracts are effective mechanisms for monitoring and supporting high quality early education for children from low income families for whom out-of-home child care is most needed and potentially most beneficial: -the same children for whom "market" incentives to influence quality do not exist in the same ways they do in areas with higher use of competitive private care. Third, contracted care also provides for more stable arrangements for children. Center care and family child care offer children much greater durability and better care transitions than voucher and or informal care arrangements."

Why risk this by going forward with an initiative that would change an annual bottom line stable contract that handles fixed costs to one based on monthly enrollment data that we have shown to be inaccurate. It would destabilize and cause massive closings of day care centers. Corrective mechanisms for the existing contract system are already in place and need to be utilized. These mechanisms are short term contracts, the lowering of budget capacity and the replacement of sponsoring boards if necessary.

We believe in accountability for Centers, but also for New York City's funding agencies. Until the City deals with its data entry issues, until a serious review of possible unintended consequences, there must be a moratorium on this enrollment based initiative. The members of the Professional Association of Day Center Directors believe implementation would result in massive closing of day care centers in New York City and therefore unequal support of the growth and development of minority and lower income children. It has been shown in study after study that quality developmental support for our young children means success in school and to the fulfillment of our American Dream.

As I pondered how to close these remarks I remembered a core personal inspiration. Forty years ago Senator Robert Kennedy, then candidate for President, was asked by TV commentator David Frost how he would like to be remembered. Kennedy responded: "I think again back to what Camus wrote about the fact that perhaps this world is a world in which children suffer, but we can lessen the number of suffering children, and if you do not do this, then who will do this?"

We must continue our commitment to a stable environment for early childhood education. Together we can make a difference.

City Council General Welfare Committee Hearing on Day Care  
April 10, 2008

**Jamaica NAACP Day Care Center Statement**

My name is Michele Rios Jenkins. I am the Educational Director of the Jamaica NAACP Day Care Center. This day care operation has been in continuous operation since 1970, coincidentally almost as long as ACS has existed. We are licensed for 78 children, 2.6 to 6 years of age.

Getting right to the heart of the matter, we analyzed the impact of the proposed formula on our center. Simply stated, although our enrollment is adequate to receive full funding today, we see that our condition would drastically change if we were under the enrollment 85% threshold by only 5 children for a matter of a few weeks. Honestly, the proposed formula could easily result in the eventual closure of this day care and many others. You can't hire people on a fluctuating funding formula and run a quality program. The closure of Day Care Centers would end vital services to the community. Day cares permit working mothers, educating mothers, job seeking mothers and families to place their children in a clean, safe environment with the added benefit of receiving quality early childhood education for their children.

To illustrate my point, our Day Care Center has a mother currently pursuing her GED high school equivalency that is also in a drug rehabilitation program. She certainly envisions day care as a means of starting a new life for herself and her family. However, when depression sets in and she realizes she is no longer able to pursue her longed for dreams. Are we now telling her to return to a lifestyle of taking drugs? What will be the fate of her children? Multiply this by hundreds throughout the city.

After making so many positive social gains in the lives of individuals and families, are you now willing to permit this travesty to occur on your watch? No! This can not happen. Members of the Council you have within your power to prevent this. How? Insist that ACS provides the resources to help centers reach and maintain full enrollment BEFORE implementing the proposed formula. Yes, we are looking to you to prevent this injustice from marring our city.



**TESTIMONY  
BEFORE THE CITY COUNCIL  
COMMITTEE ON GENERAL WELFARE  
THURSDAY, APRIL 10, 2008**

Good afternoon. My name is Andrea Anthony and I am the Executive Director of the Day Care Council of New York, Inc. The Day Care Council of New York is the membership organization for 250 nonprofit organizations that sponsor approximately 330 publicly funded child care programs throughout the five boroughs. These private nonprofit organizations are under contract with the City's Administration for Children's Services (ACS) to provide daily education and care to infants/toddlers, and young children aged 2.6 to 5 years old. As of the end of March 2008, there were 54,639 children in the publicly funded child care system with slightly over 63 percent in center-based programs.

I would like to thank the City Council's Chair of the General Welfare Committee, Bill deBlasio, and its members for holding this public hearing. From its beginnings in 1941, the child care system was formed as a partnership between the city and nonprofit organizations with the intent of helping families who need a safe, educational setting for their children while they are working. The Day Care Council was organized during this time to serve as the voice for these organizations and we are proud to continue in this capacity.

We are at a critical juncture in the 57 year old history of the publicly funded child care system. The key word here is "change." But the driving force behind the city's desire to change the system is solely economic. The City's fixation with addressing budget deficits is destroying essential services in the wonderful mosaic we call New York City. The direct impact of policy decisions driven by budget deficits is weakening, beyond repair in some cases, the fragile safety net it took years for us to create. The other unfortunate dynamic that is now pervasive in the publicly funded child care system is an "us versus them" mind set.

I wonder if we are changing this 50 plus year old system for the better, or changing it to reflect an entrepreneurship system that has no regard for the people that will be hurt in the process and without analyzing what the impact will be on our multi-cultural, multi-economic neighborhoods. We know child care is a lifeline for hundreds of families; that it helps maintain economic growth in this city, and most importantly, it nurtures the educational needs of our youngest citizens. We are not advocating that the city should not investigate how to make this system work more efficiently. But we are questioning how so many new changes to the publicly funded child care system will affect some of the poorest communities in our city.

The Day Care Council membership wonders with nervous anticipation of what will come next. Beginning in 2002 when the Administration forced two functioning but not adequately funded after school program systems, one in the Administration for Children's Services (ACS) and the other in the Department of Youth and Community Development (DYCD) to combine programs to address a budget deficit, we have witnessed the slow unraveling of publicly funded child care. Advocates, providers and parents protested for three years with compelling arguments pointing out over and over that very young children require an escort from elementary school and also need structured activities. Most importantly, our research demonstrated that the rate per child established by ACS and DYCD was essentially the same and combining the programs would result in hundreds of low-income families with fewer options.

Dismantling a core part of the publicly funded child by transferring after-school funding from ACS to the DYCD in 2005 resulted in a devastating impact on nonprofit agencies that sponsored the after schools programs. We lost approximately 10,000 after school slots and about 1,200 child care workers were laid off. The system was left with much un-usable space in several child care programs. I do not know the exact number of how many programs are still dealing with this issue. We do know that it has been difficult for many agencies to re-use the space for other purposes due to NYC Health codes.

In response to this change in the system, ACS issued *Rethinking Child Care as An Integrated Plan for Early Childhood Development in New York City*. This plan,

developed with very little input from the agencies it will affect, proposed changes in the system by implementing community-based enrollment, new performance measurements, a new under-enrollment policy, eliminating direct leases, and integrating Head Start and child care. What was missing when this plan was introduced three years ago is the same as what is missing today, the financial resources and cooperation of all parties involved to make it work. I have attached a copy of my response to *Rethinking Child Care* which highlights many of the major problem areas. Streamlining eligibility through community-based enrollment without the necessary ACS staffing in place simply will not work.

For example, community based eligibility was first implemented in the Bronx with no additional funding for the contracted agencies who volunteered to participate. They were told, if you want to increase enrollment, perform eligibility for parents without additional staff and send the applications to ACS. Within ACS, programs were confronted with the “eligibility black hole.” According to our member agencies, parent applications disappeared or were not processed; and there was no one available to answer inquiries. ACS will readily admit that when they shifted community-based eligibility from one borough to the next, the process in the former borough stopped. Community-based enrollment requires a 50/50 partnership between ACS and its contractors. Essential manpower must be placed in the ACS Child Care Resource Areas to assist with this mandate, and our member agencies need additional funding to hire staff to focus on this new requirement.

Added to community-based enrollment, our member agencies had to deal with child support enforcement which was fully implemented in 2006. This is another mandate that has adversely affected the enrollment of children in the publicly funded system. We have all heard the stories of single mothers who have informal arrangements with the father of their child in place and have refused to pursue child support. This dynamic has clearly had a negative impact on the vacancy rate in subsidized child care.

Finally, we cannot ignore the gradual increase in Universal Pre-kindergarten slots in our communities and this impact on the publicly funded child care system. Without a doubt, UPK has been a good thing for the system overall; however, in some areas of the city

there has been major competition between the public schools and nonprofits. In addition, ACS and the Department of Education have created an inter-agency transfer of UPK funding to publicly funded child care program to ensure capture of \$60 million dollars in state UPK funds. This inter-agency transfer has resulted in a two-tier system with some programs that are under direct contracts with DOE and receive the full funding amount for their UPK programs, and other child care programs receiving less funding or up to \$800 per child to perform the same service in their communities.

This brings me to the latest change to the system, the Full Enrollment Initiative, which has the possibility of dismantling the very foundation of the publicly funded child care system. To his credit, Commissioner John Mattingly has convened a Task Force on Full Enrollment which includes five different workgroups to examine the implementation of this initiative. I am proud to say that I have been asked to serve on the Task Force. From our first meeting, I sincerely believe that Commissioner Mattingly and his Deputy Commissioner Melanie Hartzog, and ACS staff are listening to our comments and recommendations, but the child care community are not well represented on the Task Force. Unfortunately an initiative can only be successful if it has the financial resources in place to make the necessary changes, and each party involved in this change accepts its role and responsibilities.

The high vacancy rate has been caused by a number of factors: (1) demographic shifts in neighborhoods where some child care programs have operated for 25 years or more; (2) inflexible policies that hinder agencies from exploring other options to expand their capacity; and (3) the erroneous public view that the child care system are city agencies. These are nonprofit agencies fulfilling a vital function in their community. They cannot readily develop a business plan and figure out if they have a slight decrease in their enrollment one month, whether they will have the funds to cover payroll the next month. Before we implement any plan to address problems in the system, ACS must drop its parental control.

There are a number of ways the City Council can facilitate the process of change in the publicly funded child care system. First, we need a shift in attitude. It is not us versus them. We will only accomplish building a more efficient system that truly addresses the

needs of low-income families if we work together. Second, require ACS to perform a full internal assessment to identify weaknesses and staffing gaps within its infrastructure. I am not advocating the hiring of more Associate or Assistant Commissioners, rather early childhood professionals who will work closely with the nonprofit agencies to implement an enrollment policy that recognizes the ebbs and flows of such a system. Third, we must have all parties at the table to discuss and plan these changes. District Council 1707, as well as, some consumers of child care, must be added to the Task Force formed by Commissioner Mattingly. I admire that he has formed the Task Force, but we cannot move forward without other voices and opinions on the future.

Given this nature of such an important change, my fourth recommendation is that we delay the implementation of full enrollment until July 2009. One of the major components of this new system is a web-based enrollment and attendance program. It is unclear how many agencies have the capacity and ability to operate under such a system. We need to conduct an assessment on the labor force needs within ACS and the nonprofit sector to determine if a community-based computerized enrollment and new accounting system will work. I advocate that we begin full enrollment as a demonstration model and proceed with caution. There are many unknowns that will be revealed as we implement this system.

My fifth recommendation is that we include financial incentives for agencies that achieve their stated enrollment goals. My final recommendation is that all of these ideas require the willingness to commit the necessary funding to achieve our ultimate goal. The nonprofit publicly funded child care system cannot continue operating on a shoe string waiting for the other shoe to drop. Either the City Administration or the City Council is willing to help and apply the necessary funding to reschedule the system or it is not a priority.

*Restructure*



## ***Rethinking Child Care: A Response to the Integrated Plan***

The report, *Rethinking Child Care: An Integrated Plan for Early Childhood Development in New York City*, is a thorough analysis with recommendations on significant areas to consider in improving the publicly funded child care system. The overall intent of the document is to enact a comprehensive strategic plan for child care and Head Start that strives to improve program quality and expand the overall system. We applaud this goal and look forward to working closely with the Administration for Children's Services (ACS) on the implementation of many of the objectives outlined in the report.

In addition, the Day Care Council of New York is pleased to see a report that speaks to the continuation, the growth and improving quality measures for the publicly funded child care and Head Start system. Over the past year, the system has witnessed a major shift in funding with the transfer of after school programs to the Department of Youth and Community Development. It is unclear what the impact of the creation of the Out-of-School Time Program will be to the child care system. The final implementation phase will not take place until the summer of 2006.

After careful review of *Rethinking Child Care*, we find that there are major areas that warrant further examination and a careful look at the implementation process before any steps are taken in this direction. For example, two issues that have been identified in *Rethinking Child Care*, (1) streamlining eligibility and (2) establishing new performance measurements are being proposed without the necessary staffing in place to respond to submitted applications; or without input or an assessment of what is currently in place, respectively.

Despite the impressive breadth of the report, some important areas are not addressed. Issues that are critical to the successful realization of a comprehensive strategic plan are missing. Nothing is said about:

- establishing linkages with the Early Childhood Professional Development Institute to improve staff credentials;
- working with the three unions – District Council 1707/Local 205 (child care workers) and Local 95 (Head Start workers) and the Council of Supervisors and Administrators (child care directors) – which should be viewed as critical partners in any strategic planning effort;
- reviewing the financial health of all child care programs to ensure that the appropriate level of funding is available to meet the needs in given communities and also ensure quality;
- reinforcing a cooperative relationship with the Department of Education and its role in early childhood education; and

- gathering feedback and input from the child care and Head Start sponsors on how *Rethinking Child Care* will improve or hamper their ability to do their jobs.

Following are comments on some of the most critical areas in the report including:

1. the new policy on under-enrollment;
2. community-based eligibility & re-certification;
3. the new evaluation standards;
4. child care oversight;
5. elimination of all direct leases; and
6. the integration of Head Start & Child Care.

#### New Policy on Under-Enrollment

The proposal to allow agencies to enroll voucher and private pay families has merit and should improve the financial health of some agencies. Numerous agencies are located in neighborhoods that are changing dramatically, with an increase in the number of new immigrants and middle income families. However, the mechanism by which agencies will be reviewed and sanctioned for under-enrollment is a major concern. We are concerned with the "short-term deadline date" that will be imposed. In which month will this date be determined? Traditionally, agencies have difficulty recruiting children during the summer months. Secondly, how will delays in the application process and re-certification affect the new under-enrollment policy? The report states "programs will still have contracts for a majority of their capacity." Consequently, staff child ratio must be considered in any funding reductions proposed under a new under-enrollment policy. It is unclear if agencies will be required to have 100 percent enrollment 12 months of the year, or 90% – 95% enrollment for a minimum of 10 months.

#### Community-based Eligibility & Re-certification

Shifting eligibility determination, enrollment and re-certification to the community is another noteworthy proposal that should facilitate an increase in accessibility of child care center-based and Head Start services for many families. Unfortunately, the report does not outline any support (financial or otherwise) that will be given to agencies to help them meet the demand that this new initiative will create. As such, it is assumed that the program director, or in some cases the bookkeeper, will inherit this new responsibility. ACS needs to keep in mind that all employees in contracted programs are unionized. Additional responsibilities must be discussed and negotiated with the respective unions. Eligibility determination and re-certification are time-consuming tasks. Agencies will need financial support to perform this new task. In addition, what safeguards are being proposed to ensure that parents have **equal access** to available child care or Head Start openings?

As one of five child care resource and referral agencies in New York City, the Day Care Council and its CCR&R Consortium partners, are prepared to assist ACS in helping parents identify child care and Head Start programs in their neighborhoods.

### Evaluation Criteria

Rethinking Child Care outlines a new evaluation proposal highlighting various areas to assess the quality of child care programs. In establishing the new performance measures to achieve program quality, we respectfully request that ACS strives to include as much input as possible from the affected programs. Child care programs are well versed on program assessment measures performed by ACS. However, these program assessments have not included several of the new areas proposed in the report, i.e., curriculum and program structure, individualized child assessment, community partnerships, and teaching pedagogy. As such, agencies will need time and support to develop these structures. The report outlines the steps for developing an evaluation system without a procedure to assess what currently exists, or a system to obtain input from the programs.

### Family Child Care Monitoring

We support the proposal to monitor the quality of family child care homes. It is unclear from the report how this monitoring will be done, i.e., by staff in the Resource Areas, or by staff in the networks? Our concern is the added responsibility that this service brings to the networks and its implications, such as, collective bargaining. This is a new task that requires network staff be trained. Will network staff be compensated for this new task? This is a collective bargaining question that should be addressed prior to implementation.

### Discontinuation of Direct Leases

ACS's proposal to discontinue its responsibility for rental leases is a major concern and may be very problematic in this unstable real estate market. In *Rethinking Child Care*, goal five discusses facility expansion and management at a time when agencies are concerned about their very survival in the competitive New York City real estate market. Facility management has been a cornerstone service for agencies under contract with ACS. In addition to paying the rent for a number of child care programs, the ACS facility unit performs repairs and helps agencies ensure that their space is in compliance with the health code. Many child care programs, whose lease is managed by ACS, are not involved in the rent negotiations, nor do most of these agencies deal directly with the landlord.

Relinquishing its responsibility and role in this area at such a critical time could mean the closure of some programs. Landlords may choose not to rent to nonprofit agencies without ACS's management and assurances. In many instances it may take several years before the time frame of the existing lease expires. Understanding how this transition will take place and how much monetary support agencies will receive is paramount. Again, the timing and implementation of releasing the direct lease program are important considerations.



### Integration of Head Start and Child Care

The integration of Head Start and child care is a good and positive step for many programs. Of concern is salary parity for the workers, and cost allocation of program services. In the area of salary parity, both sectors have a unionized workforce. However, due to the different sources of funding (federal, state and city versus all federal), workers in Head Start are paid a significantly higher salary than those in child care. Secondly, many programs have Universal Pre-kindergarten funding and utilize this funding for program enhancement activities because the ACS budget does not provide annual COLA increases to deal with basic inflationary increases for program operations. How the new under-enrollment policy will interface with the integration of Head Start and Child Care must be clearly articulated.

Agencies will need training and technical assistance to integrate Head Start and child care successfully. We were glad to see that technical assistance, data collection and analysis, and family support are major components of the plan. The Day Care Council of New York is available to assist ACS in these, and all of the areas identified in the report.

### Conclusion

As noted, *Rethinking Child Care* proposes several significant changes to the publicly funded child care system. Many of these changes will mean severe budget cuts for Head Start and child care programs that fail their enrollment goals. Other proposed changes could possibly mean closure for agencies that lack the funding or the ability to negotiate a new lease with a pre-existing landlord. What impact would this have on a low-income community with very few center-based child care programs in the area? According to the report, publicly funded child care and Head Start programs are now located where the need is highest. Consequently, agencies should be able to meet this new challenge if given enough time, support, and the appropriate resources, i.e., additional funding and training on the new requirements.

*Rethinking Child Care* represents the second major plan (on child care/Head Start) issued by ACS in five years. If the intent is to revamp the system to save money and improve quality, then ACS should gather as much input as possible from those directly affected by the plan and enlist them as partners in this new endeavor.

FOR THE RECORD

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Gerald Nurse

I work at Farragot Day Care Center in Brooklyn.

ACS makes it too much of a hassle to be certified for day care.

The income requirement is very unrealistic; if you make just a tiny bit over the very low amount the daycare fee is unbelievable.

These are barriers for parents to full enrollment.

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

I am Doreen Dickens. I have been working in day care for about twenty years, the last ten at Andrew Landi Child Care Center. I have seen a lot of changes over the years throughout the child care system and I would like to share my concerns with you about recent changes.

The day care system is extremely important to our communities. If members of the Council and the mayor want people across the city to find jobs, to work, and go to school, then keep day care open. We should open new centers to help more kids. What does it mean for the children, parents, and teachers who really depend on day care to go to work and school when these centers close?

The enrollment and other issues with day care, including teachers' contracts, should be looked at from all points of view and considered carefully.

Together we have to take action to improve our day care system, not shut down centers. With the cost of living going up, affordable day care is more important than ever and teachers' contracts should be completed. After all, day care centers are here so that children start their education and to give their parents a safe, positive place to leave their children so that they can work without worry.

We teachers give them the best beginnings of their lives we can, and we know that while improvements can and should be made, we can do that while keeping our centers open.

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Nancy Sepulveda

Children's Liberation DCC has been a fixture in the Lower East Side Community for over 36 years. Our day care center has served the needs of the poor and working class families that made their homes there. The diversity of our community gives it the unique identity of a multicultural center. The opportunity to engage children from different ethnic backgrounds in a setting that respects their culture and language enriches the growing and learning process.

As a teacher for over 25 years, I am now teaching a second generation of students, whose parents I also taught, which gives me a good understanding of the community and how to help students.

Now we are in a situation where day care centers are being assaulted. With New York City going through a redevelopment stage, we are being squeezed out of our centers. Real estate interests are calling in their favors. The administration doesn't seem to care that families are put out or that day care staff are put out of work. They just want to take the large spaces that day care centers occupy and convert them for market rate ventures.

Also occurring, is decreasing enrollment due to more stringent eligibility barriers put before parents. The alternative to day care for a working parent is for their children to sit in front of a television at a sister's house. What is needed are realistic income guidelines and fee scales for our NYC families in order for them to obtain and afford quality child care. Instead of seeing our working parents and their children as the lifeblood of the city, they are looked upon as undeserving of taxpayer dollars. Day care centers are so important to all of the communities in our city. And by destroying them they are destroying the ties that keep us together.

In the community where our day care center is located there are no other daycares that can pick up the loss if we close. Our day care center is being kicked out of our space so that the Mayor and his friends can create an all arts center. This project is slated to cost \$20 million. That's why ACS froze

our enrollment and pushed parents to transfer to other centers, but they have not helped us find a suitable alternative site.

NYC once had the finest day care in the nation. Now, we have under-funded and increasingly stressed centers where children, families and staff are “nickel & dimmed” while millions and millions of taxpayer dollars are poured into less important things. At the 122 Community Center, nearly \$97,000 was spent on a lobbyist who used legal loopholes to kick Children’s Liberation Day Care out of our beautiful children’s classrooms and turn them into performance space. Why are artists more worthy than children?

Mayor Bloomberg is responsible for the day care closures. Will you join the mayor to throw children and families out of their day care centers? Or will you stand up for our kids and our communities?

Thank you.

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Joan Morgan, a day care worker

My name is Joan Morgan and I have been a day care worker for three years.

The thought of our day care center closing is disturbing to all of us who work here. When we look at the long welfare and unemployment lines we worry that that could be us any day now with so many day care centers closing. We also worry about rising crime rates and the future of our community in Queens.

This is a good job in hard times, I'm worried about my health insurance and social security. What will happen to working parents, day care workers and kids if ACS closes this center? Will you really put us and our kids out on the street to sleep in the subways?

John F. Kennedy said, "Don't ask what your country can do for you, but what can you do for your country." If my job is taken away, what can I do for my country? My City?

My parents and grandparents taught me to work hard for what I want in life, I put my blood, sweat, and tears into caring for these children.

Enough is enough this must stop and stop now.

## **FOR THE RECORD**

April 10, 2008

### **City Council General Welfare Committee Hearing on Day Care**

Testimony of Kimberly Comes, a day care worker

My name is Kimberly Comes and I am here to remind you that day care centers exist to help keep the economy running by providing a safe haven for the children of low-income and middle class families while their parents go to work.

It is a known fact that without the working class in New York, the city can't run effectively.

Without day care, where will our children go? Will they be left at home alone? Will it cause more people to leave their jobs and go on Public Assistance, and or lose their homes?

If the mayor or city council really don't care about keeping our centers open, I need know where our one through five year old children are supposed to go when we are working.

If the City can only think in numbers, then you should at least know that there is no profit if the wellbeing of our children, our future, is sacrificed.

**FOR THE RECORD**

April 10, 2008

City Council General Welfare Committee Hearing on Day Care

Testimony of Shane Stanley, a parent

My name is Shane Stanley and my son goes to Blanch Community II day care center in Queens.

Blanch Community II is a positive influence on my son's life, I feel secure leaving him there while I go to work every day.

If his center closes my son will lose a wonderful learning environment and I will lose my job.

Please do not deprive my son of a brighter future!



**Testimony of Raglan George, Jr.  
To the New York City Council  
General Welfare Committee on  
Day Care Closings and Center Funding  
April 10, 2008**

Good morning. My name is Raglan George, Jr. I am the Executive Director of District Council 1707 of the American Federation of State, County and Municipal Employees. I also sit on Executive Board of my International Union as a Vice President.

My union has 25,000 members and we are the third largest affiliate of AFSCME in New York State. We are day care workers, home care workers, direct care workers, social workers, foster care workers, Head Start workers and other not-for profit employees in New York City, Westchester, and Long Island. Our union has a long history of fighting for the rights of non-profit and non-profit social service workers.

I am here today to speak on the proud performance of public center-based day care and the impact it has had across this city for more than forty years. But I am also here out of disbelief that one mayoral administration is attempting to abolish day care centers across the city for reasons unknown to me and to the general public.

The closures of day care centers across the city like Lucille Murray in the Bronx this January, Marcus Garvey in the Bronx two years ago and the Irving Place Day Care in Brooklyn in 2007 and some fourteen other centers are tragic and disgraceful. No other administration in this city had the distressing effect on the growing day care industry to close centers. Since the Lindsay Administration no other mayor has attempted to downsize public day care like this one.

Safe, quality and affordable public day care is morally justified by the results that it has on our children and on working families. In this time of economic distress, or as some say recession or even moving toward depression, it is important for the City of New York to maintain and even expand public center-based day care. It is vital for children in poor and working class neighborhoods. It is crucial for working parents and even more so for single heads- of-households who barely hang onto jobs despite rising costs to rent, food and transportation.

We do not question immunizations for children or public education. Those battles have been fought many years ago. Public center-based child care must also be protected. By reasonable estimates there are 150,000 children who are eligible for public center-based day care in New York City. They are in all neighborhoods in the five boroughs. The City of New York has made applying for public day care difficult and timely for parents who need this care for their children so they can work. This is wrong and it must be stopped.

More than 40 years ago after the riots in the city, the Lindsay Administration offered center-based public day care to help stabilize families by a commitment to safe, affordable and quality child care that over the years has become the nation's premier public day care system. No other city in the nation equals New York City's day care system. No other city in the nation has a fully-funded system that engages thousands of children annually and relieves parents of the anxiety that their children are in safe, professional and dedicated hands. Low-income parents are able to continue to contribute to the city's and the state's economies. Parents who are able to work and pay taxes and contribute to their communities as workers and consumers only strengthen our society.

Only this administration has attempted to shrink or decimate this system. The Lindsay administration did not completely want to add additional public workers, so it encouraged local community-based organizations to run individual centers. If a center has had trouble in the past, the City was quick to find another CBO willing to administer the program.

It pains me to see parents suffering not having safe, quality and affordable child care in the Bronx, in Manhattan, in Staten Island, or in Brooklyn. I have seen mothers cry when learning that the precious center that had helped raise, socialize and educate their children disappear with changing locks on a needed center without justification. Yes, New York is evolving. Neighborhoods are becoming gentrified. Working families are being pushed out but not at the speed that ACS suggests. At Children's Liberation Center on the lower east side and Marcus Garvey and Lucille Murray in the Bronx, real estate values have come in play with the City attempting to take over buildings that housed day care centers. ACS takes over the buildings but does not actually replace the day care slots. An additional slap in the face is to learn that ACS is obligated to pay rent to the landlords for an additional eight month after the closings. There are 150,000 children eligible for public day care. And with ACS new advertised programs, these children will never be adequately serviced.

We need the help of this body to tell the Bloomberg Administration not to shut down any more public day care centers in the City of New York. For every center that is shuttered, a valuable resource for our children is squandered.

The City has announced that they want to change the fully-funded system to a system that pays for enrollment per child by September 2008. But their reality is unsound. What the City of New York wants to do is bypass the collective bargaining agreement with Day Care Employees Local 205 and fund centers so that our members receive less wages, health benefits, pensions and other valuable benefits. What the Bloomberg administration cannot slash at the bargaining table, they are trying to proceed as if they exist in Alabama in the 1940's. Without much public anger the Bloomberg Administration attacked unionized after school programs and replaced them with an inadequate system of revolving employees with no benefits and professionalism now funded through the DYCD. Do not let them succeed by debilitating our children's future because they are poor or of color.

On Monday March 10, 2008 at the City Council hearing on the ACS Preliminary Budget, ACS Commissioner John Matting publicly stated that District Council 1707 Executive Director Raglan George, Jr. purposely was not invited to join the Project Full Enrollment.

He said that I was not included because ACS wanted to make key policy decisions without the Union's interference. In an earlier meeting with Mattingly, I stated emphatically that the union did have many disagreements with the plan as it was announced. But I did not state that honest discussions could not continue.

However, he said to the committee, once the policies decisions were complete, I would be invited to join a "wider" committee to implement their decisions. Our union does not rubber stamp bad decisions that would be harmful to our members.

This committee and the full City Council have the power and the legal authority to compel the Bloomberg Administration and ACS to fulfill its obligations to working families and to its children. The City Council must obligate that day care slots and its facilities are used not to decrease day care but to address the 150,000 children eligible for its services. It must also force the City of New York to prepare for the additional one million persons living in New York City by Mayor Bloomberg's estimates by the year 2030.

The City of New York must meet its obligations to the working families and the children of the City. It also cannot bypass its legal and labor obligations to the dedicated and professional day care workers through subterfuge and benign neglect. The City Council must insure that New York City's public center-based day care system survives and thrives before the year 2030.

Thank you.

## **STOP THE DOWN-SIZING AND DE-FUNDING OF OUR ACS DAY CARE CENTERS**

New York City has over 150,000 low-income pre-school children ages 2 to 5 that need all-day care and an early childhood education. For the past three years, ACS has closed or consolidated 17 of its centers so we now have only 306 of them with space for only 23,500 children. **That's less than one out of five of the eligible pre-school children in need of care.**

To compound the problem, ACS has been trying for two years to get the day care centers to take over the work of helping parents get their children enrolled and relieve the ACS Resource Area staff of that work. But because it has not provided the centers with any added staff to do the work, their enrollment has dropped.

ACS is now claiming that it is spending \$40 million on empty slots, but instead of dealing with the deficiencies in its enrollment system and helping parents fill those slots, it says it will downsize the under-enrolled centers. On January 4, it notified 135 of its centers that they were less than 85 percent enrolled and that unless they are fully enrolled by April 1, ACS will cut their budgets and their slots.

**In the face of the huge unmet need, it is unthinkable that the City would make any further cuts in the number of children getting subsidized center care. We urge the City Council to:**

1. **Rule out any down-sizing of our day care centers and focus instead on getting the ACS enrollment system to work.** ACS needs to overhaul its dysfunctional enrollment system and provide the centers with staff to do the enrollment work. For some reason, it has delayed carrying out its Full Enrollment Initiative in Manhattan and Brooklyn until just now, even though three-fourths of the under-enrolled centers are in those two boroughs. It needs to launch a public relations campaign to publicize the new income ceilings that will take effect June 1st, and it needs to resume doing its Massive Admissions Campaign this spring to fill any current vacancies and get children enrolled for the fall.
2. **Stop the Mayor from paying the ACS centers for only part of their costs.** ACS has just announced it intends to completely overhaul its system for funding its centers — that starting this September, it will contract for only a portion of each center's capacity and it will pay the centers based on the number of children attending month to month. **But the centers have fixed costs and cannot survive unless they are fully funded and able to pay their staff and pay their rent.** ACS has set up a task force to help it implement this Pay per Children Enrolled plan, but the plan is simply unworkable. Instead of the ACS task force, what we need is a joint Mayoral-City Council Commission that can develop an effective plan for making full use of the City's child care funding and facilities.

4/3/08



District Council 1707  
American Federation of State,  
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## **The City Announces Plans to De-Fund the ACS Day Care Centers**

Unlike anywhere else in the country, for decades now, New York City has been putting up far more of its own money for child care than the federal and state maintenance of effort matching requirements. Over and above some \$70 million in matching funds, it is currently spending almost \$200 million in City funds – so we are serving far more children than we could if we just spent Federal and State funds.

New York City is also unique in recognizing that in serving low-income communities, centers need to be funded for their actual cost of care – that centers cannot survive if the City were to pay them per child at the rate that the centers could charge the parents in their community.

So for decades now, New York City has pioneered in fully funding the costs of its day care centers. It sets up a line-item budget with each center that covers the center's facilities cost, and the staffing costs for two teachers and a part-time aide in each classroom, plus the administrative staff and support staff, at union salary rates, health and welfare benefits and pensions.

That is why New York City's public-funded child care centers have been able to maintain a stable, well qualified teaching staff and support staff providing quality early care and education for thousands of young children whose parents cannot afford the full cost of quality care.

But all that will go down the drain unless we can get the City to continue fully funding the centers. Out of the blue, the City has announced that it will no longer fund all the costs of the ACS day care centers, that it will pay for only a portion of each center's total enrollment – say 80 percent of the children -- and leave it to the centers to try to fill the gap by finding parents that have a voucher or upper income parents that can afford the full cost of care -- now averaging \$13,214 a year, or over \$250 a week.

The City is not issuing child care vouchers to anyone except parents on welfare and the HRA Job Center workers are pressuring them to find a relative or neighbor to take care of their child so they can start their welfare-to-work assignment right away. If there's no vacancy for the child in an ACS center right then, the Job Center does not allow time for the parent to visit the ACS centers and get on their waiting lists.

And even if the day care centers were able to find parents on welfare that need child care for their pre-school children, their voucher payments would be limited to the current market rate for pre-school center care which is only \$224 per week

ACS child care centers are serving less than 20 percent of the income-eligible children ages 2 to 5 whose parents are working and those that would be working if they had child care and could find a job. In the face of that need, it would be unconscionable for ACS to cut classrooms or under-fund the centers and put them at risk of closing.

It is obvious that our centers could be fully enrolled if ACS would work collaboratively with them to deal with the problems in its enrollment system that have kept eligible parents from accessing child care and retaining that care.

4/3/08



District Council 1707  
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## GETTING OUR ACS CENTERS FULLY ENROLLED AGAIN

- **ACS should resume having its Massive Admissions Campaign starting in April.**
  - ACS should start publicizing its "Big MAC" campaign in community newspapers, and announce the new income ceilings that will take effect June 1st, helping the centers get children signed up ready for admission in September – and to fill any vacancies that come up before then.
- **The ACS website should provide all the information parents need in accessing child care:**
  - A list of the day care centers by zip code, with each center's entering age and its cross-street location
  - A list of the family day care networks with the zip codes in which they have provider homes
  - The current income ceiling for each family size, and the new ceilings taking effect June 1st
  - An updated statement of how and where parents can apply for city-funded child care.
- **Raising the income ceilings will let centers fill their vacancies and bring in more parent fees.**
  - ACS needs to raise the income ceilings to 275 percent of poverty for all family sizes, enabling two-paycheck families to get quality center care for their children that they could not otherwise afford.
  - ACS should implement its plan to provide continuity of care by letting children remain in their child care placement in those instances when a pay increase puts the family just over the income ceiling.
- **Getting the child support requirement rescinded will let single parents return to our centers.**
  - New York City unaccountably has been lobbying Albany to retain the child support requirement, keeping single parents from getting the child care they need, and leaving our centers under-enrolled.
- **Centers need to restructure their age-groupings so they serve the age groups that need day care.**
  - Since most 5-year-olds are now enrolled in public school Kindergarten, ACS needs to help the centers convert their Kindergarten classrooms into Early Childhood Out of School Time child care starting in September, serving UPK, Kindergarten and 1st Grade children from their nearby schools.
  - Right now, if centers have vacancies in their Kindergarten classrooms, ACS should allow them to fill those empty slots with UPK, Kindergarten and 1st Grade children from their nearby schools that need Early Childhood OST child care, especially now that the schools have had their budgets cut mid-year and have had to close their after-school programs.
  - ACS should also help the centers provide Early Childhood OST child care for special needs children that go to the City's pre-school special education programs. They can get dropped off by bus at 2 pm on school days, and get child care and itinerant special education services both in their after-school hours and on days that their schools are closed.
  - ACS should continue helping centers convert their youngest classroom to serving children 2.0 or 2.3, and publicize the day care centers' entering ages on its website.
- **If a center is being mismanaged, ACS must transfer it to another sponsoring board – not close it.**
  - In the past, if a center was having problems of ineffective management or fiscal improprieties, ACS always acted promptly to find another sponsoring board for the center to get it operating properly

4/3/08

## RAISING NEW YORK CITY'S CHILD CARE INCOME CEILINGS WILL HELP OUR ACS CENTERS GET FULLY ENROLLED AGAIN

- Raising the City's child care income ceilings to 275 percent of poverty will let ACS centers fill vacancies and bring in sizable fee payments that will help ACS cover the cost of care. Economists say that low and moderate income families cannot afford to spend more than 10 percent of their income on child care. The average cost of ACS center care is now \$13,214. For families at or below 275 percent of poverty, that is far more than 10 percent of their income, so there is no way they can afford ACS center care on their own. But if the City raises the income ceilings so centers can enroll families up to 275 percent of poverty, they can fill their vacancies and ACS will be getting thousands of dollars in fee payments that will help cover the cost of care.

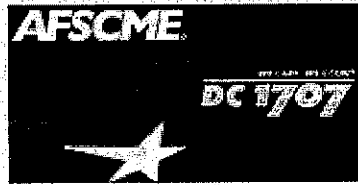
**New York City's Current Child Care Income Ceilings**

Persons In the Family or Household	2007 Poverty Level	Current ACS Income Ceilings	275% of Federal Poverty Level
2	13,690	275% = 37,648	37,648
3	17,170	255% = 43,784	47,218
4	20,650	225% = 46,463	56,788
5	24,130	225% = 54,293	66,358

**New York City Child Care Income Ceilings, June 1, 2008**

Persons In the Family or Household	2008 Poverty Level	Current ACS Income Ceilings	275% of Federal Poverty Level
2	14,000	275% = 38,500	38,500
3	17,600	255% = 44,480	48,400
4	21,200	225% = 47,700	58,300
5	24,800	225% = 55,800	68,200

- ACS also needs to implement its plan to provide continuity of care by allowing children to remain in ACS child care even if a pay increase puts their family just over the income ceiling. In its 2005 strategic plan, *Rethinking Child Care*, ACS called for minimizing disruptions in child care that occur when a minor increase in income puts a family over the income ceiling. It pointed out that young children need secure relationships with caregivers if they are to develop the trust, initiative and self-concept they need in order to thrive. It said it would introduce a moderately higher income ceiling at the time of recertification, thereby lengthening the time a child can remain in a stable child care arrangement. But ACS has yet to implement the plan and it is still routinely ruling parents ineligible if they have gotten a small increase that puts them just over the income ceiling.



NEW YORK CITY IN THE NEWS

FOR

CLOSING AND DEFUNDING

PUBLIC DAY CARE CENTERS



**Albor  
RUIZ**

## Uncaring Mike set to cut poor kids' day care

February 24th 2008

Albor Ruiz

NEW YORK DAILY NEWS

New York City's publicly funded child care center program has done wonders for poor parents and children and their communities. But it could go down the drain if Mayor Bloomberg goes ahead with his plan to not fully fund the program any longer.

"This is a very damaging plan to cut the city budget at the expense of low-income working parents and their children," said Sandy Socolar, senior policy analyst at District Council 1707 AFSCME, the union local that represents the day care center workers.

The plan, recently announced by the city, is to no longer pay all the costs for the Administration for Children's Services day care centers, a decision that will force many of them to close. The negative impact such a measure would have on thousands of children and their parents does not seem to have been taken into account.

"It is a very radical decision. The public-funded day care program is critical to stabilizing neighborhoods and allowing parents in disadvantaged communities to work and not depend on welfare," said Neal Tepel of DC 1707. "It pushes back 40 years the concept of community-based day care."

The city pioneered the concept of providing a quality early childhood education system with certified teachers, curriculum and support services.

But this administration's decision is so radical that the efficient staff and well-qualified teachers that were the norm at the centers before Bloomberg was elected would become a thing of the past. Without them, the centers - those that remain open - would no longer be able to provide quality care and education for thousands of New York children from low-income families who cannot afford to pay the full cost of such care.

"It is very surprising; this mayor has done many good things for education, but not for the day care centers," Tepel said.

Actually, Bloomberg's decision goes directly against his announced commitment to reduce poverty and provide the support services families need to move out of it.

Take the case of Nessa Coulibaly of the Bronx. A working mother, she used to take her 5-year-old to the Lucille Murray Child Development Center in Mott Haven every day until it closed its doors Jan. 14. "This is very hard for me; I don't know what to do," she said. "If I can't go to work, how can I feed my kids?"

Many of the parents of the other 200 children who also attended Lucille Murray must be asking themselves the same question. Lucille Murray was the fourth child center closed in the Bronx since 2004, and the 16th to be closed in the city under the Bloomberg administration.

AND IT is not only children and their parents who would suffer the consequences of the city's decision. Teachers, part-time aides, administrative staff and support staff earning union salary rates with health and welfare benefits and pensions would be left without jobs.

"Almost 1,100 slots have been removed from this model program that has allowed thousands of mainly minority women to stay off welfare and their children to succeed in public school," said DC 1707 Executive Director Raglan George.

This is the first time in 40 years that a city administration has closed day care programs and refused to fund them. It should not happen anymore. It is shameful to cut the city budget at the expense of low-income working parents and their children.



**DAILY NEWS**

## ACS' change in city day care funding may result in more centers closing

By KATHLEEN LUCADAMO  
DAILY NEWS STAFF WRITER

Wednesday, February 13th 2008, 4:00 AM

More city day care centers may close next year because the Administration for Children's Services is changing the way it funds them, officials said Tuesday.

The agency maintains it is wasting more than \$40 million a year paying for slots that are empty.

"It is the way we must go, or this system is going to become so expensive and so underserving that it won't be able to continue indefinitely," said ACS Commissioner John Mattingly.

Starting in September, ACS will give centers cash - \$13,000 per child - only for kids who are actually enrolled.

The city now shells out cash to centers based on each slot they can fill, meaning if a kid drops out of the program, the center still gets 100% of funding.

The agency said it pays for 3,311 unfilled seats.

Many of the city's 347 day care centers use the leftover money to pay for teachers, maintenance and rent.

Without the cushion, many day care centers will be forced to close, according to Neal Tepel, a spokesman for District Council 1707, the union representing about 5,000 day care workers.

"This will cripple the day care system," Tepel said.

Workers blame underenrollment on ACS, saying it isn't doing enough to recruit children.

Sunday, December 2, 2007

## Children's Services closes more local day care centers in Bronx, Manhattan

Albor Ruiz

Concern and anger. Those are the feelings expressed by the parents of the more than 300 children who could soon be left without day care centers.

At a time when thousands of children are on waiting lists for a place in city-funded day care centers, the Administration for Children's Services is closing two more - the ones that serve these kids. One is in the South Bronx and the other in Manhattan's East Village.

"The children would be harmed by the upheaval, and the parents, well, imagine you couldn't go to work tomorrow," said Paul Wilson, a board member whose 4-year-old son attends Children's Liberation Day Care Center. For 26 years, it has been at 150 First Ave. in Manhattan.

Children's Liberation serves 88 children, and ACS is terminating its contract on Jan. 4. It is the only city-funded day care center between 14th St. and Houston, from Fifth Ave. to Avenue C.

"The center gets most of its funding from ACS," said Wilson, 42, an independent filmmaker.

ACS also is about to close the Lucille Murray Child Development Center in Mott Haven. One of the larger centers in the city, it serves 207 preschool and school age children. Its contract will be terminated on Jan. 11.

"Closing a center this size, clearly in a neighborhood of need, is really inconsistent with the mayor's goal to prepare young children for upper grades," said Neal Tepel, of District Council DC 1707 AFSCME, which represents the workers.

Lucille Murray's location makes it invaluable for working parents. It is surrounded by four NYCHA projects serving more than 6,000 households, and it is two blocks from Lincoln Hospital, with subways and buses making it accessible for parents from all over the Bronx and beyond.

Ivette Camot, 42, a single mother whose 5-year old daughter has attended Lucille Murray for one year, doesn't know what she will do if the center closes.

"Now, I can drop off her at the center in the morning and pick her up after work," she said. "But if it closes, I will lose my job."

Camot, who lives in East Harlem and works in the Bronx, said that she also is worried because her daughter loves her school.

"She feels good and I feel good," Camot said. "She is only 4, but she can read and do math. She has learned a lot in the year she has been at the center. She tells me not to 'let them' take her teacher away."

ACS said that it is closing the Lucille Murray center because of financial mismanagement and the need for extensive repairs that would be too expensive.

Parents are not so sure. The alleged mismanagement took place one year ago, and ACS ousted the director. There is no need to close the center now, they say. They also say that the needed repairs are not as extensive as ACS says.

"The only urgent repairs are of the roof playgrounds and the leaking roof," said Earl Grant, who has been a custodian at Lucille Murray for 15 years.

Children's Liberation parents do not believe ACS either when it says that kids should be removed for safety reasons.

"That's a smoke screen; the real reason is that the Department of Cultural Affairs, that manages the building, wants to take it over completely to use all of it for art purposes," Wilson said. "That's why we sued ACS and the Department of Cultural Affairs."

ACS, though, says it is working with parents to find "alternate child care at the many contracted child care centers ... in the surrounding community."

But Wilson and Camot say there are not enough empty slots for the children in other centers.

"We are all for art, but ACS seems to think that working people and their children are of no value to the community," Wilson said.

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# NY Post

## DAY-CARE CUTS By DOUGLAS MONTERO

*February 13, 2008* -- The Administration for Children's Services will slash the budgets of city-funded day-care centers that aren't at full capacity in an effort make them more accountable for their own enrollment practices, according to a new plan announced yesterday.

The city currently pays a center \$13,000 for each child, with the centers using the leftover funds to cover salaries, buy computers and make other improvements to the facilities.

ACS Commissioner John Mattingly said the city's 347 child-care centers are currently at 85 percent capacity. A review conducted last November determined there were 4,370 empty slots, which Mattingly said amounts to the city spending an extra \$56 million.

Under the new plan, city-run centers - which currently provide day care to 20,000 children - with any empty seats would not get the full sum they are currently allotted. Instead, ACS will use the extra funds to train staffers at the various centers on better ways to recruit kids and other enrollment procedures.

"The system has to get to the point where the centers feel responsible for their own enrollment," Mattingly said. Over the next few months, ACS will conduct a review of all city-subsidized day-care centers to determine current levels of availability. Mattingly said that during the 2007 fiscal year - which ran from July 1, 2006 to June 30, 2007 - there were 3,040 unfilled spots. During that time, the city gave day-care centers \$40 million, Mattingly said.

DC 1707, a union that represents many day-care workers, said as many as 6,000 members could lose their jobs as a result of what he said was an effort by the city to "shortchange" the centers. "The city is trying to shut down these day-care centers one by one," said G.L. Tyler, the union's political director. Tyler said the ACS is ultimately to blame for any empty slots because the agency approves which kids are accepted into each center. He said as a result of a "bottleneck" at ACS, many kids are not getting the day-care service they applied for because of a long waiting list.

But Mattingly said he did not know how many children are on that list and added that each day-care center keeps its own records, not ACS.

Under-enrollment has been a problem in the past. The agency has acknowledged there are often barriers to enrollment and addressed the issue last year with the implementation of the "Full Enrollment Initiative." Its goal was to streamline the enrollment process and expand options for families applying for day care.

ACS, which also oversees the city's programs of child protection, foster care and adoption, has also worked on ways to simplify enrollment and recertification procedures and determine families' eligibility on-site.

But yesterday's announcement caused some panic among parents who feared their center would close now that the city would be spending less.

"I think it's horrible," said Elsie Nieves-Ruiz, 42, whose 3-year-old son Timothy attends a day-care center on the Lower East Side. "Day care is very expensive."

# DAILY NEWS

## It's a new year, but the same old problems for Bronx day care

Albor Ruiz

January 3, 2008

One million revelers welcomed the new year at Times Square, a joyous ritual that has become famous all over the world. "There is no place like New York," a middle-aged woman from Spain told one of the Spanish-language TV channels, as wide-eyed as a teenybopper on a first date. "It is my first time here and I have had a wonderful time."

The visitor is, of course, right. No other place in the world compares with our diverse, vibrant city, and New Yorkers are well aware of it. Yet, for many city residents, the new year began the way the old year ended: In 2008 they face the same problems and obstacles as in 2007.

The parents of the more than 200 preschool and school-age children served by the Lucille Murray Child Development Center in Mott Haven, the Bronx, are a case in point.

The Administration for Children's Services is set to close Lucille Murray, one of the largest centers in the city, on Jan. 11. At a time when thousands of children are on waiting lists for a place in city-funded day care centers, it is an unfortunate decision.

At a press conference held yesterday at the center, District Council 1707, the union that represents Lucille Murray's workers; Public Advocate Betsy Gotbaum; other public officials, and parents called for a moratorium on closing city-funded day care centers, and for the ACS to reconsider its plan to close Lucille Murray.

"We must not allow city day centers providing educational and support services for young children to be closed," said District Council 1707 Executive Director Raglan George.

Certainly not one like Lucille Murray, whose location makes it invaluable for working parents. It is surrounded by five housing developments serving more than 6,000 households, and it is two blocks from Lincoln Hospital. For three decades, the center has been providing educational and support services for 253 children and their families in Mott Haven - the community district with the lowest median income and the highest proportion of children in poverty in New York City.

The ACS has said it is working with parents to find "alternate child care at the many contracted child care centers ... in the surrounding community." But as those same parents point out, there are not enough openings to accommodate all the Lucille Murray children.

Nessa Coulibaly takes her 5-year-old to Lucille Murray every day. "This is very hard for me, I don't know what to do if it closes," she said. "If I can't go to work, how can I feed my kids?" It's a troubling question that many parents in the same predicament must be asking themselves.

This is what makes the ACS decision even more incomprehensible. Closing the center contradicts Mayor Bloomberg's announced commitment to reduce poverty and provide the support services families need to move out of it. Lucille Murray would be the fourth child center closed in City Council District 17 since 2004, and the 16th to be closed in the city under the Bloomberg administration.

While more than 5,900 Mott Haven children are eligible for city-funded child care, more 400 child-care slots have been lost in this high-need community. "To close the Lucille Murray center would severely increase the burdens on our community," said state Sen. José Serrano (D-Bronx). "The city must be mindful of this and reverse its decision."

There is still time for the ACS - and Bloomberg - to change their minds.

# NY1 News

## Parents, Elected Officials Try To Save Day Care

Top Stories NY1

January 02, 2008

Parents and elected officials gathered today in an effort to save one of the largest day care centers in the Bronx, which is slated to close a week from Friday.

The Lucille Murray Child Development Center in Mott Haven has been in the community for more than 35 years. It serves about 200 children who attend pre-school, day care, or after-school programs.

But the Administration for Children's Services has decided to terminate its contract with the center following allegations of misuse of funds and poor conditions at the center.

"I really don't know what the problem is," said parent Esther Guzman. "But you don't get rid of something, just kick it, because you can't deal with it. You come together, like what we're doing right now and try to fix it. Please don't close this. This is home."

"I'm still in limbo because it's hard for me to find a school while I have to go to work," said Yvette Zarmot, another parent.

ACS says children will be transferred to other ACS programs in the area or given vouchers for private child care, but parents say they worry that openings are limited.

"We can't find no placement," said parent April Phillips. "ACS tells us that the school is closing, and then we can't find anywhere to put the kids at."

"Just the hustle and bustle and the scrambling to try and find something for the children, and dealing with the children also, because they know the school is closing," said parent Mellisa Jackson.

Public Advocate Betsy Gotbaum wants to keep the center open. She says she would like to see an interim sponsor appointed to run center to keep it open.

"I don't see why you have to close a place like this, at all," said Gotbaum. "It's very well equipped, it's been here for a long time, there are not that many other places that you're going to be able to find to put children. This story doesn't really make a lot of sense to me."

The ACS released a statement saying, in part: "Children's Services made the necessary decision to end contracts with Lucille Murray Child Development Center after the City's Department of Investigation found that there has been serious misuse of scarce public funds and board leadership failed to oversee program finances or to remove those involved in fraudulent activity."

The center is slated for closure on January 11th, but parents are still holding out hope for a last-minute solution.

# The Chief

Civil Service **LEADER**  
THE CIVIL EMPLOYEES' WEEKLY

## Pressured to Stay Near Capacity Day-Care Centers Feel Pinch

By MEREDITH KOLODNER  
February 20, 2008  
THE CHIEF

Cheryl Boyd is a palpable presence in the streets of Brownsville.



The Chief-Leader/Adrienne Haywood-James

**NEEDS FUNDING TO KEEP HER**  
**FUNDING:** Mattie Davis-Greene, the director of the Billy Martin Child Development Center, would like to get her center closer to capacity by opening a new classroom for infants, but can't convince the city to install a mandated sprinkler system. "I have parents who need it and I have the classroom," she said, "but I need the funding to do it."

Three days out of every week, the director of the Amboy Street Day Care Center can be found talking with parents in the local library, at Brookdale Hospital and at community board meetings about openings for subsidized child care at her center. Last spring, she set up a booth with a giant picture of Sesame Street's Bert and Ernie outside the post office and filled her pre-kindergarten class.

### Good Fortune Costs Her

But the center's viability is at issue because as of last week she was still 10 children under her capacity of 55 after several kids who had been living in the nearby New Horizon homeless shelter found more-permanent housing in other neighborhoods.

"I can make it to full enrollment," she said, "but it's a constantly fluctuating process."

Last week the Bloomberg administration announced that it was planning to cut the budgets for city day-care centers if they did not maintain full enrollment throughout the year, arguing that the centers, which average 85-percent enrollment, needed an incentive to keep their numbers up. The city said it spends about \$40 million per year on unfilled slots, while in some parts of the city children sit on waiting lists.

Administration for Children's Services Commissioner John B. Mattingly said that he expected that some centers would be forced to downsize or close.

But center directors say that the under-enrollment is often caused by issues outside of their control.

In addition to serving children in transitional housing, Ms. Boyd said her job is complicated by the fact that it takes about three weeks after she hands in a parent's paperwork to the ACS field office before their eligibility is certified. "When parents come in and they need day care," she said, "a lot of times they can't wait three weeks; they find somewhere else."

### Getting Creative

Other directors have gotten creative trying to reduce the waiting period. "We take our person beef patties," said North Bronx National Council of Negro Women Child Development Center Director Audrey Eadie. "If you don't grease the wheels, it could take forever," said Ms. Eadie, who noted that the staff at the ACS resource center that serves her area had been cut. She said she usually gets eligibility decisions in about two weeks.

Ms. Eadie's center is currently at full capacity, but she said she was at 87 percent last September, as two classes of kindergartners moved on to public school and she scrambled to fill the slots.

### School, Welfare Factors

Many directors say the fluctuations are seasonal, with September being the lowest ebb. The city is planning to determine eligibility based on the average over the entire year.

The centers also serve parents on public assistance, and directors say that the strict guidelines for maintaining benefits can cause that population to fluctuate unexpectedly.

"If they miss their classes or work assignments, that's it, they get pulled," said Mattie Davis-Greene, the director of the Billy Martin Child Development Center in Clinton Hill. "It happens all the time."

### Foresees Closing



The Chief-Leader/Michel Friang

**MORE CLOSINGS?**  
Administration for Children's Services Commissioner John B. Mattingly said that he expected some city day-care centers would be forced to downsize or close after a new funding scheme is implemented. This system has got to get to the point where the centers feel responsible for their enrollment, he said.

Ms. Davis-Greene is expecting her center, located on the ground floor of the Lafayette Gardens public housing complex, to be downsized. She currently has 55 children enrolled, with a capacity of 75.

The local public school has begun to stay open for after-school care until 6 p.m., which has drained school-age children away from the center, in part because parents do not have to go through an eligibility process to attend the public-school programs.

"If they would give us even a part-time budget line," she said, "I could have a part-time Teacher's Aide who spends the rest of her time doing recruitment."

The 35-year veteran of the day-care system has been trying to open a classroom serving six- to 18-month-olds, based on numerous requests she has received from parents. She has an open room but it has no sprinkler system, which is required by law. She put in a work order to the Housing Authority, but has been told there is no money for the upgrade, and ACS will not pay for the improvement.

### **Bake Sales and Raffles**

Elaine Short, the director of Lucille Ross Day Care Center in Far Rockaway, is at 90 percent capacity, but says even a 10 percent cut in her budget would be damaging. She has been holding bake sales and raffles - convincing a friendly vendor to donate a television - to raise money so she can place advertisements in local newspapers. But she argued that ACS should allocate funds to allow for a more comprehensive outreach campaign.

Commissioner Mattingly was cool to the idea. "Wanting to be compensated for making sure their center is filled, I think, is not appropriate," he said at a Feb. 12 press briefing. "I don't think we should continue with the process of allowing it to be a shared responsibility, because then no one is responsible."

Center directors argue that they need more resources and that the accountability for recruitment is coming on top of a task added by ACS two years ago - administering eligibility intakes. Parents can now apply at a center directly, instead of going to a field office, which can be a significant distance away. Center staff, however, now has to perform the intake, which can take between 15 and 30 minutes per parent, and then physically take the paperwork to the field office themselves.

"They are cutting their staff while sending the responsibility to us," said Cynthia Sanders, the director at the National Sorority Phi Delta Kappa Early Childhood Education Center in Jamaica, Queens.

### **On the Web**

ACS is planning to roll out a new on-line enrollment and attendance system that it hopes will streamline the eligibility process. It will be piloted at 17 programs in Brooklyn and



then spread citywide beginning in September. Officials hope the new funding plan will save about \$4 million next year and they plan to use \$2 million of that to provide technical assistance to the centers.

The change to the funding system has met with significant opposition from the unions that represent center workers and the non-profits that manage the centers.

District Council 1707 Executive Director Raglan George Jr. called for a moratorium on any changes until after employees are trained on recruitment and the new computerized enrollment system.

"You need to phase in this type of a system," said Daycare Council of New York Executive Director Andrea Anthony, who runs the membership organization for child-care providers including the ACS-funded day-care centers. "Try it the first year and evaluate what worked and what didn't. Don't just yank the money out of the system."

### **Council Worries**

Several City Council members also expressed misgivings about the changes and the possibility that more centers could close, in light of the fact that 17 have shut since 2004.

"The first question is, what can we do to fill capacity?" said General Welfare Council Committee Chair Bill de Blasio. "They're throwing the baby out with the bathwater. Hopefully we'll find a way to change the plan through the budget process."

# CITY LIMITS WEEKLY

## FUNDING TO FOLLOW KIDS AT PUBLIC DAYCARE CENTERS

*The day care workers' union and some centers are worried that services won't survive a leaner funding model.*

By Tram Whitehurst  
City Limits WEEKLY #627  
February 18, 2008

How can the city make sure publicly funded day care centers are fully enrolled?

That's the question the Administration for Children's Services (ACS), which operates more than 300 centers across the city, has been struggling with over the past few years.

At a press conference at ACS headquarters last week, Commissioner John Mattingly revealed the city's latest answer: a new funding model intended to increase enrollment by changing the way city-sponsored day care centers are paid.

As part of a unique funding plan developed about 40 years ago, the city's day care centers have traditionally been reimbursed at a flat rate based on their capacity, or total number of slots available. But starting this September, ACS will only pay centers for the actual number of children enrolled in their programs, reducing funding for those not operating at full capacity.

"This is the way we must go or else the system will become so expensive and under-serving that it won't be able to continue indefinitely," Mattingly said.

By linking funding to enrollment levels, ACS expects centers to become more accountable and have a greater incentive to focus on bringing more children in the door. Mattingly said it's an improvement on the current system, which he called inefficient and wasteful.

As of last week, the enrollment rate at centers across the city was 86 percent, or close to 20,000 slots filled out of a total capacity of more than 23,000 slots, according to ACS. The city pays about \$13,000 a year for each child in center-based care, with vacancies costing the city \$40 million in 2007 alone, said Mattingly.

Neal Tepel, assistant to the executive director at DC1707, a union representing many childcare workers, sees this policy as just the latest step in the agency's efforts to distance itself from center-based child care. "ACS is feeling a lot of pressure to balance the budget," Tepel said. "You have to think that it's a concerted effort to close day care centers."

ACS maintains that the new funding formula is intended to increase enrollment at day care centers, and is not related to the city's budget problems. But, like other city agencies, ACS has been told by the Bloomberg administration to cut spending by 5 percent in the coming fiscal year, and it expects to save \$4 million with the roll-out of the new funding plan, said ACS budget director Denise Borak.

According to DC 1707, 17 centers have been closed for a variety of reasons since 2004, with more than 1,000 day care slots lost in the process. The most recent closing, at Lucille Murray Child Development Center in the Bronx, occurred just last month. (See City Limits Weekly #621, Jan. 7, 2008, Day Care Realignments Spark Citywide Concern.) Many are predicting that this new policy will lead to even more closures.

City-funded day care centers rely on current funding levels to meet fixed costs, such as facilities, staffing and administration, noted Nancy Kolben, executive director of Child Care, Inc., a childcare resource and referral nonprofit. These expenses are written into centers' budgets to reflect the full cost of care, and do not fluctuate based on enrollment.

In other words, even if a class only has 10 out of 20 slots filled, the center can't decide to pay for half a classroom or half a teacher. "Unless their fixed costs can be met, there is no way these centers can survive," said Sandy Socolar, senior policy analyst at DC 1707.

"I think it's pretty high-handed for the city to undo a 39-year-old funding policy by edict, instead of having a full disclosure of pros and cons and thinking of possible unintended consequences, like centers closing," Socolar said.

Mattingly acknowledged that some centers will be forced to merge, move or shut down as a result of the new funding model, but did not cite an estimate of how many. "We expect there will be some that don't make it," he said.

One such center could be Billy Martin Child Development Center, located in the Lafayette Gardens public housing complex in Brooklyn. According to director Mattie Davis Green, only 55 out of 75 slots are currently filled. Green would like to downsize her center before the funding change is implemented, but she is nervous about what the new model could mean. "This would definitely affect us," she said. "This is where we're in trouble."

Opponents of the new reimbursement plan gathered for a press conference on the steps of City Hall last week to urge ACS to halt all center closings and reconsider the funding change. Union leaders and local elected officials accused the agency and the Bloomberg administration of cutting crucial services to low-income New Yorkers.

A number of speakers encouraged ACS to do its part to increase enrollment before shifting the burden entirely to the centers. As they pointed out, ACS has repeatedly acknowledged that it serves only 30 percent of children eligible for day care. "If slots aren't being used, you aren't doing a good enough job getting the word out," said City Councilman Eric Gioia of Queens. City Council will hold a hearing on the issue in the coming weeks, Councilman Bill de Blasio of Brooklyn said at the press conference.

Some centers are just worried that there's not enough information available about the plan and that the process is moving too quickly. At Audrey Johnson Day Care Center in Bushwick, Brooklyn, educational director Julie Dent says her center is fully enrolled, but that doesn't mean she's not concerned about the change. "ACS is saying it will be our responsibility to add children, but a lot still has to be worked out," Dent said.

Before the phase-in of the new reimbursement structure next fall, ACS will work to develop programs and policies to ease the transition, Mattingly said. He will soon announce the creation of a high-level task force of advocates, union officials and ACS staffers who will provide guidance to the agency in preparation for the change.

ACS also is allocating \$2 million for training and technical assistance to the centers in the coming year. The money will come from the anticipated savings produced by the new funding model, and will be used to help centers develop business plans, improve governance and operations, and target local community needs. Mattingly said ACS also hopes to further streamline the enrollment process by creating a web-based enrollment and attendance system and moving to online applications.

Michael Zisser, executive director of University Settlement, a day care center on Manhattan's Lower East Side, thinks the funding change won't necessarily lead to closures, but will require a lot of effort from all sides. "For this model to work, a number of things have to change," he said. "These changes are not just on our behalf, but the city must make changes too."

# The Chief

Civil Service **LEADER**  
THE CIVIL EMPLOYEES' WEEKLY

## Jobs in Jeopardy: Battle Over Closing Day-Care Center By MEREDITH KOLODNER

Public Advocate Betsy Gotbaum Jan. 2 joined union leaders, parents and religious leaders to call on the Bloomberg administration to prevent the planned Jan. 11 closing of the Lucille Murray Day Care Center in The Bronx.



The Chief-Leader/Michel Friang

**NO PLACE TO GO:** Christina Castillo, who has worked at the Lucille Murray Day Care Center for 11 years, will be out of a job on Jan. 11, when the city plans to close the center. Her four-year-old is also in limbo. "I have to look for a new job and for somewhere for my child to go to school," she said.

### Bad Conditions

Administration for Children's Services officials said that past financial mismanagement and the "poor physical condition" of the building prompted their decision to close the center, which serves roughly 200 children in one of the city's poorest neighborhoods.

The center passed the Department of Health inspection in August. The Department of Buildings has given the location three violations in the past three years, all related to its elevator.

ACS will have to continue to pay rent on the building until next fall under its lease, which it terminated in October 2007.

"I have to look for a new job and for somewhere for my child to go to school," said Christina Castillo, a Teacher at the center for 11 years whose four-year-old is a student there.

Dozens of workers will lose their jobs, with no severance pay or guarantee that they will be offered placement even if there are openings at other centers. They will be paid for unused vacation days but will lose unused sick days.

### No Job Assurances

Even if ACS acquiesces and allows a new sponsoring board to take over managing the center, which Ms. Gotbaum called for, staff members are not guaranteed their old jobs back. Union officials are hoping to convince any new sponsor to offer the staff a 60- or 90-day probationary period to allow them to stay.

But currently, ACS officials say there is no plan to keep the center open. "Children's Services will not continue the program at the existing site under a different sponsor because the site is in poor physical condition and would require an extensive physical upgrade at a very high cost to the city," ACS Commissioner John B. Mattingly said in a statement.

Another ACS day-care center slated for closure, Children's Liberation on Manhattan's Lower East Side, received a reprieve after a deal was worked out last week to keep it open until June 30.

ACS officials have estimated that costs for repairs would be at least \$650,000 but would not reveal what specifically was needed. Employees say the center's roof needs to be fixed, but according to maintenance staff at the center, those costs would total about \$150,000 and should be borne by the center's landlord.

Ms. Gotbaum called on the city to spend the money to save the center. "The city has an enormous capital budget," she said during a press conference. "It seems to me that they could probably find the money for an emergency situation."



The Chief-Leader/Michel Friang

**PRESS TO KEEP CENTER OPEN:** Public Advocate Betsy Gotbaum (center) joined DC 1707 Executive Director Raglan George Jr. (to her right), religious leaders and parents last week to urge the city to keep the Lucille Murray Day Care Center open and find the money to make necessary building repairs. "This is one of the most impoverished areas of New York City," Ms. Gotbaum said. "There is no place for these children to go. What will their parents do?"

### Parents Cite Hardship

ACS officials have promised to find places for all the children or give them vouchers for private day care. But several parents said they still had nowhere to send their children.

"I don't know why they're closing the school in January instead of June," said Samantha David, a single mother who has two children at the center. "They should have thought about the kindergarten class. Come September, my son's going to be behind when he goes to first grade."

Ms. David said she has called her neighborhood school for kindergarten placement but that there were no spots. Even if there were, she noted, the schools run from about 8:30 a.m. until about 2:50 p.m., leaving her with no coverage while she is at work. She currently picks up her children at 6 p.m. from Lucille Murray.

Staff members also questioned ACS's decision to close the center in January. "It's very hard to find a job in the middle of the year," said Carrien Bailey, an Assistant Teacher at Lucille Murray for 19 years. "I'll take part-time jobs or whatever I have to so I can make it. It's hard to talk about because it's causing everyone so much hurt inside."

Union officials are hoping that the added pressure will force a change of heart by the city. "I'm asking the Mayor to come into this situation and correct it," said DC 1707 Executive Director Raglan George Jr., who represents most of the staff. "If you shake them up enough, when something goes wrong, sometimes the Mayor steps in and says, 'You better fix that.'"



**Council of School Supervisors & Administrators, New York City**

New York State Federation of School Administrators  
Local 1 American Federation of School Administrators, AFL-CIO

**\* TESTIMONY \***

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*Council of School Supervisors and Administrators  
(CSA)*

**Ernest Logan, President**

Presented to:  
**The City Council Committee on General Welfare**

Hearing On:  
**ACS Day Care Center Closings: Eligibility, Enrollment,  
and other issues facing city-funded Day Care Centers**

**Thursday, April 10, 2008  
New York, New York**

16 Court Street  
Brooklyn, NY 11241-1003

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Good afternoon Chairman de Blasio and members of the City Council. Thank you for holding this hearing, and affording me this opportunity to discuss some of the critical issues facing our City-funded day care centers. It is important that we come together as elected officials, City agencies, labor unions, and parents to support the centers that serve our most high-need neighborhoods and that are essential to the health and stability of our communities as a whole. Stability in early learning is paramount to educational achievement in later years. It is essential that we identify the existing barriers to providing ACS Child Care to eligible children and work together to ensure that every child in New York City has access to the care and education that they need and deserve.

Over the past four years, ACS has closed 17 day care centers resulting in a loss of over 1,000 seats for children in need. As the population of our City continues to expand, and our economy faces troubled times, it is absurd to follow policies that reduce the number of child care spots available to our most high-need citizens. In the majority of the centers which were closed, problems of low enrollment or mismanagement could have, and would have been solved if ACS had invested the appropriate effort and resources. ACS strongly believes that city-funded day care centers should only be closed as a last resort. When issues in centers arise, ACS must commit to collaborating with day care directors, sponsoring boards, and parents to implement solutions that work for both ACS and the community which they serve.

In the following testimony I will discuss the most critical issues that affect eligibility and enrollment of children, and the lack of support for day care centers. I hope that the suggestions for overcoming barriers that I provide will help to begin the dialogue, and move us towards the implementation of positive solutions.

### **Closing Centers Due to Enrollment**

One of the foremost reasons that ACS has moved to close day care centers is because of low enrollment totals in an individual center. In some cases, a shift in population demographics can lead to under enrollment, making it appropriate to consolidate, or close a center. In most cases however, there continues to be a dire need for day care in the working class neighborhoods that these under-enrolled centers serve.

ACS currently has no discernable system to provide the support and resources necessary to identify and reach out to those centers in need of support, complete eligibility requirements, and fill vacancies in the centers. Directors and sponsoring boards should be able to reach out to ACS for resources or advice, and be confident in the support that they receive. Instead of seeking the solution that would most benefit our communities, ACS has hastily decided to move towards consolidation and closure.

Eligibility issues are the main factor that contributes to enrollment problems in many centers. If ACS' system for completing eligibility were more efficient, enrollment would increase and fewer centers would close.

### **Eligibility Rules Prevent Children from Receiving Care**

City-funded day care was organized on the appropriate premise that low income working parents must have a safe learning environment in which children can be cared for and educated. Families making strides towards moving off public assistance depended on the availability of quality day care for their children. This allows them to maintain employment, educate themselves, and improve their lives. Each day care center is a place where mothers and fathers can learn about health and parenting, where children learn from certified teachers, and where relationships and communities are forged.

The income guidelines that govern the eligibility of a family for city-funded day care were originally formulated to make services available to families in need. Over the years, there have been changes in financial guidelines, but they have not kept pace with the rising cost of living. Furthermore, the current system of eligibility acts as a discouragement for parents to earn more money. Today, if a parent is eligible for city-funded day care in October and November, but earns overtime in December that exceeds the allowable limits, they lose their eligibility status and must re-apply. Often, eligibility is reviewed several times each year, and can result in an un-stable environment as a child is shuffled in and out of care.

This system is inefficient and nonsensical. It would make more sense to have families pay a sliding scale or a percentage of the excess if they earn over the limit in a single month. It does not make sense to discourage men and women from doing their best to earn a few extra dollars to improve the lives of their family members. This is one example of a harmful unintended consequence that has arisen because a policy is not implemented with care, and reevaluated to assess impact.

I have referred to the eligibility and enrollment process as a barrier to accessibility to city-funded day care. I'd like to explain further why this appears to be the case. The information that I bring to you comes directly from my members, the directors and assistant directors of city-funded day care centers. They have experienced what I am about to describe to this committee.

The application process is conducted at the center and the information is recorded by hand. A completed application is either hand carried or mailed to an eligibility center for review. Because the backlog is substantial, the application may languish for several weeks, until a clerk has an opportunity to review it. We have had reports of stacks of folders awaiting review, and the turnaround time is such that applications often expire before they even make it to an "in box." This, of course, results in a child staying at home, a parent unable to work, and a seat at the city funded day care center remaining empty. Although our city faces difficult economic times, the city must take a hard look at providing the resources necessary to properly handle the eligibility work load.

### **Shifting of Eligibility Responsibility**

The shifting of eligibility responsibility from ACS to the centers is another important factor that contributes to decreased enrollment. Centers have been asked to bear the time-consuming burden of eligibility without being allocated increased resources for directors



or staff. Eligibility requirements and paperwork can be complicated, and without direct support, parents will not be able to get the services that their children deserve. We are also greatly concerned that inefficient reporting and tracking practices have created the impression that fewer children are being served at certain centers than are actually in attendance. To put it simply, ACS does not have an efficient and accurate way of tracking exactly how many open seats actually exist in a center at any given time or how long it takes to process applications. There should be a comprehensive central system to link those in need to the centers that have space.

### **The Current ACS Eligibility Level is not Appropriate**

Currently a child is eligible for ACS child care service if their two person family earns 275% the federal poverty level, however ACS eligibility levels drop to 255% for a family of three, and 225% for families of four or more. This means that a family of four must make less than \$46,500 in a year to qualify for child care. Clearly a family of four that earns \$50,000 could not possibly afford to spend \$13,000 per child on child care. ACS should raise their eligibility level to 275% for families of all sizes. This would enable enrollment to increase, and bring in sizable fee payments for ACS, since the new enrollees at the %225-%275 level would be paying the highest fees.

Before ACS acts to close a center for enrollment issues, they should fully investigate the situation by meeting with day care directors, parents, and community leaders. Under enrolled centers could benefit from increased ACS staffing to handle enrollment and eligibility, as well as outreach programs to advertise centers that have open space. ACS should not close a center that serves a high-risk, high-need population unless every eligible child in the community is receiving the services that they need and deserve because the closing of a center has a devastating effect on the community.

### **Effect of Closings on Parents and Children**

When ACS closes a city-funded day care center, it is a disruption of the daily lives of both parents and children alike. Parents are forced to find new child care providers that may be much further from their homes or work places. Many parents are forced to enter into an arrangement with an un-licensed provider. Quality early learning and day care is an essential foundation that allows our children to gain the skills that they need to be successful in school. To achieve this success, children must be in a stable situation with licensed teachers and directors.

### **Support of Struggling Centers**

In centers that are not well run by sponsoring boards or staff, ACS must not view closure as the first option. Instead, ACS should ensure that each center is receiving the support and resources that are needed to efficiently run the center. If the situation is beyond remediation, ACS should consider moving the center to another sponsoring board, that can maintain high quality care for a community in need. In some situations, a lackluster sponsoring board can act as a detriment to a center that could otherwise function at a high level. An experience day care director is essential to a stable and effective center.

### **Contract for Day Care Directors**

Successful early learning centers begin with high quality, certified leadership. CSA Day Care Directors and Assistant Directors have been working diligently without a contract for over one and half years. The City administration must show that they respect the essential leadership role of CSA Day Care Directors and Assistant Directors in providing high quality early education to our children by giving them a fair contract.

### **Universal Pre-Kindergarten**

Many of our city-funded day care centers offer universal pre-k. They were awarded city contracts to provide this service to families in the community who were not able to secure a seat in the local public school – assuming that the public school in the community offered universal pre-k. The funding for these programs however only provides for half-day Pre-Kindergarten. This again, has some unintended consequences, one of which is that seats may go unfilled because half a day UPK doesn't meet the needs of the community. The second is that NYC returns money to the state unused. This is especially troubling given the dearth of resources available for early learning. According to the National Institute for Early Education Research (NIEER), the percentage of New York State four year olds enrolled in pre-k has risen from 25% to 35% from 2002 to 2007. Although this increase has been lauded by officials across the State, funding for these children has not kept pace. From 2002 to 2007 State spending per child (in 2007 dollars) has decreased from \$4,567 to \$3,454.

There should be a stable source of funding for full day universal pre-k anywhere – public schools or city funded day care centers. If our schools don't have enough room for our children, we need to address that by creating space-not by sending children elsewhere. Early childhood education is no less important than elementary, middle or high school. In fact, a successful early childhood experience is considered by many experts to be the best preparation for success throughout schooling.

### **Inter-agency Coordination**

The Department of Health, The Administration of Children Services, and the Department of Education all have various levels of control and oversight over different programs in our day care centers. Duplicative oversight wastes time and money for both the agencies and for the centers. We strongly urge the coordination and cooperation of the different agencies to cut down on waste and to provide the maximum amount of resources to the children in the centers. In New York City, one would expect that Mayoral control of the schools would lead to greater cooperation between the agencies, however that has not happened.

### **Day Care is Education**

Ultimately, it would benefit our children if our early learning centers were aligned with the Department of Education to ensure a fluid curriculum, ongoing individual support services, and to lay a foundation that will allow children to excel when they enter the classroom. If the Administration of Children Services cannot, or chooses not to focus on early learning, then perhaps city funded centers should not only be aligned with the DOE, but be a part of the DOE.

Every day thousands of families and children depend on the services provided by city-funded day care centers. These centers are the heart and soul of many communities, allowing working parents the ability to earn a living, and providing quality early education for their children. It is essential that we work together to provide the support needed to keep these centers open, and to ensure that all children who are eligible are receiving the services that they need to succeed.

April 10, 2008

Honorable Michael Bloomberg  
Mayor of the City of New York  
City Hall  
New York, New York, 10007

Dear Mayor Bloomberg,

I am a single mother who has a son at an ACS-funded day care center. He is 3 years old and is learning a great deal at the center. If it weren't for this funding, I would not be able to afford for my son to go to another day care. The cost of living is astronomical here in New York and parents need a break with day care costs. It is ridiculous that some of the daycares that are operating cost the same amount as rent per month. No parent should be subjected to that especially when they are hardworking tax paying citizens.

ACS recently announced that they would only be paying for student attendance and not the actual cost of a day care program. This is absurd! With costs being reduced to student attendance, it will cause teachers to lose their jobs. Once that happens, the ratio of teacher and students will not be up to standards and be considered grounds to close the school down.

If these changes occur, many people will be affected; single mothers, low income families, teachers, and the children. Please stop the closing of affordable day care centers and continue to help those who are in true need of affordable day care.

Thank you,

  
Tatiana McKie

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

April 10, 2008

Honorable Michael Bloomberg  
Mayor of the City of New York  
City Hall  
New York, New York, 10007

Dear Mayor Bloomberg,

I have family members and friends who have children in an ACS-funded day care centers. Many of them had complained how expensive day care was and were afraid that they wouldn't be able to afford it. Fortunately they came in contact with people who directed them towards the ACS program. Because of the program, they are able to afford their rent, work full-time, and attend school to obtain degrees which leads to better paying jobs. Please do not take this great opportunity away from these hardworking women and the children who love their schools and teachers.

Thank you,

A handwritten signature in black ink, appearing to read 'C. Laviscount', followed by a long horizontal line.

Corey Laviscount

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St., Albans, N.Y. 11412

90-51 204<sup>TH</sup> STREET  
HOLLIS, NEW YORK 11423  
APRIL 9<sup>TH</sup>, 2008

COUNCILMAN LEROY COURIE

I AM WRITING TO REQUEST THE CITY OF NEW YORK TO KEEP FUNDING DAY CARE. THE DAY CARE SERVICE IS INDISPENSABLE FOR THE SURVIVAL OF MY FAMILY. MY FAMILY SURVIVED THE 2005 HURRICANE KATRINA. THE ONLY WAY IT IS POSSIBLE FOR ME TO WORK AND GO TO SCHOOL IS BY HAVING MY CHILDREN IN DAY CARE. I NEED THE DAY CARE SERVICE TO FEND FOR MY FAMILY THEREBY ENHANCING OUR HEALING PROCESS FROM THE TRAUMA OF HURRICANE. THANKS FOR YOUR SUPPORT, CARING AND CONSIDERATION.

SINCERELY,  
*Chere*

CHIKA EME 4/9/08

Leroy Comrie  
Council Member 27th Dis Queens  
Deputy Majority leader  
of New York City Council

St. Albans N.Y. 11412  
Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Dear Councilman

I am appealing to you on behalf of my son that the Daycare Center should be kept open. Being a working parent, the Daycare has been a tremendous help to me and my children. With my children at the Daycare, I am able to focus on my job with the knowledge that they are in a good ~~and~~ protective environment.

We should not forget the importance of the teachers and their great help to the development and education of our children and also the security of their job.

I will be very grateful if these request is given the necessary attention it needed.

Thankyou  
Fannie Dybema

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

4/7/08

Berta Malcolm  
116-19 194 St.  
St Albans, N.Y. 11412  
(718) 391-9207

To Whom it may concern:

I Berta Malcolm ~~am~~ is very concern about the closing of our schools and day care programs. In the event of the closing of our schools where would our children attend school? Personally I can not afford private day care or private schools. I'm sure I speak for most of the parents if not all!

I'm a single parent and can not imagine my daughter not being able to go to day care where I know she's getting the best care possible. Where would she go? Private day care are extremely expensive.

Ms. Berta Malcolm



Dion Davis

134-45 166 Pl.

Jamaica, NY 11434

(718) 978-1644

April 7, 2008

To Whom it may concern:

I am writing this letter to express my displeasure with the current condition of the day care programs. Having a day care facility locally in the neighborhood is a big help and assists my family because it allows my wife ~~to~~ and I to work and have a good decent place for our children to learn and grow. We can also feel comfortable knowing our children will be cared for without concern from us. This is a complete inconvenience and sends the wrong message for children in the community.

Sincerely,  
Dion Davis

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.,  
St., Albans, N.Y. 11412

Glean Roberts

To Whom This may concern  
The Daycare help my family  
as working with my job and  
also the hours my daughter go to  
school with Learning things my wife  
and I have different hours so she  
take them to Daycare and I pick her  
up.

Gina is 5 years

Glean Roberts

168-40 Ave (718 316 2242)  
St Albans NY 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Aneicia Thomas  
120-14 Springfield Blvd  
Cambria, Heights NY 11411

4/7/08  
Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

My name is Deborah Thomas, I am the Grand-mother of Dasaini Thomas and the mother of Aneicia Thomas who is the mother of Dasaini Thomas. We live at 120-14 Springfield Blvd in Cambria Heights. She is six years old. Her mother and I work the same day so we have no one to take care of her, so we are thankful for the NAACP for the Day Care they provide, and the children are well taken care of until the parents arrive to pick them up. So I am asking you Mr. Bloomberg please do not close down the Day Care that care for my Grand-daughter and the other children that attend. My Grand-daughter has learnt a lot in day care, so when she goes to first grade she is aware of what's going on.

Jamaica NAACP Day Care Center  
189-26 Linden Blvd..  
St. Albans, N.Y. 11412

Nadine Newell  
108-36 171 PL  
Jam, Queens  
11433

4/7/08

To Whom it may concern,

I am.

a single mother and my child  
is attending Jamaica N.A.A.C.P.

I am concern about the closing  
of Daycares. I work long hours  
and Having my child in Daycare  
is convenient and affordable. I  
work long hours and can not  
afford to pay Private buses to  
pick my child up in the middle  
of the Day when Public School is  
Dismiss. Please Keep the Daycare  
open for the sake of Parents that  
need extra Help. Daycares are not  
only Affordable, convenient, but it's  
the best way for slow and late  
start kids. It gives them the chance  
to learn on their own Pace.

Thank you  
Nadine Newell

Weldon Acely

104-45 1975

Hollis Ny 11412

347-203-5351

4/7/08

To Whom it may concern,  
IF my child's school is  
closed, I will have no way to work, which means  
I would have no way of supporting myself as  
well as my family. It does not only affect  
me it affects millions of families, so please  
reconsider the thought. Thank you in advance

Weldon Acely

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Dianne Sullivan  
115-108-228 St.  
Cambria Hts 11411  
4/7/08

I am a city employee of 20 years.  
I need a place to leave my children  
while I serve my city. I have limited  
income so I can not pay more than  
I am currently paying.

This daycare affords my child the  
safety and early childhood interaction  
my children need if they are to  
compete in today's educational community.

Please do not close this  
school because I have no other  
for my children to go. My child attends Jamaica  
NAACP. Her name is Josette Sullivan.

Dianne Sullivan

Tel: 718 525 1450

April 8 2008

I need day care so that  
I can attend GED classes  
and mandated drug re-  
hab classes. Without day-  
care I would be forced  
not to attend therefore  
my children will be  
put into foster care.

Thank you  
B. Hogue

188-24 Linden Blvd.  
St. Albans New York 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

4/9/08

To Whom it May Concern

Daycare service is vital  
to me. It allows me time to  
travel from work at arrive after  
3pm to pick up my child.  
I also allows my child to get  
a good learning experience in  
a smaller group.

Thank You  
Daphne Jones

114-34 177<sup>th</sup> Str,  
St Albans, NY 11434.



4/9/08

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Dear Mayor Bloomberg,

I am a parent of two children under 6 years old. I am a working mother. I need daycare so that I can have someone safe and nurturing for my two children. Without daycare I can't go to work and provide for my children. Please do not shut down my children's daycare!

Sincerely,  
Marie Pyram

132-44 159 Street,  
Jamaica, NY 11434.

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Dear: City Council General Welfare Committee  
My name is Pauline D. Davis I am a single  
parent of two. The N.A.A.C.P. should not be closed!  
for any reason at all! This is a very good  
School. Before my daughter Desiree D. Davis  
came here, she was shy. Desiree could not  
even count. Now she can count and  
write her name. This school is in our  
Neighborhood and it takes A.C.S which benefits many  
of us middle class working parents. So  
please don't close the School!!!

Pauline D. Davis 137-11 249th Road NY 11422 and  
Desiree D. Davis age 3

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

Dear, reader of this letter,

I am here to speak in behalf of the Jamaica NAACP Day Care Center. I am aware that the school may close down. I would not like to see this happen. The school is an important part of the area. Without the school I don't know where my daughter would have gone to school. The teachers there are wonderful the really care and want to help the children learn and by me they have done there job. So I would want to see the school last for many more years. My daughter loves the school and likes her friends there. The environment is good it is a good learning place for the kids.

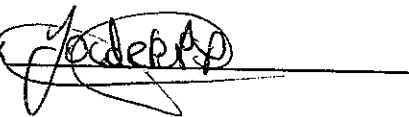
School address: 189-26 linden blvd st. Albans NY 11412

From, Yadley Pierre-Paul

Adress: 194-19 115rd st. Albans 11412

Ph #: (1-718) 528-2034

sign X

A handwritten signature in black ink, appearing to read 'Yadley Pierre-Paul', written over a horizontal line.

Jamaica NAACP Day Care Center  
189-26 Linden Blvd.  
St. Albans, N.Y. 11412

7/7/08

Dear, Mayor

I am writing you this letter to support the Day Cares for our children. We, parents also work and need these services for our children. Day care provides services, education and quality care.

x Shanae Jackson  
Please help us it's not fair for the parents!!

To Mayor Blumberg SHAME ON YOU! 😞

Please do not close down Public Center Daycare.

I am a full-time working mother of (2). The cost of living here increased the pay has stayed the same.

We middle-class people are not fortunate as you with old money. These daycares allow us to provide a clean, <sup>safe</sup> educational environment for our children. Please reconsider your choice in closing all of these daycares.

Please think about the Children as oppose to your own pocket, which from where I stand does not affect it in any way!

Sincerely

Michelle P. CAVINESS

Dear Mayor Bloomberg,

April 8, 2008.

Why would you close down the  
Day Care Centers. I am not able to  
pay a high price to private centers. My  
child is loved, and learning a lot at  
her school. I can not, can not stop  
working to take care of my child and live  
OFF OF Social Services.

Parent;  
Samara Bell

April 7, 2008.

To Mayor Michael Bloomberg.

Why would you close down Daycare Centers.  
this is the most reasonable and fair price  
that some single <sup>mothers</sup> can afford to pay.

Daycare is not a Baby <sup>sitting</sup> ~~seat~~ place, they feed  
and take of <sup>our</sup> ~~their~~ childrens.

Shame on you.

C. Davis

April 8, 2008

Dear Mayor Bloomberg,

I am a single parent who works and attends school. The city daycare is affordable for me, without it I would not be able to work. I would be forced to stop attending school and I would not be able to work. How am I to better myself and care for my child without a good daycare facility.

Please keep these daycare open

Diane Allen

x D. Allen





# Jamaica N.A.A.C.P. Day Care Center, Inc.

LINDEN CENTER  
189-26 LINDEN BOULEVARD  
ST. ALBANS, NEW YORK 11412  
(718) 978-0400  
Fax (718) 712-8724

Email: JAMNAACPDCC@VERIZON.NET

April 7, 2008

Dear Major Bloomberg:

This is a petition that states the parents of Jamaica NAACP Day Care Center, 189 Linden Blvd, NY. 11412 do not approve of shutting down or providing less funding for our daycare center.

Althea Henry  
Lerice Horn  
Shawn Roberts  
Yvonne P.P.  
Judith Telemaque  
Michelle P. Cariness  
Michelle Joseph  
Angiechi Eweha.  
Leisha Phillips  
John Unterhunk  
Ethion Lewis  
Bola Oyekanmi.  
Walter Adams

Dion Davis  
Astrana Powell  
Carol Phillips  
Tiara McIntosh  
Janet Wheeling  
Debbie Dilegn  
Sandra Smith  
Imogene Brydie  
Natalie M. Lids  
Kenda Randall  
Norlyn Doyeo-  
Roseman  
Berta Malcolm  
Nadine Newell  
Julia Reid

Marie Earle  
Dianne Sullivan  
Eke Ene  
Chike Ene  
Rae Thomas  
Mama Castle  
Gloria Williams  
Jacqueline Wipe  
Pauline Berman  
Edmon Mary  
Rosemarie L. Barry  
Lone Burch  
Lana Spivey