

**Workgroup to Study the Implementation  
of Universal Access to  
Prekindergarten for 4-Year-Olds  
Findings and Recommendations**

Submitted to

The Commission on Innovation and Excellence in Education

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### **Appendices**

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## Workgroup Charge

House Bill 516 (Appendix A) charged the Maryland State Department of Education to convene a workgroup to:

- Estimate the number and proportion of eligible children who are four years old currently being served by publicly funded prekindergarten programs using the free and reduced-price meal eligibility data for kindergarten through second grade as a proxy.
- Make recommendations regarding an implementation plan, based on Augenblick, Palaich and Associates' January 2016 *A Comprehensive Analysis of Prekindergarten in Maryland* report (Appendix I), to make quality, full-day prekindergarten universally available to children who are four years old, to include the following (Statement of Work - Appendix B):
  - a mixed delivery system of public and private providers meeting the high-quality requirement;
  - a sliding income scale for family contribution;
  - capacity of existing high-quality providers and credentialed staff;
  - a plan to increase capacity of high-quality providers and staff;
  - the impact on school space;
  - the impact by jurisdiction;
  - the potential for school systems to partner with private providers or Head Start centers to increase capacity; and
  - any options to merge various funding streams for prekindergarten to provide a seamless and diverse experience for families.

The Bill and associated Statement of Work specified some representatives that must be included in the workgroup. There were five open meetings held between May 12, 2017 and July 26, 2017. Workgroup documents including agendas, materials, notes, and participants are found on the MSDE website (<http://earlychildhood.marylandpublicschools.org/workgroup-study-implementation-universal-access-prekindergarten-4-year-olds>.) (Appendices C-G)

## **Workgroup Members**

Elizabeth Kelley, Chair, Acting Assistant State Superintendent, Division of Early Childhood Development Maryland State Department of Education (MSDE),

Delegate Eric Ebersole, District 12

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Kelly Hall, Executive Director of Supplemental School Programs, St Mary's County Public Schools

Toby Harkleroad, Principal, St. Francis International School, Silver Spring

Simeon Russell, Executive Officer, Maryland Head Start Association

Christina Peusch, Executive Director, Maryland State Child Care Association and Maryland Association for the Education of Young Children

Jacqueline Grant, President, Maryland State Family Child Care Association

Crystal Barksdale, Family Child Care Provider SEIU Local 500 Child Care Division

Sharon Vance, President, The Maryland After School Association

Clinton MacSherry, Director of Public Policy, Maryland Family Network

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Nancy Vorobey, Section Chief, Early Education, Division of Special Education/Early Intervention Services

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## **Executive Summary**

The Workgroup met five times between May 12, 2017 and July 26, 2017 to discuss the administrative approach, funding flow, and issues relating to capacity and implementation issues to develop a universal prekindergarten program in Maryland. The Workgroup spent the majority of the meetings considering information and discussing how universal prekindergarten should be implemented (Appendices C-G.) The Workgroup agreed that MSDE should have oversight of the implementation of prekindergarten through either a grant process or review of Master Plans submitted by local education agencies. To ensure the provision of universally accessible and available high-quality prekindergarten programs, the Workgroup determined that MSDE would have direct oversight and be responsible for issuing grants to public schools and community-based programs.

To increase the number of high-quality teachers and staff to meet the needs of additional prekindergarten classrooms, the Workgroup recommends that the recommendations contained in the *“Report on Developing a Master Plan on Professional Development for Teachers and Providers of Early Childhood Education (requirement of Chapter 377)”* be implemented. This report provides recommendations for increasing the number of high-quality teachers and staff to meet the staffing needs from creating additional prekindergarten classrooms. The report recommends activities to:

- Establish a Continuum of Professional Development Options for Current and Prospective Providers;
- Retain Current Teachers and Providers in the Field of Early Childhood Education;
- Implement a Professional Development System that Utilizes a National Recognized Certificate Program that Accepts Prior Experience;
- Create a Bachelor’s Degree Program that Focuses on Education of Children with and without Disabilities from Birth to Age 8;
- Ensure the Availability of Joint Training for All Publicly Funded Prekindergarten Staff; and
- Attract Individuals to the Field of Early Childhood Education.

The recommendations contained in this report on the implementation of universal prekindergarten in Maryland are based on the opinions of the Workgroup members and not necessarily those of MSDE or the State Board of Education.

## **Recommendations**

- Universal high-quality, full-day prekindergarten (Appendix J) should be provided to all 4-year-old children in a mixed delivery system to include schools (public and private), child care centers (includes Nursery Schools and Letter of Compliance faith-based programs), family child care homes, and Head Start programs.
- Funds should flow through MSDE and be distributed through a grant process to school systems and community-based programs. Before any funds are distributed, data on the number of incoming 4-year-old children, number of slots available, and availability of qualified staff necessary to implement the recommendations will need to be updated on a yearly basis.
- School systems and community-based programs must develop a memorandum of understanding (MOU) to establish procedures and responsibilities for student recruitment and enrollment, teacher professional development, curriculum sharing, data exchange and sharing, provision of special education services, and additional considerations as agreed upon.
- MSDE should ensure a minimum threshold of slots are in community-based programs. At full implementation, this threshold would be 50%. For jurisdictions in which community-based programs not meeting the definition of high-quality prekindergarten (Appendix J) do not apply, MSDE would have the discretion to award those grants to the public schools.
- Universal prekindergarten should be phased-in over a period of at least ten years. Due to capacity concerns, the Workgroup recommends a phased-in approach with additional slots becoming available to additional eligible families each year until all children at all income levels have access. This recommendation is dependent on facility and teacher availability, and funding provided (including a sliding-scale for family contribution, Appendix L.) The chart on the following page reflects a proposed schedule for a phased-in approach.

Year	Implementation	Percentage of Slots Earmarked for Community-Based Settings
2017-2019	Continue State and Federal grants while planning for State Universal Prekindergarten	
2019-2021	Convert half-day slots to full-day slots for all students @185% of FPL	Minimum 20%
2021-2023	Maintain Stability	Minimum 20%
2023-2025	Provide access to public prekindergarten to families up to 300% of FPL	Minimum 40%
2025-2027	Provide access to public prekindergarten to all families – implementing a sliding scale for families above 300% of FPL (Appendix L)	Minimum 50%

- The per-child cost for the provision of prekindergarten programming must ensure reasonable compensation for teacher pay and program implementation. The community- based programs were concerned that the per-child amount provided for the provision of prekindergarten was not sufficient and created a loss of revenue for the program.
  - The per-child cost for the provision of prekindergarten programming should be based on the recommendations of the APA Adequacy Study, being the base K-12 funding amount plus a 0.29 weight for prekindergarten students. This funding level is necessary to ensure high-quality prekindergarten, including adequate teacher compensation to recruit and retain high-quality teachers.
  - In addition to per-pupil funding amount, funds should be made available to cover implementation costs including supports for teacher credentialing, program accreditation, and improvements needed to reach Maryland EXCELS Level 5.
- The recommendations contained in the *Report on Developing a Master Plan on Professional Development for Teachers and Providers of Early Childhood Education, December 2015* should be implemented. (Appendix M)
- Whenever possible, various State and Federal funds should be blended, braided or layered.
- Any four-year-old child with an IEP should receive priority placement in an appropriate prekindergarten setting, regardless of income.

## **Background and Historical Information**

Chapter 288 of the Acts of 2002, the Bridge to Excellence in Public Schools Act, required each local school system to make publicly funded prekindergarten available to all economically disadvantaged four-year-old children in the State. To qualify as economically disadvantaged, a child must be from a family whose income is at or below 185% of federal poverty guidelines. If vacancies remain after economically disadvantaged children have been enrolled, local school systems may make prekindergarten available to other children who exhibit a lack of readiness for school. The State provides funding to school systems to support the program through the State compensatory education formula.

Chapter 2 of the Acts of 2014 expanded prekindergarten services to additional eligible four-year-old children from families whose income is at or below 300% of federal poverty guidelines by establishing a competitive grant program to provide funding to qualified public and private prekindergarten providers. Since fiscal 2015, the State budget has included \$4.3 million for the expansion program. In 2014, Maryland was also awarded a federal grant that provides \$15 million annually through fiscal 2019 to continue the expansion of public prekindergarten. In its grant application, the State committed to matching funds of \$3.672 million in fiscal 2018 and \$7.344 million in fiscal 2019 to provide access to high-quality prekindergarten to families with incomes between 200% and 300% of federal poverty guidelines. Pursuant to Chapters 683 and 684 of 2016, the Governor must include an appropriation in the budget for the amount that the State committed to fund as the State match to the federal grant in addition to the amount required under current law for the State Prekindergarten Expansion Grant Program. The proposed fiscal 2018 budget contains a total of \$16.0 million in federal funds and \$8.0 million in State funds to support public prekindergarten expansion. (Appendix H)

Chapter 288 of the Acts of 2002 required the State to contract with a consultant to conduct a follow-up study of the adequacy of education funding in the State approximately 10 years after its enactment. The concept of adequacy is based on determining the level of resources that is adequate for all public school students to have the opportunity to achieve academic proficiency standards. Legislation in 2011 and 2012 delayed the beginning of the study and required additional reports to be included in the study, such as a cost-benefit analysis of prekindergarten expansion. Work on the adequacy study began in June 2014, when a contract was awarded to Augenblick, Palaich, and Associates (APA) and



its team of researchers that included Picus Odden and Associates and the Maryland Equity Project.

Chapter 701 of the Acts of 2016 established the Commission on Innovation and Excellence in Education to review APA's adequacy study and related reports and, among other charges, make recommendations on expanding prekindergarten, including special education prekindergarten. The commission must make recommendations to the Governor and the General Assembly by December 2017.

APA's report on prekindergarten expansion in the State was finalized in January 2016. The report recommended that the State offer universal, full-day prekindergarten for four-year-old children in Maryland. The report included a cost-benefit analysis that estimated 80% of the State's four-year-old children would participate in universal high-quality, full-day prekindergarten. The analysis assumed a mixed delivery system of public and private providers with high quality being determined by a Maryland EXCELS (the State's tiered Quality Rating Improvement System for licensed child care centers, registered family child care providers, and public prekindergarten programs) Level 5 rating, or national or state accreditation. The report noted that the 80% estimate is at the higher end of what is considered "universal," when compared with other states that have implemented universal prekindergarten. However, after considering the importance of prekindergarten, as evidenced by the literature review included in the report, and an analysis of the return on investment, the report concluded that increased investment in quality prekindergarten is justified. (Appendix I)

According to the APA adequacy study, there was an estimated 58,000 four-year-old children enrolled in public prekindergarten, child care center (including Head Start), and family child care settings during the 2014-2015 school year. Approximately 46% of the children were in public prekindergarten programs, with the remainder in private child care centers or family child care homes.

### **Estimate of Number and Proportion of Eligible Children Who Are 4-Years Old Currently Being Served By Publicly Funded Prekindergarten Programs**

Using the free and reduced-price meal (FARMS) eligibility data as a proxy, the chart on the next page shows the number and proportion of eligible children by jurisdiction and for the state of Maryland for school year 2016-2017.

## Capacity required to serve all FARMS-eligible 4-year-olds



LEA	Estimated Number of FARMS-eligible 4-year-olds	Current Full-Day Capacity	Additional Full-Day Capacity Need to serve all FARMS-eligible 4-year-olds
Allegany	555	320	235
Anne Arundel	3,915	1,820	2,095
Baltimore City	5,406	5,256	150
Baltimore County	3,954	1,855	2,099
Calvert	462	196	266
Caroline	326	360	-34
Carroll	438	440	-2
Cecil	690	340	350
Charles	1,012	608	404
Dorchester	277	240	37
Frederick	844	620	224
Garrett	183	180	3
Harford	1,053	520	533
Howard	950	480	470
Kent	108	107	1
Montgomery	5,321	2,620	2,701
Prince George's	6,347	3,980	2,367
Queen Anne's	215	60	155
Somerset	192	180	12
St Mary's	841	410	431
Talbot	410	200	210
Washington	842	700	142
Wicomico	735	560	175
Worcester	211	184	27
School for the Deaf	-	22	-
<b>Total</b>	<b>35,287</b>	<b>22,258</b>	<b>13,029</b>

## **Implementation Plan Recommendations**

### ***1. A Mixed-Delivery System of Public and Private Providers Meeting the High-Quality Standard***

The Workgroup agreed that to provide access for additional four-year-old children beyond the population currently being served, it will be necessary to create spaces in both public schools (which includes public schools and charter schools) and community-based settings (which includes family child care, child care centers, Head Start, and private schools) for the following reasons:

- Many public school systems lack the physical space to accommodate additional full-day classrooms. Currently the majority of public school systems offer half-day programs with a morning and an afternoon session sharing one classroom. Converting to full-day classes will require twice the current number of physical classrooms in those school systems. Many school systems have indicated they currently do not have the physical capacity for additional prekindergarten classrooms. Providing prekindergarten classes in community-based programs who wish to participate will help meet the need to be able to provide the additional full day classrooms needed.
- Community-based programs depend financially on serving four-year-old children. The tuition from serving infants, toddlers, and three-year-olds alone is not sufficient for community programs to remain in business. The implementation plan will need to include community-based programs who wish to serve four-year-old children in publicly funded prekindergarten and meet the high-quality requirements.
- A mixed delivery system provides families with a choice of settings for their child. For example: some families prefer a community-based program which offers both before and after care along with a full-day instructional program. Another benefit is that a four-year old child can be in the same facility as their younger siblings. Other families may prefer a public school setting that offers transportation and provides the choice for four-year-old children to be in the same facility as older siblings during the school day. Before and after care may or may not be available at the school with this choice.

All settings must meet the definition of high-quality that is currently required for the Preschool Development Grantees (Appendix J), including:

- publishing<sup>1</sup> at Level 5 in Maryland EXCELS (the State’s quality rating and improvement system) - programs have a year to move from a Level 4 to a Level 5;
- employing staff with high qualifications - the teacher must hold state certification for teaching in early childhood education and assistants must have appropriate credentials;
- maintaining a child to instructional staff ratio of 10:1;
- maintaining a maximum class size of 20 children;
- offering full-day and full-year program consistent with school system's policy for K-5 grades;
- including children with disabilities;
- providing developmentally appropriate, culturally and linguistically responsive instruction and learning environment;
- implementing an evidence-based curricula aligned with the Maryland College and Career Ready Standards;
- making individualized accommodations and supports so all children can access and participate fully;
- conducting on-going program evaluation;
- providing on-site or accessible comprehensive services for children and community partnerships that promote families’ access to services including screening and referrals;
- implementing evidence-based health and safety standards; and
- providing salaries for the teachers in community-based settings that are commensurate with at least the starting salary offered by the local school system.

The workgroup discussed options for implementing a mixed delivery system of high quality universal prekindergarten for four-year-olds including personnel decisions and increasing capacity of high quality settings. The workgroup focused on two options or methods based on current practices of grant-funded programs. The options could be implemented at the discretion of each local jurisdiction.

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<sup>1</sup> Publishing at a Maryland EXCELS level 5 means that the program has achieved all of the standard for the level and has requested to make that level public on [www.marylandexcels.org](http://www.marylandexcels.org).

*Option 1:* Publicly funded prekindergarten teachers would be hired by the local school system, which would allow for consistency in qualifications and salary as well as access to the benefits package that currently is not available to prekindergarten teachers in community-based settings. School systems would be responsible for the monitoring and evaluation of all publicly funded prekindergarten teachers in their district. Community-based programs raised concern that they may not have input into the interview and hiring process, as well as the monitoring and evaluation of the teacher. It is the recommendation of the Workgroup that Memorandums of Understanding between the school system and the community-based programs would need to be created to provide guidance on this option.

*Option 2:* Community-based programs could continue to hire the teacher and be responsible for the monitoring and evaluation of the teacher. Comparable salaries would be provided and benefits packages would vary depending on the programs' policies and procedures for employees. Community-based programs report that they often have difficulty retaining teachers with high qualifications due to better benefits a package being available with school system positions, therefore, the recommendation is that the per-child rate be high enough to allow programs to provide comparable salaries and benefits.

In addition, family child care programs could create a local network in which a teacher with high qualifications would be shared among the participating programs. Each participating program would be required to meet the definition of high-quality. (Appendix J) Two previous networks were funded in 2014 and 2015 through the Preschool Development Grants.

The Workgroup devoted several meetings (Appendices C-G) to the discussion of the governance and funding flow in a mixed-delivery system. After considering several options, the Workgroup focused on the following options.

- MSDE should have oversight and provide guidance on the establishment of a mixed delivery system in each county and Baltimore City. Considerations would be made that address the differences across the state that will impact the provision of a mixed-delivery system in each jurisdiction.
  - State funds would go to MSDE. As is the current process with the Preschool Development Grants, MSDE would award grants to public school systems and community-based programs based on their application. MSDE would be responsible for monitoring and evaluating the

grantees' programs. MSDE would collect and analyze data and work with both the public school system and the community-based programs in each jurisdiction to determine the slots needed and the capacity of schools and programs to fill those slots.

- The administrative burden would be on MSDE to monitor each grant and each prekindergarten classroom for compliance with the grant criteria. This would also necessitate the hiring of additional MSDE staff. Employing the model of the current Office of Child Care Regional Licensing Offices, monitors could be housed within those offices, other locations within the local school system or the child care resource and referral offices throughout the State. It is estimated that at least 65 monitors would be needed at full implementation to monitor the programs and classrooms.
- To address an additional concern raised by the Workgroup, additional MSDE staff in the area of finance and accounting would need to be hired. These additional fiscal staff would be needed to address the concern expressed that the state's current grant process would not have the capacity to issue grants and pay invoices in a timely and efficient manner that will allow community-based programs to pay teachers and expenses incurred on time. There is a potential that local jurisdictions would also need additional staff to oversee grant activities.
- MOUs between the public school system and community-based programs would be required, but there was concern whether just having an MOU will create the system of collaboration desired. The MOUs would require collaboration between the school system and the programs including shared opportunities for professional development, access to curriculum, the sharing of data, the recruitment and the enrollment process of eligible four-year-old children, and shared family engagement opportunities. Sample MOUs are presented in Appendix K.
- At full implementation, a minimum threshold would be established for the number of prekindergarten slots that must be made available through community-based programs in each jurisdiction. This threshold is 50%. MSDE may apply discretion in awarding funds dependent upon the number of community-based programs that meet the definition of high-quality (Appendix J) and are interested in participating in the mixed-delivery system.

The alternative option that was considered by the Workgroup would have State funds “pass thru” MSDE to the local school systems. The majority of the Workgroup members did not support this model. In this model, MSDE would provide oversight through the Master Plans that systems submit explaining how they would address implementation of a collaborative

prekindergarten mixed-delivery system. The school system would:

- determine the slots needed in their jurisdiction’s mixed-delivery system,
- be responsible for enforcing the percentage of prekindergarten slots that would be awarded to community-based programs,
- be responsible for monitoring and evaluating the public school and community-based programs,
- be responsible for funding the community-based programs on a timely basis, and,
- develop MOUs with the community-based programs.

## ***2. A Sliding Income Scale for Family Contributions***

The information on a sliding income scale was presented by Simon Workman, Early Childhood Policy, Center for American Progress. (Appendix L) The Workgroup supported a model of universal prekindergarten that implements a sliding scale for parent contributions for families over 300% of Federal poverty. The Workgroup did note that while community-based programs already have procedures in place for collecting tuition fees from families, school systems would need to create those procedures as well as add additional staff to administer those procedures. The Workgroup also discussed, but reached no consensus, whether these fees should be phased-out over time.

## ***3. Capacity of Existing High-Quality Providers and Credentialed Staff***

Complete data are not currently available on the capacity of high-quality programs to serve 4-year-old children. The following chart shows the current number of public prekindergarten classrooms and community-based programs that have published at a Maryland EXCELS Level 4 or 5. The current Preschool Development Grants allow only programs with a Level 4 and 5 rating to apply, but if a program is at a Level 4, it is given 12 months to achieve a Level 5. The expectation is that all prekindergarten grant programs, both in public schools and in community-based programs have a Level 5 rating. To achieve a Level 5, programs must be accredited. Additional resources and MSDE staff will be needed to address the expected increase in the number of new prekindergarten classes in public schools and community-based programs needing to pursue and achieve accreditation. Currently, MSDE supports child care programs pursuing national accreditation by providing funding to assist with the cost of application and validation. MSDE also offers a State accreditation process that, while free to the program/school applying, has costs associated with

program improvement. The program also has a program improvement visit prior to the accreditation visit to help the program identify and correct any standard that might not be met. Additional validators will need to be recruited, trained and paid to ensure that the State has the capacity to address the anticipated influx of programs to provide prekindergarten services.

<b>Maryland EXCELS Published Quality Ratings Levels 4 and 5</b>					
<b>As of 7/18/17</b>	<b>Child Care Center</b>	<b>Family Child Care Home (up to 8 children)</b>	<b>Large Family Child Care Home (9-12 children)</b>	<b>Public PreK</b>	<b>Total</b>
<b>Allegany</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>7</b>
Level 4	2	0	0	0	2
Level 5	3	0	0	2	5
<b>Anne Arundel</b>	<b>7</b>	<b>10</b>	<b>0</b>	<b>1</b>	<b>18</b>
Level 4	0	1	0	0	1
Level 5	7	9	0	1	17
<b>Baltimore</b>	<b>14</b>	<b>9</b>	<b>1</b>	<b>2</b>	<b>26</b>
Level 4	3	1	0	0	4
Level 5	11	8	1	2	22
<b>Baltimore (city)</b>	<b>7</b>	<b>4</b>	<b>0</b>	<b>10</b>	<b>21</b>
Level 4	2	0	0	5	7
Level 5	5	4	0	5	14
<b>Calvert</b>	<b>4</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>7</b>
Level 4	1	0	0	0	1
Level 5	3	3	0	0	6
<b>Caroline</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>4</b>
Level 4	0	0	0	0	0
Level 5	2	0	0	2	4
<b>Carroll</b>	<b>10</b>	<b>1</b>	<b>0</b>	<b>4</b>	<b>15</b>
Level 4	2	0	0	0	2
Level 5	8	1	0	4	13
<b>Cecil</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>
Level 4	0	0	0	1	1
Level 5	0	0	0	0	0
<b>Charles</b>	<b>3</b>	<b>4</b>	<b>0</b>	<b>2</b>	<b>9</b>
Level 4	1	0	0	0	1
Level 5	2	4	0	2	8
<b>Dorchester</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>4</b>
Level 4	0	0	0	0	0
Level 5	2	0	0	2	4
<b>Frederick</b>	<b>11</b>	<b>2</b>	<b>0</b>	<b>5</b>	<b>18</b>
Level 4	4	0	0	1	5
Level 5	7	2	0	4	13
<b>Garrett</b>	<b>5</b>	<b>1</b>	<b>0</b>	<b>5</b>	<b>11</b>
Level 4	0	0	0	1	1
Level 5	5	1	0	4	10



Maryland EXCELS Published Quality Ratings Levels 4 and 5 (Continued)					
As of 7/18/17	Child Care Center	Family Child Care Home (up to 8 children)	Large Family Child Care Home (9-12 children)	Public PreK	Total
<b>Harford</b>	<b>5</b>	<b>2</b>	<b>0</b>	<b>3</b>	<b>10</b>
Level 4	3	0	0	0	3
Level 5	2	2	0	3	7
<b>Howard</b>	<b>13</b>	<b>3</b>	<b>0</b>	<b>1</b>	<b>17</b>
Level 4	0	0	0	0	0
Level 5	13	3	0	1	17
<b>Kent</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>3</b>
Level 4	0	0	0	0	0
Level 5	2	0	0	1	3
<b>Montgomery</b>	<b>24</b>	<b>34</b>	<b>0</b>	<b>7</b>	<b>65</b>
Level 4	10	1	0	0	11
Level 5	14	33	0	7	54
<b>Prince George's</b>	<b>4</b>	<b>4</b>	<b>1</b>	<b>13</b>	<b>22</b>
Level 4	1	0	0	7	8
Level 5	3	4	1	6	14
<b>Queen Anne's</b>	<b>3</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>6</b>
Level 4	1	0	0	0	1
Level 5	2	2	0	1	5
<b>Saint Mary's</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>2</b>
Level 4	0	0	0	0	0
Level 5	1	0	0	1	2
<b>Somerset</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>4</b>
Level 4	0	0	0	0	0
Level 5	1	0	0	3	4
<b>Talbot</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6</b>
Level 4	0	0	0	0	0
Level 5	6	0	0	0	6
<b>Washington</b>	<b>7</b>	<b>4</b>	<b>0</b>	<b>11</b>	<b>22</b>
Level 4	0	0	0	0	0
Level 5	7	4	0	11	22
<b>Wicomico</b>	<b>7</b>	<b>3</b>	<b>0</b>	<b>3</b>	<b>13</b>
Level 4	4	0	0	0	4
Level 5	3	3	0	3	9
<b>Worcester</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>1</b>	<b>7</b>
Level 4	0	1	0	0	1
Level 5	3	2	0	1	6
<b>Grand Totals</b>	<b>146</b>	<b>89</b>	<b>2</b>	<b>81</b>	<b>318</b>

#### ***4. A Plan to Increase Capacity of High-Quality Providers and Staff***

A “*Report on Developing a Master Plan on Professional Development for Teachers and Providers of Early Childhood Education* (requirement of Chapter 377)” was developed and submitted to the Maryland State Board of Education in December of 2015. (Appendix M) The report provides recommendations for increasing the number of high-quality teachers and staff to meet the staffing needs from creating additional prekindergarten classrooms. The report recommends activities to accomplish the following:

- Establish a Continuum of Professional Development Options for Current and Prospective Providers
  - Pathway from High School;
  - Pathway from the Field;
- Retain Current Teachers and Providers in the Field of Early Childhood Education;
- Implement a Professional Development System that Utilizes a National Recognized Certificate Program that Accepts Prior Experience
  - Pathway from Community College to Four-Year College;
  - Pathway from Four-Year Institutions;
- Create a Bachelor’s Degree Program that Focuses on Education of Children with and without Disabilities from Birth to Age 8;
- Ensure the Availability of Joint Training for All Publicly Funded Prekindergarten Staff; and
- Attract Individuals to the Field of Early Childhood Education

The Workgroup recommends that the activities to accomplish the recommendations within the report be implemented. Many of the recommendations will require a coordinated effort across State agencies and institutions of higher education. As mentioned previously, community-based programs report the difficulty in retaining high-quality teachers who often leave to take positions in the public school systems due to higher pay and benefits packages.

#### ***5. The Impact on School Space and the Impact by Jurisdiction***

The chart that follows shows the 2016-2017 capacity of jurisdictions to serve four-year-old children in public prekindergarten settings. Across the state there are 28,604 4-year-olds currently participating in half or full-day prekindergarten programs in a public school setting. School

systems report that they have the capacity to serve 22,258 4-year-old children in a full-day program. As a result an additional 6,346 slots would be needed to maintain current enrollment in a full-day program.

Analysis of Maryland Public Prekindergarten Capacity Data, 2017



LEA	Current Public PreK Capacity (1/2 and full day)	Estimated Full Day Public PreK Capacity	Additional capacity needed to maintain current enrollment (full day)
<b>Allegany</b>	500	320	180
<b>Anne Arundel</b>	3,380	1,820	1,560
<b>Baltimore City</b>	5,256	5,256	0
<b>Baltimore County</b>	3,430	1,855	1,575
<b>Calvert</b>	360	196	164
<b>Caroline</b>	307	360	-53
<b>Carroll</b>	380	440	-60
<b>Cecil</b>	539	340	199
<b>Charles</b>	909	608	301
<b>Dorchester</b>	260	240	20
<b>Frederick</b>	706	620	86
<b>Garrett</b>	166	180	-14
<b>Harford</b>	880	520	360
<b>Howard</b>	850	480	370
<b>Kent</b>	108	107	1
<b>Montgomery</b>	2,923	2,620	303
<b>Prince George's</b>	4,520	3,980	540
<b>Queen Anne's</b>	200	60	140
<b>Somerset</b>	180	180	0
<b>St Mary's</b>	800	410	390
<b>Talbot</b>	400	200	200
<b>Washington</b>	692	700	-8
<b>Wicomico</b>	660	560	100
<b>Worcester</b>	179	184	-5
<b>School for the Deaf</b>	19	22	-3
<b>Totals</b>	<b>28,604</b>	<b>22,258</b>	<b>6,346</b>

NOTE: Current public school capacity includes both 1/2 and full day slots. Estimated capacity is based on LEA reported data of how many 4-year-old children they can serve in public school settings if they only provided full-day prekindergarten.

**6. *The Potential for School Systems to Partner With Private Providers or Head Start Centers to Increase Capacity***

There are current opportunities for Head Start programs to receive Preschool Development Grants for full day four-year-old programs. In 2016-2017, seven Head Start programs received grants. As more prekindergarten programs are added, Head Start programs expressed the concern that it is becoming more difficult to enroll four-year-old children. A number of Head Start programs in Maryland have begun enrolling more three-year olds to utilize their capacity.

**7. *Any Options to Merge Various Funding Streams for Prekindergarten to Provide a Seamless and Diverse Experience for Families***

The Workgroup recommends that the mixed delivery system promote a mix of families from all income levels in classrooms to move away from income-segregated classrooms. Guidance should be provided to schools and community-based programs to support the blending or braiding of various funds to support a mixed delivery system, including the use of Title I funds, Head Start funds, and Child Care Subsidy funds which could be used for the wrap around care portion of the day.

**8. *Additional Considerations***

The Workgroup discussed four-year-old children with IEPs, and determined that these children should be considered a priority regardless of income. The IDEA requires the free appropriate public education of all students with IEPs at no cost to the families; therefore, they should have priority for full day slots regardless of the eligibility phase-in plan. The provision of special education and related services for eligible preschool children with disabilities, ages three through five, has been required by the IDEA since 1990 and in State COMAR regulations since 1985.

Funding for children with disabilities is currently provided through the following:

- IDEA Part B 619 funding (represents only 5% of the total costs of providing services to the eligible preschool population).
- To date, no State General funds have been allocated specifically to support the provision of preschool special education services though current State funds through the compensatory services formula in Thornton does provide some funding for income eligible children with disabilities. Additionally, special education students must meet income eligibility before benefiting from preschool development grant funding.

## Resources

- Augenblick, Palaich and Associates. (November 2016). Final Report of the Adequacy Study of Funding for Education in Retrieved from <http://marylandpublicschools.org/Documents/adequacystudy/AdequacyStudyReportFinal112016.pdf>
- CAP High-Quality Child Care Tax Credit Proposal: <https://www.americanprogress.org/issues/early-childhood/reports/2015/09/02/119944/a-new-vision-for-child-care-in-the-united-states-3/>
- Duke University Center for Child and Family Policy. (April 2017). The Current State of Scientific Knowledge on Pre-Kindergarten Effects. Retrieved from [https://www.brookings.edu/wp-content/uploads/2017/04/duke\\_prekstudy\\_final\\_4-4-17\\_hires.pdf](https://www.brookings.edu/wp-content/uploads/2017/04/duke_prekstudy_final_4-4-17_hires.pdf)
- Fuligini A., Howes C., Huang Y., Hong S., Lara-Cinisomo S., “Activity Settings and Daily Routines in Preschool Classrooms: Diverse Experiences in Early Learning Settings for Low- income Children,” Early Childhood Research Quarterly 27, (2012): 198-209.
- Hughes, J, “Identifying Quality in Preschool Education: Progress and Challenge,” School Psychology Review 39, (2010): 48.
- Provider Cost of Quality Calculator: [www.ecequalitycalculator.com](http://www.ecequalitycalculator.com)
- Seattle Preschool Program Network-Hub Model RFI: <https://www.seattle.gov/Documents/Departments/DEEL/FundingOpportunities/RFIs/2017/FCCpilotInfoSessionPPT.pdf>
- Seattle Preschool Program FCC Advisory Committee Recommendations: <https://www.seattle.gov/Documents/Departments/OFE/AboutTheLevy/EarlyLearning/FCC-SPPPilotFinalRecommendation-March2016.pdf>
- Sunderman, Gail L., Titan Caroline. (February 2014). Can Maryland Benefit from Universal Preschool? A Review of the Research on the Efficacy of Early Education. Retrieved from [http://www.education.umd.edu/TLPL/centers/MEP/Research/earlyeducation/Early%20Education%20Brief\\_MEP.pdf](http://www.education.umd.edu/TLPL/centers/MEP/Research/earlyeducation/Early%20Education%20Brief_MEP.pdf)
- U.S. Department of Education, “Preschool Development Grants,” U.S. Department of Education. Retrieved from <http://www2ed.gov/programs/preschooldevelopmentgrants/index.html>
- Workman S., Palaich, B. Wool, S. (January 2016). A Comprehensive Analysis of Prekindergarten in Maryland (January 2016). Retrieved from <http://marylandpublicschools.org/Documents/adequacystudy/MDPreKComprehensiveAnalysis011316.pdf>

## **Appendices**

- Appendix A: House Bill 516
- Appendix B: Workgroup Statement of Work
- Appendix C: May 12, 2017 Meeting Materials
- Appendix D: June 8, 2017 Meeting Materials
- Appendix E: June 29, 2017 Meeting Materials
- Appendix F: July 10, 2017 Meeting Materials
- Appendix G: July 26, 2017 Meeting Materials
- Appendix H: House Bill 516 Fiscal and Policy Note
- Appendix I: A Comprehensive Analysis of Prekindergarten in Maryland (link below)
- Appendix J: Definition of High-Quality Prekindergarten
- Appendix K: Sample MOUs to support LEA and Community-based Collaboration
- Appendix L: Sliding Fee Scale Examples
- Appendix M: Master Plan on Professional Development with Status Updates

### **Report available online:**

A Comprehensive Analysis of Prekindergarten in Maryland (Adequacy Study)

<http://marylandpublicschools.org/Documents/adequacystudy/MDPreKComprehensiveAnalysis011316.pdf>