



**Program Reach and County Risk Assessment
State Fiscal Year 2007-2008
November 2008**

Pennsylvania Departments of Education and Public Welfare
Office of Child Development and Early Learning
333 Market Street, 6th Floor
Harrisburg, PA 17126
www.pde.state.pa.us | www.dpw.state.pa.us





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 Pennsylvania Departments of Education and Public Welfare

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Please note: This report and spreadsheets of county and city data are available online at www.pde.state.pa.us/early_childhood/ and click “Early Childhood Research”



COMMONWEALTH OF PENNSYLVANIA

DEPARTMENT OF PUBLIC WELFARE
P.O. Box 2675
Harrisburg, Pennsylvania 17105-2675
PHONE (717) 787-2600
FAX (717) 772-2062

DEPARTMENT OF EDUCATION
333 Market Street
Harrisburg, Pennsylvania 17126-0333
PHONE (717) 783-9780
FAX (717) 787-7222

November 14, 2008

We are pleased to provide you with the 2007-2008 Program Reach and County Risk Assessment report published by the Office of Child Development and Early Learning. This report provides valuable information on the state of early learning throughout the commonwealth that can provide our young children – and our commonwealth – with a brighter future.

This is the second year of this report. The report provides an assessment of seven family and educational risk factors that negatively affect a young child's future achievement in school. Research has shown that such risk factors can be mitigated through quality early education. Therefore, this report also provides county-specific data on the number of children participating in Pennsylvania's federally- and state-funded early childhood programs. This year, we have also included information on the 27 largest municipalities in the commonwealth.

Here are some key findings from the report.

Children in more than two-thirds of Pennsylvania's counties are at moderate-high to high risk of school failure. According to the report, children in 15 of Pennsylvania's 67 counties are at high risk of school failure. These counties are in every part of the commonwealth and represent urban, suburban and rural communities. Children in 31 counties are at moderate-high risk of school failure.

On average, approximately one-third (38%) of Pennsylvania's children from birth to age five participate in publicly-funded early childhood programs, such as Pennsylvania Pre-K Counts, Keystone STARS, Child Care Works, Early Intervention and Nurse-Family Partnership. Only 22% of children under age five participate in publicly-funded high quality early education programs.

Of all the state investments, most children are being reached through the Keystone STARS program, which averages service to 18% of children from birth to age five.

Children served in state and federally funded early childhood programs are funded at the rate of approximately \$2,722 per child, an amount which is significantly less than the cost of providing a quality early education experience that produces positive outcomes for children, families and communities.

Investing in Pennsylvania's quality early education initiatives can help all of Pennsylvania's children enter school ready to learn. Reports on positive child outcomes from programs such as the Pre K Counts Public-Private Partnership and Pennsylvania Pre-K Counts show that children who enter quality early education programs developmentally behind their peers can catch up during their early years and enter kindergarten with the skills they need to do well in school. As you review this information, I hope you will see, as we do, that investment in quality early learning opportunities needs to be a priority for Pennsylvania.

Sincerely,

Estelle B. Richman
Secretary of Public Welfare

Gerald L. Zahorchak, D.Ed
Secretary of Education

Enclosure

Executive Summary

Research consistently reports that all young children benefit from quality early learning opportunities, with children at risk of school failure showing the greatest benefit. Children affected by risk factors such as income, family status, or poor school system, which can affect their performance in school, benefit most from high quality early education. When they have access to quality early education before age five, children at risk of school failure can often make up for setbacks in their development, enabling them to enter kindergarten on par with their peers.

Children who are encouraged and supported through quality early childhood education demonstrate significant progress in acquiring early learning skills and may save schools money for special education and remediation costs. These children are more likely to graduate from high school, to attend college or quality job training programs, and be valuable members of the workforce. The benefits of quality early education to children and families translate into a more competitive workforce and greater tax base, while reducing public expenses in special education costs, public assistance, crime control and lost taxes.

Pennsylvania's investments in quality early education will provide our communities with benefits for years to come, but it is important that these investments are strategically made to provide the greatest return possible for the commonwealth.

In order to support sound programmatic and investment decisions regarding the distribution of early education services, the Pennsylvania Office of Child Development and Early Learning (OCDEL) annually compiles the Program Reach and County Risk Report. This report provides county, as well as city, specific information on the level of risk for school failure for children (based on seven risk factors) and the availability, or reach, of most OCDEL programs to children in each county and in the 27 largest cities in Pennsylvania.

To enhance the risk and reach report, OCDEL is including city level data for the first time. Please note two caveats about the city data and how it was calculated in this first year of its inclusion in the Risk and Reach report. In the risk data, the percentage of children receiving aid through Temporary Assistance to Needy Families (TANF) could only be determined at the county level. This might reflect a modest understatement of risk in these communities. In some instances, the reach data may not have been available at the city level, and thus, the calculations for reach may be lower than actual reach at the city level.

OCDEL's Program Reach and County Risk Assessment for fiscal year 2007-2008 shows that Pennsylvania continues to make progress serving at-risk children, but still experiences gaps in serving children who could benefit the most from a quality early education experience.

- **Children are at risk of school failure throughout the commonwealth.** Of the 67 counties, children in 46 (69%) counties are at moderate-high or high risk of school failure; of the 27 largest cities, children in 20 (74%) are at moderate-high or high risk of school failure.
- **Less than four in 10 young children participate in a quality early education program.** Thirty-eight percent of children under the age of five participate in state and/or federally funded quality early childhood programs in Pennsylvania. In the commonwealth's 27 largest cities, 50% of children under the age five participate in state and/or federally funded quality early childhood programs. Quality programs are defined as: Nurse-Family Partnership, Parent-Child Home Program; Head Start State and Federal; Pennsylvania Pre-K Counts; Accountability Block Grants for Pre-K, School Based Pre-K; Early Intervention; and Keystone STARS.

- **Approximately two in 10 young children participate in a high quality early education Program.** Only 22% of children under age five participate in state and/or federally funded high quality early childhood programs in Pennsylvania. In the commonwealth's 27 largest cities, 27% of children under the age five participate in state and/or federally funded high quality early childhood programs. High quality programs are defined as: Head Start State and Federal, Pennsylvania Pre-K Counts, Accountability Block Grants for Pre-K, School Based Pre-K, Early Intervention and Keystone STARS 3 & 4 only.
- **Approximately half of Pennsylvania's preschoolers participate in quality early education programs and one-third of preschoolers participate in high quality early education programs.** Among preschool aged children, 56% of three and four year olds statewide are served in early childhood education settings and 87% of three and four year olds in Pennsylvania's 27 largest cities are served in early childhood education settings. Only 35% of children ages three and four participate with a state and/or federally funded high quality early childhood program in Pennsylvania, defined as Head Start State and Federal, Pennsylvania Pre-K Counts, Accountability Block Grants for Pre-K, School Based Pre-K, Early Intervention and Keystone STARS 3 & 4 only.
- **Pennsylvania's investment per child is \$2,722 annually.** Children are served in these state and federally funded early childhood programs at the rate of approximately \$2,722 per child, an amount which is significantly less than the cost of providing a quality early education experience that produces positive outcomes for children, families and communities. In general, the national cost for a five hour day at 180 days a year for a pre-kindergarten program is \$8,700 per child. This represents a gap in our public investment to achieve the most positive results for children.
- **Reach by county is greatest for Head Start and Keystone STARS.** The Head Start State and Federal programs and Keystone STARS were the only direct impact programs for children under the age of five to reach children in all 67 counties.
- **Reach is greatest across the commonwealth for Keystone STARS.** Of all the state investments, most children were reached through the Keystone STARS program, which averages service to 18% of children from birth to five years. An average of 3% of children under age five in Pennsylvania were served in STAR 3 and 4 programs. As of June 2008, there were 5,022 child care providers within the Keystone STARS system, covering all counties and reaching an estimated 140,000 children under age five.

The quality of a child's early education affects their learning for life. By understanding the needs of our young children across the commonwealth and the reach of our early childhood programs, Pennsylvania can make smarter investments in a brighter future.

I. Introduction

The Office of Child Development and Early Learning (OCDEL) is committed to providing early childhood services to Pennsylvania's young children, with special attention to those at risk of school failure. Research consistently shows that children at risk of school failure benefit from quality early learning opportunities, with economic and educational benefits which extend to our families, communities, and the commonwealth. This report provides information about how well the commonwealth is reaching its young children with quality early learning services, with special attention to at-risk children for Fiscal Year End 2007-2008. The report:

- compiles information on the number of children served through OCDEL programs;
- shows the funding levels for early childhood programs supported by state and federal investments;
- includes an analysis of educational and family risk factors; and
- identifies counties and cities most likely to benefit from early childhood investments, based on these risk factors.

This data can be used to: 1) track progress in reaching all children; 2) help communities better understand their early childhood programming needs, particularly in counties where there are high risks; and 3) inform future decisions regarding early care and education investments. This information is also used to inform OCDEL's policies and practices.

There are several new additions to the OCDEL Risk and Reach Report this year, including analysis of risk and reach factors by the 27 largest cities in Pennsylvania. As the OCDEL continuum of early childhood education programs has expanded, this report also now includes for the first time, all OCDEL early childhood programs that are part of the definition of quality early childhood education in Pennsylvania: Nurse-Family Partnership, Parent-Child Home Program, Pennsylvania Pre-K Counts, School Based Pre-K, and Early Intervention. Also highlighted for the first time, is the reach within the commonwealth for the population of preschool children, ages 3 and 4.

II. Methodology

All data is provided in the Excel workbook titled "ECE_Analysis_June_2008" and "ECE_Analysis_June_2008_Municipalities" which are available on the Pennsylvania Department of Education website at www.pde.state.pa.us and Pennsylvania Key website at www.pakeys.org.

The data was compiled in four stages: 1) Gathering relevant information about state-funded early childhood program usage by county¹; 2) Selecting education and family risk factors and compiling information on the number or percentage of children in various risk categories by county; 3) Developing an Average Risk Level (ARL) to identify those counties with the greatest risks and, therefore, the greatest need for early childhood investments; and 4) Combining the ARL information with the state-funded early childhood program usage information to identify county use by risk. Descriptions of the four stages of data collection are provided below, along with information about where to find the data in the "ECE_Analysis_June_2008" workbook.

Gathering relevant information

June 2008 program reach and funding data were collected and compiled for existing state-administered education programs for children under five years of age. Programs are arranged by

¹ It is important to note that this data contains duplicated children, and a child participating in more than one OCDEL program is counted more than once. OCDEL is developing an Early Learning Network to address this issue so that this data can include unduplicated children.

the age cohort served, starting with those focusing on infants and toddlers and moving through preschool programs. They are also separated into two sources of funding: direct and indirect. Programs include:

- a. Direct Programs
 - i. Nurse-Family Partnership (NFP) Reach Data (Tab 6),
 - ii. Parent-Child Home Program (PCHP) Reach Data (Tab 7),
 - iii. Head Start State and Federal Reach Data (Tab 8),
 - iv. Pennsylvania Pre-K Counts Reach Data (Tab 9),
 - v. Accountability Block Grants (ABG) Reach Data (Pre-K Only) (Tab 10),
 - vi. School Based Pre-K Reach Data (Tab 11),
 - vii. Early Intervention Reach Data (Tab 12),
 - viii. Keystone STARS Reach Data (Tab 13),
- b. Indirect Programs
 - i. Pre-K Counts Public/Private Partnership Reach Data (Tab 14),
 - ii. Child Care Works/Subsidy Reach Data (Tab 15),
 - iii. Community Engagement Group Reach Data (Tab 16), and
 - iv. Title I Funding for Pre-K through 2nd Grade Reach Data (Tab 17)

Education and Family Risk Indicators²

Education and family risk indicators were identified and county level data was collected on each indicator. Additionally, community readiness data was collected to provide an overview of the progress made in each county for Pre-K enrollment (Tab 3). The seven education and family risk indicators chosen for inclusion in the risk analysis model include (Tab 18 and Tab 20):

- a. **Rate (Percent) of children under age five living in Low Income families** (2000 US Census)

Children living in poverty are more likely to have poor nutrition, chronic health problems, and be less prepared for and have more difficulty in school. (2000 US Census defines “low income” as below 200% of federal poverty level, which was equivalent to \$34,058 for a family of four in 2000³.)
- b. **Percent of families with related children under age five living below poverty level** (2000 US Census)

Potential efforts to support early childhood and school readiness may include outreach to families in poverty. Thus, a family measure of poverty was included, in addition to the actual child rates, to identify counties that had high numbers of families living in poverty. (2000 US Census defines “poverty” as below 100% of federal poverty level, which was equivalent to \$17,029 for a family of four in 2000.)
- c. **Percent of single mother-headed families with children under age five living below poverty level** (2000 US Census)

Research shows that children living with both biological parents are less likely to exhibit behavior problems, and children living with married parents are less likely to experience economic hardship (Golden 2005). Women who are single parents, as well as those who cohabit with their child’s other parent, tend to have lower educational attainment, lower income, and higher rates of child abuse and domestic violence than married women (Whitehead and Popenoe, 2004).

² The reach data is for the 2007-2008 fiscal year; however the risk indicators may or may not be from this fiscal year. Currently, the Rate of children under age five living in low income families, Percent of families with related children under age five living below poverty level, and Percent of single mother-headed families with children under age five living below poverty level are from the 2000 Census Data. The Percent of children receiving aid through TANF, Rate of births to mothers with less than a high school degree and the PSSA scores are updated annually.

³ For current Federal Poverty Guidelines, please visit <http://aspe.hhs.gov/poverty/08Poverty.shtml> or <http://www.hsd.state.nm.us/pdf/FPL5-14-08.pdf>

- d. Percent of children receiving aid through Technical Assistance for Needy Families (TANF) (2006 KIDS Count)**

This measure was included to identify counties that have high rates of use of government assistance. This indicates a risk factor to children, as well as an incentive to quality care, as long-term outcomes of some quality early childhood programs demonstrate reduced use of welfare during adulthood.
- e. Rate (Percent) of births to mothers with less than a high school degree (2007 Pennsylvania Department of Health)**

Children who live with parents who have a low education level are less likely to receive cognitive stimulation and high quality child care during crucial development periods, and are more likely to have diminished reading skills.
- f. PSSA: Percent below proficient in 3rd grade math (2008 Pennsylvania Department of Education)**

This indicator predicts risk for poor long-term education outcomes. Over time, early childhood investments should demonstrate improved academic outcomes.
- g. PSSA: Percent below proficient in 3rd grade reading (2008 Pennsylvania Department of Education)**

This indicator predicts risk for poor long-term education outcomes. Over time, early childhood investments should demonstrate improved academic outcomes.

County and City Ranking with Risk Indicators

A rating of one (low risk) to four (high risk) was given for each risk factor, based on the percentage of children affected. The sums of the risk factors for each county and city were averaged to determine an overall Average Risk Level or ARL. The ratings were divided by quartiles, so that the top 25% of counties with the highest percentages of children affected by the risk factor received a ranking of four, and the bottom 25% with the lowest percentages of children affected by the risk fact received a ranking of one (Tab 19 and Tab 20). If the score is lower the risk level will be lower. This same methodology was also applied to the city rankings.

Analyzing Results

Once all program and indicator data was compiled, the results were analyzed in conjunction with county risk level to determine the extent to which early childhood programming and funding has been targeted to those counties and cities with the greatest need, or more precisely, with the highest ARL (Tab 1 and Tab 2). Using these comparisons, future recommendations for additional investments can be determined.

III. Findings

The findings are divided into three parts. The first are the findings on overall risk, reach and investment related to the counties. The second is the risk and reach findings related to the 27 largest municipalities. (Please note that the separate investment information is not yet available for the city portion of the analysis.) The third is a program by program analysis, which covers both the county and city data.

A. County Analysis

County Level Findings on Risk Level

Listed below are the commonwealth's 67 counties and Average Risk Level for each, based on the FY 2007-2008 analysis. Over the last year, the risk data shows that the ARL has changed for several counties between 2006-2007 and 2007-2008.

Risk levels increased for six counties: Three counties have moved from moderate-high risk to high risk (Blair, Dauphin, and Erie) and three counties have moved from moderate-low risk to moderate-high risk (Perry, Sullivan, and Wayne).

Risk levels decreased for nine counties: Four counties moved from high risk to moderate-high risk (Bradford, Huntingdon, Jefferson, and Potter) and four counties moved from moderate-high risk to moderate-low risk (Beaver, Cameron, Columbia, and Montour). Butler was the only county to move from moderate-low risk to low risk in 2007-2008.

Low Risk Counties	Average Risk Level (ARL)	Moderate-Low Risk Counties	Average Risk Level (ARL)	Moderate-High Risk Counties	Average Risk Level (ARL)	High Risk Counties	Average Risk Level (ARL)
Bucks	1.00	Centre	1.14	Lancaster	2.14	Lawrence	3.14
Butler	1.00	Chester	1.14	Perry	2.14	Mercer	3.14
Montgomery	1.00	Cumberland	1.14	Armstrong	2.29	Mifflin	3.14
		Pike	1.14	Carbon	2.29	Blair	3.29
		Elk	1.43	Fulton	2.29	Erie	3.29
		Westmoreland	1.43	Lackawanna	2.29	Clearfield	3.43
		Cameron	1.57	Schuylkill	2.29	Dauphin	3.43
		Monroe	1.57	Sullivan	2.29	Northumberland	3.43
		Snyder	1.71	Wyoming	2.29	Greene	3.57
		Columbia	1.86	Bedford	2.43	Venango	3.57
		Montour	1.86	Allegheny	2.57	Clinton	3.71
		Adams	2.00	Clarion	2.57	Crawford	3.71
		Beaver	2.00	Franklin	2.57	McKean	3.71
		Delaware	2.00	Juniata	2.57	Fayette	4.00
		Northampton	2.00	Somerset	2.57	Philadelphia	4.00
		Union	2.00	Wayne	2.57		
		Washington	2.00	Huntingdon	2.71		
		York	2.00	Jefferson	2.71		
				Lycoming	2.71		
				Tioga	2.71		
				Berks	2.86		
				Bradford	2.86		
				Forest	2.86		
				Indiana	2.86		
				Lebanon	2.86		
				Lehigh	2.86		
				Warren	2.86		
				Cambria	3.00		
				Luzerne	3.00		
				Potter	3.00		
				Susquehanna	3.00		

County Level Findings on Reach and Investment:

- **Early Childhood Program Usage (FY 2007-2008)**

On average, state and federally funded quality early childhood programs (NFP, PCHP, Head Start State and Federal, Pennsylvania Pre-K Counts, Accountability Block Grants for Pre-K, School Based Pre-K, Early Intervention, and Keystone STARS) are reaching 38% of children under age five statewide (Tab 1, Column X and Tab 4, Column V), ranging from 22% to 56% on a county basis (Tab 1, Column X). Program reach is greatest (46%) on average in the high risk counties. Of all the state investments, most children are being reached through the Keystone STARS program, which averages service to 18% of children from birth to five years. An average of 3% of children under five in Pennsylvania are served in the STAR 3 and 4 facilities (see Tab 5, Column S).

Only 22% of children under five participate in state and/or federally funded high quality early childhood programs in Pennsylvania. These programs include Head Start State and Federal, Pennsylvania Pre-K Counts, Accountability Block Grants for Pre-K, School Based Pre-K, Early Intervention and Keystone STARS 3 & 4 only.

Out of 67 counties in Pennsylvania only three counties, Forest, Lycoming, and Philadelphia⁴, served over 50% of their children under five in state/federal-funded early childhood programs. Forest, a rural, moderate-high risk county, reached 56% of children under age five. In addition, Forest county also serves the highest percentage of children under five in Early Intervention programs (30%) statewide and has the lowest number of total children under five (178 children), which may explain the higher percentage. Lycoming is a rural-mix, moderate-high risk county serving 50% of their children under five. Philadelphia is an urban, high risk county serving 52% of their 98,000 children under five. The county with the lowest reach is Butler, which is a rural-mix, low risk county where only 22% of their young children are served in state and federally funded quality early childhood programs.

- **Early Childhood Program Funding (FY 2007-2008)**

On average, children served in state and federally funded early childhood programs (NFP, PCHP, Head Start State and Federal, Pennsylvania Pre-K Counts, Accountability Block Grants for Pre-K, School Based Pre-K, Early Intervention, and Keystone STARS) are funded at the rate of \$2,722 per child served (Tab 1, Column Y and Tab 4, Column X). Generally, funding has been targeted at counties with the greatest risk. Fourteen of the 15 high risk communities are receiving funding greater than the statewide average per child spending (\$2,722). Dauphin County is the only high risk county that is spending less than the statewide average, at \$2,350.

Cameron County had the highest spending per child for all government supported quality early childhood education programs at \$4,923. Of the 10 highest spending-per-child counties, three were high risk (Clearfield, Greene, and Lawrence), five were moderate-high risk (Forest, Juniata, Warren, Wayne, and Wyoming), and two were moderate-low risk (Cameron and Elk). All of these counties were classified as rural or rural-mix.

Monroe County had the lowest spending per child at \$1,828. Meanwhile, seven of the 10 lowest spending-per-child counties were low risk (Montgomery) or moderate-low risk

⁴ Philadelphia may be showing 52% of children served, but the data is not mutually exclusive. Currently, there is no way for OCDEL to determine which children are being served through multiple funding sources.

(Centre, Cumberland, Monroe, Northampton, Pike, and York). Lackawanna and Lehigh were moderate-high risk. Dauphin was the only high risk county.

- **Early Childhood Program Usage by Children Ages Three and Four**

When considering the subset of preschool age children, 56% of three and four year olds statewide are served in quality early childhood education settings that include Parent-Child Home Program, Head Start, Pennsylvania Pre-K Counts, ABG Pre-K Only, School Based Pre-K, Early Intervention and Keystone STARS (Tab 5, Column M). The range is from 29% to 86% on a county basis. Of all the state investments, most children are being reached through the Keystone STARS program, which averages service to 27% of children ages three and four. The program that reached the lowest percentage of children ages three and four is Parent-Child Home Program, reaching only 0.23%, however, it should be noted that this program targets children 18 months to age four.

Out of 67 counties in Pennsylvania, only three counties, Cambria, Clearfield, and Philadelphia⁵, served over 75% of their children under five in state/federal-funded early childhood programs. Clearfield is a rural, moderate-high risk county, serving a relatively small 2,000 children under five in total, which may explain a higher percentage of reach at 76%. Cambria is a rural-mix, moderate-high risk county, serving 78% of their children under five. Philadelphia is an urban, high risk county, serving 86% of 40,000 children ages three and four. The county with the lowest reach is Elk, which is a rural, moderate-low risk county where only 29% of their young children are served in sponsored quality early childhood programs.

B. City Analysis

City Level Findings on Risk Level

To enhance the risk and reach report, OCDEL is including city level data for the first time. To arrive at the city level, there are variations in data that should be noted. In the risk data, the percentage of children receiving aid through TANF could only be determined at the county level which had to be maintained for city level data. OCDEL suspects this causes the ARL to be lower than actual. Also, the reach data may not have been available at the city level and the calculations to proportion the data may lower the actual reach at the city level.

Out of the 27 largest cities in Pennsylvania, only one city, State College, is considered low risk. State College served 38% of their children under five in state/federal-funded early childhood programs. Three cities are considered moderate-low risk (Bethel Park, Monroeville, and Plum) and three cities are considered moderate-high risk communities (Easton, Norristown, and West Mifflin). The remaining 20 cities are all high risk (Allentown, Altoona, Bethlehem, Chester, Erie, Harrisburg, Hazleton, Johnstown, Lancaster, Lebanon, McKeesport, New Castle, Philadelphia, Pittsburgh, Pottstown, Reading, Scranton, Wilkes-Barre, Williamsport, and York).

⁵ Philadelphia may be showing 86% of children ages three and four served, but the data is not mutually exclusive. Currently, there is no way for OCDEL to determine which children are being served in more than one program or through multiple funding sources.

Low Risk Cities	Average Risk Level (ARL)	Moderate-Low Risk Cities	Average Risk Level (ARL)	Moderate-High Risk Cities	Average Risk Level (ARL)	High Risk Cities	Average Risk Level (ARL)
State College	1.00	Bethel Park	1.43	Easton	2.71	Bethlehem	3.14
		Plum	1.43	Norristown	2.86	Pottstown	3.14
		Monroeville	1.86	West Mifflin	3.00	Scranton	3.14
						Hazleton	3.71
						Lebanon	3.71
						Pittsburgh	3.71
						Wilkes-Barre	3.71
						Altoona	3.86
						Chester	3.86
						Lancaster	3.86
						New Castle	3.86
						Williamsport	3.86
						York	3.86
						Allentown	4.00
						Erie	4.00
						Harrisburg	4.00
						Johnstown	4.00
						McKeesport	4.00
						Philadelphia	4.00
						Reading	4.00

City Findings on Reach

- **Early Childhood Program Usage by Pennsylvania’s 27 Largest Cities**

Nearly one-third of Pennsylvania's children under five live in the commonwealth's 27 largest cities. Children living in these cities tend to be at higher risk of school failure than those in the rest of their counties. On average, state and federally funded quality early childhood programs (NFP, PCHP, Head Start State and Federal, Pennsylvania Pre-K Counts, Accountability Block Grants for Pre-K, School Based Pre-K, Early Intervention, and Keystone STARS) are reaching 50% of children under age five in the 27 largest cities in the commonwealth. Program reach is greatest in the high risk cities (50%). Of all the state investments, most children are being reached through the Keystone STARS program, which averages service to 26% of children birth – five years. An average of 4% of the children under five are served in the STAR 3 and 4 facilities.

- **Early Childhood Program Usage by Children Ages Three and Four**

Almost one-third of Pennsylvania’s three and four years live within the commonwealth’s 27 largest cities (Tab 5, Column M). Among preschool age children, 87% of three and four year olds within the 27 largest cities are served in quality early childhood education programs that include PCHP, Head Start, Pennsylvania Pre-K Counts, ABG for Pre-K, School Based Pre-K, Early Intervention and Keystone STARS. The range of percentage of children served is from 29% to 86% on a county basis. Of all the state investments, most children are being reached through the Keystone STARS program, which averages service to 38% of children ages three and four. The program that reached the lowest percentage of children ages three and four is Parent-Child Home Program, reaching only

0.3%, however, it should be noted that this program targets children 18 months to age four.

C. Program by Program Analysis

Direct Impact Programs for Children under age five in Pennsylvania

- **Nurse-Family Partnership⁶** (FY 2007-2008)

Nurse-Family Partnership (NFP), a program which provides registered nurses who work with expectant mothers, has been used to ensure healthy pregnancy, promote early literacy, and to encourage school readiness by helping mothers learn how to promote healthy child development. Pregnant women who are low-income, first-time mothers and who enroll by the 28th week of pregnancy are eligible. Nurse-Family Partnership has reached 38 of the 67 counties in Pennsylvania (Tab 6). Seven of the 10 counties serving the highest percentage of children through this program are rural or rural-mix (Columbia, Fayette, Huntingdon, Lawrence, Lycoming, Monroe, and Wyoming).

Among the 38 counties that received Nurse-Family Partnership Grants, the percentage of children under age five from low income households⁷ served ranged from a low of 0.2% in Delaware County, a moderate-low risk county, to a high of 9.7% in Wyoming County, a moderate-high risk county. Philadelphia served the most children, at 487; however, they did not place among the top five counties for percentage of children served. Philadelphia only reached 0.9% of children under age five from low income households.

Nurse-Family Partnership has reached 23 of the 27 largest cities in Pennsylvania. Among the 23 cities that received Nurse-Family Partnership Grants, the percentage of children under age five from low income households⁸ served ranged from a low of 0.3% in McKeesport to a high of 5.3% in Williamsport.

- **Parent-Child Home Program⁹** (FY 2007-2008)

Parent-Child Home Program provides a home visitor to help parents learn how to read and play with their children in a way that promotes early learning and builds a positive parent-child bond (Tab 7). Families of at-risk children who enroll their children between 18 months and two years of age and agree to participate for two years are eligible. Parent-Child Home Program has been used to promote early literacy and school readiness in 26 counties throughout the state. Seven of the 26 counties that use Parent-Child Home Program are high risk counties (Blair, Clinton, Clearfield, Erie, Greene, Mifflin, and Northumberland). All of these seven fell above the average (0.2%) for percentage of children under five reached.

Among the 26 counties that received Parent-Child Home Program Grants, the percentage of children under age five from low income households¹⁰ served ranged from a low of

⁶ Nurse-Family Partnership only serves children from birth to age two. To be consistent all data was calculated on children under five; therefore NFP is showing a lower percentage of children served.

⁷ The population of interest for children reached is "children 5 years and under from *low income families*," as Nurse-Family Partnership primarily serves children in poverty or from low income households.

⁸ The population of interest for children reached is "children 5 years and under from *low income families*," as Nurse-Family Partnership primarily serves children in poverty or from low income households.

⁹ Parent-Child Home Program only serves children from 18 months to age four. To be consistent all data was calculated on children under five; therefore PCHP is showing a lower percentage of children served.

0.13% (Allegheny) to a high of 8.04% (Bedford). Luzerne served the most children at 207; however, they did not place among the top five counties for percentage of children served. Luzerne only reached 3.00% of children under age five from low income households.

Parent-Child Home Program has been used to promote early literacy and school readiness in 10 of the 27 largest cities throughout the state. Nine of the 10 cities that use Parent-Child Home Program are high risk cities (Allentown, Altoona, Erie, Hazleton, Johnstown, Lancaster, Scranton, Wilkes-Barre, and Williamsport). All of these nine fell above the average (0.2%) for percentage of children under five reached. Among the 10 cities that received Parent-Child Home Program Grants, the percentage of children under age five from low income households¹¹ served ranged from a low of 1.6% (Erie) to a high of 7.6% (Johnstown).

- **Head Start State and Federal (FY 2007-2008)**

Head Start provides free, comprehensive early learning services to children & families most at risk of academic failure (Tab 8). Families earning 130% of the federal poverty level or less are eligible to apply. (In 2008, this was \$27,560 for a family of four.) The Head Start State and Federal program has reached all 67 counties in Pennsylvania. All of the 10 counties serving the highest percentage of children are rural or rural-mix (Cameron, Clearfield, Fayette, Fulton, Greene, Huntingdon, Juniata, Mercer, Montour, and Venango). Clearfield County served the highest (13%) percentage of children in state and federal Head Start programs, while Montgomery County served the lowest at 1%.

Head Start Supplemental reached 13 of the 15 high risk counties in the state; however, only eight of these counties (Lawrence, Mercer, Blair, Clearfield, Dauphin, Northumberland, Clinton, and Philadelphia) performed better than the state average (0.8%) in reaching percentages of children under five. Twenty-two of the 31 moderate-high risk counties also reached a portion of the under five population.

In FY 2007-2008, there were a total of 63 agencies in 59 counties administering Head Start services in the state, reaching 5,776 students through nearly \$40 million in supplemental assistance grants. This left eight counties that did not receive Head Start Supplemental Assistance Grants (Cumberland, Elk, Greene, Perry, Snyder, Sullivan, Union, and Wyoming).

Among the 59 counties that received Head Start Supplemental Assistance Grants, the percentage of children under age five from low income households¹² served ranged from a low of 0.25% in Bucks County, a low risk county, to a high of 13% in Cameron County, a moderate-high risk county. Philadelphia and Allegheny served the highest number of children, at 1,471 and 780, respectively; however, they did not place among the top 10 counties for percentage of children served. Philadelphia only reached 2.7% while Allegheny was only slightly more successful, reaching 3.1%.

¹⁰ The population of interest for children reached is "children 5 years and under from *low income families*," as Parent-Child Home Program primarily serves children in poverty or from low income households.

¹¹ The population of interest for children reached is "children 5 years and under from *low income families*," as Parent-Child Home Program primarily serves children in poverty or from low income households.

¹² The population of interest for children reached is "children 5 years and under from *low income families*," as Head Start primarily serves children in poverty or from low income households.

All of the top 10 cities serving the highest percentage of children are high risk (Chester, Erie, Harrisburg, Johnstown, Lancaster, Lebanon, New Castle, Scranton, Wilkes-Barre, and York). New Castle served the highest (15%) percentage of children in state and federal Head Start programs, while State College served the lowest at 0.9%. Among the cities that received Head Start Supplemental Assistance Grants, the percentage of children under age five from low income households¹³ served ranged from a low of 0.5% in Harrisburg, a high risk city, to a high of 7% in New Castle, a high risk city.

- **Pennsylvania Pre-K Counts¹⁴** (FY 2007-2008)

Pennsylvania Pre-K Counts provides high quality pre-kindergarten opportunities to three and four year olds at no cost to families (Tab 9). Children from age three until the entry age for kindergarten are eligible to apply. Pennsylvania Pre-K Counts targets children at risk of school failure, either because of income, language or special needs. Pennsylvania Pre-K Counts was the state's new early childhood initiative which reached 3.65% of children ages three and four in Pennsylvania Pre-K Counts (Tab 5).

In FY 2007-2008, there were 146 agencies in 57 counties administering Pennsylvania Pre-K Counts services in the state, reaching 10,945 students. This left 10 counties that did not receive Pennsylvania Pre-K Counts Grants (Armstrong, Carbon, Elk, Forest, Fulton, Juniata, Perry, Snyder, Sullivan, and Union).

Among the 57 counties that received Pennsylvania Pre-K Counts Grants, the percentage of children under age five from low income households¹⁵ served ranged from a low of 0.9% (Adams) to a high of 16% (Cameron). Philadelphia and Allegheny served the highest number of children, at 2,459 and 1,077, respectively; however, they did not place among the top 10 counties for percentage of children served. Allegheny only reached 1.5% while Philadelphia was only slightly more successful, reaching 2.5%.

In FY 2007-2008, there were 47 agencies in all of the 27 largest cities administering Pennsylvania Pre-K Counts services in the state, reaching 5,375 students. The percentage of children under age five from low income households¹⁶ served ranged from a low of 0.8% (Monroeville) to a high of 16% (Harrisburg).

- **Accountability Block Grants¹⁷** (FY 2007-2008)

The Accountability Block Grant (ABG) is a way to provide additional investment to school districts that can be used for early childhood programs. Accountability Block Grants (ABG) have been used for quality Pre-K programming in 28 counties throughout the state. Eight of the 28 counties that use ABG funds for Pre-K are high risk counties (Clearfield, Crawford, Erie, Lawrence, McKean, Northumberland, Philadelphia, and Venango). Of these eight, six fell above the average (0.6%) for percentage of children under five reached by quality ABG Pre-K spending (Crawford, Lawrence, McKean, Northumberland, Philadelphia, and Venango). However, community readiness indicators reveal that five of

¹³ The population of interest for children reached is "children 5 years and under from *low income families*," as Head Start primarily serves children in poverty or from low income households.

¹⁴ Pennsylvania Pre-K Counts only serves children from three to age four. To be consistent all data was calculated on children under five; therefore Pennsylvania Pre-K Counts is showing a lower percentage of children served.

¹⁵ The population of interest for children reached is "children 5 years and under from *low income families*," as Pennsylvania Pre-K Counts primarily serves children in poverty or from low income households.

¹⁶ The population of interest for children reached is "children 5 years and under from *low income families*," as Pennsylvania Pre-K Counts primarily serves children in poverty or from low income households.

¹⁷ Accountability Block Grants (Pre-K Only) only serves children from three to age four. To be consistent all data was calculated on children under five; therefore ABG (Pre-K Only) is showing a lower percentage of children served.

the high risk counties that did not spend any ABG funds on Pre-K were providing Pre-K services through their public schools (Blair, Dauphin, Fayette, Greene, and Mercer). Thus, a total of 13 high risk counties offer some type of Pre-K services.

Overall, counties using ABG funds for quality Pre-K reached between 0.05% and 5% of the children under five through these programs. Among the top five counties in terms of reach, or those serving more than 3% of the population under age five, three (Lebanon, Potter, and Susquehanna) were moderate-high risk while two (Lawrence and McKean) were high risk.

Accountability Block Grants (ABG) have been used for quality Pre-K programming in nine of the 27 largest cities throughout the state. All of these nine cities using ABG funds for Pre-K are high risk cities and fall above the state average of 0.6% (Bethlehem, Chester, Lebanon, McKeesport, New Castle, Philadelphia, Pittsburgh, Pottstown, and Wilkes-Barre). Overall, counties using ABG funds for quality Pre-K reached between 0.9% (Philadelphia) and 15% (Lebanon) of the children under five through these programs.

- **School Based Pre-K Program¹⁸** (FY 2007-2008)

School Based Pre-K Programs offer programs for three and four year old children from two-and-a-half to five hours a day, for a minimum of 180 days (Tab 11). School Based Pre-K programs deliver quality Pre-K programming in 39 counties throughout the state. Twelve of the 39 counties that use School Based Pre-K are high risk counties (Blair, Clearfield, Dauphin, Erie, Fayette, Greene, Lawrence, McKean, Mercer, Northumberland, Philadelphia, and Venango). Of these 12, six fell above the average (2%) for percentage of children under five utilizing School Based Pre-K programs (Dauphin, Lawrence, McKean, Northumberland, Philadelphia, and Venango).

Generally, School Based Pre-K Programs were serving a greater percentage of children on average in high risk counties and moderate-high risk counties. There were 6 counties that served more than 5% of children under five in School Based Pre-K programs. Two (McKean and Philadelphia) of these counties were high risk and four (Bedford, Fulton, Potter, and Susquehanna) were moderate-high risk.

School Based Pre-K programs deliver quality Pre-K programming in 14 cities throughout the state. Twelve of the 14 counties that use School Based Pre-K are high risk cities and all of these are above the statewide average of 2% (Allentown, Chester, Harrisburg, Johnstown, Lancaster, Lebanon, New Castle, Philadelphia, Pittsburgh, Pottstown, Reading, and Scranton). Generally, School Based Pre-K Programs were serving a greater percentage of children on average in high risk cities.

- **Early Intervention** (FY 2007-2008)

Early Intervention provides children from birth to age five who have disabilities/developmental delays with services to help promote their development so they are successful in any early education setting (Tab 12). Services may include parent education, development therapies, and other support services. Early Intervention reached an average of 9.9% of children under five and reached all 15 of the high risk counties in the state. However, only eight (Blair, Clearfield, Erie, Greene, McKean, Mifflin, Northumberland, and Venango) of the high risk counties performed better than the state average in reaching a percentage of children under five.

¹⁸ School Based Pre-K Program only serves children from three to age four. To be consistent all data was calculated on children under five; therefore School Based Pre-K Program is showing a lower percentage of children served.

Overall, Early Intervention reached between 6% (Sullivan) and 30.3% (Forest) of the children under five. Among the top five counties in terms of reach, or those serving more than 14% of the population under age five, two (Cameron and Elk) were moderate-low risk, one (Forest) was moderate-high risk and two (Blair and McKean) were high risk.

Early Intervention reached an average of 9.9% of children under five and reached all 20 of the high risk cities in the state. However, only one (Altoona) of the high risk cities performed better than the state average in reaching a percentage of children under five. Overall, Early Intervention reached between 3.3% (Pottstown) and 11.4% (Altoona) of the children under five.

- **Keystone STARS¹⁹** (June 30, 2008)

Keystone STARS promotes quality in child care and Head Start programs (Tab 13). Programs that participate in Keystone STARS begin at Start with STARS and can earn a STAR 1 to STAR 4 level based on quality standards. Keystone STARS was the state-funded early childhood initiative that reached the greatest number of young children, averaging 18% statewide in all Keystone STARS levels. STAR 3 and STAR 4 sites are considered higher quality settings that research has related to positive child outcomes. The analysis showed on average that approximately 3% of children under age five are served in these high quality programs.

Keystone STARS served greater percentages of children on average in both high risk and low risk counties than in moderate counties. There were 15 counties that served more than 20% of children under five in Keystone STARS programs. Six (Centre, Columbia, Cumberland, Monroe, Montour, and Snyder) of these counties were moderate-low risk; five (Cambria, Lehigh, Lycoming, Tioga, and Wayne) were moderate-high risk; two (Bucks and Montgomery) were low risk; and two (Dauphin and Philadelphia) were high risk. Further, three (Crawford, Dauphin, and Philadelphia) of the 15 high risk counties had average Keystone STARS participation that exceeded the state average (18%).

As of June 2008, there were 5,022 child care providers within the Keystone STARS system, covering all counties and reaching an estimated 140,000 children under age five in the commonwealth. Overall, 76% of certified centers, 59% of certified group homes, and 33% of registered family homes participated in Keystone STARS (55% of regulated child care facilities were participating in Keystone STARS).

Keystone STARS had 11 cities that served more than 30% of children under five in Keystone STARS programs. Two (Bethel Park and Plum) of these counties were moderate-low risk; two (Norrstown and West Mifflin) were moderate-high risk; and seven (Allentown, Harrisburg, Johnstown, Lebanon, Pittsburgh, Pottstown, and Williamsport) were high risk.

¹⁹ In addition to serving children from birth to age five, Keystone STARS programs also serve children from age five to age 12 (considered "school-age" children), often in wrap-around care before or after school. In 2007-2008, Keystone STARS programs served approximately 178,157 children from birth to age 12.

Indirect Impact Programs for Children under Five in PA

- **Pre K Counts Public-Private Partnership (FY 2007-2008)**

Pre K Counts Public-Private Partnership funds 29 communities in 22 counties to build pre-kindergarten partnerships among school districts, Head Start, child care, and Early Intervention (Tab 14). Overall, 9,706 children were reached through the programs, with the greatest number of students served in Allegheny (1,732), Philadelphia (1,669), Dauphin (998), Luzerne (669), and Westmoreland (573) counties. Huntingdon County's Pre K Counts Public-Private Partnership programs reached the greatest percentage of children under age five in the county at 9.6%, while the lowest percentage was .4% in Franklin County. Despite having the first and second highest numbers of children served, Philadelphia and Allegheny counties only reached 1.7% and 2.4% of children under five respectively, due to the large number of children under five in these counties.
- **Child Care Works²⁰ (June 30, 2008)**

Child Care Works (CCW) is the subsidized child care program that provides financial help to pay for child care for families who meet work and income requirements (Tab 15). To be eligible, families must earn 200% of the federal poverty level or less (in 2008, \$42,400 for a family of four) and must meet certain work requirements. In FY 2007-2008, on an average monthly basis, subsidies were provided to 88,000 children under age five. Child Care Works served a total of 238,000 children including school-age children throughout the fiscal year. Approximately 12% of all children under five, or 34% of children under five living in low income families (less than 200% of poverty) receive Child Care Works subsidy. Focusing on use among children under five in low income families, the percentage of children served ranged from 5% in Fulton County to 54% in Philadelphia County.
- **Early Childhood Community Engagement Groups (FY 2007-2008)**

Early Childhood Community Engagement Groups (CEG) develop and implement county outreach efforts to engage and inform key stakeholders about the benefits of quality early learning programs (Tab 16). Additionally, CEGs facilitate linkages between school districts, early learning programs and other stakeholders to support successful kindergarten transition. Although CEGs receive \$2.1 million in funding, they do not provide direct sources of quality education. All of the counties within the commonwealth have CEGs except Carbon, a moderate-high risk, rural-mix county.
- **Title I Funding for Pre-K through 2nd Grade (FY 2007-2008)**

Title I Funding for Pre-K through 2nd Grade was a source of funding for the School Based Pre-K Program based on the percentage of low income children within the school district (Tab 17). Title I is not considered a direct funding source because the school districts can use the funds for children in Pre-K through second grade. Only five counties within the commonwealth did not receive Title I Funding. These counties were all either moderate-high risk (Forest, Juniata, and Sullivan) or high risk (Greene and Mifflin).

²⁰ Children ages 5 to 12 also receive Child Care Works subsidy. In total, Child Care Works served a monthly average of 140,000 children (birth – age 12), and approximately 238,000 unduplicated children from birth to age 12 in FY 2007-2008.

IV. Future Directions and Limitations of Use

The Office of Child Development and Early Learning is using the program Risk and Reach analysis data to better tailor supports to communities. This compilation of information is shared to better inform and educate communities to consider appropriate and effective early childhood investments. In future editions, OCDEL will be adding information on ACT Funding (which is an indirect funding source), a further refinement of the data, and will be able to determine the number of unduplicated children served across the commonwealth.

Feedback is welcome on this data, analysis, and report, as this will be an evolving project that will adjust to meet usage demands. If you have suggestions or would like to share how your community used the information, please contact the Office of Child Development and Early Learning, at 717-346-9320 or via email at RA-dpwocdnet@state.pa.us.