



Expanding Access to High-Quality Preschool Programs

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Preface	5
Executive Summary	6
Introduction	7
1. Brain Research and the Positive Impact of High-quality Preschool <i>(with links to Recent Research and Studies)</i>	.8
a. New and highlighted research and links	8
2. The Movement to Expand Access to Quality Preschool	.10
a. Chronology of recent national efforts to expand access to quality preschool for all children	.11
b. Chronology of recent statewide efforts to expand access to quality preschool for all children in California	.11
c. Chronology of recent local efforts to expand access to quality preschool for all children in certain local communities	.12
3. Understanding the Current Preschool Landscape in California.	.14
a. What Are the Main State, Federal and Local Preschool and Child Care Funding Sources, and How Are the Programs Administered?	.14
b. Program providers: Who currently delivers preschool services to children and families in California? What are some of the providers' key attributes?	.20
c. Local structures and support: What local councils, commissions, agencies and other entities exist to support the planning and delivery of preschool services, and how do they interrelate?	.22
4. General governance models for school districts considering expanding access to quality preschool	.26
5. Implementing quality preschool program components: key issues and considerations	.28
a. Funding	.28
b. Strengthening articulation: smooth transitions to kindergarten and elementary school.	.30
c. Learning foundations and curriculum	.31
d. Facilities	.32
e. Workforce	.33
f. California Child Development Permit Matrix	.34
g. Comprehensive services	.37
h. Quality measurement and oversight	.38
6. School board and district leadership	.41
a. Understanding what boards can do.	.41
b. Building and sustaining a commitment to preschool	.43
7. Specific approaches: Getting involved and reaching out	.45
a. Understanding the community's needs and what currently exists to meet them	.45
b. Engage parents, staff and community members	.46
c. Identifying potential partners and encouraging collaboration	.46
d. Additional Outreach Activities	.48
e. Links to what some districts, counties and communities are doing	.51

8. Policy development	.52
a. The Board’s Role in Policy	.52
b. Policy Development Process	.52
c. Preschool Policy Development Worksheet	.53
d. Preschool Policy workplan and timeline	.60
9. Sample Board Policy	.61
10. Resources	.67
a. Links to all local planning councils	.67
b. Acknowledgement of sources	.70
c. Resources sorted by organization	.71
d. Resources sorted by quality program component	.78
11. Appendix	.81
Appendix A. Special Recognition.	.81
Appendix B. Glossary.	.83
Appendix C. Expanding Access to High-Quality Preschool Programs Check List	.83
Appendix D. Sample Preschool for All Board Resolution	.85
Appendix E. Fact Sheets	.86
What is High-Quality Preschool.	.86
High-Quality Preschool and Academic Achievement	.86
High-Quality Preschool and Economic Development	.88
Access to Preschool in California	.90
Funding Sources for Preschool.	.91
Index of Laws for Center-Based Preschool Programs.	.92

Preface

In 2003, the California School Boards Association began exploring the benefits and barriers to providing access to high-quality preschool programs to all children in California. This work was supported by CSBA's Conditions of Children Council (see Appendix A for list of council members), who identified early childhood education as its priority for 2003-04. CSBA's Policy Platform also supports universally available, developmentally appropriate preschool programs and early educational opportunities.

With the generous support of the David and Lucile Packard Foundation, CSBA partnered with six local education agencies – San Jose Unified School District, Elk Grove Unified School District, Merced County Office of Education, Los Angeles Unified School District, Santee School District and Romoland School District – as well as the Orange First 5 County Commission. Through interviews and site visits, staff investigated several issues related to universal preschool, including governance, finance and facilities, program quality, personnel, access and partnerships. During this process, school board members and administrators encouraged CSBA to develop a resource and policy guide to support local school leaders who were interested in expanding access to high-quality preschool programs. The preschool resource and policy guide was made possible with the continued support of the David and Lucile Packard Foundation.

Invaluable to this project was the developmental work by CSBA and California Project LEAN (Leaders Encouraging Activity and Nutrition) on the Healthy Food Policy Resource Guide. Special thanks are also extended to CSBA's Policy Services staff for developing a new sample board policy relative to preschool. The Targeting Student Learning Project, a joint effort of CSBA and four other state school boards associations (Illinois, Maine, Pennsylvania and Washington), graciously allowed its work on policy development to be adapted to create the policy development worksheet. The sections in this guide that address the board's role is based on CSBA's publication, *Maximizing School Board Leadership*. In addition, we would also like to thank our partners for reviewing this guide and giving us valuable feedback. (See Appendix A. Special Recognition.)

Updates to the resource and policy guide can be found at www.csba.org.

Links not working? Please call (916)-371-4691.

Executive Summary

The brain development of a preschool-age child is rapid and dynamic. Research suggests that providing high-quality preschool program opportunities for young children can have a profound, positive impact on their readiness for school and beyond. Recent research has also found that high-quality preschool programs have a positive return on the public's investment. In spite of this research, almost half of all children in California are not enrolled in preschool programs.

In California and across the nation, policymakers and organizations are working to expand access to high-quality preschool programs in an attempt to provide preschool for all children. Many school districts are becoming more involved in building partnerships and providing programs to support preschool-age children. This resource and policy guide has been developed to support local school district and county office of education efforts to expand access to these programs for children in their community. Because each school district, county office and community is unique, this guide was developed with a full range of resources for school leaders, including:

- resources to learn more about the research on preschool and the statewide policy development context;
- examples of local, statewide and national efforts to expand access to high-quality preschool programs;
- strategies for school boards and district leaders to identify and develop local partnerships;
- strategies to engage community members in the district's preschool-related activities;
- technical assistance opportunities and financial resources to support preschool programs;
- policy development strategies;
- sample board policy; and
- links to other preschool-related resources.

The preschool resource and policy guide was designed to be a work in progress. This document will be periodically updated with new information and resources. For the most recent version of the guide, please visit www.csba.org.



Introduction

Research shows that one way to raise student achievement and bridge the achievement gap, as well as to make certain all children are ready academically, socially and emotionally to enter school, is to enroll more children in high-quality preschool. Many communities throughout California have already embraced this concept. They are carrying out innovative and exciting work to provide access to quality preschool for all children, as well as related services for children, parents and families.

School districts and county offices of education often play a pivotal role in these activities by directly providing preschool services at school sites and/or working closely with local partners and families to make certain high-quality services are available. Many more districts and county offices are beginning to examine ways in which they, too, can become engaged in the preschool effort as part of their overall plans to raise student achievement. In addition, education researchers have begun promoting the benefits of establishing an even more comprehensive and cohesive approach to early education, extending from preschool through the third grade.

To assist districts and county offices, in 2005 CSBA released *Expanding Access to High-Quality Preschool Program, A Resource and Policy Guide for School Leaders*. This guide has recently been updated and expanded to include new information, resources, strategies and links as part of CSBA's ongoing effort, with funding from the Packard Foundation, to help support and inspire school leaders in their critical work.

This guide is intended to help school leaders more successfully engage in efforts to expand access to quality preschool in their communities by enhancing their understanding of areas such as:

- how to assess what preschool services and needs currently exist for young children in the community;
- which state, federal or local funding sources may be available;
- what other school districts, county offices of education and other public and private agencies are doing to maximize resources and ensure a smooth transition for children between preschool, kindergarten and the early grade levels;
- how to successfully develop and build collaborations with local parents, providers and community groups; and
- some of the ways to address challenges related to funding, facilities, workforce needs and other subjects.

Today's young children and preschoolers are tomorrow's kindergarteners and high school graduates. Expanding their participation in quality preschool programs, and linking this participation more effectively with kindergarten through third grade, helps give all students a greater opportunity to succeed in school, which in turn benefits not only the students but the entire community.

1. Brain Research and the Positive Impact of High-quality Preschool (with links to Recent Research and Studies)

Key points to remember:

- Preschool-age children’s brains are developing at a rapid rate.
- Parents provide the foundation for their child’s academic and life-long success.
- High-quality preschool programs can have a profound, positive impact on academic achievement.
- High-quality preschool programs produce a positive return on investment.
- Not all children have access to preschool programs in California.

A. NEW and Highlighted Research and Links

Preschool California

A nonprofit organization established with funding from the David and Lucile Packard Foundation, Preschool California’s site offers a long list of research and reports related to the benefits of preschool.

www.preschoolcalifornia.org/benefits_of_preschool/reports_studies.html

Preschool for All—A First Class Learning Initiative

Background paper from the California Department of Education describing the benefits of preschool and the movement toward expanding access to quality programs.

www.cde.ca.gov/eo/in/se/yr05preschoolwp.asp

RAND study: Benefit-cost analysis for universal preschool in California

RAND researchers Lynn A. Karoly and James H. Bigelow estimate as a baseline that every dollar invested by the public sector beyond current spending will generate \$2.62 in returns. (The authors call this estimate conservative, because it does not account for an array of other benefits not captured in their analysis data limitations. Those other potential benefits include lower intangible losses from averted crime and child abuse and neglect, reduced reliance on public welfare programs, improved labor market outcomes for parents of preschoolers, improved health and well-being of preschool participants, and the intergenerational transmission of favorable benefits.)

www.rand.org/pubs/monographs/MG349/

Closing Achievement Gaps

The California Preschool Planning Toolkit includes a link to a report from the Future of Children by Ron Haskins of the Brookings Institution and Cecilia Rouse of Princeton University.

www.karenhillscott.com/downloads/publications/3-10_closing_gaps.pdf

The Foundation for Child Development provides a range of valuable links to research and reports related to early childhood education, including closing the achievement gap.

www.fcd-us.org/PK3ResearchandProfiles.html

State of Preschool Yearbook

The National Institute for Early Education Research provides an annual review of preschool in all 50 states, as well as links to a number of important recent studies

<http://nieer.org/>, as well as their 2005, at <http://nieer.org/yearbook/>

Early Childhood Learning and Knowledge Center

A new resource center from the U.S. Department of Social Services, Administration for Children and Families, Office of Head Start. This provides a wealth of information, especially related to Head Start.

<http://eclkc.ohs.acf.hhs.gov/hslc>

2. The Movement to Expand Access to Quality Preschool

Currently, California's preschool programs are administered through a mixed delivery system (and a patchwork system of financing), with a variety of public and private entities including school districts and county offices of education offering preschool services. (See [page 11](#), "Understanding the Current Preschool Landscape," for more details.) Overall, about 65 percent of California's 4-year-olds attend.

California has a 40-year history of providing subsidized preschool programs for children from low-income families. Public and private non profit entities that meet certain state standards can apply for state and federal funding, including state preschool, general child care and development and Head Start to provide either part-day or full-day preschool programs.

However, not all eligible children are being served by the existing targeted programs, and not all children who could benefit from preschool are eligible for these programs.

According to a study by the organization Preschool California, "For California's annual cohort of roughly 500,000 4-year-olds, access to preschool is currently still limited, and the quality of many existing programs is low."

Given this—and given the growing body of research demonstrating the positive impact of attendance at a quality preschool on raising future student achievement—a movement has taken hold in local communities and across the state to expand access so that voluntary preschool can be made available at no cost to families for all children in the state.

This policy shift from targeted preschool programs with specific eligibility requirements to expanding preschool access to all children is based on a number of factors:

- Targeted preschool programs for disadvantaged children do not necessarily identify and reach all children who are eligible for these programs.
- Administering targeted programs where eligibility must be determined and tracked adds additional labor and cost to programs.

- Many children who are not in targeted groups can benefit from high-quality preschool programs, because school readiness is not just a problem of the poor. High-quality preschool programs have been found to benefit children from middle-income families and in California only 40 percent of middle-income children are enrolled in preschool.
- Preschool for all children may be more valuable for disadvantaged children because they serve middle income and poor children together, which some research shows can be more effective in supporting language development among low-income children. One possible explanation is that middle- and upper-income peers in heterogeneous preschool classrooms provide language models for the low-income children.

The goal for many constituency organizations and individuals is to implement a voluntary, publicly funded, high-quality preschool program for all children statewide. In order to effectively implement a system that expands access so dramatically, there are a number of policy issues that need to be addressed, including the cost, estimated to be between \$1.5 billion to \$2.4 billion a year. In most cases, this goal will need to be phased in over a period of time, with the community prioritizing which neighborhoods and children receive services first.

Emerging Ideas: Preschool-Grade 3

Researchers and education leaders are beginning to more actively promote an expanded view of early education to include pre-kindergarten through third grade, or “PK-3.” According to an issue brief prepared for the Foundation for Child Development, policymakers can “reap a better return on their pre-kindergarten investments if they adopt a more expansive view of the first stage of education as a period extending from pre-kindergarten through third grade ... Experts are building a growing body of evidence that shows children reach higher achievement levels in programs with PK-3 components.”

PK-3: What Is It and How Do We Know It Works?

www.fcd-us.org/usr_doc/pk-3whatisitandhow-doweknow.pdf

Closing the Achievement Gap Through PK-3

www.csba.org/is/ps/preschoolmap

A. Chronology of recent national efforts to expand access to quality preschool for all children

- In 1995, Georgia providing preschool to all children in the state, and currently 70 percent of 4-year-olds are served in publicly funded programs.
- In 1998, Oklahoma started a universal preschool program and 65 percent of 4-year-olds in the state are in either state preschool or Head Start.
- In 1999, New Jersey began providing preschool for all children in select districts and currently serves 67 percent of preschool-age children.
- In 2004, Florida voters approved a ballot initiative to establish universal preschool. Illinois, New York and Texas are also working to expand access to preschool.

B. Chronology of recent statewide efforts to expand access to quality preschool for all children in California

1998:

- In an effort to support education reform and ensure children were ready for school, State Superintendent of Public Instruction Delaine Eastin convened a Universal Preschool Task Force that recommended that California offer publicly funded preschool to all 3- and 4-year-olds within 10 years.
- California voters supported Proposition 10, the California Children and Families Act. This initiative created the California First 5 Commission and 58 county commissions, to provide all children, prenatal to 5 years of age, with a comprehensive, integrated system of early childhood development services on a community-by-community basis.

2001:

- The First 5 Commission launched the School Readiness Initiative, which has provided more than \$400 million in state and local funds to support school readiness programs, including preschool and school readiness coordinators in all 58 counties.

2002:

- California’s pre-kindergarten through University Master Plan for Education recommended that the state provide universal preschool to all children for two years prior to school entry.

2003:

- The David and Lucile Packard Foundation launched its Preschool for All initiative. The Packard Foundation has supported several local flagship demonstration programs, as well as state-level coalition building, outreach, research and advocacy efforts.
- Preschool California was established by the Packard Foundation and other funders to help coordinate Preschool for All efforts.

- Assembly Bill 56 (Steinberg) was introduced as the vehicle to implement the Master Plan recommendation to create a voluntary preschool system for all 3- and 4-year-olds by 2014. Portions of the bill were later amended into AB 712. The legislation was vetoed due to budgetary concerns.
- The First 5 Commission dedicated \$100 million to support Power of Preschool Demonstration Projects in selected counties in California over four years.
- An initiative was circulated by the California Teachers Association and Rob Reiner that would have provided \$4.5 billion for education each year, including \$1.5 billion for preschool education. The initiative was withdrawn by the sponsors in 2004.
- First 5 California dedicated \$20 million to support eight special needs demonstration sites in selected counties in California over five years.

2004:

- The California Preschool Instructional Network was initiated by the California Department of Education in collaboration with the California County Superintendents Educational Services Association.
- First 5 California launched the Preschool for All Technical Assistance Project in partnership with the American Institutes for Research to provide technical assistance to First 5 commissions and their partners, including school districts.

2005:

- State Superintendent of Public Instruction Jack O'Connell announced preschool for all children as one of his top three priorities and released a white paper, "Preschool for All: A First-Class Learning Initiative," which outlines several state and local policy actions relative to preschool.
- The superintendent of public instruction appointed a statewide P-16 Council to identify strategies to create a comprehensive, integrated system of student learning in California from preschool through college. P-16 councils are also operating at the regional level.

- With support from the Packard Foundation, CSBA released a resource and policy guide for school leaders, "Expanding Access to High-Quality Preschool Programs," and the first-ever Student Achievement Symposium on Preschool is held at the CSBA Annual Education Conference.
- Several important preschool related bills were introduced in the Legislature:
 - AB 1032 (Jones) focuses on preschool professional learning and workforce development issues.
 - AB 1246 (Wolk) focuses on preschool content standards in reading/language arts, mathematics, history and social science and science.
 - AB 1254 (Coto) focuses on workforce development issues.

While none of these bills ultimately made it to the governor for signature, each raised important concepts that will continue to be advanced.

2006:

- Proposition 82 to create a Preschool for All system in California, including a designated funding source is submitted by Rob Reiner and a coalition of business and early education groups. The measure is defeated on the June ballot.
- Gov. Arnold Schwarzenegger signs into law AB 172 (Chan), to implement a state budget appropriation of \$55 million to expand access to preschool in needy and underserved areas.

C. Chronology of recent local efforts to expand access to quality preschool for all children in certain local communities

(Note: While many school districts, county offices of education and communities are moving forward in their efforts, this chronology highlights only a few significant events and is not meant to be comprehensive. For more information about local efforts and programs, see [Section 3c.](#))

- In 2002, New Haven Unified School District made preschool available to all 3- and 4-year-old children whose families choose to enroll them. The district works in partnership with Kidango, a private non profit early care and education agency, and offers preschool classrooms at every elementary school in the district.
- In 2003, several school districts and First 5 county commissions began developing plans to expand access to quality preschool programs in their community, including:
 - Elk Grove Unified School District, Merced County Office of Education, San Jose Unified School District, San Diego County Office of Education, and Kern County Office of Education; and
 - First 5 Alameda County, First 5 Merced County, First 5 San Mateo County, First 5 Santa Clara County and First 5 Ventura County.
- In 2003-05, several First 5 county commissions and school districts approved plans to implement Preschool for All in their communities, including:
 - Los Angeles First 5 Universal Preschool,
 - Alpine First 5;
 - San Mateo First 5 (first phase of implementation done in partnership with Ravenswood City Elementary School District and Redwood City Elementary School District);
 - San Francisco First 5;
 - Manteca Unified School District in partnership with San Joaquin First 5; and
 - Elk Grove Unified School District in partnership with Sacramento First 5.
- In 2004-05, 15 other First 5 county commissions implemented local planning processes for preschool for all children.
- In 2004, San Francisco voters passed Proposition H. This proposition provides funding for all 4-year-old children who are San Francisco residents to attend preschool by Sept. 1, 2009.

3. Understanding the Current Preschool Landscape in California

Even to those individuals with extensive experience, the early childhood education and preschool system in California often seems fragmented and confusing.

The purpose of this section is to provide school leaders with a context for understanding the current landscape of preschool in California. What are the major state, federal or local funding sources that support the delivery of preschool and child care services? Who are the various providers that currently offer services to children and families? And what structures already exist to support local planning and delivery?

By reviewing some of the basics about the current system and structures, school leaders planning to expand access to quality preschool in their communities will be better equipped to think creatively and work collaboratively to ensure that all children enter kindergarten and the early grades with the skills and knowledge they need to be successful.

A. What Are the Main State, Federal and Local Preschool and Child Care Funding Sources, and How Are the Programs Administered?

In addition to preschool programs supported by parent fees, California has a long history of offering publicly subsidized child care and preschool, especially for children from low-income families. Many state, federal and local funding streams are available. The most significant of these are programs administered by the California Department of Education, as well as the federally sponsored Head Start program. In addition, many school districts, county offices of education and other partnering agencies have utilized grants from their local First 5 Children and Families First Commissions, as well as from private foundations and corporate partners, to expand preschool services. Some school districts also utilize a portion of Title I funding for preschool.

Unfortunately, not all eligible children in California are currently being served by these existing programs. According to a study conducted by Fight Crime: Invest in Kids, the major state and federally funded preschool programs in California reached only 43 percent of

preschool age children eligible for these programs—and 20 percent of all preschool age children statewide.

State of California

For more than half a century, the state of California has made a commitment to child care and development programs. Two state departments have responsibilities related to overall child care and preschool.

The state Department of Social Services is responsible for:

- Licensing of child care centers and homes to ensure minimum health and safety standards for children;
- Conducting criminal-record and background checks on child care staff; and
- Administering the first stage of the child care subsidy program established through the state's welfare reform plan, commonly known as [CalWORKS](#).

The California Department of Education is responsible for:

- providing subsidies and administering (or contracting for the administration of) various child care and preschool programs (both full-day/year-round and those targeted to special populations), especially for low-income families;
- administering subsidies for two of the three “stages” of the state's [CalWORKS](#);
- conducting a variety of planning, technical assistance, quality improvement and capacity development activities, as well as support services for parents, including support for local resource and referral programs that assist parents with locating, choosing and using preschool;
- through Title 5 of the Code of Regulations, setting staffing standards for all publicly subsidized child development programs, with some exceptions.

California Department of Education

The state budget appropriates more than \$2.2 billion for the CDE's Child Development Programs, through its Child Development Division, in a mix of 53 percent state funds and 47 percent in "passed through" federal funds.

The Child Development Division of the CDE administers state funding for center-based preschool programs through direct contracts with providers, such as school districts, non-profit organizations and other public agencies. In addition, both the CDE and the Department of Social Services contract with local entities such as LEAs, nonprofits and other public and private agencies to purchase child care in a variety of settings. In total, the CDE disperses approximately 2,000 contracts through 850 public and private agencies statewide to support and provide services to nearly 600,000 children.

CDE programs that support preschool and child care are numerous. A complete list is provided by the CDE at www.cde.ca.gov/sp/cd/op/cdprograms.asp. For those school leaders planning to expand access to quality preschool locally, the most significant programs to understand are:

State Preschool

Established in 1965, state preschool programs provide part-day comprehensive developmental programs for 3- to 5-year-old children from low-income families. The programs emphasize parent education and encourage parent involvement. In addition to preschool education activities that are developmentally, culturally and linguistically appropriate for the children served, the State Preschool programs provide meals or snacks to children, referrals to health and social services for families and staff development opportunities to employees. Staffing and other requirements for state preschool providers are established under Title 5. In general, teachers and administrators who staff preschool programs that contract with the CDE are required to complete 24 credits of early childhood education and 16 credits of general education at the college level, and directors must also complete at least 8 credits related to administration. (See [Section 5c](#), "Workforce" for more information on this subject.)

The state preschool program is administered through CDE contracts with school districts, colleges, community action agencies and private, nonprofit agencies. Approximately 27 percent of the school districts in the state participate in this program. In order to be eligible for this program, a family must be at or below 75 percent of the state's median income—\$39,000 in 2005.

State preschool full-day program

The Budget Act of 1997-98 allowed State Preschool program contractors the opportunity to extend their half-day programs to full-day programs with certain restrictions. Some current State Preschool providers chose this "wrap-around" of their existing half-day programs to provide parents with the extended services needed to maintain employment, meet work participation requirements or participate in education or job training. Agencies providing full-day services continue to operate in a half-day mode as a State Preschool program but must follow general child care rules and regulations for the remainder of the program day.

General child care and development

General child care and development programs are state and federally funded programs that utilize centers and networks of family child care homes, operated by either public or private agencies and local educational agencies. These agencies provide child development services for preschool-age children as well as infants, toddlers and school-age children through 12 years of age and older children with exceptional needs. An estimated 44,000 3- to 5-year-old children are served by the program. The program is subject to the same requirements under Title 5 as the state preschool program, but it operates full-day and full-year. (Care is typically available year-round for up to 10 hours a day during weekdays.) These programs provide an educational component that is developmentally, culturally and linguistically appropriate for the children served. The programs also provide meals and snacks to children, parent education, referrals to health and social services for families and staff development opportunities to employees. In order to be eligible for this program in 2005, a family of four must have been working and earned less than \$39,000 per year.

Alternative Payment Program

Alternative Payment programs, often referred to as APPs, subsidize child care provided primarily in private settings. They are intended to increase parental choice and accommodate the individual needs of the family, including those families participating in the [CalWORKs](#) welfare assistance program. Typically a vendor payment is issued monthly to a provider—including a child care center, licensed family child care home or in-home care—that is selected by the family. Parents may choose whether to place their child in a setting that provides educational components or one that is exclusively geared to child care.

There are approximately 80 agencies in California with contracts to administer APP, including many counties. APP administrators provide services including: subsidies for child care; enrollment in nutrition programs; training for child care providers; parenting classes for care givers; reporting and tracking of families and children served; assistance to parents in finding stable employment; and enrollment in community health plans.

Pre-kindergarten and Family Literacy program

New legislation in 2006 (AB 172, Chan) created the Prekindergarten and Family Literacy program. Beginning in 2007, funds will be provided to reimburse local child development and preschool programs that are located in the attendance area of elementary schools ranked in the bottom three deciles of the state's Academic Performance Index, with preference provided to underserved areas. These programs must serve children who will attend kindergarten in the next academic year. An amount of \$2,500 per classroom is also available for compensation and support costs for program coordinators, specifically for staff development, family literacy services and instructional materials. Applications to the CDE Child Development Division for these funds were due on Jan. 17, 2006, with notification expected by February 28. More information can be found at www.cde.ca.gov/fg/fo/profile.asp?id=944.

Collaboration with Head Start

The CDE Child Development Division also contracts with nearly half of the Head Start agencies in the state (See "Head Start" later in this section) to administer general child care and/or state preschool programs. Many of these programs are located at the same site. To assist with the development of collaboration at the state and local levels, the [CDE Child Development Division](#) operates a collaboration office.

Key Links

CDE Web site, Child Development Division

www.cde.ca.gov/sp/cd/

Chart of State Funding Sources (CDE)

[www.ccsesa.org/preschool/stories/storyReader\\$26](http://www.ccsesa.org/preschool/stories/storyReader$26)

Chart Child Development Funding by Program (CDE)

<http://www.cde.ca.gov/sp/cd/op/budget0607.asp>

California Alternative Payment Program Association (CAPPA), the state association of organizations

that provide child care subsidies to CalWORKs and working poor families throughout California at

www.cappaonline.com/

Title I

School districts with schools that meet certain qualifications may also utilize some funding to subsidize preschool services through Title I, which allocates federal dollars for educationally disadvantaged students.

The No Child Left Behind Act of 2001 encourages the use of Title I, Part A funds for preschool programs. Title I preschool programs must take into account the experience of model programs for the educationally disadvantaged and the findings of relevant scientifically based research indicating that services may be most effective if focused on students in the earliest grades at schools that receive funds under this part.

Depending on enrollment thresholds, districts may either use a portion of their Title 1, Part A funds to serve all preschool-age children in the school's attendance area or if they must only provide a targeted program for eligible preschool-age children most at risk of failing to meet state standards. The use of family income to determine eligibility is allowable, especially for the purpose of prioritizing when there are not sufficient Title I resources to serve all preschool-age children, but children should not be identified for Title I preschool solely on the basis of family income. In addition, children who participated in a Head Start, Even Start, Early Reading First, or Title I preschool program at any time during the two preceding years, homeless children, and children in institutions for neglected or delinquent children are automatically eligible for Title I preschool and to continue into Title I school programs.

Title I funds can make a significant contribution toward preschool in a community. For instance, Santa Ana Unified School District in Orange County committed \$1 million of its Title I funds to preschool efforts. This type of district investment can often lead to additional grant support by agencies that look for a shared commitment.

The CDE Web site provides additional information about the use of [Title I funds for preschool](#).

First 5 California Children and Families Commission

A significant source of potential preschool funding became available in California as a result of the passage of Proposition 10 in 1998. Proposition 10 added a tax of 50 cents per pack of cigarettes and a comparable tax on other tobacco products. Revenues from the measure may be used to fund a variety of education, health and child-care programs that promote early childhood development from the prenatal stage through age 5, including preschool.

The initiative generates approximately \$700 million per year statewide. Twenty percent of these monies are available to the [California Children and Families First Commission](#), which has seven voting members, appointed by the governor, assembly speaker, and Senate Rules Committee, plus two ex-officio members. The CCFC develops statewide program guidelines, conducts research, evaluates programs, distributes educational materials, provides funding to support programs, such as for school readiness and preschool-for-all matching

grants, and offers technical assistance to county commissions. Eighty percent of First 5 California revenues are allocated to county commissions, one in each county, established by county boards of supervisors. (See [Section 3c](#), "Local Structures and Support" later in this section for more information about First 5 County Commissions.)

The First 5 California Children and Families Commission supports many important education and health programs related to children and families, including preschool-related initiatives such as:

School Readiness Initiative

As part of this initiative, the state First 5 Commission has allocated more than \$200 million, over a four-year period (2002 to 2006), to implement programs that improve the transition from early care settings to elementary school and increase the schools' and communities' capacity to promote the success of young children. School readiness efforts focus on communities with low-performing schools as measured by the state's Academic Performance Index and can be based at schools or in school-linked settings. The program is available to all 58 counties. Every dollar allocated to the counties must be matched from the local county commission and/or its partners. Applications were submitted to the First 5 CCFC/School Readiness Partnership Office and were peer reviewed for statewide consistency.

Power of preschool demonstration projects

The First 5 Commission has also provided more than \$100 million for Power of Preschool Demonstration Projects in different regions. (Prior to a November 2005 official name change, these projects were also known as "Preschool for All" projects.) First 5 Power of Preschool Demonstration Projects help provide funding for new and improved preschool spaces in school districts, cities or countywide preschool systems that include high-quality providers in a variety of settings. The intention of First 5 California is that these demonstration projects will provide a common framework for financial and policy commitments and for quality standards, with the goal that preschool becomes a part of California's public education system.

Head Start

Established in 1965, Head Start is a federally funded early care and education program for very low-income young children and their families. It is currently funded and administered through the Head Start Bureau within the [Administration for Children and Families \(ACF\)](#), [Department of Health and Human Services \(DHHS\)](#).

State enrollment of 3-to 5-year-olds for 2006 was 88,810. California also had an enrollment of 7,488 for Early Head Start, which serves children 0-3 in age. Additionally, California is home to a Migrant Head Start program with an enrollment of 5,243 and American Indian/Native American program with an enrollment of 746.

All Head Start programs must meet state licensing standards for health and safety. Most Head Start participants are three-and four-year-olds, but the program serves some children who are younger or older. The program is designed as a comprehensive child development program that works with families to improve children's health and nutritional status, social and emotional development and cognitive development. It includes four main service areas:

- **Education/special education services.** Delivered through several program options including half-day preschool, extended day, full day and year round. In addition, parent education activities are provided to help parents support their children's development and education. In the home based model, education services are delivered through weekly, parent-focused home visits. Additionally, a minimum of 10 percent of children enrolled must be children with challenging abilities;
- **Health services.** The Head Start/Early Head Start health component includes medical, dental and nutrition services and mental health. Services include immunizations medical and dental screening with required follow-up treatment. Children receive at least one-third of their daily nutritional requirements each day they attend Head Start. Parents receive health information and materials. The mental health component is often supported by psychologists and/or full time social workers;
- **Social services.** Social service staff assist parents to meet their needs through education, advocacy, and referral. Staff help parents assess family needs, develop strategies, access resources, and solve problems; and

- **Parent involvement/community partnerships.** Parents are involved in the Head Start/Early Head Start program in a variety of ways, including volunteering in the classroom, participating in activities and workshops they have helped plan, participating as decision-makers on the Parent Center Committee or Parent Policy Council, and as staff.

Eligibility in Head Start programs is limited to children in families with incomes below the federal poverty line or who potentially qualify for public assistance, with some exceptions such as for children with disabilities. To qualify for Head Start in California in 2005, a family of four must have earned less than \$19,350 per year.

Funding and Administration

Head Start's total federal appropriation in 2006 was \$6.7 billion. Of that amount, California Head Start/Early Start programs received a total of \$812.7 million for programs funded through the Region 9 office of the Head Start Bureau within the Administration on Children, Youth and Families, U.S. Department of Health and Human Services.

Head Start is a direct "federal-to-local" program administered by regional "grantee agencies." Grants to Head Start programs are awarded to local public or private not-for-profit or for-profit agencies. Faith-based agencies are also eligible for grants. These grantee agencies are most often community-based organizations or public agencies, including county offices of education. Grants—typically one per county, though some counties have multiple grantees—are awarded by the Department of Health and Human Services regional offices, except for the American Indian and Migrant programs, which are administered in Washington, D.C. The grantee agencies may in turn either provide all services directly or choose to sub-contract some of the services to "delegate agencies," which include public agencies, for-profit, nonprofit, or faith-based organizations. For example, the Los Angeles County Office of Education is the single largest Head Start grantee agency in the nation; the Los Angeles County Office of Education utilizes approximately 30 delegate agencies to deliver services within the community.

In total in California, there are approximately 70 Head Start grantees and 156 agencies. The average Head Start grantee is funded for \$4 million, serves more than 500 children and employs 120 staff. Every grantee must have a governing board. This board must recognize itself as the entity responsible for the Head Start grant, including fiduciary responsibility. Every grantee

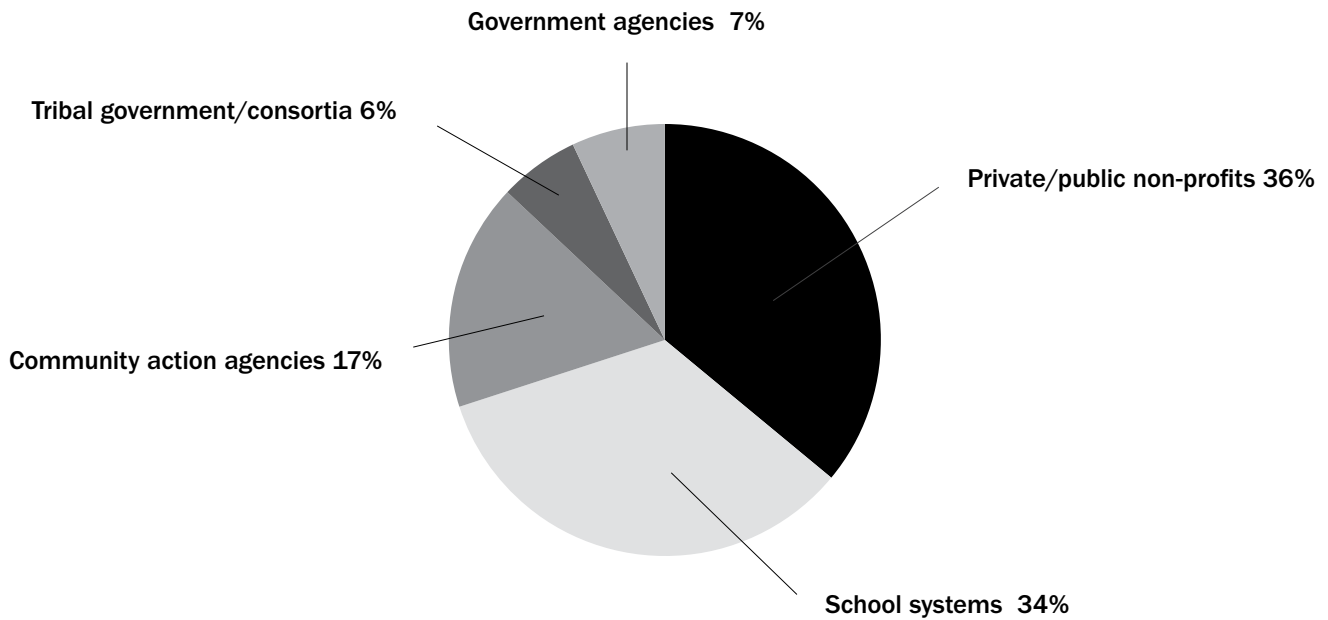
must also have a Policy Council (or a Policy Committee for delegate agencies), made up of a minimum of 51 percent parents who have children currently enrolled in the program. The rest of the membership can be community representatives.

In 2005, grantee and delegate agencies in California operated a total of 2,049 Head Start/ Early Start Centers in California, housing 5,440 classes, along with 1,682 family child care homes that serve Head Start/Early Head Start. Federal funds are intended to cover 80 percent of

a program’s total costs. The remaining 20 percent must be through volunteer community services, monetary donations or goods contributed.

About half of Head Start agencies also have contracts with the CDE to administer general child care and/or state preschool programs. The CDE has a **collaboration office** to assist with the development of collaboration at the state and local levels.

Five different agency types delivered Head Start/Early Start services in 2005:



Note: one percent of California’s Head Start/Early Head Start’s 220 agencies were identified as “religiously affiliated agency, providing essentially secular services.”

(Source: CA Head Start Association, 2006 CA Head Start Update and Fact Sheet)

Head Start Key Links:

Head Start information and resources available through the California Head Start Association at www.caheadstart.org

Up-to-date facts and statistics about HeadStart in California, including data about children enrolled in California Head Start/Early Start, through the California Head Start Association site at <http://caheadstart.org/2006UpdateFactSheet.pdf>

Federal link to Administration for Children & Families, U.S. Dept. of Health and Human Services at www.acf.dhhs.gov

Head Start 101 Toolkit at www.headstartinfo.org/infocenter/hs101.htm

Head Start Program and Performance Standards and other regulations at www.acf.hhs.gov/programs/hsb/performance/index.htm

National Head Start resources, FAQs and other information and publications through the U.S. Department of Health and Human Services at www.headstartinfo.org/

B. Program providers: Who currently delivers preschool services to children and families in California? What are some of the providers' key attributes?

Many agencies and organizations currently provide preschool (as well as child care) programs in California, including public schools, county offices of education, charter schools, colleges, cities and counties, nonprofit organizations, for-profit organizations, faith-based organizations and family child care providers, both licensed and license-exempt. Many of these providers are subsidized in full or part for delivering the programs with government funds from sources described earlier in this section in Part A. Many communities in California continue to develop partnerships to expand access to quality preschool based on local needs and the availability of funding streams.

California's current preschool delivery system is characterized by a good deal of fragmentation. For instance, some agencies or organizations may provide services to children through a number of different state and federal programs, while others serve a limited group of students and are not currently subsidized. Providers may need to meet different quality standards and requirements depending on which types of subsidy programs (if any) they offer to children and families. Most (with the exception of license-exempt care providers), must meet certain licensing requirements as defined and approved by the state Department of Social Services.

According to a 2004 study from Policy Analysis for California Education, approximately 64 percent of all California children attended a center-based program or Head Start preschool (including those delivered at a public school sites) in the year prior to kindergarten. About 14 percent of children were cared for by non-relatives, including babysitters or licensed family child care providers or through other informal arrangements, while about 25 percent were cared for by relatives. (Three percent of children attend multiple child care arrangements.)

The following is intended to serve as a guide to better understanding who the main providers are, taking into account the existing fragmentation and overlap. It should be noted that it is possible to categorize providers in a number of other ways. For instance, one might wish to break out Head Start grantees and delegate agencies, as well as those providers with CDE contracts, and those without CDE contracts. Within each of these categories there might also be sub-categories for public and private centers, for-profit and non-profit agencies, and family care homes.

Local school sites/school districts

In 2005, 27 percent of California school districts provided state-funded preschool at school sites. Districts also operate approximately one-third of the Head Start programs in the state. In addition, a growing number of districts also utilize Title I funds and other discretionary funds to deliver or supplement the delivery of services, or they may offer preschool as part of a collaborative effort through a First 5 project. Districts may provide programs independently or in partnership with other local public and/or private partners.

Preschool services provided directly at school sites have many perceived benefits, including the potential to build

and maintain close relationships between preschool and kindergarten teachers to strengthen curriculum alignment and articulation, improved access to other school site resources, and ease of central locations for parents. Sections 5 and 6 of this guide examine more specifically the role of school districts in delivering or partnering to deliver preschool at local sites, as well as related issues such as funding, facilities, workforce, curriculum and other related topics.

County offices of education

More than half of the state's 58 county offices of education directly operate state preschool programs, while about half of these also subcontract with school districts, Head Start, private providers and other public entities to deliver services. Slightly less than half of the county offices of education also provide preschool and/or child development services directly to children by operating state preschool and state general child care programs. In 13 of the state's 58 counties, the county office of education is a Head Start grantee, and in 10 of those counties, it is the only grantee in the county. In addition to providing direct services, many county offices of education play an essential role in local planning and support (See [Section 3c](#), "Local structures and support" in this section).

Licensed centers

Centers provide preschool and nursery school, as well as care for infants, toddlers and school-age children for all or part of the day. They are generally larger than family child care homes (see below) and have structured hours of operation. Each center serves on average about 49 children. In 2004, California had approximately 8,700 public and private licensed centers listed with child care resource and referral agencies. They may be run by nonprofit or for-profit organizations or by public agencies. They may receive funding to deliver services through contracts with the CDE, or with Head Start. Some centers may also participate in the Alternative Payment Program and accept children from families with eligible "certificates." Centers may also charge fees to families that utilize their services. Child care centers may partner with local education agencies such as school districts and county offices of education, as well as private businesses that offer the services to the families of employees.

Some child care centers are operated independently while others are affiliated with or are part of an organiza-

tion, such as a community agency, religious institution, parochial school or private non-sectarian school. Centers may also be affiliated with and/or operated by organizations, agencies or companies that operate multiple centers throughout a region or statewide. For example, Kidango Inc. is a private, non profit agency that offers a variety of services to children and families at many different sites within three northern California counties. Child Development Inc. is another private, non profit organization that manages a network of statewide child care agencies, including a number of child care centers funded by parents' fees, the CDE, or both. Local YMCAs and Boys and Girls clubs are other examples of non profit organizations that operate child care centers.

Centers are often located in commercial buildings. All centers are required to be licensed by the state Department of Social Services. Licensing establishes requirements for staff ratios, training, and health and safety conditions. Other requirements for centers, such as those related to staffing qualifications, depend upon which type or types of state and federal programs they participate in.

Licensed family child care homes

Family child care homes provide care for children of various ages, including structured preschool programs, directly in the home of the provider. Depending on the number and age of children cared for, family child care homes may be large or serve only a few children—but by law they can serve no more than 14 children at any one time. Care is often provided for a mixed age group of children. Licensed family child care homes and child care centers are, as the name suggests, licensed by the state. This licensing establishes requirements for staff ratios, training, and health and safety conditions.

Licensed family child care homes generally operate for profit. With few exceptions, family child care homes do not participate in the state preschool or federal Head Start programs; most often they receive their funding directly from parent fees or by accepting Alternative Payment Program certificates. Family child care homes are a primary choice for many parents across the state, especially for parents of infants, due in part to the providers' flexibility, convenience and, in most cases, ability for greater one-to-one attention through smaller adult-to-child ratios. In 2004, California had more than 37,000 active licensed homes listed with child care resource and referral agencies.

Did you know?

In Alameda County alone there are approximately 2,000 licensed family care homes. Of these, 472 offer evening care and 244 offer weekend care. Licensed family child care homes provide 30 percent of child care in the county.

(Source: Family Child Care Coalition of Alameda County, Media Advocacy and Training Toolkit and family care brochure at www.acgov.org/childcare/coalition.htm).

Legally licensed exempt care

Some types of child care do not require a license. This includes care by a relative, care in a child's own home, some public recreation programs, care for school-age children at their own school, and care in a provider's home when the provider cares for children from only one other family besides the provider's own. Licensed exempt care providers typically serve a very limited number of children and may include nannies, babysitters and relatives. Although not licensed, these providers ensure a range of options and flexibility for parents. They are also eligible to participate in the Alternative Payment Program.

Parents utilizing this type of in-home care may refer to the state Department of Social Services' [TrustLine Web site](#). All child care providers listed with TrustLine have submitted their fingerprints to the California Department of Justice and have no disqualifying criminal convictions in California. (Parents utilizing a payment coupon must go through TrustLine unless the care is being provided by a parent, grandparent or family member.)

C. Local structures and support: What local councils, commissions, agencies and other entities exist to support the planning and delivery of preschool services, and how do they inter relate?

The child care and preschool landscape in California varies from county to county. Similarly, the overall movement to expand access to preschool, as well as planning and implementation efforts, are at different stages in different counties. However, in every county, many structures already exist to help facilitate the planning and delivery of quality programs (though these entities may be more active in some counties than others).

The following is intended to serve as a guide to better understanding what local structures and support systems already exist in most counties. As one step in considering how to expand access to quality preschool, school district and county office of education leaders may want to review which of these entities they are currently involved with and/or represented on.

Local child care planning councils

Each of the 58 counties in California is mandated to have an active Local Planning Council, governed jointly by the county office of education and county board of supervisors. LPCs are intended to serve as a forum to address the child care needs of all families in the community for all types of child care, both subsidized and non-subsidized, and to encourage public input in the development of local priorities. The LPCs are required to conduct countywide assessments of child care needs at least every five years and to prepare plans designed to mobilize public and private resources to address identified needs. These assessments must include comprehensive and detailed information on the supply and demand for child care. LPCs also identify local funding priority areas for child care services for the general child care and development programs and the state preschool program, and for new state and federal funds. Additionally, LPCs support the overall coordination of child care services in the counties, including fostering local partnerships and collaborating to carry out local initiatives. In some instances, LPCs also focus more specifically on the needs of preschool-age children, often in collaboration with other local bodies.

LPCs are overseen by the CDE Child Development Division. According to state [Education Code](#), the county board of supervisors and the county superintendent of schools each make half the appointments to the local planning councils. (Or, in counties where the superintendent is appointed by the county board of education, the county board of education may make the appointments or delegate that duty to the superintendent.) The Education Code further stipulates that the membership of local planning council must include:

- **20% consumers**—parents or persons who have received child care services in the past 36 months;
- **20% child care providers**—reflective of the range of child care providers in the county;
- **20% public agency representatives**—specifically persons who represent a city, county or local education agency;
- **20% community representatives**—such as representatives from community groups, businesses, faith-based organizations, civic and service organizations and children’s advocates, but who are not child care providers or agencies that contract with the department to provide child care and development services; and
- **The remaining 20%**—appointed among the public at large at the discretion of the appointing agencies.

Every effort must be made to ensure that the ethnic, racial and geographic composition of the LPC is reflective of the ethnic, racial and geographic distribution of the population of the county. Many county planning councils ensure through their bylaws that representatives from school districts, county First 5 commissions and local resource & referral networks (see below) as well as other key county agencies or partners are among those regularly appointed to the local LPCs.

Key Links

Contact information for each county’s local planning council is available at www.cde.ca.gov/sp/cd/re/lpccontacts.asp

Web sites for each county’s local planning council on [page 67](#), which include useful information such as strategic plans, needs studies, economic impact reports, workforce reports and other materials.

First 5 County Children and Families First Commissions

First 5 County Commissions were established pursuant to Proposition 10 in 1998. Each county in the state has a [commission](#).

These commissions are appointed by county boards of supervisors. To receive funds, the commissions must be established according to specific requirements, including guidelines for the composition of the county commission and the requirement that the county commission adopt a strategic plan to support and improve integrated services related to early childhood development, prenatal to age 5. Counties may collaborate to establish a commission.

County commissions receive allocations based on a formula tied to the number of births in the county. County commissions must disburse funds in accordance with First 5 California Children and Families First Commission guidelines and their countywide strategic plans. County commissions have the flexibility to undertake a variety of efforts, including smoking cessation programs, anti-smoking public education campaigns, nutrition services for pregnant women and children, parent education, health care programs for children, and other social services, as well as child care and preschool.

Several First 5 county commissions have played a leading role in efforts to promote the expansion of quality preschool services to all children in the communities they serve. Commissions have also provided significant funding to public agencies and collaboratives for preschool pilot programs and demonstration projects. In fact, many of the most innovative efforts to meet the preschool challenge in recent years have involved First 5 County Commissions in some way. County commissions in Los Angeles, San

Mateo and San Francisco, to name only a few, have made or are making significant commitments to expanding preschool access.

To help facilitate communication and coordination, representatives from the First 5 County Commission often also serve on other local bodies such as the local planning councils. Also, in nearly 60 percent of counties, the county superintendent of schools or designee is a member of the local First 5 commission.

Key Link:

First 5 Association of County Children and Families Commissions at www.f5ac.org/default.asp

- compile and disseminate information on the statewide supply and demand for child care; and
- educate local communities and leaders to help them understand child care issues and to plan effectively to address child care needs.

In many counties, local R&R leaders are appointed members of local planning councils, and there are strong links as well to county First 5 commissions. Sometimes the Resource and Referral agency and the Alternative Payment Program are “housed” at the same local administrative site, such as the Tulare COE. This can help to further facilitate communication and interaction.

There is also a statewide [California Child Care Resource and Referral Network](#). This statewide R&R Network makes available, among other important resources, an annual Child Care Portfolio that describes the supply and demand of child care throughout the state.

Local child care resource & referral programs

Supported by state funding through the CDE, Child Care Resource and Referral agencies are located in every county in California (at least one per county).

Local Resource and Referral programs have been in existence since 1978. They provide free information to all parents and the community about the availability of child care in their area. They also provide free assistance to providers and potential providers in the licensing process as well as with direct services, including training. Specifically, local R&R agencies:

- help parents find child care that best meets their family needs; document parents’ requests for child care services, and maintain comprehensive databases of child care providers in their communities, including licensed family child care homes and child care centers;
- track providers’ licensing status, the languages they speak, the age groups they serve, the schedules they offer, and the number of spaces available in centers or family child care homes;
- work with providers to improve the quality of child care and to maintain and expand the supply of child care in each county;
- provide training and other services that help providers stay in business;

County offices of education

Many county offices of education serve as a key part of the child care and preschool planning and support structure. Local planning councils are generally “housed” or staffed by the COE. Some COEs administer the Alternative Payment Programs, which involves sub contracting with sometimes hundreds of different providers. COEs also work closely with other county agencies to coordinate the CalWorks program. And several COEs administer the local Resource and Referral programs.

COEs also provide important technical assistance for early childhood education and preschool providers, including school districts. For instance, most COEs process applications for child development permits and provide professional development opportunities related to early childhood education. A quarter of all COEs in the state offer degree-applicable units for participation in early childhood education professional development; COEs also may play a role in recruitment of early childhood education staff through the posting of positions, coordinating application procedures and in other ways. Some COEs also maintain countywide records related to the education levels of staff.

The statewide California County Superintendents [Educational Services Association](#), through a collaboration with the CDE, also operates the California Preschool

Instructional Network to help establish and maintain regional networks of administrators and teachers of early education and school readiness, facilitate and coordinate professional development opportunities, and develop and/or support regional communication and collaboration.

Head Start grantee and delegate agencies, policy councils, policy committees and parent committees

To maintain a policy of shared governance, every Head Start grantee is required to have a policy council and every delegate agency must have a policy committee. These are legal bodies charged with a variety of responsibilities related to budget, human resources and overseeing the quality of services, as well as promoting the active participation of parents and community members. A minimum of 51 percent of the council committee must be made up of parents of children enrolled in Head Start at the time of their election. The remaining members include local community representatives who are recommended by the grantee or delegate agency and approved by the policy group parents. In addition, every parent who has a child enrolled in Head Start is automatically a member of a local parent committee.

In accordance with [Head Start regulations and performance standards](#), the grantee/delegate agency is responsible for establishing the composition of the policy council/committee and the methods to be used in selecting representatives of the community.

Counties

County boards of supervisors play an important role in shaping local policies and planning by appointing or helping to appoint members to the local planning councils and First 5 County Commissions.

Counties are also involved with child care and preschool in a number of direct and indirect ways. For instance, many counties have youth commissions or other commissions or councils that address issues related to child care, education and/or children's services. Some counties have also established child care coordinator positions with varied responsibilities, such as the coordination of local planning councils, and to assist and facilitate providers and families. Several counties operate or partner to operate preschool programs for the children of their employees. At least one county (Contra Costa) serves as the local Head Start grantee. Counties may

also form joint powers agencies with cities to become Head Start grantees, such as in Sacramento.

Through their Welfare departments, counties also administer Stage 1 of [CalWORKS](#) child care and the state's Alternative Payment Programs.

Cities

California cities are involved in early childhood education and preschool to varying degrees. Many cities operate "Tiny Tots" and preschool programs through their departments of Parks and Recreation; these are approximately two-hour programs for children 3-to-5-years-old in the morning or afternoon. Some cities operate preschool centers, primarily for the children of their employees.

Cities may collaborate to help provide resources that support preschool or child care. For example, the city of San Jose runs a Smart Start program, which provides money for facilities. Some cities also have established child care coordinator positions that serve as a point of contact for parents. City leaders may serve on local planning commissions and First 5 Commissions, enabling them to more actively engage in planning processes. Like counties, some cities also have commissions that address issues related to youth and families.

4. General governance models for school districts considering expanding access to quality preschool

School district leaders considering how to expand access to quality preschool should be aware of a few general governance models or approaches to delivering these services. These approaches are currently being employed in various parts of the state, and have proven successful in providing access to quality preschool. Frequently these models are utilized in combination with one another—that is, a district will rely on multiple approaches in order to expand the availability of programs to children. Often these approaches rely on multiple (or “blended”) funding sources, and involve different types of partnerships or relationships between public and/or private entities, ideally to draw upon the strengths of all participants.

The purpose in describing these models here is to provide school leaders with a better context for understanding the ways local districts can play a meaningful role in the planning and provision of quality preschool services. Building on this context, local leaders should consider which approaches or combination of approaches meet their local needs. From a school district perspective, current service models include:

The school district administers and provides services directly at a site or sites.

This may be done through contracts, such as with the CDE Child Development Division, or as part of a program using other available resources such as Title 1 funds. In this model, the district is responsible for operating all aspects of the preschool program, including facilities, curriculum, funding, human resources and oversight. A blend of program funding is typically used to cover all of the costs.

The school district provides services at school sites through formal partnerships with other organizations.

In this case, the district may sub-contract some or most aspects of operation to one or more partner-providers. For example, in New Haven USD, the school district contracts with Kidango, Inc., which then operates preschool centers on multiple school sites. Another example of this model is the Marina West Child Development Center located on Oxnard School District property in Ventura County.

This center-based program is funded through First 5 and parent fees, and operated by the private, non-profit agency, Continuing Development, Inc.

In this model, there is a shared vision and a formal contractual relationship between the district and the partner-provider. The school district may provide or help provide various types of support, such as budget and accounting assistance, facilities and physical maintenance, staff development, curriculum, and others. In this model, preschool instructors, aides and staff may be employed by the partner-providers and not directly by the district.

In both this model and the first model, one of the most commonly cited benefits is the proximity of preschool programs and staff to kindergarten and early elementary grade programs. This improves communication among staff in both programs, as well as with parents, and it helps ensure greater alignment of curriculum.

Preschool and child care services are provided directly by community-based centers, other agencies, or family care homes, while the school district works to maintain positive, collaborative relationships with these local providers to facilitate the successful transition of children into kindergarten.

In this model, no formal contractual relationship exists between the district and local providers, but there are active and consistent efforts by the district to collaborate, and a mutual commitment to ensure successful articulation. This informal collaboration might take the form of frequent, formalized communications between the district and providers, sharing of curriculum and resources, sharing of professional development opportunities, and other efforts.

Some of the advantages of this model include a high degree of flexibility to accommodate parents and families, and—for districts that lack facilities space or funding—an opportunity to become more actively engaged in the preschool arena without incurring new expenses.

Many districts that have already had success expanding

access to quality preschool have utilized aspects from more than one of the above models. For instance, districts may provide some services directly to children at school sites using Title I funds or through a state preschool contract, while also operating one or more Head Start centers, formally partnering with other agencies to provide services at other sites, and/or collaborating informally with local providers in still other neighborhoods within the district to strengthen overall articulation.

Bridge models

In addition to these basic models, districts, county offices and other agencies are continually thinking creatively about ways to “bridge” relationships in order to serve more children. For instance, Elk Grove Unified School District is currently testing a new “bridging program” that enables district-hired preschool teachers (who are required to hold a credential) to teach in eligible center-based and family child care home programs for three hours per day, five days per week. This program is designed to meet the needs of children in their existing care settings by bringing services to the child rather than the child to the site; it also maximizes the number of children taught by credentialed teachers.

Each of the potential models has certain strengths and implications for school districts and communities relative to quality assurance, funding, facilities, curriculum, workforce, accountability, and other areas. Many of these issues are examined in more detail in Section 6 of this guide, “Key Issues and Considerations.”

Generally speaking, the first model enables districts to maintain the greatest control over areas such as curriculum, staffing and accountability; however, not all districts have access to the necessary facilities and staffing, and not all districts have the experience to operate programs, especially multiple programs that each have their own set of requirements. A wealth of expertise and experience can be gained by drawing on partners, as well as by collaborating with other nearby districts and the local county office.

Finally, it is important for school leaders to recognize that school districts and county offices, while playing important roles, do not necessarily need to create or operate their own, new preschool programs at each of their sites in order to effectively expand access. Other

options and combinations of options exist. In fact, a key component of most recent statewide efforts to expand access has been to encourage local communities to build upon the existing system of providers and structures, of which individual districts and county offices may or may not currently be a part.

In some communities, the vast majority of children may currently be served by non-profit, for-profit and family child care providers. A significant first step for districts might be an effort to become more active in communicating and sharing with these existing preschool providers and the local early childhood education community, in an effort to promote dialogue and understanding about school readiness issues, kindergarten standards, and resources that the district may already have available.

Some key governance considerations for districts seeking to expand access to quality preschool:

Should the district run programs independently or in partnership with another government agency?

Should the district contract out programs to other public or private preschool providers?

Should the district work in collaboration with public or private preschool providers and not directly run programs?

Would a combination of these approaches be feasible?

Who has the local expertise and experience to help ensure program quality?

Key Link:

See which districts in the state currently provide or partner to provide preschool services [www.csba.org/is/ps/preschoolmap].

5. Implementing quality preschool program components: key issues and considerations

Depending on which general model or combination of models a district utilizes—and depending on the level of local need, collaboration and partnership—a number of issues and strategies should be considered relative to areas such as articulation, funding, facilities, curriculum, workforce and oversight, in order to ensure that programs effectively implement the components that contribute to positive social, emotional, cognitive and physical outcomes for children.

While it is not possible to examine every component in detail, this section highlights issues in seven broad topic areas, as well as highlighting the experiences and successes of some districts and counties. As additional information is compiled by CSBA, these sections will be updated with more information, strategies and tips.

A. Funding

Lack of funding is what most often gives school leaders pause about pursuing preschool in support of enhancing school readiness. Navigating the current funding systems can seem daunting at first, and even by mixing or blending funding sources, securing the necessary money to provide quality programs is a challenge. Fortunately, it can be done—and done very effectively—as many school districts, county offices, First 5 Commissions and local communities have demonstrated. These local leaders understand the various sources of funding available, the various requirements for each, and they have sought to be creative and collaborative in order to maximize every available dollar.

At the local level, the cost of providing preschool programs and the funding mechanisms used to finance them depends in large part on program design, the qualifications of staff, and the background of children served. Funding issues are complicated further because state and federal programs like Head Start and state preschool may only serve certain eligible students. Therefore, money from those programs can only be used to expand access to children from families that meet the eligibility requirements. Clearly, additional funding must be found to serve larger groups of students. For instance, many families earn too much to be eligible for state or federally subsidized programs, yet paying for private preschool also imposes a severe fiscal burden on them.

Those districts and county offices that have already embarked on efforts to expand preschool access recommend a number of important steps relative to funding, including:

- Understand each of the various funding sources that may be available and the rules for their use;
- Combine resources and collaborate with partners wherever possible to maximize those resources;
- Pursue grants and charitable contributions;
- Determine what support can come from the district's general fund, categoricals and/or parent fees;
- Set priorities for resources as they become available, that support achieving long-term goals;
- Advocate for new funding sources and greater flexibility with existing programs—and be positioned to apply for these funds. (For instance, the 2006-07 State Budget provides \$50 million to expand existing preschool programs to more four-year olds in areas with schools that rank in the bottom three deciles of the state's Academic Performance Index.)

Prioritizing resources

Because resources are limited, agencies and organizations that are interested in expanding access to preschool programs will likely need to prioritize which neighborhoods and children receive services first. Even if the state were to secure a new, stable funding source to provide preschool for all children, it will take several years to have the system fully in place. During the early transition years, preschool resources will need to be prioritized. Several options for prioritizing preschool resources have been considered, including providing programs:

- in or near schools with the lowest performing students on the state's standardized test;
- in or near schools with the highest proportion of English learners, immigrant children, children from low-income families and children in foster care;

Key Links

The California Preschool Planning Toolkit

www.karenhillscott.com/page/cppt includes many valuable resources related to funding and budgeting, including:

- **Blending and Braiding Funds to Support Early Care and Education Initiatives**

www.karenhillscott.com/downloads/publications/5-3_blending-braiding_funds.pdf

- **Budget and Launch Projections**—a practical method to estimate the local cost of implementing a quality preschool program accessible to all on a “system-wide” basis, such as within a county, city, or school district.

www.karenhillscott.com/downloads/publications/7-1_overview.pdf

- **How to Estimate a Budget**

www.karenhillscott.com/downloads/publications/7-2_estimate_budget.pdf

- **Possible Existing Funding Sources**

www.karenhillscott.com/downloads/publications/8-2_existing_funding.pdf

- in communities with the lowest supply of preschool slots;
- in communities with the highest unmet need for preschool where the demand for preschool outstrips the current supply;
- in communities where preschool facilities are available;
- in communities that have several of the characteristics outlined above; and
- for children based on age (i.e., providing programs to four-year olds first and then expanding access to three-year olds).

Several communities are currently prioritizing preschool resources as part of a long-term strategy that will enable them to provide preschool for all children if and when additional funds become available.

How a few districts fund preschool

Larger districts that operate preschools often combine sources of funding, as well as pursue grants and other partnerships. The following provides a thumbnail sketch of how three districts have expanded access:

Santa Ana Unified School District in Orange County operates preschool classes at school sites and community sites in the district. Programs draw on funds from Head Start, state preschool, Migrant Education, Even Start, First 5 grant monies and a portion of the district’s Title I funds. In total, Santa Ana’s programs reach 1,900 four-year olds each year (or 42% of all preschoolers in the district).

Elk Grove Unified School District in Sacramento County currently provides free preschool services for more than 700 students, (approximately 30 percent of the current number of five-year olds who will enter the district each year). The district, in partnership with First 5 Sacramento and the Sacramento County Office of Education has developed a plan to provide preschool for all children in the district by 2012. The district employs all teachers and instructional assistants, delivers the curriculum and offers services at various school sites. The district utilizes a combination of funds from Head Start contracts, about 1/6 of its Title I funds, and local First 5 funds, as well as some funding from the state preschool program.

Merced City School District has dramatically expanded preschool services throughout the district; this year they will serve approximately 800 students with classes at each of 12 elementary sites, and enhanced services at about a third of the sites. They use multiple funding sources, including Title I funds, a number of grants such as Early Reading First, a federal Early Learning Opportunity Act through the Merced COE; participation in Even Start; and start-up money through First 5.

Enrollment issues

To maximize the number of children who participate in preschool programs, districts should strongly consider engaging in joint recruitment efforts with other providers. For instance, the children of some families may be eligible for more than one subsidized program that is offered in a community, such as Head Start, state preschool and/or a Title I classroom. Ensuring that all children eligible for a Head Start program are enrolled in it may enable the district or county to serve additional students in other programs with different eligibility requirements. The common goal for all involved should be maximizing the number of available spaces so that as many students as possible can be served in programs. For joint recruitment to function successfully, there needs to be a consistency of quality among the various offerings in a district or community, so that parents feel satisfied with any of their options.

What is the “Centralized Eligibility List?”

In 2005, the state authorized and provided funding for the alternative payment agency in each county to design, maintain, and administer a countywide Centralized Eligibility List, in order to consolidate local child care waiting lists. (In a few counties with an existing CEL, the CEL may be administered by the local planning council.)

Traditionally, child care providers have kept a list of children waiting to enroll. Waiting lists are common to subsidized child care and development programs, to Head Start Programs, and to Alternative Payment Programs. The countywide Centralized Eligibility List is a new system intended to combine all of these separate lists, eliminate duplicates, and allow subsidized child development providers to access children that are eligible for their programs. The term “eligibility” is used because families are ranked by eligibility factors for subsidized care (income, size, and need), not just time on the list.

The CEL enables families to have access to all programs for which they qualify, expanding their opportunity to access subsidized care. Providers can potentially pull from a wider net of eligible families. Communities and counties can plan better to address the demand for care. State and federal funding can be more focused to address the needs of eligible waiting families.

Source: CDE Child Development Division at www.cde.ca.gov/sp/cd/ci/cdcelbackground.asp

B. Strengthening articulation: smooth transitions to kindergarten

Quality preschool programs help ensure that children are ready to learn when they enter kindergarten. A vital element of any approach to expanding preschool access involves strengthening communication between preschool staff and kindergarten/elementary school staff, as well as parents, about what is expected of children when they enter kindergarten. This also involves making certain there is a consistency in the curriculum and types of instruction that all children receive before they enter kindergarten. Districts must consider what strategies can be put in place to encourage communication and partnerships between preschool and kindergarten staff. Research also indicates even greater value in developing strategies that link preschool not only to kindergarten but through third grade.

In general, promoting close relationships between kindergartens, elementary schools and preschool programs is extremely valuable. Sites located at elementary schools—whether run by the school district or by a partner agency—can help to facilitate these important relationships. They enhance the frequency of communication and create more opportunities for interaction between both preschool and kindergarten instructors, and children and parents. This relationship can also ensure a closer link between curriculum and standards.

At the same time, in communities where preschool programs are not located at school sites, the need for district and school staff to conduct outreach with local providers and to share information becomes even more significant. The district can identify which public and private preschool programs incoming kindergarteners are attending and invite representatives to identify ways to partner. Partnerships may include developing a shared expectation for what children should know and be able to do upon entry into kindergarten, allowing preschool students and parents to visit kindergarten classrooms before entry into kindergarten, and providing joint professional development opportunities for preschool and kindergarten teachers.

Many districts and counties have implemented other activities to promote communication and strengthen articulation, such as:

- The “Transition Portfolio” developed by Santa Ana USD to standardize transition activities across the various preschool and early childhood education programs in

the district. The portfolio contains all the assessments that have been completed for each child, as well as samples of the child’s work. Preschool staff then transfer the portfolio to kindergarten staff.

- The Fort Jones Elementary program in Siskiyou County utilizes an “Early Identification and Assessment Team” which meets three times per year to discuss at-risk pre-schoolers and kindergarten students. This team includes the preschool site supervisor, the kindergarten teacher, a school administrator, school nurse, speech therapist and an Even Start coordinator. As part of this program, kindergarten children also visit the preschool classrooms approximately three times per year to present skits and perform songs. Kindergarten teachers also observe preschool classrooms.
- San Jose Unified School District has identified certain curriculum and tools such as a language-based math curriculum that it shares with other local public and private providers. The district also has conducted in-service trainings on curriculum for local providers who participate on a voluntary basis.
- Several districts conduct kindergarten transition activities, including parent meetings, visits from kindergarten teachers, kindergarten workshops held among staff, and kindergarten camps for preschoolers.

C. Learning foundations and curriculum

A quality preschool experience can open doors for children who might otherwise enter kindergarten lacking the necessary foundation to succeed in school. An integral component of that experience depends on the standards and curriculum being utilized. Many school districts have become more engaged in preschool activities as the state’s academic standards for what kindergarten students should know and be expected to do, have become more rigorous. At the same time, many teachers and advocates for children are deeply concerned that preschool activities be “developmentally-appropriate” and not exclusively structured toward academics.

According to the [National Institute for Early Education Research](#), 43 states and the federal Head Start program have developed preschool standards or guidelines. For several years California has had [pre-kindergarten learning guidelines](#), and the CDE is currently in the process of developing preschool learning foundations in language, literacy, mathematics, English Learners’ language

development and for social emotional development. In 2007, the CDE will hold regional input sessions and public hearings prior to the foundations being approved by the superintendent of public instruction. CDE contractors will receive training in using the foundations in their preschool programs. Preschool learning foundations for additional content areas are planned for development during 2007-08.

Open communication, ongoing dialogue and training that involves early childhood staff and kindergarten staff can help build understanding about whether and how to integrate California’s preschool learning foundations, as well as the best curriculum for a district program to consider.

Currently in California, some preschool programs utilize a commercial curriculum, such as: High/Scope, Scholastic Early Childhood Program, Second Step and Creative, while other programs do not rely on a single commercial curriculum.

Some important things to consider relative to curriculum include:

- What would developmentally appropriate preschool academic standards include?
- What type of curriculum will meet the learning, social, emotional and developmental needs of preschool-age children?
- What strategies can be put in place to ensure preschool programs provide culturally and linguistically appropriate services?
- What services and support should be provided to meet the needs of English language learners?

English learners

Meeting the needs of the community’s EL children is especially important for preschools, given the role language development plays in the overall development of children. Many programs offer instruction in both English and Spanish, and materials in more than one language. Some districts employ bilingual coaches to assist children. Again, this is an area where dialogue between preschool and K-6 staff is essential.

Special education

School districts across California are working to provide meaningful opportunities for special education students to be included in preschool programs. School districts such as Elk Grove Unified School District, Los Angeles Unified School District, Livingston Elementary School District, Newport-Mesa Unified School District and Merced City Elementary School District are using a variety of models, often in collaboration with their local county office of education, to integrate special education students into district preschool programs. These include, in some cases, making changes to the classroom and playground equipment in order to provide access to special education students. In addition, programs often rely on preschool and special education teachers and instructional aides to work as a team. For instance, in Merced County, special education students are now enrolled throughout several Head Start classrooms, instead of in one special education preschool classroom. The special education instructor and aide serve as resources to each of the Head Start classes. As a result, children are more fully integrated, and resources are maximized by drawing on both special education and Head Start dollars.

D. Facilities

If a district intends to provide preschool, either by directly administering programs or contracting out, it is required to have appropriate facilities. The district should conduct a needs assessment to determine whether adequate and appropriate facilities space is available on existing school sites or on the sites of partnering organizations and agencies. If more facilities are necessary, the district can explore possible financing options to build new preschool classrooms.

The district should develop a facilities management plan that identifies short- and long-term strategies to meet the district's preschool facilities needs. These may include where programs will be located and how the district will determine which sites are the first priority to receive services.

Some strategies districts have pursued to find facilities space for preschool programs include:

- Utilizing unused space on existing public school sites. In most cases this entails renovating existing classrooms so they can accommodate preschool programs, as some school districts in declining enrollment have done.

- Utilizing existing classrooms after regular hours such as in the late afternoons when they may not otherwise be used (often referred to as “twilight programs”).
- Applying for state and local grants to build new facilities.
- Including preschool facilities in a local school bond measure.
- Advocating for provisions for preschool facilities in future statewide school bonds.
- Identifying new state revenue sources to support preschool programs and setting aside a portion of that funding to build and renovate preschool facilities. (For instance, the 2006-07 state budget provides \$50 million in one-time monies to build and repair preschool facilities. These funds can be applied for through the Child Care Facilities Revolving Fund (see below), or as part of a district's application for AB 172 monies.
- Developing partnerships with cities, such as San Jose Unified School District and Livingston Union School District which have pooled resources with their respective cities to help build preschool facilities.
- Working with the Low Income Investment Fund to secure grants and/or loans to expand preschool facilities, such as has been done in San Francisco and Alameda counties.

Some school districts may lack available classroom space entirely, or they may have available space, but lack the other infrastructure needed to implement a quality preschool program. In those cases, a formal partnership where the district can contract services to another provider and use their facilities should be considered, as well as informally strengthening relations with existing private providers.

Facilities funding sources that can be used to build or renovate preschool facilities include:

- **The Child Care Facilities Revolving Fund**, administered by the CDE, which provides funding for the lease-purchase of new, relocatable child care facilities.
- The Low Income Investment Fund's Affordable Building for Children's Development project, which supports the expansion of preschool facilities. The David and Lucile Packard Foundation, and its partners, launched the ABCD initiative in 2002. The overarching goal of

the **ABCD initiative** is to build a comprehensive and sustainable financing system for high-quality child care facility development with the objective of creating 15,000 spaces in five years with a particular focus on low-income communities. The initiative adopts a four-pronged approach of finance, technical assistance, construction advice and advocacy to achieve this goal. The **Low Income Investment Fund**, a community development financial institution, was chosen to assume leadership of the initiative in 2003.

- As part of the 2006-07 state budget, \$50 million was provided for preschool facilities. Districts may apply for these funds either through the **Child Care Facilities Revolving Fund**, or as part of their overall application for AB 172 monies.
- Many first 5 county commissions provide grants to purchase facilities.
- Some cities and counties have made their community development block grants available to build preschool facilities.
- Some school districts, such as San Jose Unified School District, Natomas Unified School District and Los Angeles Unified School District, have successfully included preschool facilities in their local school bond initiatives.

Additionally, the **Building Child Care (BCC) Project**, which is funded by the CDE, provides a clearinghouse of information and services designed to improve financial resources for child care facilities development projects in California.

Key Links

In 2006, the **Advancement Project** conducted a study on the availability of preschool facilities in California.

The **California preschool planning toolkit** also contains a number of resources and links related to facilities.

Licensing requirements for preschool classrooms

Experienced district staff emphasize that when converting existing classrooms for preschool use, districts need to understand there are different health and safety requirements from K-6 classrooms. All preschool classrooms in California must be licensed by the **State Department of Social Services**. District staff and leaders should familiarize themselves with the process. “Districts shouldn’t assume they can simply open a preschool class as soon as a room becomes available,” one experienced administrator said. There are specific requirements for preschool facilities, and steps to be followed in the licensing process including a site visit, which take time.

E. Workforce

Effective teachers, paraprofessionals and administrators are essential to delivering a high-quality preschool program. Research indicates that when preschool staff is well educated and trained, the children they teach are more successful in school. Research also reveals that many qualified and caring teachers leave the field because pay and incentives are low.

The state currently has Education Code requirements for the qualifications of preschool staff and the student-to-teacher ratio in each classroom. Local school boards may set additional criteria for the qualifications of preschool staff. For instance, some school districts in the state now require their preschool teachers and site supervisors to hold a bachelor’s degree and/or teaching credential.

Staff Qualifications

Research suggests that in most programs reporting increased social and educational achievement, the teachers are highly educated and specially trained to work with young children. In California, teachers and administrators who staff preschool programs that contract with the CDE, are currently required to complete 24 credits of early childhood education and 16 credits of general education at the college level, and directors must also complete at least 8 credits related to administration.” (See **Matrix**.) However, many believe that these requirements are

F. California Child Development Permit Matrix

Title	Education	Experience	Alternatives, in addition to CCTC approved training	Authorization
Assistant	6 units of early childhood education (ECE) or child development (CD)	None	Accredited hero program (including ROCP); or CCTC approved training	Assist in instruction of children under supervision of associate teacher or above
Associate teacher	12 units of ECE/CD, including core courses	50 days of 3+ hours per day within 2 years	Child dev. Associate credential; or CCTC approved training	May provide instruction and supervise assistant
Teacher	24 ECE/CD, including core courses + 16 general education (GE) units	175 Days of 3+ hours per day within 4 years	AA or higher in ECE or related field with 3 semester units of supervised field experience; or CCTC approved training	May provide instruction and supervise all above
Master teacher	24 units ece/cd, including core courses; + 16 GE units; + 6 specialization units; + 2 adult supervision units	350 days of 3+ hours per day within 4 years	BA or higher with 12 units of ece + 3 semester units of supervised field experience; or CCTC approved training	May provide instruction and supervise all above. May also serve as coordinator of curriculum and staff development
Site supervisor	AA (or 60 units) with 24 ece/cd units (including core); 6 units administration; + 2 units supervision	350 days of 3+ hours per day within 4 years + 100 days of supervising adults	Same as master teacher or a teaching or administrators credential with 12 ece units + 3 units supervised field experience; or CCTC approved training	May supervise single-site program, provide instruction, and serve as coordinator of curriculum and staff instruction
Program director	BA with 24 ECE/CD (including core) + 6 units admin; + 2 units adult supervision	Site supervisor status and one program year of site supervisor experience	Teaching or administrators credential with 12 ECE units + 3 units supervised field experience or master's degree in ECE or CD; or CCTC approved training	May supervise multiple-site program, provide instruction, and serve as coordinator of curriculum and staff development

minimal, especially when compared to other states and given the importance of teacher effectiveness in the overall quality of preschool programs. According to the National Institute for Early Education Research, California is one of only 9 states in the nation that does not require any pre-kindergarten teachers to have a bachelor's degree.

It is worth noting that, according to a groundbreaking [California Early Care and Education Workforce Study](#) conducted by the UC Berkeley Center for the Study of Child Care Employment, Institute of Industrial Relations and the California Child Care Resource and Referral Network, "current levels of education and training well exceed what the law requires." The study found that "in centers with a CDE or Head Start contract, 28% of teachers have a BA or higher." (Additionally, the federal Head Start program plans to require that all Head Start teachers have either an associate's or bachelor's degree by 2008.)

The Workforce Study also found that the level of early care and education teacher qualifications vary throughout the state. This varying degree of supply of preschool teachers with a bachelor's degree in California raises concerns over whether there would be enough qualified candidates to staff preschool programs if a bachelor's degree were to become a requirement.

If the state were to require preschool teachers to have a bachelor's degree, or a bachelor's degree and credential, there are a number of issues that may need to be addressed, including:

- securing adequate funding to recruit and retain preschool teachers;
- increasing the number of upper-division college and university programs that offer bachelor's degrees in child development or early education, or that provide an early childhood credential;
- increasing articulation of coursework between the community college and four-year university systems in California;
- determining what course of instruction will be included in an upper-division or credentialing program;
- creating and supporting a professional development infrastructure;

- ensuring any new training and education system is accessible;
- developing a timeframe to phase in new education and training requirements; and
- developing programs that ensure cultural and linguistic diversity.

In addition, concerns have been raised about the low compensation of preschool teachers. On average, preschool teachers in California earn 25 to 44 percent less than kindergarten teachers. Increasing salaries has been a challenge in California and would likely require a major investment. Some school districts in the state have, on their own, raised the level of qualification required for their preschool teachers, and they have commensurately raised salary levels on a par with kindergarten instructors. If action is taken to raise preschool teacher qualifications statewide, and the state supports this effort with adequate funding, preschool programs will be in an even better position to provide compensation for teachers comparable to the K-12 system.

At the local level, in developing an overall preschool plan, assessing the current workforce situation in a community is especially important. For instance, if a district is going to provide preschool programs, it should review the desired qualifications and determine the availability of appropriate staff. The district should also explore the budgetary and collective bargaining implications of providing preschool programs, as well as any required staffing ratios. For instance, CDE programs such as state preschool, which fall under Title 5 regulations, require a 1:24 teacher-child ratio for preschool age children, and a 1:8 adult-to-child ratio. Head Start requires an adult-to-child ratio of 1:8, and a staff-to-child (staff equals one teacher and one aide) ratio of 2:20.

Recruitment and retention

Recruiting and retaining highly qualified preschool instructors and staff poses one of the biggest challenges for communities wishing to expand access. The need for bilingual instructors and staff is also especially critical in many parts of the state. Even so, across California there are examples of school districts that have developed partnerships to support preschool staff recruitment and retention, as well as professional development. Reaching out to higher education, private providers, neighboring school districts, the county office of education and

the First 5 county commission to develop partnerships relative to preschool programs can be a useful strategy in supporting workforce development. For instance, Merced City School District requires all preschool teachers to have a bachelor's degree and site supervisor permit; the district was able to use First 5 and Packard monies to help attract and compensate qualified teachers, (though they recognize these funds may not be available long-term).

Districts and counties should especially explore two programs that have been created to assist in the recruitment and retention of qualified staff:

- **CARES—Comprehensive Approaches to Raising Educational Standards.** First 5 California along with the CDE and local First 5 commissions is the source of funding for the CARES training and technical assistance project, which currently operates in 47 of the state's 58 counties. CARES was developed to address problems of compensation and to establish incentives for early childhood professionals. CARES stipends are offered to encourage teachers to increase their education and remain in the field. The CARES system is based on educational attainment, professional development, and longevity in the field. As an example, in Santa Clara County, the E3 Institute, Advancing Excellence in Early Education, a division of WestEd, receives \$3 million annually from the First 5 Commission to use as incentives for early childhood educators. While all CARES programs share common elements, each county's CARES program is administered and designed locally. A county-by-county comparison can be viewed through the [CARES Web site](#).
- **AB 212** (Aroner, 2000) created The Child Care Salary/Retention Incentive program that also provides funding through the CDE to county child care planning councils to provide incentives to help address the retention of qualified child care employees in state-subsidized child care centers. Each county develops a plan that must be approved by the California Department of Education. As an example, in Merced County, the local child care and development planning council is responsible for developing the plan and the Merced County Office of Education is the entity that holds the contract with the California Department of Education.

Key research and Links

California Early Care and Education Workforce Study
www.iir.berkeley.edu/cscce

This study identifies the demographic characteristics and educational backgrounds of California's early care and education workforce statewide and in four regions of the state. The study was developed through a collaboration between the Center for the Study of Child Care Employment (at the Institute of Industrial Relations, University of California at Berkeley) and the California Child Care Resource and Referral Network.

Teacher Quality in Grades PK-3: Challenges and Options, New American Foundation Issue Brief
www.fcd-us.org/pdfs/TeacherQualityinGradesPK-3Brief.pdf

Early care education reports and issue-related audio files are also available through the CARES Web site
www.edgateway.net/cs/cares/print/docs/cares/resources.html

Staff development

School districts and county offices of education often play a key role in providing staff development opportunities for preschool and early childhood instructors. For many programs, in-house and/or on-site professional development is also an important component of staff development. Some districts and counties also employ coaches (grant monies are sometimes available for this purpose) to work with other instructors in areas such as reading and literacy. Other counties and regions have conducted joint staff development with local private and public provider staff invited to attend. Grants are sometimes available to support a district or county's professional development plans.

California Preschool Instructional Network

Through a collaboration with the CDE Child Development Division, the statewide [California County Superintendents Educational Services Association](#) operates the California Preschool Instructional Network to help establish and maintain 11 regional networks of early education and

school readiness administrators and teachers; facilitate and coordinate professional development opportunities; and develop and/or support regional communication and collaboration.

“Exciting ideas: Expanding the reach of qualified teachers”

Elk Grove Unified School District is currently utilizing a new “bridging program” that enables district-hired preschool teachers to teach in eligible center-based and family child care home programs for three hours per day, five days per week. This program is designed to meet the needs of children in their existing care settings by bringing services to the child rather than the child to the site; it also maximizes the use of highly qualified teachers.

G. Comprehensive services

Preschool is an important way to help ensure that all children enter kindergarten ready to learn. Many school districts and counties have implemented programs linked to preschool that go beyond educational enrichment, in order to deliver a range of other valuable services to children and families. These services, such as health and nutrition programs, extended child care for full-day and full-year, parent education and others, help to further enhance school readiness.

“Wrap-around care”

One crucial way in which preschool providers meet the needs of families is by linking their programs to child care for the full-day and/or full-year, what is known as “wrap-around care.” In moving forward with a preschool plan, districts should collaborate closely with local providers and families and consider such things as:

- If preschool programs are part-day, how will they be linked to full-day settings so children of working parents can participate?
- How will preschool programs link to other early education efforts in California for ages 0-3?

There are a number of examples of how districts and counties, often in collaboration with private providers, have worked to address the needs of preschool-age children and working families. For example, Newport-Mesa Unified School District administers a three-hour preschool program and then provides district transportation to a local Head Start center to ensure children have access to full-day wrap-around care. Los Angeles Unified School District has been able to provide both a three-hour program and a full-day program, depending on parents’ eligibility and childcare needs. In addition to providing its own preschool programs, Elk Grove Unified School District provides information about private providers in the area so parents can access full-day, wrap-around services, and the district reaches out to providers through their bridging program.

Local systems such as resource and referral programs (See [section 3c](#)) are an excellent source of information related to available wrap-around care. In addition, some cities, counties, county offices of education and school districts have established early education or child care coordinator positions or offices that may assist with wrap-around matters.

Health and social services

Preschool is an integral part of the effort to ensure school readiness. Other essential components may include parent and family services, and health and social services. Preschool sites are well-suited to becoming a point-of-contact for many of these other comprehensive services, especially preschool that is located on school sites.

For example, in Butte county, a school readiness support services team includes a health and nutrition services specialist through an MOU with Opt for Fit Kids, an agency that has developed a curriculum integrating nutrition and literacy. The specialist visits sites once per week on a rotating basis; there are also plans to have a screening team assess dental, vision, hearing and nutrition needs of children attending preschools and Head Start centers.

Districts such as Manteca Unified School District provide staff time such as part of a nurse’s time to help conduct physical, dental, vision and hearing screenings for children in need, and assistance with enrolling children in public health insurance programs.

Nutrition and physical activity

The growing epidemic of childhood obesity in California and across the nation has caused many educators and policymakers to focus on the nutritional and physical activity needs of children. California has passed legislation creating stronger standards for food (Escutia, SB 12, Ch. 235) and beverages (Escutia, SB 965, Ch. 237) sold at schools that impacts all school districts and all students in grades K-12. In addition in 2006-07, school districts were required to adopt a comprehensive student wellness policy that includes, among other things, goals for nutrition education and physical activities for K-12 students. Districts that offer preschool programs may want to consider extending their K-12 wellness activities, as appropriate, to preschool-age children.

More information and resources on nutrition and physical activity are available at www.csba.org/PS/hf.htm. This includes the “Student Wellness: A Healthy Food and Physical Activity Policy Resource Guide” that CSBA developed in 2005 to assist school districts in the development of federally required student wellness policies.

Parent education and family services

Reaching out to parents is critical to the success of any school readiness effort. As one administrator said, “Programs just for children don’t bring about systemic change.”

Districts are doing some exciting things and using a variety of methods to engage parents. San Jose Unified School District, Garden Grove Unified School District, Elk Grove Unified School District and Newport-Mesa Unified School District are among those districts that have located adult education programs next to a district preschool program so parents can have access to educational opportunities and be engaged in their children’s preschool experience. These programs provide parents with parenting classes, English as a second language courses, general education diploma courses, and other technology and vocational education learning opportunities.

Several other districts have opened parent and family resource centers either at, or adjacent to, preschool sites, making it convenient for parents to obtain information related to intervention services, counseling, medical referrals, legal referrals, housing assistance and other programs or services.

One of the exciting features of the very important preschoolers’ village operated with the support of the South Bay Union School District in San Diego County, are the family service liaisons who provide families with referrals to outside services. Districts such as Santee Elementary also in San Diego County have implemented a Home Instruction Program for Parents with Preschool Youth, in order to build stronger connections with parents and help parents support the development of their preschool-age children.

Preschool programs across California also encourage parent involvement by supporting parent volunteers and holding regular meetings with parents. Parent involvement activities may often be supported by grants.

H. Quality measurement and oversight

Monitoring the performance of preschool programs is vital to ongoing improvement and accountability. In developing any plan, school boards need to consider how preschool programs should be monitored and evaluated. Who should be responsible for monitoring and evaluating preschool programs?

It is especially important for districts that formally partner with other agencies to have a clear, agreed upon process for monitoring and evaluation, as well as clear contracts, written agreements and understandings.

CDE desired results system

The CDE has developed a quality measurement system called *Desired Results for Children and Families*, which applies to all CDE funded programs. According to a First 5 Commission brief, “Implementation Tools for School Readiness,” Desired Results represents “a shift away from traditional process-oriented compliance models to a systems approach in which effectiveness is evaluated based on the results that the system achieves. The Desired Results structure measures the progress of each child and the results at both the program level and system level.”

The six basic components of the desired results system are: desired results, indicators, themes, measures, criteria for success and measurement tools. The six desired results, to which all CDE-funded child care and development programs are expected to contribute, are:

- Children are personally and socially competent.
- Children are effective learners.
- Children show physical and motor competence.
- Children are safe and healthy.
- Families support their children’s learning and development.
- Families achieve their goals.

the program has helped parents support their children’s learning and achievement. This survey will become part of the CCR/CMR process.

- **Standardized environmental rating scales**—Depending on the age level of children in a program, a scale rating the quality of the environment must be used. The early childhood rating scale is known as the ECERS. This is an “observational rating scale” in which trained evaluators rate the program on diverse aspects of program quality.

(A summary of quality measurement practices and the Desired Results system is contained in the First 5 California “Implementation Tools for School Readiness” brief, beginning on page 13.)

The Desired Results system includes:

- **Desired Results Developmental Profile**, which is to be completed for each child enrolled in a program for 10 or more hours per week, and administered twice per year to preschoolers. The DRDP is an observation tool that teachers can use to record a child’s individual progress toward the achievement of the four desired results for children. The measures listed for each developmental theme are intended to be used in combination with other ongoing means of monitoring children’s progress, such as staff members’ and parents’ observations, portfolio assessment, anecdotal records and the use of formal developmental assessment tools.

Key Link

Frequently asked questions about Desired Results developmental profile
www.karenhillscott.com/downloads/publications/3-26_drdp_faq.pdf

Another instrument, the Desired Results: Access for Children with Disabilities, allows practitioners to assess children with disabilities in an appropriate manner by developing a system of adaptations and guidelines for using the DRDP.

According to the CDE, all programs are required to use the DRDP to record children’s developmental progress over time. During a Coordinated Compliance Review or Contract Monitoring Review, program staff members are required to show that the DRDP findings are used in planning curriculum and activities for children.

- **Annual self-assessment**—Each program must complete an annual self-assessment in order to determine compliance with implementation of the Desired Results system. Programs are also required to participate in a coordinated compliance review or contract monitoring review every three years.
- **Parent survey**—Title 5 requires that the evaluation plan includes an assessment of the program by parents. The Desired Results Parent Survey is used to determine parent satisfaction with the program, as well as how

Head Start program performance standards

Head Start’s program performance standards are mandatory regulations that grantees and delegate agencies must implement in order to operate a Head Start program. The standards define the objectives and features of a quality Head Start program in concrete terms; they articulate a vision of service delivery to young children and families; and they provide a regulatory structure for the monitoring and enforcement of quality standards.

Every Head Start program must implement an appropriate child assessment system that aligns with their curriculum and gathers data on children’s progress in each of eight domains of learning and development, as described in the [Head Start Child Outcomes Framework](#). Local Head Start staff must conduct observations and ongoing assessments of each child. This assessment is developed by the local programs in a manner that meets the national child outcomes framework. Information on children’s progress must be obtained from multiple sources, such as teacher and home visitor observations,

analysis of samples of children’s work and performance, parent reports or direct assessment of children. Since reauthorization of the Head Start Act in 1998, local programs are required to analyze assessment information on children’s progress three times a year. They must use this outcome information in both their program self-assessments and subsequent quality improvement efforts. More information about [Head Start local assessment materials](#).

In addition to the assessments that programs must currently undertake, with instruments that are locally chosen, Head Start programs must also engage in a brief procedure at the beginning and end of the program year to assess all four-and five-year-olds on a limited set of language, literacy, and numeracy indicators. This procedure is part of the [Head Start National Reporting System](#). The data collected through this system will be used to document Head Start’s effectiveness nationally. (Individual child progress will not be reported through this system, because Head Start believes that is best managed in local programs and in close partnership with parents.)

The value of data collection

Districts such as Elk Grove Unified School District have been successful at collecting longitudinal data on children that participate in their preschool programs. This type of data, in addition to helping to improve instruction, may help to generate support for expanding programs in a community.



6. School board and district leadership

Several school districts and county offices of education in California have already developed and begun implementing strategies to expand access to quality preschool, some with a goal of providing free preschool to all children in the community by a certain year. At the same time, many other communities in the state are just beginning the planning process. This section provides a review of the board's overall governance role and responsibilities and how these relate to considerations about preschool. In addition, suggestions provided are for building and/or maintaining an organizational and community-wide commitment to preschool.

Key Points to Remember

There are a variety of general strategies by which school boards and districts can support efforts to expand access to high-quality preschool programs. Activities range from becoming more knowledgeable about preschool, advocating for high-quality programs, providing district support to existing programs, establishing formal partnerships with preschool programs in the community and implementing or expanding district-run preschool programs.

A. Understanding what boards can do

There is a full continuum of activities school boards and district staff can pursue to support efforts to expand access to high-quality preschool programs.

School boards are especially well positioned to be engaged in and provide leadership on statewide efforts to create, modify or expand quality preschool programs and access. Boards may also play a critical role in local efforts to increase the supply and quality of preschool programs.

School boards are elected to govern the community's schools and fulfill their important responsibility by:

- setting the vision and direction for the district;
- establishing and maintaining an organizational structure that supports the district's vision;

- providing support to the superintendent and staff as they carry out the direction of the board;
- ensuring accountability to the public for the performance of the community's schools; and
- providing community leadership as advocates for children, the school district and public schools.

Through its governance role, the board has the ability to encourage and support efforts to expand access to high-quality preschool programs. There are a variety of strategies the school board can pursue that will help to highlight the value of preschool throughout the district, and to make preschool a vital component of overall school reform efforts. For example, the school board, working closely with the superintendent as a governance team, can:

Become knowledgeable about preschool.

As described in [Chapter 5](#), California's current preschool system includes various funding models, delivery systems, local support structures, and work force development issues, as well as numerous policy and historical nuances that are critical to understand. If the board is interested in getting more involved in preschool issues, it will be important for all members to learn about the existing early education infrastructure and the current policy and political context surrounding preschool. The board may want to hold a board dialogue session(s) to explore existing research on preschool and to learn more about where California has been and where it will likely be moving relative to preschool. The board may also want to request periodic staff reports on preschool at regularly scheduled board meetings.

Set the direction for student achievement.

Setting the direction for the district is one of the most important actions elected school board members take. The vision is a tool school boards use to record what the public wants its schools to achieve for all its children and to ensure the district moves in that direction. Many districts also develop long and short-term goals in strategic areas to measure whether or not the district is making progress toward achieving the vision.

In the district's vision statement or long and short-term goals, a board can emphasize its priority that all children be ready for school. More and more school districts are viewing early childhood education and preschool as a critical component in their overall plans to raise student achievement. In many districts, implementing high-quality preschool programs and/or working in collaboration with other public entities or private preschool providers is one strategy being used to meet the district's overall vision and goals for student achievement.

Be an advocate for all children, including preschool-age children.

As the only local officials elected solely to represent the interests of children, school board members have a profound responsibility to speak out on behalf of children and schools. Although for the most part preschool-age children are not yet enrolled in the public schools, they are eager learners who will become public school students. School boards have the ability to raise awareness about the needs of preschool-age children, communicate the value of high-quality preschool programs, and to get involved in local and statewide activities to improve the quality of preschool programs. Boards should seek opportunities to influence legislative and regulatory bodies on this issue.

Review and adopt academic standards for preschool education.

Once a vision is set, the board and superintendent can work together to set more specific expectations for student learning in all areas of early development, including cognitive, language, physical, social and emotional. These expectations can emphasize significant content and outcomes that are developmentally appropriate and take into account the unique learning styles of young children. The state has adopted K-12 standards that identify what students should know and be able to do at each grade level and many districts have refined this list to highlight essential standards for the district. The CDE is also in the process of developing learning foundations for preschool that meet the unique developmental needs of preschool-age children and are aligned to K-12 standards. The school board can ask staff to review the preschool standards and work with the community and local constituency organizations to identify the skills, knowledge, abilities and attitudes preschool students need to succeed in kindergarten and beyond.

Adopt curriculum.

The school board is responsible for adopting the district curriculum. If the district provides preschool programs, the board should adopt curriculum or a list of approved curricula for the preschool program that is aligned to the district's vision and standards for student learning. The curriculum can also be shared with other private preschool programs within the community that are not administered by the district, in order to strengthen the successful transition of children from preschool to kindergarten.

Adopt policy.



School boards adopt policies to communicate expectations and to provide a written guide for action in the district. The board can review the district's policy manual to look for opportunities to promote, support and create high-quality preschool programs within the district. Policies can be developed that support stronger communication and collaboration with non-district-sponsored public and private preschool programs, businesses, colleges and universities within the community. Policies can also be developed to guide the implementation and ongoing monitoring of district-administered preschool programs. See [Chapter 8, Policy Development](#).

Set the parameters for the collective bargaining agreement.

The school board is the only representative the public has in the adoption of the collective bargaining agreement. The collective bargaining agreement impacts the educational program, the school district's fiscal condition, and the ability to attain the vision, goals and priorities of the district. There will likely be outside factors, such as providing or contracting out preschool programs, which can have an impact on the district's collective bargaining agreement. The school board should understand the programmatic and fiscal implications of the collective bargaining agreement, provide policy direction throughout the negotiations and vote on the contract.

Adopt and monitor the district budget.

The school board adopts and monitors the district budget, and in doing so, must ensure that the budget reflects the goals and priorities in the district's vision. Preschool programs need adequate funding to provide high-quality services and must be supported with



resources. In addition to adopting and monitoring the budget, the board can ask staff for periodic updates on the district's strategies to finance preschool program operations and facilities.

Set the parameters for a facilities management plan.

The school board works with the superintendent to develop a long-range facilities plan that supports the school district's vision and enhances the educational program of the district. If the district provides or contracts out preschool programs, it is important that the governance team establish a short and long-term strategy to provide facilities for preschool programs.

Ensure program accountability.

It is the ongoing responsibility of the school board to ensure that the district is making progress toward accomplishing its vision and goals. The board monitors program outcomes and holds the superintendent accountable. The board may want to request periodic information on the district's preschool program and other school readiness initiatives, as well as updates on the district's partnerships with private preschool providers.

B. Building and sustaining a commitment to preschool

Many innovative approaches are underway in districts and communities throughout the state to help increase the readiness of all children for school. School districts, county offices of education, First 5 Commissions and other local partners are implementing high-quality preschool programs, as well as providing services related to health and nutrition, support for parents and families, professional development for preschool teachers and child care providers, and activities to smooth the transition between preschool and kindergarten.

School districts and communities that have already undertaken efforts to expand access to quality preschool identify some common organizational and leadership strategies that have helped them to be successful, including:

- the leadership keeps everyone in the district and community focused on achievement and how best to serve children;

- the leadership and staff embraces the preschool effort and helps to maintain the commitment;
- organizational structures are in place to help support the effort;
- there is a commitment to understanding what's already in place in the community and building from that;
- communication is encouraged at all levels in the district, with staff, providers and partners, and with parents and the community; and
- consistent efforts are made to reach out to develop and strengthen collaborative relationships.

A priority at the top

A vital part of the board and superintendent's job is to consistently connect all of the district's activities back to an over-arching focus on improving student achievement. School readiness efforts and preschool programs are being embraced by more and more districts and counties as a way to help raise achievement for all children. Districts that have made progress in this arena typically share a common characteristic: the board and superintendent have established preschool and school readiness as a priority. The leadership has communicated a clear vision and goal for preschool, and allowed time for this to be achieved. They have also ensured that organizational structures are in place to support the goal. They have made advocating for necessary changes at the state level a priority. This type of commitment also helps to sustain the efforts even during changes in leadership at both the board and staff levels.

Organize to succeed

As one important step, many districts and county offices of education have established centralized offices or positions for school readiness directors, coordinators and/or administrators, to help plan, coordinate and oversee preschool efforts. This provides staff, parents and the community with a specific "point person" for addressing preschool and school readiness matters. Clearly delineating how the program fits in with the district's goals and who coordinates it within the district is also part of an effective communications plan.

Ideally, preschool should not be viewed as an isolated program within a school district. Rather, it is best integrated as a component that interacts with other departments and receives support from them, as necessary. In many districts, the preschool administrator works closely with the facilities and school construction departments, as well as the business office and other departments. A close relationship with district grant-writers or an understanding of the grant-writing process can also be invaluable.

Likewise, preschool and early childhood activities should be viewed as part of the school site. Schools should work to incorporate preschool staff into activities, and encourage articulation between preschool and kindergarten. The leadership of, and frequent communication with, site principals is also an important factor. Principals should be involved in planning and implementation processes, and communicated with on a regular basis. Preschool administrators, staff and parents may also be involved in site-level or district-wide councils and committees, such as those dedicated to student health matters, curriculum or assessment.

A clear organizational structure helps to maintain the district's focus on preschool. Experienced district administrators caution that the challenge of securing funding, facilities and qualified staff can seem overwhelming at times—but many districts and communities have made progress toward their goal, and the positive results for children make it worthwhile.

Developing and strengthening relationships

School leaders and staff with experience in implementing preschool programs stress repeatedly the need to reach out to all parts of the local community to develop and strengthen relationships. One suggested approach is to focus on the many assets within the school district and community, rather than dwelling on what may not currently exist.

To succeed, school boards and staff need to be active in and aware of all the various local and statewide structures that support early childhood education and preschool, including county offices of education, local planning councils, local R&R's, and First 5 Commissions. (See [Chapter 3](#).)

School boards and staff should regularly seek opportunities to meet with representatives from other agencies, businesses, individuals and districts to discuss common needs, goals and approaches. Many innovative and successful programs begin as conversations between two people.

The relationship between preschools and the kindergarten/elementary school is of paramount importance. Benefits of positive relations include greater alignment of curriculum, better use of limited resources, and smoother transitions for children and parents. For example, some districts invite preschool teachers within the community to meet with the kindergarten staff at the local elementary schools to discuss expectations for children. Representatives from local providers can also be invited to sit on district advisory committees related to areas such as curriculum, textbooks and standards.

7. Specific approaches: Getting involved and reaching out

As elected community leaders, school and county boards have a unique ability to communicate with parents and families, and to encourage and support collaboration among agencies and community organizations to support the needs of preschool-age children. Parents, local city and county governments, the First 5 county commission, community-based organizations, private preschool providers, local colleges and universities are all important partners for the board, school district and county office of education to reach out to.

This section identifies a number of strategies for districts, especially those in the earlier stages of planning, to move forward in meeting the challenge of expanding access as part of their overall effort to boost student achievement.

A. Understand the community's needs and what currently exists to meet them

In almost every community in California there are early childhood education providers offering services to children and families. Preschool experts and experienced district staff agree: the most essential first step for school leaders who wish to expand access to quality preschool is to gain an understanding about what types of preschool services currently are offered in the community, and how much demand exists for those programs. Are both part-day and full-day programs currently available? Are the majority of current services offered by large centers or family providers? How many of these have contracts through the state preschool program or Head Start? How effectively are current providers meeting the needs of families? What specific types of programs and services, including staffing and oversight are they operating with? Will new services being considered in the community duplicate an existing program, compliment an existing program, or fill a need because no service exists? What is the experience of the current workforce and what will need to occur to ensure a highly qualified workforce after expansion? This is just some of the information that needs to be gathered to help in coordinating and integrating with existing programs rather than duplicating them.

Some of the information districts and communities may need about preschool services has already been collected and analyzed and is available. However, some important information may not yet have been collected or is not easy to access. There are several excellent resources available to assist districts with this vital process:

- **CSBA's policy development guide**, which comprises Chapter 11 of this document, provides strategies for districts to begin formulating a preschool policy, as well as a comprehensive list of questions and data needs to focus the district's efforts to expand access. In addition, CSBA has developed a **Geographic Information System** that describes what preschool programs are currently being offered by each district in the state.
- **The California Preschool Planning Toolkit** includes a number of resources that are extremely helpful, such as an **Overview of Needs Assessments**.
- **Local First 5 Commissions** also provide access to reports and additional resources, including a **Geographic Information System** that displays the location of, and information about, a variety of local conditions that are relevant to First 5 eligible children, including risk factors, resources, community characteristics, government boundaries/sites and transportation information. In addition, the San Mateo First 5 County Commission and AIR have developed templates for local preschool plans in their publication **Developing Local Preschool for All Plans**.
- **Local Child Care Planning Councils** are a valuable place to start as well, since they are charged with conducting early education and development needs assessments and developing a plan. School leaders and staff should also strongly consider participating on these councils, as appropriate. Many local strategic plans and related needs studies and workforce studies are available on the various **local planning council Web sites**.
- **Local resource & referral programs** provide a wealth of important data on the local supply and demand for child care services. The statewide resource and referral network also publishes an annual "**California Child Care Portfolio**" with county-by-county breakdowns, and also aggregates data statewide.
- **County offices of education** can also serve as excellent resources for identifying needs and gaining a perspective on existing services in the area.
- Also, if there is a **Preschool for All** coordinating organization in the region already, school leaders should consider contacting this entity to learn more about the history of the local initiative and future plans.

By understanding what already exists in terms of services and what the unique needs of the community are, school leaders can more effectively build support for their efforts to expand access to quality preschool, as well as ensure that resources are maximized by drawing on existing efforts where possible. This process also can help in the long-run to bring about greater consistency of quality among programs within a preschool delivery system that has often been fragmented.

In addition to identifying what currently exists and the community's needs, district staff should consider assessing the cost of expanding preschool programs, as well as facilities needs, staffing needs, and opportunities for potential funding sources. (Many of these topics were examined in more detail in [Section 5](#), Implementing quality preschool program components: Key issues and considerations.

B. Engage parents, staff and community members

Districts should reach out to parents and the public directly to help determine the needs of local children and families. According to the First 5 California Planning Guide and Toolkit, "Having accurate and up-to-date information about the characteristics of the young children and families in a specific community and about the early care and education programs that already serve these children is essential to planning." For instance, if a community is considering a part-day program but many of the families in the community work full-time and want their children cared for all day, it will be important to identify full-day child care programs. These programs could offer "wrap-around care" for the preschool or could be encouraged to upgrade quality, if necessary, to offer preschool for all services within their existing program.

As districts or county offices explore opportunities to expand access to quality preschool, it is also important to continually inform and engage parents, staff, businesses and other local partners. Direct active involvement of community members and staff helps build support and identify the many talents and resources these individuals can bring to this work.

Districts and counties can raise awareness about preschool-related needs and activities by conducting forums, publishing articles in school newsletters and on the district Web site, providing frequent updates at school board meetings, providing reports at site council and PTA

meetings, reaching out to the local media and holding regular meetings with other local government representatives. In addition, the district may want to recommend that the school board create a district committee or advisory group to provide feedback on school readiness and preschool activities.

C. Identify potential partners and encourage collaboration

There are numerous individuals and constituency organizations committed to supporting the social, emotional, physical and cognitive development of preschool-age children. School districts and county offices interested in becoming more engaged in efforts to expand access to quality preschool should strongly consider reaching out early and often to the existing network of providers. Many of these partners may already be involved in local or regional efforts to expand access to quality programs.

Below is a partial list of local individuals and organizations that may be currently engaged or interested in being more involved in efforts to increase the quality and supply of preschool programs. Many of these have been described in more detail in Chapter 5, Understanding the current preschool landscape.

- parents, including parents of preschool-age children, the local parent-teacher association, school site council members, and local Head Start policy councils and parent committees
- district staff, including teachers, classified staff and administrators
- First 5 county commission
- county office of education
- neighboring school districts
- local child care and development planning council
- the regional P-16 Council
- the regional California Preschool Instructional Network
- private preschool providers
- Head Start providers

- child advocacy groups
- community-based organizations
- ethnic organizations
- faith-based organizations
- community action agencies
- local child care resource and referral agency
- chambers of commerce and local businesses
- community colleges
- universities
- city government
- county government

School leaders should make a special effort to reach out to other local government entities, as well as local businesses and charitable foundations to understand what efforts they have undertaken and in what ways they are interested in helping to meet the challenge of making preschool more universally available.

Key Links

The California Preschool Planning Toolkit includes several valuable resources related to community engagement and family engagement.

Promoting mutual understanding between preschool providers and K-12

Many in both the preschool arena and school districts acknowledge that historically, different perceptions have existed about and among the K-12 and early child care/preschool systems. These systems have often been viewed as operating separately. However, the future success of efforts to expand access to quality preschool depend upon a strong commitment from both to work in a coordinated manner. Leaders from early childhood education and K-12 agree that both systems can learn from each other and need to work to understand and appreciate each other's strengths.

In some districts and COEs staff and leaders may currently have limited, informal relations with many family and center providers. Similarly, local providers may have little interaction with the district. Neither may understand how best to participate in the other's decision-making processes. The statewide movement to expand access to quality preschool presents ongoing opportunities locally for preschool providers and K-12 districts to promote dialogue with each other, build mutual understanding, and to better integrate the roles they play in the full life of a child. As one district administrator stated, "In the past there has been a lot of 'we and them,' but we're all working with the same children and toward the same purpose."

District staff may want to contact preschool providers in the community and share the district's interest in

becoming more involved. They might ask providers for the opportunity to conduct a site visit and learn more about the programs currently being offered and/or invite providers to attend district events and activities to share their feedback and expertise.

One example of successful efforts to promote dialogue and understanding comes from Elk Grove Unified School District, which initiated a series of "Nurturing Success" workshops to which local preschool providers were invited to attend. The workshops, which have so far focused on literacy and numerical skills, offer a venue for sharing information and strategies, with the goal of establishing a greater consistency in preparing children for kindergarten. The school district also gives local providers instructional materials at the end of the series of workshops. Some counties such as Solano also promote partnerships by recognizing outstanding providers at an annual ceremony.

In Merced County, a grant through the Early Learning Opportunities Act helps fund the "Ready, Set, Go—Success in Kindergarten" program, which supplies child care providers and families with information about what young children need to know to be ready for school, and helps child care providers set up their environments and structure activities to promote school readiness for children in their care.

D. Additional Outreach Activities

Engage in local forums

Starting a new initiative to expand access to preschool programs may seem like a daunting task. Fortunately, there are agencies and organizations across California that have already begun to implement local plans, as well as entities that can be a resource for communities interested in this work. Districts should consider identifying whether there are any local or regional First 5 or flagship Preschool for All planning or implementation efforts underway. There are several First 5 county commissions and county offices of education that have received planning grants to coordinate preschool activities. In addition, several districts have received

funding to increase the supply and quality of preschool programs within their communities.

Conduct community forums

Some districts, counties and/or regions have held their own community-wide forums to discuss preschool needs and launch the development of policies and plans. These forums can help staff identify the needs and concerns of parents and community members. The district may want to use these community forums to explore a number of key questions, including:

How do quality preschool programs support the district's vision for student achievement?

- Share the district's vision for student achievement.
- Provide an overview of the research on the impact of quality preschool programs. Providing easy-to-read fact sheets is a useful tool to share information. A sample fact sheet is provided in [Appendix E](#).
- Provide an opportunity for community members to ask questions and share their thoughts.

Does the community want and need more quality preschool programs?

- Share information on the supply of preschool programs within the community. A sample fact sheet is provided in [Appendix E](#).
- If a local needs assessment has been conducted, share findings on the possible demand for these programs.
- Explore the community's interest in the creation of new programs.
- Explore the community's preferences about who should provide new programs (e.g., the school district, private providers or a partnership between the two).

What barriers exist that prevent parents from enrolling children in preschool programs?

- Solicit input on barriers to enrollment. Some of the barriers may include lack of available programs; waiting lists; inability to communicate with preschool staff in English or primary language; expensive tuition; a belief that children should remain at home or in family child care until kindergarten; hours of operation, especially for parents working non-traditional work hours; inability of full-time working parents to use part-day programs; and transportation concerns.

What should a quality program include?

- Share information on what the research suggests contributes to a quality program. A sample fact sheet is provided in [Appendix E](#).
- Facilitate a dialogue to explore the community's priorities. This may include discussing:

- strategies to support parent involvement and meaningful partnerships between preschool programs and families;
- strategies to support alignment and articulation between preschool programs and kindergarten;
- what preschool children should know and be able to do upon entry into kindergarten (i.e. cognitive, social, emotional, physical and linguistic goals);
- what early screening and early intervention support could be provided in the preschool program;
- what other types of services could be provided (e.g. parent education classes, access to health and dental services, etc.); and
- the desired qualifications of staff.

Publish a district/COE preschool report and plan

Once the community forum process is complete, the district could develop a report on what was learned. A district advisory committee, comprised of representatives from various constituency groups, could be charged with developing recommendations based on the findings from the community forums and an exploration of a variety of additional topics. The school board could use these recommendations to inform the development of a district strategic plan on preschool, identify possible partnerships with other agencies and organizations working to expand access to quality preschool programs locally and/or identify areas where school board members could advocate for legislative or regulatory change at the state level. The district's preschool report, and other preschool-related activities, could be communicated to community members through the district's Web site, e-mail trees, district newsletters, the local parent teacher organization and other partners' Web sites or e-mail trees.

Adopt a Preschool for All board resolution

In addition to reaching out and becoming more engaged in existing preschool activities, the school board may want to consider adopting a board resolution in support of making preschool available to all of California's children. Adopting a resolution helps inform the community about the issue. It can also be used to raise awareness among key constituency groups and the media about the district's interest in expanding local and statewide access to high-quality preschool programs.

The school board can use a variety of strategies to determine when to adopt a resolution. Adopting a resolution supporting preschool for all children could launch the district/COE's involvement in local and statewide activities. Or the board may want to adopt a resolution after the district/COE has held a number of community forums to ensure the community has a better understanding of the issue. In a district/COE with existing preschool programs or preschool-related partnerships, the board may want to adopt a resolution to show the board's commitment and support for the district/COE's continued work on this issue. A sample resolution supporting preschool for all children is available in [Appendix D](#) of this resource and policy guide. The resolution was developed by Preschool California, a broad-based, multi-year, non-partisan advocacy campaign to achieve voluntary preschool for all three- and four-year olds in California.

Engage in state-level activities

In addition to local initiatives to expand access to quality preschool programs, there continue to be state-level efforts to provide additional funding for preschool and enhance the overall quality of services. It is vital that board members are knowledgeable about these proposals and what impact they will have on children in the community and on the school district. There are a variety of ways school board members can stay informed about state-level preschool initiatives, legislation and events, including:

- joining CSBA's Advocacy Interactive Network;
- subscribing to CSBA's weekly e-mail updates;
- regularly reading CSBA's newsletter and browsing the CSBA Web site;
- signing up for Preschool California's e-mail updates;
- signing up for the Child Development Policy Institute's e-mail updates; and
- signing up for Pre-K Now's e-mail updates.

Board members may also want to actively advocate on preschool policy issues, if these issues support the district/COE local efforts, by:

- meeting with the district/COE Assembly and Senate representatives, and sharing information on the district's

preschool activities and any related state-level policy suggestions; and

- participating in efforts sponsored by Preschool California, one of the lead organizations coordinating advocacy efforts across the state. Board members might want to:
 - join Preschool California's Leadership Council;
 - share the district's board resolution with Preschool California; and
 - attend Preschool California's legislative hearings and regional meetings.

Inform the media

To build and maintain the community's support for school programs and policies, it is important that the district keep the community informed. Having an ongoing positive relationship with the media can support the district's goal of providing timely, accurate information to the public about district activities.

Many school district/COE's have well-established media relations practices, which include a designated school district media contact person and a board spokesperson. District/COE's often have a media outreach strategy that includes regular visits and phone calls to editorial boards, education writers, and local TV cable and radio stations. Submitting editorials and letters to the editor to the local newspaper and issuing press releases are also common. The school board can use existing district media practices to raise awareness about the district's preschool related activities.

In the past two years, several reports have been published that offer suggestions on media strategies relative to early childhood education and preschool. [Making the case for early care and education: A message development guide for advocates](#), developed by Berkeley Media Studies Group, has information on how to develop a media advocacy strategy and key messages.

[The California Preschool Planning Toolkit](#) includes a section related to Preschool Communication and Advocacy. In addition, [Fight crime: Invest in kids](#) has developed media resources, including [Promoting preschool in your community: How to piece together a successful strategy](#) that communities can use.

E. Links to what some districts, counties and communities are doing

Every community in the state has unique qualities and needs. There is no “one-size-fits-all” model for providing high-quality preschool for all. However, school and community leaders and other potential partners can learn much from each other about what has been tried and what has worked—and these experiences can lead to even great innovation moving forward.

The purpose of this section is to provide school leaders with links to more information, in order to spur their own local thinking.

CSBA GIS database

CSBA has developed a GIS database as part of the association’s preschool [Web resource center](#) that provides a visual representation of the abundance and diversity of district-run preschool programs and district/COE preschool partnerships throughout the state. This tool provides a statewide and county-level picture of a distinct segment of the preschool infrastructure in California. The database allows the end user to search preschool programs by a variety of criteria, such as district size, district location, preschool partners, funding sources, student demographics and program design.

California Preschool Planning Toolkit

Developed by the American Institutes for Research and the Karen Scott Hill and Company, this online resource includes information about a number of local activities and finance options.

District and county case studies, courtesy of SRI International:

Special study of high-quality preschools describes a special study conducted as part of the statewide evaluation of First 5 California. The purpose of the case study is to highlight the attributes of a sample of 12 high-quality early education programs supported by First 5 funding.

8. Policy development

Key points to remember:

Adopting board policies on preschool can help establish and communicate the board's expectations for the district's preschool-related activities.

Board policies on preschool can be focused on developing collaborative partnerships with existing preschool programs in the community.

Board policies on preschool can be used as a framework for guiding district-administered preschool programs.

- Development of sound policies through an effective process increases public confidence by showing that the district is being governed and operated with a focus on student learning and in accordance with law and sound business practices.
- Policies help ensure decisions are made thoughtfully, while keeping in mind the larger policy direction of the district. This process can help districts avoid setting a precedent of individual decisions which may be hastily made without taking into consideration the long-term implications.

Policies on preschool can be developed through the district's normal policy development process. Typically policies are developed and recommended to the board based on a directive from the board or superintendent, a mandate from a new law or a change in existing law. While district staff usually drafts the policy language, the board has the responsibility to ensure the language clearly reflects the board's policy intent and then to adopt the policy.

The superintendent or assigned staff member may also draft administrative regulations based on the policy. Regulations and policies are often adopted at the same time or located together so it is clear what actions will result from the adoption of the policy.

A. The Board's Role in Policy

School boards can create and adopt policy that supports efforts to expand access to quality preschool programs. In fact, one of the board's most effective tools for establishing and communicating its expectations is by setting policy.

There are many reasons that it is important to work through policies:

- Voting on a policy provides clear direction to the superintendent. Board members may not all agree, but the policy development and adoption process ensures a majority of the board comes to agreement, making it possible to provide coherent rather than fragmented policy messages to the staff.
- By creating policies, boards can initiate action or respond to individuals and constituency groups in an appropriate and systematic way.
- A policy manual provides a structural framework to guide and organize the district, and helps clarify district philosophy as well as the roles and responsibilities of the board, the superintendent and staff.
- Policy development, adoption and evaluation are the mechanisms by which district operations remain stable through changes in board members, superintendent or staff.

B. Policy Development Process

The following preschool policy development worksheet provides a guide for school boards, superintendents, district staff and others to develop and review preschool-related policies and regulations.

Part I introduces a series of policy components that could be included in the district's preschool policies. Sample questions are provided to facilitate the board's discussion. Side bars highlight data that could be collected and prepared by staff as background information for the board's discussion, as well as links to resources that can provide ideas on how or where to collect this information.

Part II uses a series of questions to help boards, administrators, staff and others assess existing district policies and regulations related to preschool in order to determine

the need for the development or revision of current policies or regulations.

Part III suggests a policy development process to help school boards, administrators, staff and others determine the necessary actions and responsibilities for collecting data and for making recommendations on the relevant board policies and administrative regulations.

Part IV provides a format for completing policy revisions and developing new policies and regulations.

A workplan and timeline form is also provided to assist in the planning of the policy work and to establish deadlines.

The policy review and development process described in this section is resource intensive. As such, it provides the greatest opportunity for a full understanding of expanding access to preschool programs within the district. However, it is recognized that it is very unlikely that any two districts will follow the same policy development process. What is important is for districts to find what works for them, and then to proceed accordingly.

C. Preschool Policy Development Worksheet

Part 1: Initial Discussion of Topic

Student achievement and development: The following questions are intended to focus the school board’s discussion on the relationship between preschool and the district’s vision for student achievement and development. The term “development” includes the social, emotional and physical development of students.

- What skills, abilities and attributes do children who are ready for kindergarten demonstrate?
- Do children in the district enter kindergarten with the skills, abilities and attributes necessary to be successful?
- What does the research show about the relationship between preschool and student achievement and development?

Policy topic components: Below are the basic components that a board should understand and/or address in crafting a policy on preschool. Component statements are not intended to be policy language. Each component statement

is a key concept related to the topic, but not the policy language itself. Each component is intended to frame an issue or identify concerns and interests that the board would want to address in a policy on this topic. Under each component statement are questions that may help guide the board’s discussion of the component. In addition, under some of the policy components are suggestions on the type of data staff might be able to provide as background information, as well as links to resources that provide ideas on how or where to collect this information.

Staff could provide an analysis and recommendations based on:

- California’s kindergarten standards. See the [CDE’s kindergarten standards Web site](#).
- Results from the district’s kindergarten school readiness assessment, the CDE’s Desired Results evaluation and Head Start’s PRISM evaluation, if available.
- Research on the impact of preschool on student achievement and development. See fact sheet [Quality Preschool and Academic Achievement in Appendix E](#).

1. The board believes that quality preschool programs will support the district’s vision for student achievement and development.

- How will policies on preschool contribute to improved student achievement and development?

2. Preschool programs should be prioritized based on local needs, and made accessible to all children in the community when resources become available.

- How many children in the district have had a preschool experience?
- What is the supply of preschool programs within the community? Which areas have the shortest supply of preschool slots?
- What is the estimated demand for preschool programs within the community? Which areas have the highest unmet need for preschool?

- What are the unique student characteristics that could be considered when prioritizing services (e.g. English learners, children from low-income families, children in foster care, special education students)?
- How many children would need access to full-day care in order to participate in preschool programs?
- Where are available preschool facilities located?
- Which schools have the lowest performing students on the state’s standardized test? Do children who would be attending these schools have adequate access to preschool?
- What is the short- and long-term goal for the number of children served?

Staff could provide an analysis and recommendations of priorities for services based on:

- which schools did not make adequate yearly progress;
- which schools did not meet their growth targets for the state’s academic performance index; and
- the available facilities space, within the district and among partnering organizations.

There are a variety of resources that staff may find useful to collect information on the above questions. For example, First 5 California, in partnership with American Institutes for Research, has developed the *Preschool for All: Step by Step planning guide and toolkit*. This toolkit provides detailed information on how to estimate the supply, demand and cost of preschool programs, as well as strategies to finance programs. *Developing Local Preschool for All Plans* by AIR and San Mateo First 5 County and the First 5 California’s geographic imagining system map are also helpful resources.

3. Preschool programs are provided at district schools to the extent that such programs are needed and can be funded.

- What role should the district play in supporting quality preschool programs within the community?
- What is the best strategy for administration and governance?
- What is the estimated cost of providing new preschool programs?
- What financing options are available to provide programs?

Staff could provide an analysis based on:

- various approaches that have been used throughout the state to administer and govern preschool programs, as well as recommendations on the approach(es) that may best meet local needs. See [section 3c](#) and the sidebars located throughout this guide for more information, as well as the fact sheet in [Appendix E](#) for information on funding sources that can support preschool programs.

4. The district has explored opportunities to develop partnerships with other agencies, organizations and preschool providers within the community to help children be ready for school.

- What are the key community organizations and agencies that work to support the social, emotional, cognitive and physical needs of preschool-age children?
- What processes can be put in place to encourage ongoing collaboration and partnerships between these entities and the school district?

Staff could provide an analysis and recommendations based on:

- the likely community agencies and organizations with which the district could partner (see [section 7c](#)); and
- a summary of the research on the strategies to develop and strengthen community partnerships (see [Chapter 10 Resources Sorted by Quality Program Component](#)).

5. Teachers, paraprofessionals and administrators of preschool programs shall possess appropriate qualifications and receive ongoing professional development.

- What are the current legal requirements related to the qualifications of preschool staff?
- How do these qualifications vary by funding source?
- Do staff qualifications vary between public and private preschool programs within the community?
- What is the availability of preschool teachers, paraprofessionals and administrators locally?
- Does the board believe preschool teachers, paraprofessionals and administrators should have additional educational background and professional experience to staff a preschool program?
- Does the district have a professional development plan to support preschool staff?
- Are there sufficient funds for the district to provide staff for preschool programs?
- If the district were to administer preschool programs, which collective bargaining unit are preschool teachers and paraprofessionals likely to join? What impact will this have on the existing collective bargaining agreements in the district?
- If the district were to contract out preschool programs, what impact would that have on the district's existing collective bargaining agreements? What impact would it have on the district's relationship with the local unions?

6. Adequate facilities are available to house preschool programs.

- Are there available, appropriate classrooms on existing district school sites?
- Are there other public or private preschool facilities that are available and appropriate within the community?
- Are there federal, state or local grants that could be used to renovate or build new preschool classrooms?
- Are there state or private loans that could be used to renovate or build new preschool classrooms?
- Would including preschool facilities in the next local school bond be appropriate and desirable?

Staff could provide an analysis and recommendations based on:

- the state's child development permit matrix, Head Start's teacher requirements and Title I requirements (see [Appendix E fact sheet Child Development Permit Matrix](#) for state requirements, [Chapter 10 Resources Sorted by Organization](#) for Title I requirements, and [Chapter 10 Resources Sorted by Quality Program Component](#) for Head Start requirements);
- the regional market rate for preschool staff (see [Chapter 10 Resources Sorted by Organization](#)); and
- the availability of preschool staff locally. Data should be available in 2005 funded by *California First 5* and conducted by *Center for the Study of Child Care Employment* and the *California Child Care Resource & Referral Network*.

It is likely that the board and district staff will not be able to fully answer all of the questions relative to collective bargaining until the district actually enters into the negotiation process, but it is important for the board to understand the implications of the district providing preschool programs on the collective bargaining process.

Staff could provide an assessment based on:

- of existing facilities space and options the district has to finance renovation or the building of new facilities. See **Chapter 5** sidebar: Licensing requirements for preschool classrooms.

7. The preschool curriculum is developmentally appropriate and covers all domains of learning, including language, cognitive, social, emotional and physical development.

- What is the process for piloting and approving the preschool curriculum in the district?
- Are there existing community, state or international curricula models the district is planning to explore?
- How does the curriculum being taught in the preschool program align to the K-12 curriculum in the district?
- Does the curriculum meet the state’s suggested Prekindergarten Learning and Development Guidelines and Prekindergarten Standards?
- Has the district developed strategies to ensure the preschool curriculum is being taught in developmentally appropriate ways and that it covers all domains of learning?
- Is the preschool curriculum linked in appropriate ways to the state and federal evaluation systems?

Staff could provide an analysis and recommendations based on:

- available curriculum and how that curriculum is aligned to the K-12 curriculum; and
- a summary of the research on strategies to implement developmentally appropriate curriculum (see **Chapter 10 Resources Sorted by Quality Program Component**).

8. The district engages parents as essential partners in supporting the social, emotional, cognitive and physical development of their children.

- What barriers exist that prevent parents from participating in their child’s preschool programs?
- What processes can be put in place to create meaningful partnerships between parents and program staff?
- What information and support can be provided to parents to promote school readiness strategies within the home?

Staff could provide an analysis and recommendations based on:

- a summary of the research on strategies to create meaningful partnerships with parents (see **Chapter 10 Resources Sorted by Program Quality Component** for more information).

9. Preschool programs provide culturally and linguistically appropriate services and support the needs of English learners.

- What languages are spoken in the district?
- What is the availability of preschool staff who can communicate with children and their families in their home language?
- What services does the district currently provide for K-12 English learners?

Staff could provide an analysis and recommendations based on:

- data on the languages spoken in the district;
- the number (or likely number) of bilingual preschool staff and the languages spoken; and
- the types of English learner K-12 programs the district provides, including English immersion, bilingual, dual immersion, etc.

10. Preschool programs provide appropriate services for preschool-age special education students.

- What early screening services are available to identify special needs among preschool students?
- What intervention services are available for preschool students identified with special needs?
- How can the unique facilities needs of special education students be addressed?

Staff could provide an analysis and recommendations based on:

- federal law (the Individuals with Disabilities Education Act) and the individual education program (IEP) process in the district; and
- a summary of strategies to support students with special needs (see *Chapter 10 Resources Sorted by Quality Program Component*).

11. Preschool programs provide access to comprehensive services to the extent possible.

- Would it be desirable and feasible to provide access to health screening services for children in the preschool program?
- Would it be desirable and feasible to provide access to educational programs for parents of preschool-age children?
- What services are available in the community for children and families? Should the district provide referral information or social service support to parents of preschool-age children?
- Are there opportunities to co-locate services on or near preschool sites?

Staff could provide an analysis and recommendations based on:

- the types of comprehensive programs that are possible. (see *Chapter 10 Resources Sorted by Quality Program Component*); and
- the possible partnerships the district may explore.

Staff could provide an analysis and recommendations based on:

- the possible strategies the district will pursue to identify and reach out to full-day child care providers in the community;
- the budget implications of providing transportation or a full-day program; and
- the financing options available to provide transportation or a full-day program.

See *Chapter 10 Resources Sorted by Quality Program Component* for additional information.

12. Preschool programs are linked to full-day settings to the extent possible to allow children of working parents to participate.

- Are there organizations and agencies in the community that would be interested in partnering with the district to ensure children from working families have access to full-day care?
- Would it be appropriate and feasible to provide transportation from part-day preschool programs to other child care services?
- Would it be appropriate and feasible for the district to provide a preschool program and/or other child care services that are offered for the full day?

13. The board will continually monitor the effectiveness of preschool programs.

- What immediate, short-term and long-term goals does the board have for the preschool program?
- What evaluation tools have been developed by the state or federal government to monitor preschool programs?
- Should a local evaluation tool be developed?
- How will the evaluation tool be related to program planning?
- How often should the board review evaluation data?

Staff could provide an analysis and recommendations based on:

- the state’s Desired Results and the Head Start’s PRISM monitoring tools. See [Chapter 10 Resources Sorted by Quality Program Component](#).

As part of the discussion of the above policy components related to preschool, the board may identify additional related policy components in the district and community. Those components should be listed here.

Part 2: Assessment of existing policy

Review the district’s current board policies and administrative regulations related to preschool, child care and school readiness based on the following questions. The assessment should determine whether the board’s policies include all the policy components identified in [Part I](#).

- 1. List the board policy or policies related to preschool, child care and school readiness.**
- 2. Does each policy include a focus on student achievement and development? How?**
- 3. Are the administrative regulations consistent with the board policy?**
- 4. Does district practice comply with policy/administrative regulations?**
- 5. Does the policy reflect current legal requirements?**
- 6. As a result of the board discussion in Part I and assessment of policy just completed in Part II, in what areas does the board need to develop new policy or revise current policy?**

Note: Items 7 and 8 are intended to identify issues related to, but not directly part of, the policy topic under consideration. In addition, items 7 and 8 may identify issues that require further attention to ensure the alignment of policy, other key work of boards and other district documents.

- 7. Has the board’s policy discussion and/or policy assessment raised any policy issues for future review or action?**
- 8. Based on the board’s discussion and the policy assessment, do other district documents require future review or revisions?**
 - District budget
 - Collective bargaining agreements
 - Facilities management plan
 - Strategic plan
 - School improvement plans
 - Staff development plan
 - Other

Part 3: Policy development process

As part of the policy development process, the governance team should determine the data needed to effectively address this policy topic. The superintendent and staff should identify where the data may be available, the appropriate allocation of resources for data collection and analysis, and the assignment of responsibility for data collection, analysis and recommendations. The process also should include opportunities for input from affected parties in the district and the community.

1. What data do the board need in order to develop preschool-related policies? (Some of the data the governance team may want to consider are outlined in the highlighted sections in **Part I** of this preschool policy development worksheet. The previously outlined data sources that are relevant in the district and additional data sources identified by the governance team should be listed here.)
2. Who, beyond the governance team, should be involved in the policy development process (e.g., parents, preschool and elementary school teachers, principals, curriculum director, director of categorical programs, facilities director, preschool providers, representatives from community-based, ethnic and faith-based organizations, First 5 commission representatives, county office of education representatives, representatives from city and county government, other interested community members)? (See **Chapter 7**.)
3. What are the recommendations from the individuals listed above?
4. What are the recommendations of staff based on an analysis of the data?

Part 4: Board policy content directions

Content decisions: The board should identify the content components of new or revised policy based on the discussion, assessment, analysis and input in **Parts I** through **III** and a review of the following questions:

1. Which of the policy components listed in **Part I** and those recommended by key stakeholders (identified in **Part III**) does the board want included in a new or revised policy?

2. Does the assessment of existing policy completed in **Part II** identify any additional content components the board wants in new or revised policy?
3. Has the board identified any content in existing policy that should not be included in new or revised policy?
4. Do the data and input collected in **Part III** reveal any additional (or new) content components the board wants in a new or revised policy?

Review of draft policy: After the board has completed the process described above, the superintendent, policy committee and/or other appropriate designees should prepare a draft policy, arrange for legal review of the policy, and bring it to the board for consideration at a public board meeting. The following questions should be used to guide the board's review of draft policy. If any significant revisions are required, some or all of the questions in **Parts I** through **IV** may need to be revisited before the policy is formally adopted.

1. Does the draft policy accurately reflect the board's intent? In what ways, if any, should the policy be revised to better communicate the board's direction?
2. Does public or staff input add any new issues that need to be addressed?
3. What criteria will the governance team use to determine whether this policy achieves the desired results?
4. What provisions does the draft policy include for periodic review and evaluation?

Note: Following adoption of the policy by the board, the superintendent should develop a plan for communicating the policy to interested parties, as well as a plan to implement the policy. The plan could include agreement on the goals, community outreach, key messages to be communicated, the individuals, groups and media organizations to receive the communication, and, when appropriate, strategies that tailor the messages for each of these groups so people receive the information of most use to them.

Once a policy has been adopted, it is the board's responsibility to support it by providing the necessary funding when a budget is adopted, considering the policy implications of collective bargaining decisions, and monitoring the district's programs.

D. Preschool Policy workplan and timeline

Activity	Person responsible	Deadline
Part 1	Introduction to topic and initial board discussion on broad issues	
Part 2	Assessment of existing policy	
Part 3	Data collection and analysis Professional staff analysis and recommendations District and community input	
Part 4	Board content directions Drafting of recommended policy Legal review First reading: board initial consideration of draft policy, opportunity for public comment Drafting of revised policy, if necessary Legal review of revised policy Second reading and adoption Communication of new policy Specifically: (list) <ul style="list-style-type: none"> • Implementation by superintendent and staff • Review and evaluation • Modification of policy based on review and evaluation 	

9. Sample Board Policy

More than 80 percent of the school districts in California rely on CSBA's Policy Services to meet their policy needs. CSBA develops sample policies using the following process:

- CSBA's Policy Review Committee identifies policies for development or revision as a result of new legislation, regulatory changes, judicial or attorney general opinions, education research or best practices, and/or CSBA's philosophy on effective governance and other current topics.
- Background materials are gathered and experts are consulted.
- Drafts are produced and reviewed by CSBA policy staff.
- Final drafts are reviewed by CSBA's legal counsel.
- Samples are distributed to client districts for their consideration.

CSBA's materials are samples. Districts are encouraged to tailor the policies to fit their own needs and circumstances. CSBA strongly recommends that district staff reflect on the need for each sample policy provided, gather additional research if necessary, make any necessary changes to the samples in order to reflect local circumstances, and, finally, take the draft policies to the board for consideration, deliberation and adoption.

Among the sample board policies available through CSBA is BP 6300 Preschool/Early Childhood Education, presented on the following pages. Districts that subscribe to CSBA's Policy Services may also want to review BP/AR Child Care and Development and BP/AR 5148.1 Child Care for Parenting Students, among others, for additional requirements that may be applicable to the district's preschool program.

Preschool/early Childhood Education

Instruction BP 6300(a)

Note: The following policy is optional. CSBA's publication *Expanding Access to High-Quality Preschool Programs: A Resource and Policy Guide for School Leaders* provides information about characteristics of effective preschool programs and actions that districts and Governing Boards can take to encourage and/or provide high-quality preschool education, including a worksheet to assist districts in the development of policy pertaining to preschool and early childhood education.

The Governing Board recognizes that high-quality preschool experiences for children ages 3-5 help them develop knowledge, skills, and attributes necessary to be successful in school and provide for a smooth transition into the elementary education program. Such programs should provide developmentally appropriate activities in a safe, well-supervised, cognitively rich environment.

(cf. 6011 - Academic Standards)

(cf. 6143 - Courses of Study)

Collaboration with Community Programs

Note: The following optional section may be used by all districts, regardless of whether they choose to provide their own preschool programs.

The Superintendent or designee shall collaborate with other agencies, organizations and private preschool providers to assess the availability of preschool programs in the community and the extent to which the community's preschool needs are being met. The Board encourages the development of a community-wide plan to increase children's access to high-quality preschool programs.

(cf. 1020 - Youth Services)

(cf. 1400 - Relations Between Other Governmental Agencies and the Schools)

(cf. 1700 - Relations Between Private Industry and the Schools)

Information about preschool options in the community shall be provided to parents/guardians upon request.

The Superintendent or designee shall establish partnerships with feeder preschools to facilitate articulation of the preschool curriculum with the district's elementary education program.

District Preschool Programs

Note: There are a number of state and federal programs that provide funding for preschool programs, including but not limited to, Head Start (42 USC 9831-9852), Title I preschool programs (20 USC 6311-6322), state preschool (Education Code 8235-8237), and general child care and development programs (Education Code 8240-8244). Districts should modify the following section and/or develop administrative regulations to reflect the specific requirements of the program(s) they offer. Also see BP/AR 5148 - Child Care and Development for additional requirements that may be applicable to the district's preschool program(s).

Preschool/early Childhood Education (continued)

Instruction BP 6300(b)

The following optional section is for use by districts that choose to provide preschool or early childhood education programs for children ages 3-5 and should be revised to reflect district practice.

When the Board determines that it is feasible, the district may provide preschool services at or near district schools.

The Board shall set priorities for establishing or expanding services as resources become available. In so doing, the Board shall give consideration to the benefits of providing early education programs for at-risk children and/or children residing in the attendance areas of the lowest performing district schools.

(cf. 0520 - Intervention for Underperforming Schools)

(cf. 0520.1 - High Priority Schools Grant Program)

(cf. 0520.2 - Title I Program Improvement Schools)

(cf. 6171 - Title I Programs)

On a case-by-case basis, the Board shall determine whether the district shall directly administer preschool programs or contract with public or private providers to offer such programs.

Facilities for preschool classrooms shall be addressed in the district's comprehensive facilities plan, including an assessment as to whether adequate and appropriate space exists on school sites. As necessary, the Superintendent or designee shall provide information to the Board regarding facilities financing options for preschool classrooms and/or facilities available through partnering organizations.

(cf. 7110 - Facilities Master Plan)

(cf. 7210 - Facilities Financing)

To enable children of working parents/guardians to participate in the district's preschool program, the Superintendent or designee shall recommend strategies to provide a full-day program and/or to link to other full-day child care programs in the district or community to the extent possible.

(cf. 5148 - Child Care and Development)

(cf. 5148.1 - Child Care Services for Parenting Students)

Inasmuch as parents/guardians are essential partners in supporting the development of their children, the Superintendent or designee shall involve them in program planning. Program staff shall encourage volunteerism in the program and shall communicate frequently with parents/guardians of enrolled students regarding their child's progress.

(cf. 1240 - Volunteer Assistance)

(cf. 5124 - Communication with Parents/Guardians)

Note: Pursuant to Education Code 8203.3, the California Department of Education (CDE) has developed Prekindergarten Learning and Development Guidelines which identify foundational skills that children should acquire in prekindergarten programs. Voluntary prekindergarten content standards are in development.

Preschool/early Childhood Education (continued)

Instruction BP 6300(c)

The Board shall adopt standards which identify the knowledge, skills, and experience that students will be expected to attain in the district's preschool program in order to be prepared for the early primary grades, including but not be limited to, development of language, cognitive, social, emotional, and physical skills.

The district's preschool program shall provide culturally and linguistically appropriate services and support the needs of English learners. The program also shall provide appropriate services for students with disabilities, including but not limited to early screening to identify special needs among preschool students and intervention services to assist students identified with special needs in accordance with law.

(cf. 6164.4 - Identification of Individuals for Special Education)

(cf. 6164.6 - Identification and Education Under Section 504)

To maximize the ability of children to succeed in the preschool program, program staff shall support students' health through proper nutrition and physical activity and shall provide or make referrals to health and social services.

(cf. 3550 - Food Services/Child Nutrition Program)

(cf. 5030 - Student Wellness)

(cf. 5141.32 - Health Screening for School Entry)

(cf. 5141.6 - Student Health and Social Services)

The Superintendent or designee shall ensure that administrators, teachers, and paraprofessionals in district preschool programs possess the appropriate credential(s) or permit(s) issued by the Commission on Teacher Credentialing and meet any additional qualifications established by the Board.

(cf. 4112.2 - Certification)

(cf. 4112.4/4212.4/4312.4 - Health Examinations)

(cf. 4112.5/4312.5 - Criminal Record Check)

(cf. 4212.5 - Criminal Record Check)

(cf. 4222 - Teacher Aides/Paraprofessionals)

Note: 5 CCR 18279-18281, as amended by Register 2003, No. 39, require an annual evaluation using the standardized "Desired Results for Children and Families" system developed by the CDE. The system requires a self-evaluation that includes, but is not limited to, an assessment by staff and board members of the program, a parent survey, and an environmental rating scale using forms selected by the CDE.

The Superintendent or designee shall develop and implement an annual plan of evaluation which conforms to state requirements. (5 CCR 18279)

He/she shall regularly report to the Board regarding enrollments in district preschool programs and the effectiveness of the programs in preparing preschool students for transition into the elementary education program.

(cf. 0500 - Accountability)

(cf. 6190 - Evaluation of the Instructional Program)

Legal Reference:

EDUCATION CODE

8200-8498 Child Care and Development Services Act, especially:
8200-8209 General provisions for child care and development services
8230-8226 Migrant Child Care and Development Program
8235-8237 State Preschool Programs
8240-8244 General child care programs
8250-8252 Programs for children with special needs
8263 Eligibility and priorities for subsidized child development services
8360-8370 Personnel qualification
8400-8409 Contracts
8493-8498 Facilities
54740-54749 Cal-SAFE program for pregnant/parenting students and their children

HEALTH AND SAFETY CODE

1596.70-1596.895 California Child Day Care Act
1596.90-1597.21 Day care centers
120325-120380 Immunization requirements

CODE OF REGULATIONS, TITLE 5

18000-18122 General provisions, general child care programs
18130-18136 State Preschool Program
18180-18192 Federal and State Based Migrant Programs
18210-18213 Severely Handicapped Program
18270-18281 Program quality, accountability
18290-18292 Staffing ratios
18295 Waiver of qualifications for site supervisor
18300-18308 Appeals and dispute resolution

UNITED STATES CODE, TITLE 20

6311-6322 Title I, relative to preschool
6319 Qualifications for teachers and paraprofessionals
6371-6376 Early Reading First
6381-6381k Even Start family literacy programs
6391-6399 Education of migratory children

UNITED STATES CODE, TITLE 42

9831-9852 Head Start programs
9858-9858q Child Care and Development Block Grant

CODE OF FEDERAL REGULATIONS, TITLE 22

101151-101239.2 General requirements, licensed child care centers, including:
101151-101163 Licensing and application procedures
101212-101231 Continuing requirements
101237-101239.2 Facilities and equipment

CODE OF FEDERAL REGULATIONS, TITLE 45

1301-1310 Head Start

INSTRUCTION BP 6300(E)

Preschool/early Childhood Education (continued)

Management Resources:

CSBA PUBLICATIONS

Expanding Access to High-Quality Preschool Programs: A Resource and Policy Guide for School Leaders, 2005

CDE PUBLICATIONS

Prekindergarten Learning Development Guidelines, 2000

First Class: A Guide for Early Primary Education, 1999

CDE MANAGEMENT BULLETINS

01-06 The Desired Results for Children and Families System, May 31, 2001

U.S. DEPARTMENT OF EDUCATION PUBLICATIONS

Good Start, Grow Smart, April 2002

WEB SITES

CSBA: www.csba.org

California Association for the Education of Young Children: www.caeyc.org

California Children and Families Commission: www.cafc.ca.gov

California Department of Education: www.cde.ca.gov

California Head Start Association: caheadstart.org

Child Development Policy Institute: www.cdpi.net

First 5 Association of California: www.f5ac.org

National Institute for Early Education Research: nieer.org

National School Boards Association: www.nsba.org

Preschool California: www.preschoolcalifornia.org

U.S. Department of Education: www.ed.gov

3/05

Policy Reference UPDATE Service

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10. Resources

CalWORKS

According to the CDE:

Recipients of the California Work Opportunity and Responsibility to Kids grant program are required to engage in work or work preparation activities. CalWORKs programs provide an array of welfare-to-work services. Child care is provided with state and federal funds in three stages. Stage 1 is administered by the California Department of Social Services through county welfare departments (CWDs). Stage 1 begins when a participant enters the CalWORKs grant program and engages in activities pursuant to a welfare-to-work plan developed by the CWD for each family. The CWDs refer families to resource and referral agencies to assist them in finding child care providers. Some CWDs pay those providers directly for the services performed. Many CWDs have a sub-contract with APPs to pay for the child development services.

Stage 2 is administered by the CDE through its APPs. CalWORKs families are transferred into Stage 2 when the CWD deems the family to be stable. Participation in Stage 1 and/or Stage 2 is limited to two years after the family stops receiving a CalWORKs grant. In addition to the services that CDE provides, small portions of the services in Stage 2 are administered by the California community colleges through its centers or an AP delivery system for the benefit of students.

Stage 3 is also administered by CDE through its APPs. A family can move to this stage when it has exhausted its two-year limit in Stage 1 and/or Stage 2 (referred to as timing out), and for as long as the family remains otherwise eligible for child care programs.

A. Links to all local planning councils

Alameda County Child Care Planning Council

www.acgov.org/childcare/index.shtml

Alpine County

Susan Lippmann

Child Care Services

100 Foothill Rd., Suite D-4, Markleeville, CA 96120

(530) 694-9118 | FAX: (530) 694-2799

E-mail: childcare@gbis.com

Amador County Superintendent of Schools

Joyce Stone

217 Rex Avenue, Jackson, CA 95642

(209) 257-5303 | FAX: (209) 257-5392

E-mail: jstone@amadorcoe.k12.ca.us

Butte County Local Child Care Planning Council

www.bcoe.butte.k12.ca.us/ess/cd/lpc/default.htm

Calaveras Child Care Council

www.hrcccr.org/cccc/main.htm

Colusa County Office of Education

www.colusa-coe.k12.ca.us/childrenservices.htm

Contra Costa Local Planning Council for Child Care and Development

www.plan4kids.org

Del Norte Child Care Council

www.dnccc.com/index.htm

El Dorado Early Care and Education Planning Council

www.edcares.org

Fresno County Child Care and Development Local Planning Council

www.fcoe.net/lpc

Glenn County Local Child Care Planning Council

www.countyofglenn.net/common/committee_view.asp?group_id=81

Local Child Care Planning Council of Humboldt County

<http://internet.humboldt.k12.ca.us/lccpc>

Imperial County Early Care and Education Planning Council

www.icoe.k12.ca.us/ICOE/Departments/CDS/Services

Inyo County Office of Education

Lori Robles

164 Grandview Drive, Bishop, CA 93514
(760) 873-5123 x339 | FAX: (760) 873-5017
E-mail: lori_robles@inyo.k12.ca.us

Kern County Community Connection for Child Care

<http://kcsos.kern.org/cccc>

Kings County Office of Education

Cindy Crose Kliever, JD

1144 W. Lacey Boulevard, Hanford, CA 93230-5998
(559) 584-1441 x2622 | FAX: (559) 589-7006
E-mail: ckliever@kings.k12.ca.us

Lake County Child Care Planning Council

www.lakecountychildcareplanning.com

Lassen County

Barbara Malone

Child, Family Resources
336 Alexander Avenue, Susanville, CA 96130
(530) 257-9781 | FAX: (530) 257-2407
E-mail: bmalonelcfr@yahoo.com

Los Angeles County Child Care Planning Committee

http://cao.lacounty.gov/ccp/plan_comm.htm

Madera Local Child Care and Development Planning Council

www.maderacoe.k12.ca.us/Services/Educational_Services/Local_Planning_Council/

Marin Child Care Council

www.marin.org/comres/childcare.cfm?TOrgID=915

Mariposa Local Childcare Planning Council

www.mariposa-lpc.org

Mendocino County Child Care Planning Council

www.mcoe.us/d/ch_dev/ccpc

Merced County Local Planning Council

www.mcoe.org/ece/lccdpc/lcccd.htm

Modoc County Supt. of Schools

139 Henderson Street
Alturas, CA 96101-3921
(530) 233-7100 | FAX: (530) 233-5531
Mono Co. Office of Education

Suzanne Felkel

365 Sierra Park Rd., Ste. I, Mammoth Lakes, CA 93546
(760) 924-7926 | FAX: (760) 924-8443
E-Mail: sfelkel@monocoe.k12.ca.us

Monterey County Child Care Planning Council

www.co.monterey.ca.us/childcare/default.asp

Napa County Child Care Planning Council

www.ncoe.k12.ca.us/programs/early_child_planning.htm

Child Care Coordinating Council of Nevada County

www.nevcolpc.org

Orange County Child Care and Development Planning Council

www.occhildcarecouncil.org

Placer County Child Care Local Planning

placer.networkofcare.org/kids/childcare/index.cfm

Plumas County Local Planning Council

c/o Plumas Co. Office of Education

Christi Schmidt

50 Church Street, Quincy, CA 95971

(530) 283-6500 X234 | FAX: (530) 283-6530

E-mail: cschmidt@pcoe.k12.ca.us

Riverside County Child Care Consortium

www.riversidechildcare.org/about.asp

Sacramento County Local Child Care and Development Planning Council

www.sac-lpc.org

San Benito

Colleen Conley

c/o GoKids, Inc.

1011 Line Street, Room 10, Hollister, CA 95023

(831) 634-4939 | FAX: (831) 634-2049

E-Mail: colleenconley@sbcglobal.net

San Bernardino County Children's Network

www.sbcounty.gov/childnet/

San Diego County Child Care and Development Planning Council

www.ymcacrs.org/planningcouncil/index.php

San Francisco (including local needs assessment and strategic plan)

www.dcyf.org/cpac

San Joaquin County Local Child Care Planning Council

www.lccpc.org

San Luis Obispo County Child Care Planning Council

www.sanluischildcare.org

Child Care Coordinating Council of San Mateo County

www.thecouncil.net/about.html

Santa Barbara County Child Care Planning Council

www.sbceo.org/ccpc/

Santa Clara County Local Early Education Planning Council

www.sccoe.org/depts/lpc/

Santa Cruz County Child Care Planning Council

www.childcareplanning.org

Shasta County Local Child Care Planning Council

www.shastacoe.org/services/lccpc/default.asp

Sierra County Child Care Council

www.sierrachildcare.org

Siskiyou County Local Child Care Planning Council

www.sisnet.ssku.k12.ca.us/lpcnew.html

Solano County Children's Network

www.childnet.org/ourprograms/lccpc/index.htm

Sonoma County Child Care Planning Council

www.scoe.org/content.php?PageId=473

Stanislaus Child Development and Local Planning Council

www.stan-co.k12.ca.us/cfs/scdlpc/welcome.htm

Child Care Planning Council of Sutter and Yuba Counties

www.childcareyubasutter.org



Tehama Co. Dept. of Education

Angela Lyon Brown

P.O. Box 689, Red Bluff, CA 96080-3198
(530) 528-7347 | FAX: (530) 529-4120
E-mail: alyonbro@tcde.tehama.k12.ca.us

Trinity County

David Crummey

Child Care Planning Council
P.O. Box 2370, Weaverville, CA 96093-2370
(530) 623-2024 | FAX: (530) 623-6343
E-mail: dcrummey@tcoek12.org

Tulare County Child Care Planning Council

www.tularecountykids.org/index.htm

Toulumne County Local Child Care Planning Council

www.icesagency.org/child_planning_council.php

Child Care Planning Council of Ventura County

www.childcareplanningcouncil.org/

Yolo County

www.yolochildcareplanning.org/about.htm

B. Acknowledgement of Sources

CSBA gratefully acknowledges the following publications, web sites organizations, and individuals for their resources and expertise:

Reports and Publications

Understanding Child Care, A Primer for Policymakers, by Kate Karpilow, Institute for Research on Women and Families, as part of the California Working Families Project, 1999

California Early Care and Education Programs, published by On The Capitol Doorstep, December 2005

Preschool for California's Children, Promising Benefits, Unequal Access, by Margaret Bridges, Bruce Fuller, etc.—PACE Child Development Projects, September 2004, Policy Brief 04-3

Preschool Policy Matters, April 2004, NIEER, (nieer.org)

2006 California Head Start Update and Fact Sheet

Agencies and Organizations

American Institute of Research

California County Superintendents Educational Services Association (CCSESA)

California Department of Education, Child Development Division

CDE California Head Start Collaborative Office

California Children and Families First Commission (First 5)

Head Start Association of California

Federal Administration of Children and Families

Kidango

Preschool California

Resource & Referral Network

SRI International

Individuals

Nancy Herota, Elk Grove USD

Patsy Storie, San Jose USD

Paul Miller, Kidango

Ed Condon, Head Start Association of California

Fran Kipnis, Resource & Referral Network

Ellin Chariton, Orange County Office of Education

Roberta Peck, CCSESA

Gaye Riggs, Merced COE

Other School Districts and County Offices of Education

Alameda County Office of Education and LPC

Butte County Office of Education

Elk Grove Unified School District

Los Angeles Universal Preschool

Merced County Office of Education

Nuvview School District

Orange County Office of Education

San Francisco CPAC

San Jose Unified School District

San Mateo County Preschool for All

Yolo County Office of Education

C. Resources sorted by organization

American Institutes for Research (AIR)

1791 Arastradero Road, Palo Alto, CA 94304
(650) 843-8153

www.air.org

AIR has conducted program evaluations, policy analyses and cost-effective research on early childhood programs. AIR has also partnered with local, state and federal agencies to provide direct technical assistance, to restructure national training and technical assistance systems and to develop training materials for program staff.

Developing Local Preschool for All Plans, First 5 California Preschool for All Technical Assistance Project. www.ccfca.gov/PFA.htm Susan Muenchow at American Institutes for Research, 1791 Arastradero Road, Palo Alto, CA at smuenchow@air.org or (650) 843-8153.

Berkeley Media Studies Group

2140 Shattuck Avenue, Suite 804, Berkeley, CA 94704
(510) 204-9700

www.bmsg.org

Making the Case for Early Care and Education provides message strategies for early care and education advocates. www.bmsg.org/documents/YellowBookrev.pdf

Building Child Care

National Economic Development and Law Center

2201 Broadway, Suite 815, Oakland, CA 94612
(888) 411-3535

www.buildingchildcare.org/index.htm


The Building Child Care Project provides a centralized clearinghouse of information and services of financial resources for facilities development projects in California.

California Association for the Education of Young Children (CAEYC)

4400 Auburn Blvd., Suite 100, Sacramento, CA 95841
(916) 486-7750 | FAX: (916) 486-7766

www.caeyc.org/default.asp

CAEYC provides educational services and resources to adults who work with and for children from birth through age eight.



California Child Care Resource and Referral Network

111 New Montgomery Street, 7th Floor
San Francisco, CA 94105
(415) 882-0234 | FAX: (415) 882-6233
www.rrnetwork.org/rrnet/index.htm

For county referral agency information call:
(800) 543-7793

The 2003 California Child Care Portfolio presents a compilation of statewide and county-by-county statistics on child care. www.rrnetwork.org/rrnet/our_research/1046997942.php

California Children and Families Commission

First 5 California
501 J Street, Suite 530, Sacramento CA, 95814
(916) 323-0056
www.cffc.ca.gov

Preschool for All: Step by Step provides information and resources to assist local efforts with improving access to high-quality preschool programs. www.cffc.ca.gov/PFA.htm

First 5 California's Web site offers an internet-based, statewide geographic imaging system that displays the location of, and information about, a variety of local conditions that are relevant to First 5 eligible children, including risk factors, resources, community characteristics, government boundaries/sites and transportation information. www.cffc.ca.gov/research.htm

School Readiness (Volume 1): Children's Readiness for School and Schools' Readiness for Children (2003) provides information on promising practices and model programs, federal school readiness/preschool programs, and research and reports on school readiness. www.cffc.ca.gov/PDF/SRI/3.pdf

School Readiness (Volume 2): Family and Community Supports for School Readiness (2002) provides information on Web sites, resources, research and organizational information relative to school readiness. www.cffc.ca.gov/PDF/SRI/4.pdf

Developing Local Preschool for All Plans, developed by San Mateo County First Five and the American Institutes for Research, provides information and resources to assist local efforts with improving access to high-quality preschool programs. www.cffc.ca.gov/PFA.htm

California Commission on the Status of Women

1303 J Street, Suite 400, Sacramento, CA 95814
(916) 445-3173 | FAX: (916) 322-9466

Understanding Child Care: A Primer for Policy Makers (1999) produced by the California Commission on the Status of Women and the Institute for Research on Women and Families provides an overview of California's child care system. www.statusofwomen.ca.gov/UserFiles/155.childcare.pdf

California Council of Churches

2715 K Street, Suite D, Sacramento, CA 95816
(916) 442-5447 | FAX: (916) 442-3036
www.calchurches.org/projects4.html

The California Council of Churches provides technical assistance to faith-based child care providers that are interested in expanding their programs and/or becoming accredited. They also provide strategies that congregations can use to help meet the child care and development needs of low-income working families in their communities.

California County Superintendents Educational Services Association (CCSESA)

925 L Street, Suite 1400, Sacramento, CA 95814
(916) 446-3095 | FAX: (916) 448-4808
www.ccsesa.org/preschool

The California Preschool Instructional Network was initiated by the California Department of Education in collaboration with CCSESA to establish and maintain regional networks of administrators and teachers of early education and school readiness; facilitate and coordinate professional development opportunities and develop and/or support regional communication and collaboration. The initiative is focused on the educational component of preparing children aged three to five years, including those with disabilities and those who are learning English, for success in elementary school and beyond.

California Department of Education (CDE)

1430 N Street, Sacramento, CA 95814
(916) 322-6233
www.cde.ca.gov

Preschool for All: A First Class Learning Initiative is a white paper produced by the CDE on Preschool for All. www.cde.ca.gov/eo/in/se/yr05preschoolwp.asp

CDE's Child Development Web site has resources and information on the child development programs administered by the department. www.cde.ca.gov/sp/cd

The California Head Start Collaboration Office assists in the development of multi-agency and public-private partnerships among Head Start and other interested stakeholders. www.cde.ca.gov/sp/cd/re/chssco.asp

Full-Day, Full-Year Early Child Care and Education Partnerships (2002) provides suggestions on practices to further collaborative arrangements and partnerships. www.cde.ca.gov/sp/cd/re/chsscopubs.asp

Prekindergarten Learning and Development Guidelines provides information on the components that make up a high-quality preschool program and resources for program implementation and improvement. Copies of the publication are available for purchase at www.cde.ca.gov/re/pn/rc. The CDE is also currently in the process of developing Prekindergarten Learning and Development Standards.

The Desired Results for Children and Families system is being used in center-based programs and family child care home networks to document the progress of children and families toward the achievement of desired results. The system includes child-based assessments, family-based assessments and program-based assessments. www.cde.ca.gov/sp/cd/ci/desiredresults.asp

Title I, Part A Preschool Programs provides information on the use of Title I dollars for preschool programs. www.cde.ca.gov/sp/sw/t1/titlepreschool.asp

The Regional Market Rate Survey provides information on regional wages for child care workers. Contact Deborah Lindley at the CDE, Child Development Fiscal Services Unit (916) 324-6611 or dlindley@cde.ca.gov.

The Nutrition Services Division provides information on child care food programs, childhood obesity and physical education. www.cde.ca.gov/ls/nu

Management Bulletin MB-02-17 clarifies the health, social, and assessment data transfer requirement between a child care provider and the school of enrollment. <http://www.cde.ca.gov/sp/cd/ci/mb021702mb.asp>

California Department of Social Services

744 P Street, Sacramento, CA 95814
(916) 445-6951
www.dss.cahwnet.gov/cdssweb

The California Department of Social Services Child Care Licensing Program licenses and monitors family child care homes and child care centers in an effort to ensure that they provide a safe and healthy environment for children who are in day care. http://cclcd.ca.gov/ChildCareL_1728.htm

California Head Start Association

926 J St., Suite 515, Sacramento, CA 95814
(916) 444-7760 | FAX: (916) 444-2257
<http://caheadstart.org/index.html>

The California Head Start Association conducts advocacy efforts, conferences, trainings and other avenues of communication for the Head Start community. This Web site also provides up-to-date information on Head Start/Early Head Start in California. <http://caheadstart.org/facts.html>

California School Boards Association

3100 Beacon Blvd., West Sacramento, CA 95691
(916) 371-4691 | FAX: (916) 371-3407
www.csba.org

The preschool issue page on the CSBA Web site provides links to recent preschool research, CSBA articles and the *Expanding Access to High-Quality Preschool Programs; A Resource and Policy Guide for School Leaders*. www.csba.org/is/ps/index.cfm

CSBA's Governance and Policy Services department offers a variety of subscription and contract services to assist school boards and district staff with policy development. Sample policies on preschool/early childhood education, child care and related issues are available. www.csba.org/ps

California State Library

California Research Bureau
900 N Street, Suite 300, Sacramento, CA 95814
(916) 653-7843
www.library.ca.gov

Preschool and Childcare Enrollment in California provides data on preschool and child care enrollment in California based on 2000 Census data. www.library.ca.gov/crb/04/03/04-003.pdf

California Tomorrow

1904 Franklin St., Suite 300, Oakland, CA 94612
(510) 496-0220 | FAX: (510) 496-0225
www.californiatomorrow.org

Ready or Not? (2004) explores issues relative to school readiness and immigrant communities. www.californiatomorrow.org/resources/publications/index.php?cat_id=1&pub_id=35

Center for the Study of Child Care Employment

Institute of Industrial Relations
2521 Channing Way # 5555, Berkeley, CA 94720-5555
www.iir.berkeley.edu/cscce

The Center has prepared a series of policy briefs, including research summaries and policy recommendations on preschool workforce issues. www.iir.berkeley.edu/cscce

Child Care Law Center

221 Pine St., 3rd Floor, San Francisco, CA 94104
(415) 394-7144 | FAX: (415) 394-714
www.childcarelaw.org

The Child Care Law Center uses legal tools to foster the development of quality, affordable child care.

Child Development Policy Institute (CDPI)

1337 Howe Ave., Suite 200, Sacramento, CA 95825
www.cdpi.net

CDPI conducts conferences and provides email news bulletins on child care public policy issues. www.cdpi.net/news.htm

Child Development Training Consortium (CDTC)

1620 North Carpenter Road, Suite C-16,
Modesto, CA 95351
www.childdevelopment.org/

CDTC provides services, training, technical assistance and resources to students and professionals working with children.

Children Now

1212 Broadway, 5th Floor, Oakland, CA 94612
(510) 763-2444 | FAX: (510) 763-1974
www.childrennow.org

The Promise of Preschool provides ten local, innovative preschool efforts. http://publications.childrennow.org/publications/education/preschool_report_2006.cfm

English Language Learners, Immigrant Children and Preschool for All: The Importance of Family Engagement (2004) provides recommendations on strategies for engaging the families of English language learners in their children's preschool experience. <http://publications.childrennow.org/assets/pdf/preschool/pc-familyengagement-report-04.pdf>

Children's Defense Fund (CDF)

Oakland Office
101 Broadway, First Floor, Oakland, CA 94607
(510) 663-3224 | FAX: (510) 663-1783

Los Angeles Office
3655 S. Grand Avenue, Suite 270, Los Angeles, CA 90007
(213) 749-8787 | FAX: (213) 749-4119

California Web Site: www.cdfca.org
National Web Site: www.childrensdefense.org

CDF conducts research, public education campaigns, budget and policy advocacy, and coalition building relative to children's issues.

Committee for Economic Development

2000 L Street NW, Suite 700, Washington, D.C. 20036
(202) 296-5860 | FAX: (202) 223-0776
www.ced.org/projects/prek.shtml

Developmental Education: The Value of High Quality Preschool Investments as Economic Tools (2004) compares the impact of local development projects with early childhood education on job creation and economic development. www.ced.org/projects/prek.shtml

A New Framework for Assessing the Benefits of Early Education (2004) provides an analytical framework for assessing the value of early childhood education. www.ced.org/projects/prek.shtml

The David and Lucile Packard Foundation

300 Second Street, Suite 200, Los Altos, CA 94022
www.packard.org/categoryList.aspx?RootCatID=3&CategoryID=63

The Children, Families, and Communities (CFC) Program of the David and Lucile Packard Foundation has adopted a new central goal for its grantmaking: to achieve and implement preschool for all three- and four-year olds in California within 10 years.

Economic Policy Institute

1660 L Street N.W., Suite 1200, Washington, D.C. 20036
(202) 775-8810 | FAX: (202) 775-0819
www.epinet.org

Exceptional Returns: Economic, Fiscal, and Social Benefits of Investment in Early Childhood Development (2004) highlights the economic, fiscal and social benefits to taxpayers and the government of providing high-quality early childhood development programs. www.epinet.org/subjectpages/edu.cfm?CFID=4207624&CFTOKEN=31471900

Education Week

Editorial Projects in Education Inc., Suite 100
6935 Arlington Road, Bethesda, MD 20814-5233
(800) 346-1834 | FAX: (301) 280-3200
www.edweek.org

Quality Counts 2002: Building Blocks for Success (2002) examines what states are doing to provide early-learning experiences for young children.

Fight Crime: Invest in Kids California

2910 Telegraph Ave., Suite 300, Oakland, CA 94609
(510) 836-2050 | FAX: (510) 836-2121
www.fightcrime.org/ca

Public Safety Can't Wait: California's Preschool Shortage, A Missed Opportunity for Crime Prevention (2005) provides a summary of the research on the public safety and economic impacts of quality preschool, as well as data on preschool enrollment and preschool waiting lists in California.

First 5 Association of California

719 El Cerrito Plaza, El Cerrito, CA 94530
(510) 526-9999 | FAX: (510) 526-4999
www.f5ac.org

The First 5 Association of California has launched a Preschool for All Learning Community for PFA Flagships and Demonstration Projects.

The Future of Children

Woodrow Wilson School of Public and International Affairs
Princeton University, Robertson Hall
Princeton, NJ 08544-1013
www.futureofchildren.org

School Readiness: Closing Racial and Ethnic Gaps reviews the research on what factors contribute to the racial and ethnic gaps in academic achievement and finds that the most promising strategy to closing the achievement gap is to increase the access to high-quality center-based early childhood education programs for all poor three- and four-year-olds. www.futureofchildren.org/pubs-info2825/pubs-info.htm?doc_id=255946

National Association for the Education of Young Children (NAEYC)

1509 16th Street N.W., Washington DC 20036
(800) 424-2460 | FAX: (202) 328-1846
www.naeyc.org

Early Childhood Curriculum, Assessment and Program Evaluation (2003) provides a position statement adopted by the NAYEC and the National Association of Early Childhood Specialists in State Departments of Education, as well recommendations for effectively implementing early education curriculum, child assessments and program evaluation. www.naeyc.org/about/positions/pdf/CAPEexpand.pdf

Screening and Assessment of Young English Language Learners (2005) provides recommendations on the screening and assessment of young English language learners. www.naeyc.org/statements/pdf/englearners.pdf



National Center for Early Development and Learning (NCEDL)

CB #8185 UNC-Chapel Hill, Chapel Hill, NC 27599-8185
www.fpg.unc.edu/~ncedl

NCEDL is a national early childhood research project supported by the U.S. Department of Education's Institute for Educational Sciences, formerly the Office of Educational Research and Improvement.

National Council of La Raza

1111 19th Street, N.W., Suite 1000, Washington, DC 20036
(202) 785-1670
www.nclr.org

Achieving a High-Quality Preschool Teacher Corps: A Focus on California examines the preschool teacher workforce in California. The report analyzes the state's current situation and makes recommendations for how state leaders can ensure that California has a diverse, well-prepared preschool teacher workforce.

www.nclr.org/content/publications/detail/29957

National Institute for Early Education Research

120 Albany St., Suite 500, New Brunswick, NJ 08901
(732) 932-4350 | FAX: (732) 932-4360
<http://nieer.org>

The State of Preschool: 2004 State Preschool Yearbook provides a profile of state-funded prekindergarten programs in the United States. <http://nieer.org/yearbook>

The Universal vs. Targeted Debate: Should the United States Have Preschool for All? reviews the arguments for universal vs. targeted preschool programs and advocates for the United States to adopt a universal preschool system. <http://nieer.org/resources/policybriefs/6.pdf>

National Institute on Early Childhood Development and Education

Office of Educational Research and Improvement
U.S. Department of Education
555 New Jersey Ave, NW, Washington, DC 20208
(202) 219-1935 | FAX: (202) 273-4768

School Involvement in Early Childhood (2000) provides schools, families and communities with information and ideas about preschool programs that are linked with public schools.

www.ed.gov/pubs/schoolinvolvement/index.html

National Research Council

www.nationalacademies.org/nrc

Institute of Medicine
500 Fifth Street NW, Washington DC 20001
(202) 334-2352 | FAX: (202) 334-1412
www.iom.edu

From Neurons to Neighborhoods: The Science of Early Childhood Development (2000) provides a thorough review of the research in the neurobiological, behavioral and social sciences relative to the early childhood years.

www.nap.edu/books/0309069882/html/

Eager to Learn: Educating Our Preschoolers (2000) synthesizes research findings on how young children learn and the impact of early learning. <http://books.nap.edu/catalog/9745.html>

Parent Voices

111 New Montgomery St., 7th Floor,
San Francisco, CA 94105
(415) 882-0234 | FAX: (415) 882-6233
www.parentvoices.org

Parent Voices is a project of the California Child Care Resource and Referral Network. Parent Voices combines leadership development, advocacy and community organizing in its efforts to increase funding, improve quality and provide better access to child care.

Policy Analysis for California Education (PACE)

University of California, Berkeley School of Education
3653 Tolman Hall, Berkeley CA 94720-1670
(510) 642-7223 | FAX: (510) 642-9148
<http://pace.berkeley.edu>

Preschool for California's Children: Promising Benefits, Unequal Access (2004) reports on which California children are more likely to gain access to preschool programs and whether attendance yields gains in early learning and social skills. http://pace.berkeley.edu/pace_publications_full_list.html

Targeting Investments for Universal Preschool: Which Families to Serve First? Who Will Respond? (2003) provides information on various options to prioritize preschool resources. http://pace.berkeley.edu/pace_publications_full_list.html

Pre-K Now

1150 18th Street, NW, Suite 975, Washington, DC 20036
(202) 862-9871 | FAX: (202) 862-9870

www.preknow.org

Pre-K Now collaborates with advocates and policymakers to support efforts to build high-quality, voluntary pre-kindergarten for all three- and four-year-olds across the nation.

Preschool California

414 13th Street, Suite 500, Oakland, CA 94612
(510) 271-0075 | FAX: (510) 271-0707

www.preschoolcalifornia.org

Kids Can't Wait to Learn: Achieving Voluntary Preschool for All in California makes the case for a public investment in free, voluntary preschool programs in California.

<http://publications.childrennow.org/assets/pdf/preschool/pc-advocacy-report-04.pdf>

Preschool California email update sign-up list is available at getinvolved@preschoolcalifornia.org

RAND Corporation

1776 Main St./P.O. Box 2138,
Santa Monica, CA 90407-2138
(310) 393-0411 | FAX: (310) 393-4818

www.rand.org

The Economics of Investing in Universal Preschool Education in California (2005) examines the economic returns if California invested in quality preschool for all four-year-old children. www.rand.org/publications/MG/MG349/index.html

The Trust for Early Education (TEE)

1250 H Street, NW, Suite 700, Washington, DC 20005
(202) 293-1245 | FAX: (202) 293-1798

www.trustforearlyed.org

TEE was established in 2002 to provide a advocacy voice for high quality, voluntary pre-K for all three- and four-year-olds. TEE works with state and federal levels to educate policy makers, the media and the general public about the potential that pre-kindergarten offers to improve outcomes for America's young children.

U.S. Department of Education

400 Maryland Avenue, SW, Washington, DC 20202
(800) 872-5327 | FAX: (202) 401-0689

Serving Preschool Children Under Title I is Non-Regulatory Guidance on the use of Title I dollars for preschool programs.

www.ed.gov/policy/elsec/guid/preschoolguidance.doc

The U.S. Department of Education's web site provides information on Early Reading First grant funding that can be used to prepare young children to enter kindergarten with the necessary language, cognitive and early reading skills to prevent reading difficulties and ensure school success. www.ed.gov/programs/earlyreading/index.html

U.S. Department of Health and Human Services, Administration for Children and Families

370 L'Enfant Promenade, S.W., Washington, DC 20201

www.acf.dhhs.gov

The Head Start Bureau administers and monitors the federal Head Start program for the Department of Health and Human Services.

www.acf.hhs.gov/programs/hsb/contacts/index.htm#hsb

The Program Review Instrument for Systems Monitoring (PRISM) is the federal monitoring tool for Head Start and Early Head Start grantees.

www.headstartinfo.org/pdf/2005PRISMGuide.pdf

The Quality in Linking Together Early Education Partnership (Quilt) Project is a national training and technical assistance project originally funded by the federal Head Start and Child Care Bureaus in September 1998 and continued since August 2003 with support from the federal Child Care Bureau. www.quilt.org

WestEd

730 Harrison Street, San Francisco, California 94107
(415) 565-3000 | FAX: (415) 565-3012

www.wested.org

Preschool English Learners: Principles and Practices to Promote Language, Literacy and Learning (2004) offers teachers and care providers practical and accessible information on first and second language acquisition, a demographic profile of the preschool English learner population in California, a chapter on English learners with disabilities and a chapter on early literacy. In the coming year the guide will be available for sale and distribution through the CDE Press. For information on the English Language Learner for Preschoolers Project at WestEd, contact Rebeca Valdivia at (858) 530-1176 or rvaldiv@WestEd.org

D. Resources Sorted by Quality Program Component

Multiple Program Components

From Neurons to Neighborhoods: The Science of Early Childhood Development (2000) provides a thorough review of the research in the neurobiological, behavioral and social sciences relative to the early childhood years. (National Research Council and Institute of Medicine) www.nap.edu/books/0309069882/html/

Eager to Learn: Educating Our Preschoolers (2000) synthesizes research findings on how young children learn and the impact of early learning. (National Research Council and Institute of Medicine) <http://books.nap.edu/catalog/9745.html>

Preschool for All: Step by Step provides information and resources to assist local efforts with improving access to high-quality preschool programs. In addition to tools for estimating the supply, demand, cost and financing of preschool programs, the guide has guidelines for quality programs, strategies to prioritize preschool resources and information on the use of assessment to evaluate program effectiveness. (First 5 California) www.cfc.ca.gov/PDF/SRI/Toolkit%201-2-04.pdf

School Readiness (Volume 1): Children's Readiness for School and Schools' Readiness for Children (2003) provides information on promising practices and model program, federal school readiness/preschool programs, and research and reports on school readiness. www.cfc.ca.gov/PDF/SRI/3.pdf

Engaging Parents

Parent Involvement Resource Guide provides information on resources that support families and build confidence in their knowledge, interest and skills. Included in this guide are selected recent journal articles, book titles, video titles, and lists of associations and organizations that specialize in parent involvement. (Head Start Bureau) www.headstartinfo.org/infocenter/guides/pr_intro.htm

Additional Head Start Bureau parent involvement resources can be found at www.headstartinfo.org/publications/catalog/template.cfm?NUM=37.

English Language Learners, Immigrant Children and Preschool for All: The Importance of Family Engagement (2004) provides recommendations on strategies for engaging the families of English language learners in their children's preschool experience. (Children Now) <http://publications.childrennow.org/assets/pdf/preschool/pc-familyengagement-report-04.pdf>

Teacher Quality

The Center for the Study of Child Care Employment has prepared a series of policy briefs, including research summaries and policy recommendations on preschool workforce issues. www.iir.berkeley.edu/cscce

The Child Development Training Consortium (CDTC) provides services, training, technical assistance and resources to students and professionals working with children. www.childdevelopment.org/

Standards and Curriculum

Prekindergarten Learning and Development Guidelines provides information on the components that make up a high-quality preschool program and resources for program implementation and improvement. In addition, this resource provides guidelines for preschool curriculum. (California Department of Education) Copies of the publication are available for purchase at www.cde.ca.gov/re/pn/rc. The CDE is also in the process of developing Prekindergarten Learning and Development Standards.

Early Childhood Curriculum, Assessment and Program Evaluation (2003) provides a position statement adopted by the National Association for the Education of Young Children and the National Association of Early Childhood Specialists in State Departments of Education, as well as recommendations for effectively implementing early education curriculum, child assessments and program evaluation.

www.naeyc.org/about/positions/pdf/CAPEexpand.pdf

English Language Learners, Immigrant Children and Preschool for All: Curricula and Assessment Issues (2005) provides recommendations on curricula and assessments for English language learners. (Not yet available for distribution). (Children Now)

Creating the Conditions for Success with Early Learning Standards: Results from a National Study of State-Level Standards for Children's Learning Prior to Kindergarten (2003) reports the results of a national study undertaken to collect data on early learning standards across the country. (Early Childhood Research and Practice).

<http://ecrp.uiuc.edu/v5n2/little.html>

Culturally and Linguistically Appropriate Services

Screening and Assessment of Young English Language Learners (2005) provides recommendations on the screening and assessment of young English language learners. (National Association for the Education of Young Children) www.naeyc.org/statements/pdf/englearners.pdf

English Language Learners, Immigrant Children and Preschool for All: The Importance of Family Engagement (2004) provides recommendations on strategies for engaging the families of English language learners in their children's preschool experience. (Children Now)

<http://publications.childrennow.org/assets/pdf/preschool/pc-familyengagement-report-04.pdf>

English Language Learners, Immigrant Children and Preschool for All: Curricula and Assessment Issues (2005) provides recommendations on curricula and assessments for English language learners.

Preschool English Learners: Principles and Practices to Promote Language, Literacy and Learning (2004) offers teachers and care providers practical and accessible information on first and second language acquisition, a demographic profile of the preschool English learner population in California, a chapter on English learners with disabilities and a chapter on early literacy. (WestEd)

In the coming year the guide will be available for sale and distribution through the CDE Press. For information on the English Language Learner for Preschoolers Project at WestEd, contact Rebeca Valdivia at (858) 530-1176 or rvaldiv@WestEd.org.

Special Education Students

First 5 California Special Needs Project

www.first5caspecialneeds.org/index.htm

Preschool Integration: Recommendations for School Administrators. Policy and Practice in Early Childhood Special Education Series (1994) provides recommendations for establishing meaningful integration opportunities for preschool children with disabilities. (Smith, B. J. & Rose, D. F.) www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/0000019b/80/13/58/15.pdf

Adapting Early Childhood Curricula for Children in Inclusive Settings (2003) provides activity-based strategies for adapting curriculum to support students with special needs and their families. (Cook, Tessier, & Klein)

An Administrator's Guide to Preschool Inclusion (2000) addresses what preschool inclusion means, quality of inclusion, collaboration, staff development, costs and financing, and systems change. (Worlery & Odom)

Strategies for Including Children with Special Needs in Early Childhood Settings (2001) offers both strategies and activity-based ideas for inclusion in early childhood programs. (Klein, Cook, & Richardson-Gibbs)

Comprehensive Services

Building Services and Systems to Support the Healthy Emotional Development of Young Children: An Action Guide for Policymakers (2002) highlights the many kinds of services that are emerging to help emotionally at-risk children. (National Center for Children in Poverty) www.nccp.org/pub_pew02a.html

The CDE Nutrition Services Division provides information on child care food programs, childhood obesity and physical education. The department is developing a best-practice preschool nutrition curriculum that will be available in the fall of 2006. www.cde.ca.gov/ls/nu

Linking to Full-Day, Full-Year Settings

Full-Day, Full-Year Early Child Care and Education Partnerships (2002) provides suggestions on practices to further collaborative arrangements and partnerships. (California Head Start State Collaboration Office)

www.cde.ca.gov/sp/cd/re/chsscopicubs.asp

The Quality in Linking Together Early Education Partnership (Quilt) Project is a national training and technical assistance project originally funded by the federal Head Start and Child Care Bureaus in September 1998 and continued since August 2003 with support from the federal Child Care Bureau. www.quilt.org

Child Care and Head Start: Incentives, Challenges and Models for Successful Collaboration (2001) provides strategies to develop collaborative partnerships and expand access to child care programs. (Los Angeles County Office of Child Care) http://cao.lacounty.gov/ccp/pdf/OCC_Child%20Care%20Head%20Start.pdf

Alignment and Articulation Between Preschool and Kindergarten

Easing the Transition from Preschool to Kindergarten: A Guide for Early Childhood Teachers and Administrators (2003) provides a variety of ideas for preschool and kindergarten teachers and administrators to establish linkages and ease the transition between educational settings for young children and their families.

www.headstartinfo.org/recruitment/trans_hs.htm

Management Bulletin MB-02-17 clarifies the health, social and assessment data transfer requirement between a child care provider and the school of enrollment.

<http://www.cde.ca.gov/sp/cd/ci/mb021702mb.asp>

Monitoring Program Effectiveness

California's Desired Results for Children and Families system is being used in center-based programs and family child care home networks to document the progress of children and families toward the achievement of desired results. The system includes child-based assessments, family-based assessments and program-based assessments. (California Department of Education)

www.cde.ca.gov/sp/cd/ci/desiredresults.asp

The Early Childhood Environmental Rating Scale (ECERS) is designed to assess group programs for children of preschool through kindergarten age, 2_ through 5.

www.fpg.unc.edu/~ecers

Head Start Program Performance Standards and Other Regulations provides guidance on Head Start program requirements. www.acf.hhs.gov/programs/hsb/performance/index.htm

The Program Review Instrument for Systems Monitoring (PRISM) is the federal monitoring tool for Head Start and Early Head Start grantees. www.headstartinfo.org/pdf/2005PRISMGuide.pdf

Early Childhood Curriculum, Assessment and Program Evaluation (2003) provides a position statement adopted by the National Association for the Education of Young Children and the National Association of Early Childhood Specialists in State Departments of Education, as well recommendations for effectively implementing early education curriculum, child assessments and program evaluation.

www.naeyc.org/about/positions/pdf/CAPEexpand.pdf

Technical Assistance

First 5 California has launched a Preschool for All Technical Assistance Project in partnership with the American Institutes for Research (AIR) to provide technical assistance to First 5 Commission and their partners, including school districts. www.ccfca.gov

The California Preschool Instructional Network was initiated by the California Department of Education in collaboration with the California County Superintendents Educational Services Association to establish and maintain regional networks of administrators and teachers of early education and school readiness, facilitate and coordinate professional development opportunities and develop and/or support regional communication and collaboration. The initiative is focused on the educational component of preparing children aged three to five years, including those with disabilities and those who are learning English, for success in elementary school and beyond.

All of Us Together... Moving to Inclusion provides intensive training through statewide institutes to increase the capacities of local communities to appropriately and effectively serve children with disabilities and other special needs and their families in early care and education settings. (WestEd) www.wested.org/cs/we/view/pj/202

11. Appendix

Appendix A. Special Recognition

CSBA's Condition of Children Council of 2005 provided valuable feedback and support on this project. The council included the following members:

Marilyn Buchi, Chair

Past President, CSBA

Board Member, Fullerton Joint Union High School District

Robert D. Armenta, Jr.

Board Member, Colton Joint Unified School District

Kelly Brooks

Legislative Advocate, California State Association of Counties

Connie Busse

Executive Director, Cities, Counties, Schools Partnership

Maggie Carrillo-Mejia

Superintendent, Sacramento Unified School District

Joe Hilson

Council Member, City of Hayward

Kathleen Kinley

President, CSBA

Barbara Kondylis

Supervisor, Solano County

Liisa Lawson

Policy Analyst, California League of Cities

David Long

Superintendent, Riverside County Office of Education

Bertha Lopez

Board Member, Chula Vista Elementary School District

Robin Lowe

Council Member, City of Hemet

Barbara Ryan

Board Member, Santee School District

Margot Tobias

CSBA Director, Region 7

Board Member, Acalanes Union High School District

Rozanna Verder-Aliga

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Priscilla Cox

CSBA Director, Region 6

Elk Grove Unified School District

Ron Dwyer-Voss

Board Member, Natomas Unified School District

Thomaysa Glover

CSBA Director, Region 6

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County Superintendent, Sacramento County Office of Education

Nancy Herota

*Director, California Preschool Initiative Networks
Sacramento County Office of Education*

Michael Jett

Division Director, Child Development Division, California Department of Education

Crystal Kochendorfer

*Commissioner, Orange County Children and Families
Commission*

Kaye Medellin

*Executive Director, Child Development, El Dorado County
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Paul Miller

Executive Director, Kidango

Susan Muenchow

*Principal Research Scientist, American Institutes for
Research*

Sherry Novick

Executive Director, First 5 Association of California

Linda M. Parfitt

*Consultant, Program, Policy and Legislative Development
Unit, Child Development Division, California Department
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*Director, Preschool Planning, California County
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*Program Officer, Children, Families and Communities
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Nancy Remley

*Education Administrator of the Program, Policy and
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California Department of Education*

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*Executive Director, California State Parent Teacher
Association*

Gaye Riggs

*Assistant Superintendent, Early Childhood Education
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Linda Rivera

*Consultant, Quality Improvement and Capacity Building
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Luan Rivera

Immediate Past President, CSBA

Barbara Ryan

Board Member, Santee School District

Jay Schenirer

Consultant, Preschool California

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*Administrator, Early Education Department, San Jose
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Senior Legislative Advocate

Carol Brydolf

Writer

Judy Cias

Assistant General Counsel

Stephanie Farland

Senior Research and Policy Consultant

Katie Keithler

Marketing Specialist, CSBA

Bode Owoyele

Director, Policy Services

Marge Peterson

Senior Director, Governance Institute

Kitty Simpson

Senior Policy Consultant

Jeff Vaca

*Assistant Executive Director, Administration & Financial
Services, CSBA*

Appendix B. Glossary

Academic achievement gap

The disparities in school performance that are highly correlated to race, ethnicity and socioeconomic status. The gap appears in indicators such as grades, test scores, enrollment in special education and high school honors courses, graduation rates, college admissions and college completion.

First 5 California

In 1998 California voters passed Proposition 10, which created First 5 California and 58 county commissions to provide all children, prenatal to five years of age, with a comprehensive, integrated system of early childhood development services. www.ccfca.gov

High-quality preschool programs

preschool programs that have nurturing teacher-child relationships; engage parents as essential partners; provide children with developmentally appropriate cognitive, social and physical experiences; and provide opportunities for both structured and child-centered activities. For more information, see the What is Quality Preschool? fact sheet in Appendix E.

Inclusive

educating young children with special needs together with their same-age peers. The term “special needs” refers to a wide range of developmental disabilities or learning needs that may occur in different areas and to varying degrees.

Parent

the adult(s) who is most emotionally invested in the child, provides the primary physical and emotional care for the child, and is consistently available to the child. Parents can be biological parents, grandparents, guardians, adoptive parents or foster parents.

Poverty

as defined by the federal government in 2004, an average threshold of \$16,090 in annual earnings for a family of three or \$19,350 for a family of four.

Preschool for All

a campaign to create a voluntary, publicly funded, high-quality preschool program system in California.

School readiness

Children have acquired the health and physical development, social and emotional development, approaches toward learning, language development and communication, and cognitive and general knowledge development that prepare them for classroom learning before they start school.

Social capital

the established networks, norms and trust that facilitate cooperation within a community.

Appendix C. Expanding Access to High-quality Preschool Checklist

Below is a list of strategies by which school leaders can support efforts to expand access to high-quality preschool programs. This list is not intended to be an all-inclusive list of strategies or a prescriptive method for district involvement in preschool, but instead a quick reference guide for school leaders interested in getting more involved.

Learn more about preschool

- The research on preschool
- The historical context of early childhood education in California
- The California and national preschool policy and political context
- The local organizations and preschool providers in the community

Get involved and reach out

- Participate in local and statewide preschool-related events and organizations
- Invite local organizations and preschool providers to learn more about the work the school district is doing

- Ask for opportunities to learn more about local preschool programs and activities

Engage the local community

- Conduct district community forums on preschool
- Appoint a district preschool committee
- Publish a district preschool report
- Use the bully pulpit
- Raise awareness about the needs of preschool-age children
- Adopt a board resolution supporting preschool for all children in California
- Inform the media about the district's work relative to preschool
- Educate state and national policymakers about preschool-related issues

Build partnerships

- Create opportunities for preschool and kindergarten staff to meet
- Develop articulation agreements between preschool programs and the school district
- Develop partnerships to support workforce development
- Create partnerships to support full-day, full-year care for working families
- Develop partnerships to encourage access to social services and educational opportunities for preschool-age children and their families

Provide preschool programs

- Review the supply and demand for preschool programs
- Review the cost and financing options for new preschool programs
- Review staffing needs
- Review and adopt developmentally appropriate, academic standards for preschool education
- Adopt curriculum
- Adopt policy
- Set the parameters for the collective bargaining agreement
- Adopt and monitor the district budget
- Set the parameters for a facilities management plan
- Ensure program accountability
- Encourage collaborative approaches

Appendix D. Sample Preschool for all Board Resolution

A Resolution In Support Of Voluntary, Quality Preschool For All 3- And 4-year Olds In California

The Board of Trustees _____ of does hereby find and resolve as follows:

WHEREAS, quality preschool programs prepare children to do their best by nurturing their social-emotional, cognitive, linguistic and physical development; enhancing their self confidence; and fostering a lifelong desire to learn; and

WHEREAS, ensuring access to quality preschool for all 3- and 4-year-olds whose parents choose to send them has proven to be one of the soundest educational investments the public can make, providing demonstrated, significant, long-term savings on the costs of special education, grade retention, welfare and crime; and

WHEREAS, during their K-12 years and beyond, children who attend quality preschool perform better on standardized achievement tests in reading and math; exhibit more positive behaviors in the classroom; are more likely to graduate from high school, continue their education and be more prosperous as adults; and

WHEREAS, quality preschool programs should be funded adequately in order to assure adherence to established standards of quality and to attract and keep professionals who are educated and compensated at levels comparable to those in California's K-12 system; be inclusive of children with special needs; be offered in culturally, ethnically and linguistically appropriate settings; be clearly articulated with the K-12 system and programs serving younger children; be linked to full-day, affordable early care and education programs to meet the needs of working families; and be subject to research-based evaluation to assure desired outcomes for children;

NOW, THEREFORE, BE IT RESOLVED that the Board of Trustees of _____ urges the state of California to invest in voluntary, high-quality preschool for all 3- and 4-year-olds; and

BE IT FURTHER RESOLVED that the Board of Trustees of _____ will work with a broad spectrum of community members and state policy makers to increase voluntary access to high-quality preschool for all 3- and 4-year-olds through both public and private providers in a variety of settings, including schools, child care centers, Head Start programs and family child care homes.

Passed, approved, and adopted this (date) _____.

(signed)

Please send a copy of your board's adopted resolution to:

Preschool California | 414 Thirteenth Street, Suite 500 | Oakland, CA 94612 | (510) 271-0075 Fax: (510) 271-0707 | www.preschoolcalifornia.org

Appendix E. Fact Sheets

What is High-Quality Preschool?

In order for children to reap the benefits of preschool, programs must be high quality. Preschool programs that have effectively integrated the following elements have demonstrated that they can provide children with the social, emotional, cognitive and physical experiences necessary to be ready for school and beyond.

Quality teachers

One of the most well-documented elements of a quality preschool program is having nurturing, stable relationships between children and teachers. Recruiting and retaining well-trained preschool teachers are essential.

Parents as partners

High-quality programs have a commitment to working in partnership with parents to support the needs of their children. They implement strategies that respect the individual needs and cultural values of children, families and communities they are designed to serve, and include parents in all aspects of the program.

The preschool environment

High-quality preschool programs are safe, linguistically and cognitively rich environments. Research has found that high-quality programs provide child-focused educational activities and teacher-directed instruction that allow children to explore, problem solve and play. These programs have teacher-to-child ratios that allow for individual attention when needed. Curriculum focuses on early language development, early literacy and mathematics, scientific exploration, dramatic play and interaction with technology, along with other subject matters.

Appropriate services

High-quality programs provide appropriate services for English language learners and low-income children. Programs also implement early screening and early intervention services for children with physical, emotional or learning disabilities, and develop support structures and systems to create inclusive programs for students with special needs.

Preschool-kindergarten articulation

When learning outcomes in preschool programs are aligned with the expectations for incoming kindergarteners, children experience a smoother transition between the two systems.

The whole child

Quality preschool programs provide environments that support preschool students' gross and fine motor skill development, as well as provide nutritious meals and access to health services.

High-quality preschool and academic achievement

High-quality preschool programs provide a rich array of early experiences that can help prepare children for kindergarten and beyond. Research following children who participated in these programs has found that when compared to children with similar backgrounds who do not attend preschool, they are:

- more likely to have high reading, writing and math test scores;¹
- better behaved in class;²
- less likely to be held back a grade;³
- less likely to need special education services;⁴ and
- more likely to graduate from high school.⁵

More likely to have high reading, writing and math test scores

Preschool-age children are eager learners. Being exposed to early literacy, math and science skills in fun and developmentally appropriate activities can help preschool-age children develop the knowledge and skills to excel in school.

- In the High/Scope Perry Preschool study, children who attended the preschool program achieved higher scores in reading, arithmetic and language achievement tests than their peers.⁶

- Children in the Chicago Child-Parent Centers (CPC) were more likely to pass language arts and math standardized tests in eighth grade than children who did not participate in the program.⁷

Better behaved in class

Quality preschool programs provide an opportunity for children to develop positive relationships with teachers and peers.

- The Cost, Quality and Outcome study found that children who attended higher quality preschool programs had better behavior and social skills in elementary school.⁸

Less likely to be held back a grade

Over the long term, quality preschool reduces the likelihood that children will have to repeat a grade.

- In the Chicago Child-Parent Center study, children who did not attend the preschool program were 67 percent more likely to be held back in school than those who participated in the program.⁹

Less likely to need special education services

Quality preschool programs provide early screening and early intervention services for students with emotional, physical or cognitive disabilities. Identifying and treating concerns early can, in some cases, prevent the need for ongoing special education services.

- Research on both the High/Scope Perry Preschool Program and the Chicago Child-Parent Centers found that children who participated in these programs were nearly half as likely to be placed in special education than non-participants.¹⁰

More likely to graduate from high school

The benefits of quality preschool continue well into the future.

- Research has found that children who did not participate in the High/Scope Perry Preschool Program and the Chicago Child-Parent Centers were less likely to graduate from high school (33 and 23 percent, respectively) than children who attended these programs.¹¹

References

- ¹ Reynolds, A.J., Temple, J.A., Robertson, D.L., & Mann, E.A. (2001). Long-term Effects of an Early Childhood Intervention on Educational Achievement and Juvenile Arrest. *Journal of the American Medical Association*, 285(18), 2339-2380. Schweinhart, L.J., Barnes, H.V. & Weikert, D. P. (1993). Significant Benefits: The High/Scope Perry Preschool Study Through Age 27. Ypsilanti, MI: High/Scope Press. Schweinhart, L. J. (2005). The High/Scope Perry Preschool Study Through Age 40; Summary, Conclusions and Frequently Asked Questions. Ypsilanti, MI: High/Scope Press. www.nippa.org/pages/Highscope/PerryAge40SumWeb.pdf
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- ⁵ Reynolds, A.J. et al, (2001); Schweinhart, L.J. et al. (1993). Schweinhart, L. J. (2005).
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- ¹¹ Reynolds, A.J. et al, (2001); Schweinhart, L.J. et al. (1993). Schweinhart, L. J. (2005).

High-quality Preschool and Economic Development

Numerous studies have found that there is a positive economic impact produced by high-quality preschool programs. These studies look at both the short-term benefits and the long-term benefits of these programs for the individuals who participate in them and society at large.¹

Short-term benefits

Preschool programs have been shown to reduce grade repetition and the need for special education.

- Repeating a grade in California costs roughly \$7,200 and special education services cost on average an additional \$9,700 annually.
- A relatively small impact on grade retention and special education services can save taxpayer dollars.

Long-term benefits

Longitudinal research studies on quality preschool programs have found that children who attend these programs are less likely to be arrested and be dependent on public assistance, and are more likely to have higher adult earnings than their non-participating peers.²

- A cost-benefit analysis of a high-quality preschool program found that for every dollar invested in preschool, taxpayers save seven dollars in future expenditures, including costs associated with grade retention, special education, graduation, higher income, incarceration costs, costs of crime victimization and dependence on public assistance.³
- The Federal Reserve Bank of Minneapolis calculated an alternative measure—the internal rate of return—which estimates the costs and benefits in constant dollars that were paid or received by program participants and society.⁴
 - It found that the total return on the public’s investment is 16 percent.

Children who participated in quality preschool programs would receive a four percent return on the public’s investment due to increases in after-tax earnings and fringe benefits and the government and taxpayers would receive a 12 percent return on that investment in reduced crime, grade retention, dropouts and welfare costs.

In other words, for a \$1,000 investment in preschool today, participants, taxpayers and the government receive a \$19,000 return on that investment in 20 years.⁵ A similar investment in the stock market will on average only grow by 7 percent, or less than \$4,000 after 20 years.⁶

- In 2005, RAND released a report that calculated the costs and benefits of providing universal preschool in California.⁷ The research found that for every dollar invested in a universal preschool system California, it would generate \$2.62 in returns. The report estimated that there would be:
 - major increases in lifetime earnings (\$2.7 billion per class year of children served);
 - 19 percent reduction in grade repetition per class year;
 - 15 percent fewer special education years;
 - 15 percent reduction in high school dropouts; and
 - significant reductions in violent juvenile offenses, arrests and incarceration.

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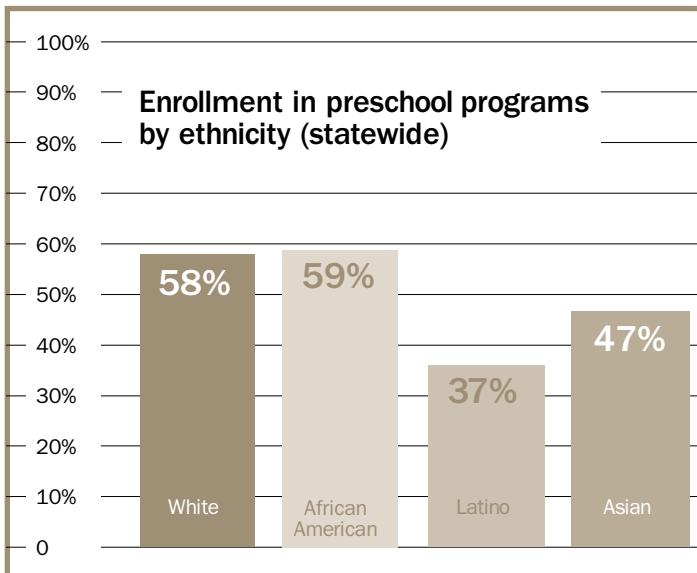
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- ⁶ Cooper, S. & Dukakis, K. (2004). Kids Can't Wait to Learn: Achieving Voluntary Preschool for All in California, *Preschool California*. p. 20.
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Access to Preschool in California and the County

(Modify this fact sheet to meet the needs of your local community. Include county-level data and insert colorful bar graphs to display the data. County-level data may be available at your Local Planning Council (LPC) www.cde.ca.gov/sp/cd/re/lpc.asp or the Child Care Resource and Referral Network www.rrnetwork.org).

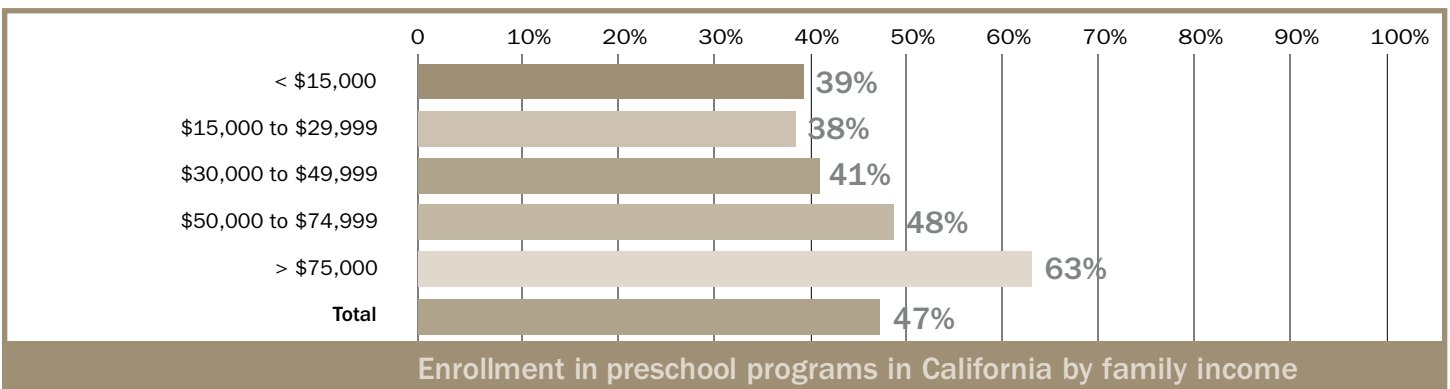
Preschool enrollment in California is lower when compared to the rest of the nation.

- Researchers who have examined 2000 census data found that only 47 percent of three- to five-year-olds who had yet to enter kindergarten were enrolled in a center-based program.
- In _____ County _____ percent of children were enrolled in a center-based program.



Access to preschool programs varies by ethnicity and socio-economic status.

- Statewide Caucasian and African American children enroll at higher rates, (58 and 59 percent, respectively) than Latino (37 percent) and Asian (47 percent) children.
- In _____ County enrollment in preschool also varies by ethnicity, with _____ percent of Caucasian, _____ percent of African American, _____ percent of Latino and _____ percent of Asian children enrolled in center-based programs.
- Middle-income families are more similar to low-income families in the rate in which they enroll their children in preschool. Only about 40 percent of children from low-income and middle-income families are enrolled in preschool, while 63 percent of children from upper-income families are enrolled in these programs.
- In _____ County _____ percent of low-income and _____ of middle-income children are enrolled in a center-based program, while _____ of children from upper-income families are enrolled in these programs.



Funding Sources for Preschool

Funding source	Granting agency	Hours	Eligibility	2006-07 Funding level (in thousands)	Approximate per pupil funding amount
State Preschool	state	3.0	At or below 75% of state median income, ages 3-5	\$413,644	\$3,310
Head Start	federal	3.5+	At or below federal poverty line, ages 3-5	\$833,211	\$6,930
General Child Care & Development	state & federal	6.5+	At or below 50% of state median income (no fees) 50% To 75% of state median income (fees assessed), Ages 0-12	\$762,383	\$7,035
Title I, NCLB	federal	varies	Schoolwide — all children in attendance area. Targeted assistance — students most at risk of failing to meet state standards, Ages 0-5	\$12,638 (Approximately 1.1% of Title I Allocation)	Varies
Special Education; Preschool	state and federal	varies	identified as special needs student, ages 3-5	\$62,653	Varies

For additional funding information, visit the [First 5 California Web site](#).

Index of Laws for Center-Based Preschool Programs

Education Code | www.leginfo.ca.gov

- 8200-8498 Child Care and Development Services Act, especially:
- 8200-8209 General provisions for child care and development services
- 8230-8226 Migrant Child Care and Development Program
- 8235-8237 State Preschool Programs
- 8240-8244 General child care programs
- 8250-8252 Programs for children with special needs
- 8263 Eligibility and priorities for subsidized child development services
- 8282 State-funded preschool transfer child records to public school
- 8360-8370 Personnel qualifications
- 8400-8409 Contracts
- 8493-8498 Facilities
- 41976 Adult education; authorized classes and courses
- 56449 Transfer of child with special education needs
- 56244 Staff development funding
- 54740-54749 Cal-SAFE program for pregnant/parenting students and their children
- 58930 Transfer of child in preschool

Health and Safety Code | www.leginfo.ca.gov

- 1596.70-1596.895 California Child Day Care Act
- 1596.90-1597.21 Day care centers
- 120325-120380 Immunization requirements

State Regulations, Title 5 | www.oal.ca.gov

- 18000-18122 General provisions, general child care programs
- 18130-18136 State Preschool Program
- 18180-18192 Federal and State Based Migrant Programs
- 18210-18213 Severely Handicapped Program
- 18270-18279 Program quality, accountability
- 18290-18292 Staffing ratios
- 18295 Waiver of qualifications for site supervisor
- 18300-18308 Appeals and dispute resolution

State Regulations, Title 22 | www.oal.ca.gov

- 101151-101239.2 General requirements, licensed child care centers, including:
- 101151-101163 Licensing and application procedures
- 101212-101231 Continuing requirements
- 101237-101239.2 Facilities and equipment

United States Code, Title 20 | www.thecre.com/fedlaw/default.htm

- 6311-6322 Title I, relative to preschool
- 6319 Qualifications for teachers and paraprofessionals
- 6371-6376 Early Reading First
- 6381-6381k Even Start Family Literacy Programs
- 6391-6399 Education of Migratory Children

United States Code, Title 42 | www.thecre.com/fedlaw/default.htm

- 9831-9852 Head Start programs
- 9858-9858q Child Care and Development Block Grant