



FOREWORD

We are delighted to share with you this California Preschool Planning Toolkit that is part of the larger Statewide Preschool Technical Assistance Research and Development Project funded by the David and Lucile Packard Foundation.

The resources presented in the Toolkit are based on a collaboration of the work conducted by the American Institutes for Research (AIR) and the Karen Hill Scott and Company (KHS) on County Preschool Master Plans and state-level resources, with significant contributions by the Center for the Study of Child Care Employment (CSCCE) and the Low Income Investment Fund (LIIF). Furthermore, we received substantial input from our Advisory Committee—which was composed of the California Department of Education (CDE), California County Superintendents Educational Services Association (CCSESA), First 5 California, the California Head Start Association, Preschool California, LAUP, First 5 San Francisco, and the First 5 Association. We want to extend special thanks for the leadership of the CCSESA Director of Preschool Planning, Roberta Peck, and for the generous support from the David and Lucile Packard Foundation.

We tried to create a Toolkit that is user-friendly and relevant, while keeping in mind that each County is at a different stage of planning and implementing preschool services. We hope the information and resources presented in the Toolkit provide useful planning tools that are flexible to meet the unique needs of California's 58 counties.

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INTRODUCTION

Purpose of the California Preschool Planning Toolkit

The purpose of the Preschool Planning Toolkit is to support county superintendents of education, First 5 commissions, and other state and local leaders interested in making high quality preschool experiences available to all children in California. We hope this Toolkit will help County planners to:

- Play a leading role in the planning and implementation of preschool;
- Access and apply the best available processes, information, and research;
- Make plans to expand quality preschool programs incrementally while progressing strategically toward a more comprehensive vision,
- Prepare to expand preschool services rapidly and efficiently, should the opportunity arise;
- Access different finance options to sustain and expand preschool;
- Understand state regulations and reporting requirements related to preschool implementation;
- Develop a well-coordinated statewide system of early education; and
- Identify issues that require solutions beyond technical assistance, such as policy, regulatory, and legislative approaches, to expand the state's efforts to provide preschool to all children in California beyond the current preschool system.

How to Use this Toolkit

There are many elements that need to be considered when designing or implementing a comprehensive preschool system that range from workforce and facilities to workforce development. To make it easy for the reader to navigate through the toolkit, we have provided the information in eight sections that we considered vital to a comprehensive Preschool Master Plan. Although numbered, the eight sections are non-sequential; given the inter-relatedness of many of the planning elements, several can be addressed concurrently. The sections and subsections include:

1. Planning Process
 - a. Overview
 - b. Planning Process Instructions
2. Needs Assessment: Supply and Demand
 - a. Overview
 - b. Supply and Demand Instructions
3. Program and Teacher Quality
 - a. Program Elements
 - b. Workforce Development



4. Facilities
 - a. Assessment
 - b. Development

5. Delivery Systems
 - a. Mixed Delivery System
 - b. Linkages to Full-Day, Full-Year
 - c. Multiple Funding Streams
 - d. Governance

6. Engagement
 - a. Family Engagement
 - b. Community Engagement

7. Budget and Launch
 - a. How to Estimate a Budget and Phase-In Plan
 - b. Examples of Budgets
 - c. Examples of Phase-in Plans
 - d. Examples of Tiered Reimbursement Rates

8. Finance Options
 - a. Compendium of Existing Resources
 - b. Assembly Bill 172
 - c. Title I
 - d. First 5 Power of Preschool Demonstration Grants
 - e. Potential Additional Sources

For each section, we provide a Summary Sheet that provides a top-line view of the topic, followed by detailed content and tools to help address some of the main issues. The Summary Sheet includes:

1. General overview of the topic
2. Principles and guidelines
3. Sample approaches used by other counties and states
4. Basic issues that need to be addressed
5. A list of tools and templates that are presented in the section
6. List of additional resources



ABOUT THE TEAM

American Institutes for Research (AIR)

AIR has a long and varied experience in providing technical assistance in a range of areas to diverse audiences. In conjunction with First 5 San Mateo County, and funded by the First 5 California Children and Families Commission, AIR led the *First 5 California Preschool for All Technical Assistance Phase I and Phase II Project*, assisting 36 counties with various stages of preschool planning and 10 counties with the planning for First 5 PFA Demonstration Grants. Furthermore, on behalf of the First 5 California Children and Families Commission, AIR developed a planning guide and toolkit, *Preschool for All: Step by Step* and a supplemental guide, *Developing a Local Preschool for All Plan*, for First 5 California to help counties interested in phasing in voluntary access to preschool, building on existing early care and education programs, including State Preschool, General Child Care, Head Start, and other licensed center-based and family child care. The First 5 Toolkit includes sections on how to determine key program elements, how to assess the supply and demand for preschool, and how to estimate the cost of making quality preschool accessible to all.

AIR also has extensive experience in analyzing educational costs and developing cost models. Partnering with the Institute for Women's Policy Research (IWPR) and supported by the David and Lucile Packard Foundation, AIR helped develop the memorandum, *Estimating the Cost of Preschool in California*. Other models AIR developed or collaborated on include: *the Preschool Program Expenditure Study* which estimates the costs associated with 12 existing preschool programs that have been identified as high-quality programs; *Determining Adequate Resources for New York Public Schools*, estimating the cost of providing adequate and appropriate education services, including preschool services, for the state of New York; *the Alaska School District Cost Study*, which created a statistical model for the derivation of geographic cost differences to be used as part of the funding formula for allocating K-12 education spending in the state. AIR has performed similar cost analyses for the states of Illinois, California, Florida, and Missouri.

Karen Hill Scott and Company (KHS)

KHS brings valuable knowledge and background in child development, early care and education, family support systems, early childhood funding streams, systems design, and program models. KHS has extensive experience and expertise in economic and demographic projection techniques and community and county-wide planning. Skilled in organizing and facilitating meetings, input sessions, focus groups, and interviews, KHS has an excellent ability to bring together diverse groups of stakeholders to produce concrete results. As the lead consultants to First 5 LA, KHS was responsible for the development of the *Los Angeles Universal Preschool Master Plan*, the first large scale Universal Preschool program in the state of California. This plan engaged over 600 people from every community, whether defined by geography, ethnicity, income, provider-type, or stakeholder sector, in an innovative participatory planning process. Community forums were held in three languages simultaneously and the meetings were notably effective in their use of unique group processes that built consensus and commitment to Universal Preschool. The process produced a written Master Plan, Goals and Strategic Plan, and Knowledge Transfer plans for each division of the new organization: Operations, Facilities, Quality, Workforce, Curriculum, Special Needs, Parent Engagement, Family Child Care, and Coordination with Existing





Systems. KHS also organized three major symposia on Facilities Planning, Research and Evaluation, and Financing the System. In conjunction with the LAUP Master Plan process, First 5 LA and the Packard Foundation funded KHS to conduct a *Strategic Partnership Study*, a one-year exploratory action-research effort aimed at understanding how to market the concept of universal preschool to a wide and influential audience in Los Angeles County. In less than four months, KHS interviewed 48 highly influential people in Los Angeles about their views on supporting a universal preschool system in California. Furthermore, KHS conducted and analyzed 10 focus groups with parents across the county on their views regarding preschool education.

As a State Commissioner, Dr. Karen Hill-Scott was appointed Chair of the School Readiness Work Group which developed a *School Readiness Master Plan* involving over 70 statewide stakeholders in a participatory planning process. *The California Master Plan for School Readiness* is in its third year of implementation providing \$413 million over four years to select School Readiness programs. All 58 County Commissions are participating, serving 1,385 schools and 800,000 children ages birth to five, of which 85 percent are low-income.

Our Partners

California Child Care Resource and Referral Network (Network)

The Network is the oldest, most well established system of Child Care Resource and Referral (CCR&R) agencies in the United States. The Network combines practical knowledge at the local level with extensive experience working on state and national child care policy. The unparalleled public and private support for child care R&R services in California is acclaimed throughout the country.

Over the past 20 years, California's R&R services have evolved from a grassroots effort to help parents find child care, to a well-developed system that supports parents, providers, and local communities in finding, planning for, and providing affordable, quality child care. California has allocated state funds for the local R&Rs to provide services since 1976, and its commitment to R&R is exhibited by the growth in funding from \$900,000 in 1976 to \$18,644,000 in 2000. Today, every county in California is served by at least one R&R agency, which receives funding directly from the California Department of Education.

Center for the Study of Child Care Employment (CSCCE)

Through research, policy analysis and policy development, CSCCE focuses on issues relating to the several million teachers and providers currently working in center-based and home-based early care and education settings in the United States.

CSCCE staff work closely with policy makers, practitioners, and labor and advocacy organizations on strategies to improve early care and education jobs in California and nationally. Currently, staff are actively engaged in workforce development planning related to new publicly funded preschool services for California's four-year-old children. Director Marcy Whitebook was also instrumental in developing the California CARES model, a program now operating in most counties of the state, awarding stipends to early care and education teachers and providers who stay on the job and pursue professional development.



Some of CSCCE's groundbreaking studies include: *the California Early Care and Education Workforce Study*, conducted in partnership with the California Child Care Resource and Referral Network; *Time to Revamp and Expand: Early Childhood Teacher Preparation Programs in California's Institutions of Higher Education*; and *By a Thread: How Child Care Centers Hold On to Teachers, How Teachers Build Lasting Careers*.

Low Income Investment Fund (LIIF)

LIIF is dedicated to creating pathways of opportunity for low income people and communities. By investing capital and providing technical assistance to community development organizations, LIIF spurs economic advancement for the very poor.

In its 20-year history, LIIF's lending and technical assistance have helped hundreds of community organizations serving the nation's hardest-to-reach populations. To date, LIIF has provided capital and technical assistance totaling over \$500 million in 26 states across the nation. LIIF's assistance, in turn, has leveraged investments in poor communities of over \$3.7 billion—an impressive seven to one leveraging ratio—and has supported:

- 52,000 units of low income and special needs housing;
- 25,000 child care spaces;
- 32,000 student spaces in educational facilities; and
- Two million square feet of commercial space.

LIIF operates nationally, but focuses its work in three core market areas: Northern California, Southern California and the New York metropolitan Area – areas that comprise nearly 20 percent, or one-fifth, of the nation's total poverty population.

FIRST 5 Association of California (F5A)

The FIRST 5 Association of California works to improve the lives of California's youngest children and their families through an effective, coordinated, and inclusive implementation of the California Children and Families Act at the local and state levels. The FIRST 5 Association of California supports its members and constituents by serving five primary roles.

1. Provide a collective voice to speak on behalf of County Children and Families Commissions and staff.
2. Facilitate information sharing and communications.
3. Provide resources and assistance that promote effective implementation of the California Children and Families Act.
4. Encourage collaborative efforts aimed at meeting the needs of individual County Commissions and the membership as a whole.
5. Create and sustain a structure that supports achieving the mission.



Funded By

The David and Lucile Packard Foundation (Packard Foundation)

Created in 1964 by David Packard (1912–1996), the co-founder of the Hewlett-Packard Company, and his wife, Lucile Salter Packard (1914– 1987), the Packard Foundation invests in and takes smart risks with innovative people and organizations to improve the lives of children, enable creative pursuit of science, advance reproductive health, and conserve and restore earth’s natural systems. The Children, Families, and Communities (CFC) Program works to ensure opportunities for all children to reach their potential. The Packard Foundations’ central goal is to achieve quality early education for all children through Preschool for California’s Children. They also support two other ambitious goals: promoting access to Health Insurance for all children and implementing After-School Programs for all elementary and middle school-aged children in California. To ensure that children have access to the best possible health care, the CFC Program also provides support to the Lucile Salter Packard Children’s Hospital. The Foundation does not fund attempts to influence specific legislation or ballot measures.



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