Voluntary Preschool
Master Plan

Written by Karen Hill Scott, Ed. D.

Fresno County Superintendent of Schools, Larry L. Powell visits Jefferson Preschool, Fresno Unified School District.

2008 - 2015

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Summary

EXECUTIVE SUMMARY

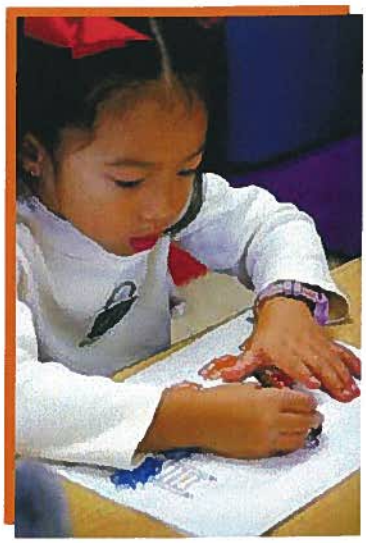
MESSAGE FROM THE SUPERINTENDENT

In September 2007, the Fresno County Office of Education engaged a cross-section of the community in the design of a comprehensive voluntary preschool plan for children four years of age in Fresno County. With the assistance of consultant Dr. Karen Hill Scott, more than one hundred community leaders, with representation from parents, elected officials, businesses, civic/social and governmental agencies and preschool educators from public, private, and faith-based programs, convened in this process. The result of their work is an inclusive, networked and articulated plan of action. Fresno County will reap the rewards of the investment in our children for many years to come. Immediate benefits will be realized as more children enter school ready to learn. The long term reward will be apparent as these same children leave the school system ready to enter the workforce. I believe this report sets the foundation for a system of preschool program delivery that will assist in closing the achievement gap.

Larry L. Powell
Fresno County Superintendent of Schools

BACKGROUND

Inspired by the leadership of County Superintendent of Schools Larry L. Powell, the community stakeholders had a clear vision of the value of preschool for children in Fresno County. The seven-year comprehensive plan includes a detailed description of the compelling need to provide high quality preschool and the summative reports of subcommittees in the areas of Program Quality and Monitoring, Articulation and Coordination, Parent and Community Engagement, and Workforce and Professional Development.



The Early Care and Education (ECE) industry is vital to Fresno County's economy. It generates more than $200 million annually and provides over 8,500 jobs. As of October 2008, approximately 2,385 families and 3,180 income-eligible children are on waiting lists for subsidized ECE in Fresno County. By the year 2020, Fresno's population of children ages 1 – 13 will grow by 25%, totaling 250,000 children. Census data indicates that Fresno County has the second highest rate of poverty in California, with almost 23% of the population living below the poverty level. The plan for voluntary, high-quality preschool is a significant step toward a better educated populace, and potentially a break in the cycle of poverty in Fresno County.

In the view of the planners, preschool has a strategic value for Fresno as a whole. National studies consistently demonstrate that high quality preschool experiences result in significant educational and social benefits for children. Certainly the immediate goal is to serve children who would benefit most from preschool–but that describes the majority of children in the county. In Fresno, preschool has the potential to catalyze education reform and ultimately increase the position of Fresno as a county with a well-prepared citizenry.

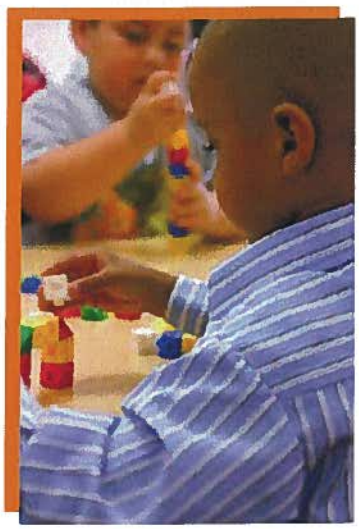
The stakeholders worked collaboratively to complete the planning process and reach consensus on a vision and plan of action. The theme for the resulting Master Plan, "Traction Supports Action," refers to the over-arching strategy of connecting units of power together as a force that propels and sustains forward movement.

MISSION STATEMENT

The Voluntary Preschool Master Plan strives to improve the quality of preschool programs and increase access to all four year-olds in Fresno County.

FOCUS AREAS

The Plan is guided by four focus areas:



- **Preparedness:** where Fresno County's ability to develop preschool programs will create the ability to secure funding and promptly deploy new resources as they become available.

- **Centers of Excellence:** where Fresno County develops programs that demonstrate "the art of the possible" in the areas of high quality service delivery, workforce development, parent engagement and curriculum alignment from preschool through third grade.

- **Leveraging Resources:** where Fresno County melds efficient and creative use of existing resources with strategic partnerships and infusions of outside support until increased public investments can be obtained.

- **Strategic Relationships:** ensuring that the traction necessary to stay on path adheres through an ever expanding base of support for preschool in the community.

COMMUNITY ASSETS

The Plan stakeholders identified both community assets and community needs as it related to preschool planning. The assets were as follows:

- **Fresno Energetic Leadership**
  The Fresno County Office of Education (FCOE) has outstanding stewardship and has assembled a team that is committed to focusing on preschool implementation. Additionally, the community stakeholders that participated support early education and represent organizations in the fields of local planning, service delivery, higher education, and children's services. These organizations are accustomed to collaboration and they supported this effort with immense commitment.

- **High Talent: Problem Ratio**
  There are extraordinary community leaders and agency decision-makers who are willing and able to commit and deploy human resources to the development of preschool. The breadth of expertise ranges across sectors (public, private, faith-based) and content areas (early education, health, social services, K-12).

- **Right Size/Right Scale/Right Location**
  Fresno's size and scale are very manageable for developing centers of excellence. Moreover, Fresno has the characteristics of urban, rural, and migrant markets with about 26% English Learners. In addition, Fresno has a stable population with moderate overall growth. These attributes make it possible to explore different models of service delivery unique to each market. The location in the Central Valley is also geographically strategic.

- **Strong Knowledge Base**
  Fresno has a rich collection of data and research on local needs and funding requirements. This makes it possible to build on existing systems, and create a centralized database that is shared electronically among the many participants in implementation.

COMMUNITY NEEDS

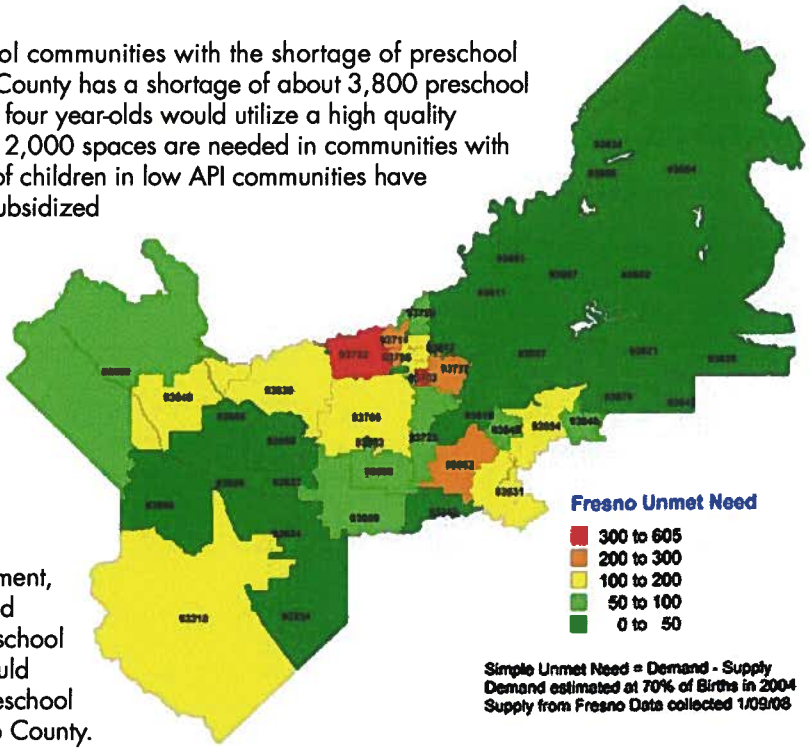
As a result of the planning process, the quantity of spaces and financing required to mitigate the need for preschool was calculated and mapped at the zip code level. However, the planning process also revealed a broader need for public engagement in the civic and philanthropic sectors of Fresno County.

- **Preschool Needs**
  The Fresno County Child Care and Development Local Planning Council has identified each zip code with high need for additional licensed preschool spaces, and prioritized them in the order of need. Since the primary goal was to increase school achievement, the focus in setting priorities included creating an overlay of low Academic

Performance Index (API 1-3) elementary school communities with the shortage of preschool spaces. The summary findings are that Fresno County has a shortage of about 3,800 preschool spaces, assuming 70% of the County's 15,000 four year-olds would utilize a high quality program. Of the total space shortage, just over 2,000 spaces are needed in communities with very low API schools. Countywide about 47% of children in low API communities have access to a preschool program. Enrollment in subsidized programs is capped and waiting lists are long.

- **Public Engagement**
  Fresno is dependent upon public investment to make preschool a reality. With almost 60% of families well below the state median income, neither parent fees nor local taxes would provide enough revenue to mitigate the need.

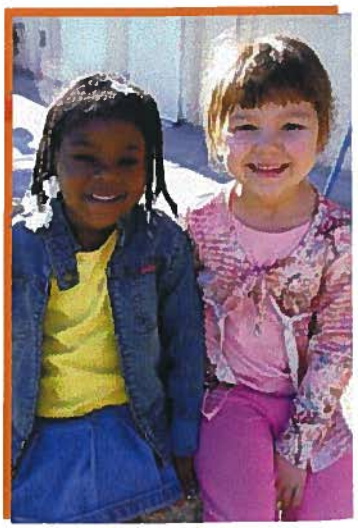
  A strong local public agenda for preschool is necessary to advance state level investments in Fresno. Local school districts, municipal government, the county supervisors, city council members and organized business interests should include preschool on their respective legislative agendas. This would initiate a high priority of state investments in preschool resulting in cascading apportionments to Fresno County.



A NEW VISION FOR FRESNO COUNTY

The visioning process captured one central idea: ***through preschool, individual and community benefits would accrue to Fresno County.*** Within 15 years (about 8 years after a complete implementation of preschool), Fresno County will:

- Provide all children with access to early education.
- Close the school readiness gap.
- Achieve higher family engagement in children's education.
- Improve K-12 student performance.
- Build a prepared early care and education workforce throughout the county.
- Rank higher as a favorable city to live and work in California.



2-5-7 YEAR GOALS

This Executive Summary closes with a chart summarizing the 2, 5, and 7-year goals for the major components of the preschool program. Overarching dimensions of these goals are:

- **Program Quality and Monitoring:** to develop both a Quality Rating System and a workforce mentoring system so that the centers of excellence can be expanded countywide.
- **Articulation and Coordination:** to develop a plan that aligns preschool to K-12 institutions by acquiring input from personnel in both sectors of education along with the engagement of parents.
- **Parent and Community Engagement:** to create neighborhood hubs connecting preschools, parents and elementary schools and to engage parents, including increased involvement from fathers in home-based support of children's learning.
- **Workforce and Professional Development:** to integrate a system of ongoing consultation and mentoring for existing and new personnel entering the early education workforce while coordinating program requirements and transition among post-secondary institutions offering degree and certificate early care and education programs.

Two other components of a sound Master Plan, ***Data Management and Facilities***, will be managed administratively during the early implementation phase.

EARLY IMPLEMENTATION PRIORITIES

The planners recognized that to translate the plan into action, some initiatives need immediate organization and attention. Also, for public success the planners considered a number of possible projects that could be implemented early at low cost and mostly within the existing infrastructure.

Statement	Key Responsibility Centers	
1. Conduct an inventory of preschool spaces and facilities	• Local Planning Council: Centralized Eligibility List • Children's Services Network • Fresno County Economic Opportunities Commission, Head Start	• Fresno County Office of Education • Community Care Licensing • First 5 Fresno County • Supportive Services, Inc.
2. Identify / cultivate new workforce entrants through career planning services	• Children's Services Network • Fresno County Economic Opportunities Commission, Head Start • Fresno Regional Occupational Program (ROP)	• Fresno County Office of Education • Community Care Licensing • First 5 Fresno County • Supportive Services, Inc.
3. Encourage movement of the average level of teacher education beyond par (26% with B.A. degrees)	• Colleges and Vocational Schools • Child Care Center Employers/Program Directors	• Fresno County Office of Education • First 5 Fresno County
4. Have a plan to support the development of EL students	• EL Program Staff • Adult Education Programs • Community Based Organizations	• FCOE Early Care & Education Department • California Preschool Instructional Network
5. Develop a plan for increased parent engagement	• Reading and Beyond • Parent Outreach Programs • FCOE Parent Services Center • Fresno County Economic Opportunities Commission, Head Start • Child Care Providers	• First 5 Fresno County • School Readiness Program • California Preschool Instructional Network • FCOE Migrant Education • School Districts
6. Document & analyze the typical programmatic content in preschool programs (by funding source)	• Local Colleges, Teachers, Parents and Program Directors • Children's Services Network	• FCOE Local Planning Council • FCOE Early Care & Education Department • Voluntary Preschool Committees
7. Develop consistent & coherent alignment / articulation processes for every preschool child	• Early Care and Education Program Directors • School Districts • Private Preschool • FCOE Special Education • FCOE Migrant Education	• Early Care and Education Professionals • Fresno County Office of Education • All Local Colleges

INCREASE THE TRACTION – ACCELERATE THE ACTION

The following recommendations are made to bridge the gap between mapping the goals and implementing each one of them.

- First, create a transition team to guide and manage overall facilitation of each phase of immediate implementation. This team would be led by the Fresno County Office of Education and include all stakeholders representing high level interest groups and also the key responsibility centers for the decentralized efforts described in the plan. The transition team will also assess additional data needs, review logistics, calendar overall work plans and identify sources of in-kind and direct support for early implementation.
- Second, charge new task forces, one for each content area, with the schematic design of processes and structure for the countywide system component associated with each workgroup. These include the Articulation Process, the Quality Rating System, the Neighborhood Hub System, and Workforce Development Models that will support Fresno's preparedness for comprehensive preschool implementation in the future.
- Third, identify and support localized and neighborhood implementation of "centers of excellence" that parallel each component. These will include high quality preschool sites created from existing programs in the community.

In addition, and just as important, the traction that has held the community stakeholders together for close to four years must be replicated to include three other constituencies who have the positioning to tilt preschool policy support at the state level. These are: K-12 superintendents and other key education administrators, small and large business leaders, and a promising philanthropic sector. Taken together, the vision, capacity, motivation, and solidarity of Fresno's preschool stakeholders has created a sound plan. This collective energy is extraordinary and in the end this energy will ignite the launching and sustainability of the Fresno County Voluntary Preschool Plan.

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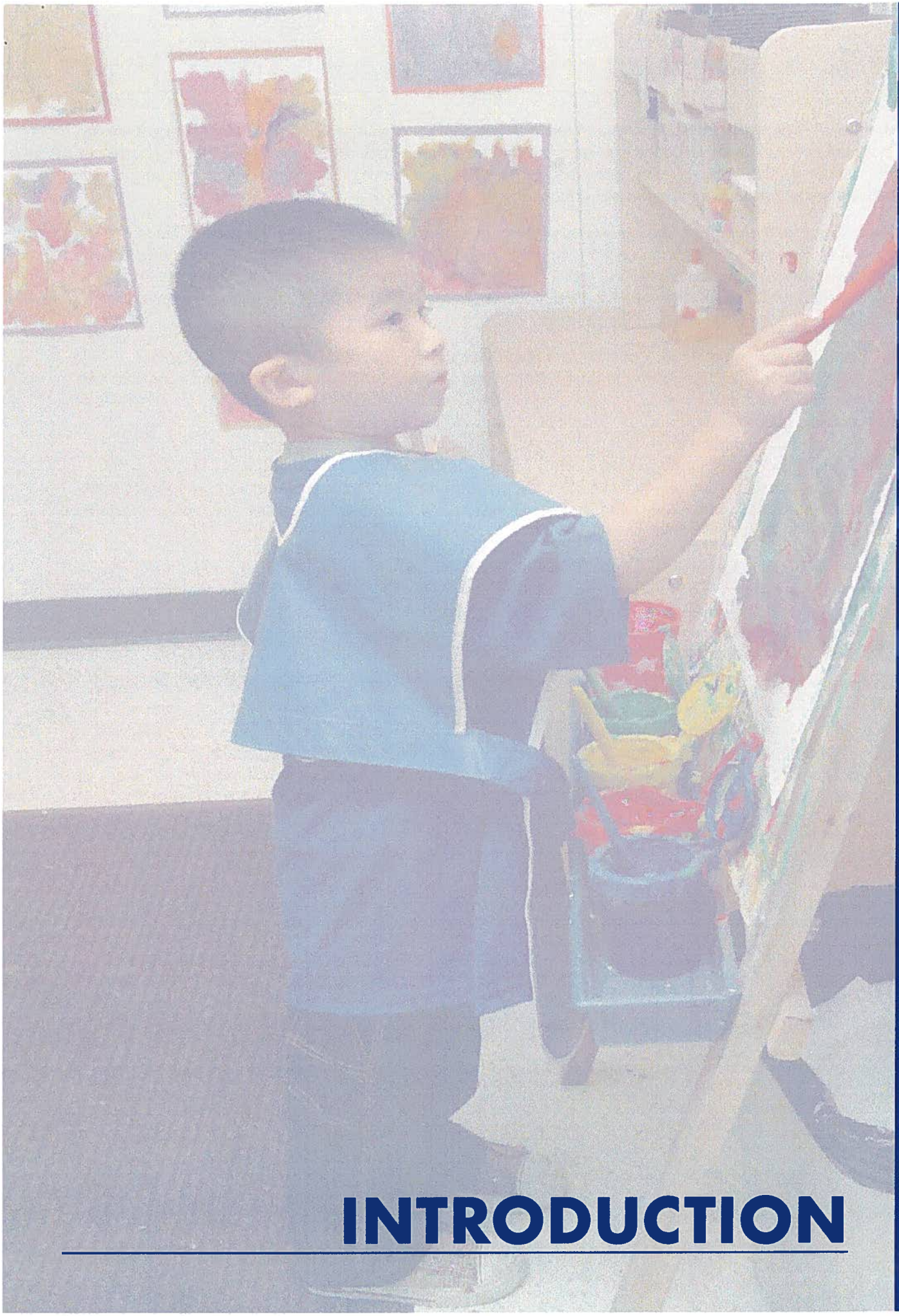

Section 1

INTRODUCTION

WHY LOCAL READINESS MATTERS: THE POLICY CONTEXT

The Fresno County Voluntary Preschool Master Plan is a blueprint for action. It is not a document that leads to yet another study nor is it likely to become mired in protracted negotiations regarding its adoption. This plan was developed by a wide array of community leaders and stakeholders who spent three years in a very intensive and rigorous work process on early care and education.

Three major reports in support of childcare and preschool in Fresno County preceded this Master Plan consisting of a wide range of documentation from community interest and support (January 2006)[1]; a quantitative analysis on the status of early care and education in Fresno County;[2] and a study of the relationship between early care and education and the overall economic development of Fresno County (2007).[3] All were foundational documents for approaching the Master Plan process.

In addition, state-level work provided a context for Fresno County's efforts. Beginning in 1998, then Superintendent of Public Instruction, Delaine Eastin, convened a Universal Preschool Task Force to consider the impact of preschool on school achievement and long term welfare reduction.[4] Four years later, the State Master Plan for School Readiness[5] was published. The State Master Plan called for a preschool through college (P-16) model of learning. Following the pre-existing state model of fiscal decentralization to the counties and local districts, the plan also recommended and delineated a strong role at the local level, led or facilitated by the county offices of education. As a result, while the current Superintendent of Public Instruction, Jack O'Connell, established the P-16 Council, the California County Superintendents Educational Services Association established a Pre-Kindergarten Task Force as a major policy initiative in 2005.

The momentum at the state level resulted in a 2006 ballot initiative to fund a wide-ranging and comprehensive delivery system for preschool. Though the initiative failed, the interest in pursuing preschool was sustained. Considering both the achievement gap and California's comparatively low achievement scores in reading and math for children in elementary grades,[6] educators realized that support of voluntary preschool and increasing children's access to preschool had to continue.

Unfortunately, just as the public's awareness and interest in preschool had reached a critical peak, the state's revenues spiraled into a multi-billion dollar deficit. The role of local leadership took on new and greater importance as the pressure to develop high-quality preschool programs shifted heavily to the county offices of education. When the planning process for Fresno County began, the challenge facing preschool supporters was less about convincing the public that preschool was beneficial to children's success and more about finding inspired and creative leadership that could sustain community commitment and nurture the local vision.

In Fresno County, no one better framed the position of continuing with a voluntary preschool plan than Larry L. Powell, Fresno County Superintendent of Schools. In an editorial he wrote on July 9, 2008, for The Fresno Bee, he states:

> *"Our kids can't wait to learn...and it is more expensive to delay. Despite budget shortfalls nothing will keep us from moving forward with this important endeavor and implementing our action plan to ensure quality preschool for all four year-olds in our county."*

1 Preschool Leadership Coalition, Francine Farber, Ed.D., Chair. *A Community Conversation on the World of Universal Preschool,* January 2006.

2 Fresno County Child Care and Development Local Planning Council. *Comprehensive Child Care Needs Assessment.* Published by the Fresno County Office of Education and the Fresno County Board of Supervisors, May 2006.

3 Brown, Brentt and Melissa Ramos. *The Economic Impact of the Early Care and Education Industry in Fresno County.* Published by the National Economic Development & Law Center for the Fresno County Child Care and Development Local Planning Council, 2007.

4 Universal Preschool Task Force. *Ready or Not, Here We Come.* California Department of Education, 1998.

5 *The California Master Plan for School Readiness.* First 5 California, 2002.

6 Karoly, Lynn, Jill Cannon, Elaine Reardon, and Michelle Cho. *Who is Ahead and Who is Behind? Gaps in School Readiness and Student Achievement in the Early Grades for California's Children."* RAND Corporation, November 2007.

Powell firmly believes preparedness will yield benefits for Fresno County now and long-term. In the immediate future, the local work will build strategic relationships and develop a framework that decentralizes activity into a powerful network of interrelated functions. This network will ultimately comprise an efficient system of early care and education. In the longer term, the theory of preparedness ensures that the county will be ready for immediate expansion when the state economic environment improves and public investment is a possibility.

The Fresno planners recognize that it may not be possible to create a complete system in the next seven years and have therefore adopted an incremental approach. This Master Plan will unfold each increment while retaining a focus on keeping preschool impacts always in the foreground. In this regard, the Master Plan is a fulcrum for action. The Master Plan is designed to support the transition from thinking about what to do, to implementing what has been decided and moves from the question of how to do the work, to who will be responsible for guiding the achievement of each goal.

ORGANIZATION OF THE MASTER PLAN

Each section of the Master Plan is important and reveals outcomes from the planning process that had an impact on plan implementation. There is no build-up to a big conclusion; rather each stage of planning is described and the related findings within each stage are provided. At the end of the Master Plan, a chapter on "Next Steps" is presented outlining the activities and strategies that set the plan in motion. The cumulative findings are referenced but not repeated in the final chapter.

The Master Plan begins with a description of the underlying premises that were foundational to the planning process. These emerged during early meetings with the Fresno County Office of Education (FCOE) leadership, and from the visioning process with both an initial group of stakeholders and the first meeting of the planning group. These four focus areas are to maintain a state of preparedness, to develop Centers of Excellence, to leverage current and new resources, and to engage in new and strategic relationships.

As the plan progressed, these principles gave rise to the overarching thematic intent of the plan: ***traction supports action.*** The translation of this idea is that the broader the base that holds fast to preschool as a community priority, the more likely stakeholders will move intentionally and purposefully toward that goal.

The second section of the Master Plan is asset mapping, a process of qualitative and quantitative research that describes the human, organizational and funding resources applied to the preschool issue. The section also provides a description of the needs, conservatively projected, that Fresno County cannot offset. Both resources and needs are described through narrative, maps and charts that graphically illustrate the geographic and funding disparities in service delivery. In an extended discussion of needs, the notion of expanding relationships to new sectors of support is also presented as an approach to increasing the resource base.

The third section of the Master Plan describes the active stage of the planning process. The group developed both the overall and the system components concurrently, beginning with a community Mission Statement that will be expressed for fifteen years. Next, workgroups charged with developing each component of a new system created their Strategic Mission Statement with 2, 5, and 7 year goals that also contain the metrics for goal attainment. The skeletal program dimensions for each component of the system were also described and led to setting priorities for the early implementation process. All of this content was brought together and compiled virtually verbatim from the output of the community, forming the corpus of the plan.

The fourth and final section of the plan includes a presentation of a recommended implementation strategy that continues the model of inclusiveness and transparency and one that does not create new bureaucracy. There is a discussion of recommendations for additional research, ongoing planning, and process evaluation that should be built into the work plan. The purpose of this work is to ensure the course being navigated is the right one and to maintain good documentation that will serve Fresno County well when the stage is set for going to scale. This section also proposes an approach to organizational processes that will sustain the momentum of planned change without large additional cost outlays.

FOCUS AREAS

The Fresno County Voluntary Preschool Master Plan hinges on four focus areas to guide overall implementation. The four areas do not focus on service delivery, but are exclusively about the broad strategy that will create a system responsive to needs in Fresno County, ideally pulling people together around preschool as a community priority to position Fresno County for growth as state and possibly federal investment in preschool grows.

Focus Area 1: Preparedness

There is an old saying that one should always be prepared for the worst case scenario. When preparation is inadequate, crises can be significantly compounded. The same principles apply to expectations for early care and education funding. Like most other categorical programs,[7] preschool is subject to varied circumstances coming together at just the right moment within a legislative session. Suddenly, new expansion funding might become available. The lesson about preparedness can be illustrated by the statewide experience with the Preschool for All initiative (Proposition 82) and Assembly Bill 172 (AB 172) in the fall of 2006.

For many advocates, the passage of Proposition 82 would have been the best case scenario. Never mind that the lack of preparation to readily absorb the level of growth would have created a major shock to the existing alignments in the current system. The initiative represented a chance to have had a complete system for all children; however, the initiative failed. In the same year, Assembly Member Wilma Chan authored AB 172 to demonstrate that the state wanted to make a commitment to preschool but in a manner that was consistent with existing models of state support. California Governor, Arnold Schwarzenegger, signed AB 172 into law and suddenly an appropriation of $50 million was available. This was enough to serve about 12,000 children from a very narrow target population – children in communities with very low performing schools.

The legislation was a far cry from the expansive and high-quality program called for in the initiative. In fact, funding per child was below the actual cost of operating a program in many parts of the state, causing several school districts to turn back the allocations because they could not offset the operating deficit. Advocates, on the other hand, were worried that if the Early Care and Education (ECE) community did not take advantage of the funds, there would be fewer building blocks available toward creating a higher quality system—especially for the children who would most benefit from preschool.

The David and Lucile Packard Foundation, as a part of its mission to expand preschool opportunities for children, funded the AB 172 Fulfillment Project to promote statewide participation in the application process. The application process was competitive and on a very tight time table so the funds could be committed and children could be served within the 2006-2007 fiscal year. Only those applicants who could mobilize a coherent proposal, with the full complement of legal and fiscal documents, would make the cut.

The Fresno County team went into action, encouraging applicants to apply for funds, take advantage of the technical assistance made available through the AB 172 Fulfillment Project and use data from local agencies. *The strategy worked. Fresno County received $2.4 million in funding, 25% over its base allocation of $2 million.* Of 58 counties statewide, nineteen received funding over their allocation, but just six received $500,000 or more over their allocation (See Table 1 on the following page).

7 See Glossary in Appendix 1 for a definition of categorical programs.

TABLE 1

Top Six AB 172 Part-day Preschool Final Awards ABOVE Allocation

County	Allocation	Final Award	% Above Allocation	$ Above Allocation
Orange	$2,730,578	$6,311,675	131%	$3,581,097
Santa Cruz	$ 402,064	$1,191,184	196%	$789,123
Stanislaus	$ 664,682	$1,435,210	116%	$770,528
Sacramento	$1,151,181	$1,807,512	57%	$656,331
Merced	$ 537,532	$1,052,352	96%	$514,820
Fresno	$1,984,288	$2,487,562	25%	$503,274

*Final award amount listed is for the core part-day program only. Fresno received an additional $239,000 for a full-day program plus support costs reaching a total of $2.7 million from AB 172.

Clearly, the AB 172 experience left an impression with regard to preparedness. There were ten small counties in the same round of funding that chose not to apply and eighteen other counties that, for a variety of reasons, left large amounts of funding "on the table" (see Table 2 below, listing the 6 largest). The children in low performing school communities in Fresno County and other counties benefited from the low uptake in other parts of the state.

TABLE 2

Largest Forfeited AB 172 Part-day Preschool Final Awards BELOW Allocation

County	Allocation	Final Award	% Below Allocation	$ Below Allocation
Los Angeles	$13,655,323	$7,466,738	-45%	-$6,188,585
San Bernardino	$ 3,498,389	$2,070,114	-41%	-$1,428,275
Tulare	$ 1,034,953	$ 562,716	-46%	-$ 472,236
Riverside	$ 2,514,990	$2,050,300	-18%	-$ 464,690
San Joaquin	$ 1,283,012	$ 848,135	-34%	-$ 434,877
Monterey	$ 946,285	$ 526,176	-44%	-$ 420,109
TOTAL FORFEITED TO OTHER COUNTIES				-$9,408,772

Until full government funding is available for preschool, whether it is targeted narrowly to the lowest achieving communities or more broadly to all who are below proficiency in key skill areas, it stands to reason that the most prepared counties will have the greatest capacity to serve children quickly and effectively. The lessons of past funding appropriations and of AB 172, specifically, point to preparedness as key to future success.

Focus Area 2: Centers of Excellence

The best way to develop traction around preschool advocacy is to have stakeholders and policy makers visit and experience a high-quality preschool program. One of the greatest challenges faced by preschool advocates is finding these programs and explaining why quality is important. This predicament exemplifies the quandary advocates face when the policy debate inevitably drifts to the issue of "access vs. quality."

By re-examining what is to be achieved with preschool, it will be determined that finding the lowest cost alternative to serve the largest number of children is the wrong construct for discussing preschool. If the goal is to reduce the achievement gap, something *different* from what has been done, is needed. What should be discussed is effective vs. adequate and not access vs. quality.

When advocates present the case for preschool, several important studies are always referenced, citing the link between preschool attendance and later performance in school and life. These longitudinal studies point to the benefit/cost ratio, in particular, as a sign of the effectiveness of preschool. A RAND Corporation study

performed a meta-analysis of several of these programs in a report, *Early Childhood Interventions: Proven Results, Future Promise* (2005).[8] In the best of programs, the older the students get, the more the value of effective preschools continues to increase, in most cases because a larger proportion of the children who had been enrolled in preschool did not get involved with crime, and stayed away from crime, during most of their adulthood.

In the three most frequently referenced programs, (Abecedarian, Chicago Parent-Child Centers, and Perry Preschool), high school completion rates were higher, adult earnings were higher, employment in skilled labor occupations was higher, and use of social services, including welfare, was lower than a similar group of children who did not go to preschool and were tracked for the same amount of time. The findings are very powerful; preschool produced savings to society (benefits) worth $3.23 up to $17.07 per pupil for every dollar spent on the preschool intervention. In other words, preschool paid for itself by lowering other costs that would have been incurred by the taxpayers. Moreover, these benefits were paying back on the investment for a number of years into adulthood at age 40 (see Table 3).

TABLE 3

Costs and Benefits for Preschool (from three programs)

Early Childhood Interventions: Proven Results, Future Promise (Karoly, et.al. 2005)[1]					
Program	Age at Last Follow-up	Program Costs/Child	Total Benefits to Society/ Child	Net Benefits to Society/Child	Benefit-Cost Ratio
FOLLOW-UP TO EARLY ADULTHOOD					
Abecedarian	21	$42,871	$138,635	$ 95,764	3.23
Chicago CPC	21	$ 6,913	$ 49,337	$ 42,424	7.14
Perry Preschool	27	$14,830	$129,622	$114,792	8.74
FOLLOW-UP TO MIDDLE ADULTHOOD (age 40)					
Perry Preschool	40	$14,830	$253,154	$238,324	17.07

Returning to the California policy debate, the relevance of this data is that the goal of these programs was to *change life trajectories* with an emphasis on school outcomes. These programs were not designed to simply serve the most children at the lowest cost.

The policy debate, if it is about mitigating the achievement gap, should aim to find the highest comparative results for the least cost. This is the underlying principle of cost-effectiveness and unless the terms of the debate are changed to consider effectiveness over adequacy, the achievement gap will not get addressed. For this reason, the Centers of Excellence model is needed in order to demonstrate the achievement-oriented approach.

In Fresno County, the focus will be on supporting and working with existing programs that *surpass the test of adequacy and demonstrate the meaning of effectiveness.* This shift from adequacy to effectiveness is key to providing the strategic quality inputs that foster school readiness and later school success. To get there, it is essential to understand exactly what is missing from the classroom and work toward developing new strengths. A recent 2008 study of quality in California ECE programs, was conducted by the RAND Corporation under the leadership of Lynn Karoly.[9] This research analyzed quality and adequacy across a large sample of private and public California preschool center programs; the findings are instructive.

8 Karoly, Lynn, M. Rebecca Kilburn, and Jill Cannon. *Early Childhood Interventions: Proven Results, Future Promise.* Monograph 341 Santa Monica: RAND Corporation. 2005.

9 Fernyhough, Lynda, Bonnie Ghose-Dastidar, Lynn Karoly, Michal Perman, Gail Zellman. *The Nature and Quality of Early Care and Education for Preschool-Age Children in California.* Santa Monica: The Rand Corporation. 2008.

The inputs that are consistently missing from California's programs, which by and large do pass the test of adequacy, are the inputs that provide instructional support for learning (ISL). Using the Classroom Assessment Scoring System (CLASS), the RAND study found the average ISL score was 2.6 on a 7 point scale, with 7 being excellent. Based on the CLASS definition of the ISL score, this score reflects the extent to which teacher behavior promotes critical thinking skills, provides quality feedback, and develops students' language skills. Professor Robert Pianta, the developer of the CLASS instrument points out the following:

> *"The typical American pre-k... is a reasonably positive place socially and organizationally and kids are busy, but these classrooms are not very stimulating and kids are not really actively engaged. There is a lot of sitting and listening and not a lot of thinking and doing."*
> *Robert Pianta, in the Harvard Education Letter, January-February 2008.*[10]

In Fresno County, there are center directors, program personnel, and college instructors who want to demonstrate local centers can and will reach the level of effectiveness that changes achievement trajectories. In the Harvard Education Letter, Pianta outlines "10 Dimensions of Good Teaching" of which three focus on instructional support: concept development, quality of feedback, and language modeling. Positive results originate from purposeful, intentional teaching that gets children interacting, not simply listening to the teacher. A small increase could make a big difference. In Tulsa, Oklahoma, where children's post preschool achievement scores are holding up well, the average instructional support for learning (ISL) score for preschoolers was just a little higher, at 3.2.[11]

If Fresno County legislators, policy influencers, and parents could see the qualitative difference "effectiveness" makes, demand for this type of preschool will increase. Two things are needed on the input side to ensure that an incrementally increasing number of centers will be in this group. First, the ambition to make the shift from adequacy to effectiveness is needed. Second is leveraged funding to support the workforce and leadership development that produces the shift.

Focus Area 3: Leveraged Resources

For implementation of this plan to succeed, Fresno County will have to make efficient and creative use of existing resources. Fortunately, advocacy efforts at the state level are moving in a parallel direction, creating refinements in the regulations that will make it easier to improve existing programs. Take for instance, AB 2759 (Jones), Senate Bill 1629 (SB 1629, Steinberg), SB 1298 (Simitian and Steinberg) and AB 2467 (Brownley).

AB 2759 would create a California State Preschool Program based on consolidating all public child development funding for three and four year-olds that is regulated under Title 5 of the Education Code into a single contracting system. This consolidation should have a beneficial effect on lowering administrative costs. More importantly, it may lead to guidelines for braiding enhancement funds from more than one source into or parallel to the primary contract. A companion bill, SB 1629 (Steinberg), will create a new quality improvement system for the programs affected by AB 2759. This will define quality standards in the direction of effectiveness over adequacy and likely result in tiered reimbursement for higher standard programs.[12] Both of these bills were signed by the governor and will become operative in 2009.

SB 1298, would enable the creation of a linked education data system tracking non-personally identifiable pupil achievement data from preschool through grade 12. This proposed system, which is set to go into effect when budget resources are available, will make it much easier to track the aggregate progress of children and thereby determine the effectiveness of preschool in overall pupil performance. Also, AB 2467 (Brownley) provided for parents to voluntarily transfer selected information on their children's needs and skills to the local kindergarten, to enable greater alignment with the kindergarten curriculum and equip schools to be ready for enrolling students.

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10 Pianta, Robert. *"Neither Art nor Accident: A Conversation with Robert Pianta."* Harvard Education Letter, January-February 2008.

11 Fernyhough, et.al, op.cit., 2008.

12 All legislation and related fact sheets were downloaded from www.preschoolcalifornia.org.

This bill was vetoed by the governor, but, nonetheless, it could be revived in a subsequent legislative session.

Knowing the direction the state is taking signals that Fresno County should pursue its vision exactly as planned. These new laws will have a secondary effect on state rates for funding preschool at different quality levels, teacher education requirements, and alignment of preschool with a K-3 curriculum. These laws create a template where preschool will be more systematically managed—even if delivery systems are diverse—with greater continuity with kindergarten and with an orientation toward boosting children's opportunity to achieve their potential.

Fresno County stakeholders are challenged with ensuring that the Centers of Excellence are sufficiently supported to provide children with ISL. Centers must implement other attributes of programs that achieve the most beneficial effect on children's achievement for the cost. In other words, the stakeholders will need to artfully "lace, braid, stack, and connect" existing resources into an overall model of early care and education. They will also need the community traction to sustain it for at least seven years—the duration of this plan period.

Community traction has been powerful in sustaining the Chicago Child-Parent Centers (CPC) Program. Of the often cited examples, the Chicago CPC Program was the largest and most researched program involving 1,500 children that was developed primarily by leveraging Title I funds. The Chicago CPC Program was conceived by Dr. Lorraine Sullivan, a public school administrator on the South Side of Chicago. In 1967, Dr. Sullivan was asked to formulate a way to improve student attendance and achievement in her low-income district, a sub-area of the Chicago Public Schools. In other words, it wasn't so "special" as the Perry and Abecedarian programs, which were conceived as research projects. Additionally, the CPC program was not a laboratory program with a university affiliation. Dr. Sullivan believed there were four elements to building academic success for children

1. Parent involvement in the early years of school
2. Instructional approaches tailored to children's learning styles and designed to develop their language and listening skills
3. Small class sizes
4. Health and nutrition services

The CPC Program started in four centers and now serves children in 24 locations throughout the Chicago Public Schools. The Chicago longitudinal study did not begin until almost twenty years after Dr. Sullivan started the program. Dr. Arthur Reynolds, from the University of Wisconsin, initiated the Chicago Study in 1986 with a sample of children who attended the CPC Program in 1984-1985 and had a projected high school graduation rate in 1998 or 1999. He and his team have been tracking children's achievement and several other factors that bear on life outcomes ever since.[13,14]

The chart on the cost-benefit ratio of preschool on page 6 indicates that the Chicago CPC Program has the second highest benefits for less than half the cost of the Perry Program, and one-sixth the cost of the most expensive Abecedarian program. The cost, at $6,900 per child, is 75% more than the base rate for California preschool. However, it includes the parent-engagement component, social services and health and nutrition services, which could be pieced together through other existing programs. The suggestion is not that Fresno County replicate the Chicago model, but that it take inspiration from it to illustrate how the Centers of Excellence model can be supported to meet the standard of an "effective" combatant against the achievement gap.

The relevance of this historical information for Fresno County is that constructing a model of effectiveness over adequacy is feasible for a few locations. It does not have to follow the contours of the Chicago CPC Program, per se, but the underlying idea of using existing resources and channeling them toward creating Centers of Excellence is feasible. It would not be possible to fund the same level of service without new policy and funding, but the demonstration effect of these models can guide new policy and new practices.

13 http://www.waisman.wisc.edu/cls/History.htm

14 Reynolds, A.J. *Success in Early Intervention: The Chicago Child-Parent Centers.* Lincoln: University of Nebraska Press. 2000.

In Fresno County, the funding patchwork will have a base funding from the State Preschool Program, General Child Care or Head Start. Other components, such as workforce development, parent engagement, articulation and alignment will be determined in Fresno County by the participating stakeholders. Leveraging is achieved by shifting the emphasis of existing programs or by establishing more purposeful collaborations among them. In addition, by seeking other funding sources, Fresno County might be able to develop additional gap financing to foster internal development of the county's asset base. The most optimistic scenario would be that this effort could spread incrementally over seven years to more than a few programs in the county. Several counties in California, from San Diego to San Francisco, will try to vary on this strategy.

The bottom line is that in order to achieve Centers of Excellence, there must be a shift in classroom practices and in infrastructure supports that produce teacher training, parent engagement, and alignment from preschool to third grade. To make sure this can happen, a closer examination of the county's streams of public finance and philanthropy that could be directed toward early care and education would be well worth the effort. The savings in local law enforcement costs and uninsured patient costs alone would pay for difference.[15] In fact, the breadth of impacts now found to be associated with preschool attendance illustrates the validity of Focus Area 4: Developing and Maintaining Strategic Relationships.

Focus Area 4: Strategic Relationships

Traction is the friction between tires and the ground that allows a vehicle to move forward. If something, such as the presence of water, interferes with the friction, the car could go off course. The theme of gaining traction for the Master Plan is to ensure that stakeholders are grounded and moving forward, toward a shared goal, at a steady and secure pace for the next seven years. The planners might modify direction but still safely get to the end point, which is to serve eligible children in an effective program that narrows the achievement gap and improves a child's chances for life success.

Certainly, sustaining traction is a serious challenge because it takes frequent contact with an idea to keep it in the public consciousness. In Fresno County, as with the rest of the state, stakeholders need to muster a strong base of local support to begin developing a system that will have an impact on the emergence of a state system. There is plenty of recent experience from other states to suggest this is the incremental pathway to overall reform for early care and education.

In states like Oklahoma and New Jersey, for example, the preschool program was not dependent upon swaying public opinion to truly believe in the value of high-quality preschool. In Oklahoma, the preschool program was enveloped within a general fund increase to the State Department of Education in 1998.[16] The program was developed at the state level and school districts had the option to apply. In New Jersey, the preschool program was established in 1998, by order of the New Jersey Supreme Court (the Abbott Decision), with wide ranging requirements on implementation.[17] Fortunately, both states have published exceptional results on achievement, and in the case of New Jersey, on retaining diversity in the workforce through a period of intensive upgrades in teacher education and other requirements.[18] These case studies, while not directly applicable, do show results that reinforce the rationale for moving forward.

California is more like Illinois, in that it has had a multi-year effort in place to build public will and refine the funding and regulations for pre-existing early intervention programs. Illinois points to the case examples in

15 A recent follow-up analysis at age 27 indicated that the preschool students were more likely to have health insurance coverage, less likely to be depressed, and less likely to be on disability than the comparison group that did not attend preschool (Reynolds, Arthur, *Effects of a School-Based, Early Childhood Intervention on Adult Health and Well-being.* Archives of Pediatrics and Adolescent Medicine. Volume 161, No. 8, August 2007, 730-739).

16 Gormley, William T. and Deborah Phillips. *The Effects of Universal Pre-K in Oklahoma: Research Highlights and Policy Implications.* Policy Studies Journal, Volume 33, Number 1, February 2005, 65-82.

17 www.state.nj.us/education/abbots/about/

18 Barnett, Steve, Kwanghee Jung, and Cynthia Lamya. *The Effects of New Jersey's Abbott Preschool Program on Young Children's School Readiness.* Rutgers University: National Institute for Early Education Research. December 2005.

communities throughout the state as a significant bi-partisan strategy for engaging lawmakers and enabling the public to see the real benefit of high-quality programs. They also developed abundant written materials on the true costs of a quality/effective program and now have quietly accrued sufficient funding for about one-third of the state's at-risk 4 year-olds and 20% of 3 year-old children (in contrast to California's 11% of 4 year-old children). In 2007, this base funding was augmented and is expected to expand over five years to all 3 and 4 year-olds in the state whose parents choose to enroll.[19]

Keeping preschool in the forefront will require constant attention to messaging by the dedicated few who may be considered the anchors. They will be complemented by parents and education professionals who nurture the power of example, as embodied by the Centers of Excellence. In advocacy, the strategy of reaching the influencers and the masses is called grass tops vs. grass roots, but increasingly the tactics that used to be restricted to each group have overlapped. Mass mailing might as easily go from one influencer to a large group of peers as it would from church pastors to members. Similarly, the golf course or other insider functions are strategic opportunities for reaching influencers through "limited admission" informal channels. Talking to a focus group of parents about the hopes and dreams they have for their children might be just as important for a legislator known for education policy.

Somewhere between the grass roots and grass tops is a wide swath of people who are well networked, who have an opportunity to constantly tell others about what the best thing is right now, and how and where to get it. Malcolm Gladwell called these people "mavens" in his bestselling book, *The Tipping Point.*[20] Ad agencies, working for clients like Proctor and Gamble, call them viral marketers; consumers who are recruited to "tip" others about new or improved products. No matter what model one subscribes to, the reality today is that public entities and non-profit organizations must use marketing as aggressively as they should use accountants to help them uphold the public trust.

In July 2007, FCOE held a feasibility meeting with community stakeholders. During this meeting, eight sectors outside the field of early care and education were identified along with key organizations within each sector that need to be included in the planning process. As Fresno County transitions from the planning stage to implementation, it will be time to reach out to allied sectors such as community development, health and social services who could be engaged in early implementation. As implementation unfolds other sectors, such as business and philanthropy, should also be tapped.

The last decade of experience has shown, for the non-profit and public sector, that broadening the reach of one's influence and borrowing strategies from advertising are needed for an important issue to break through the information clutter. First 5 California was an early adopter of using sophisticated media imagery to bring attention to the issues of children from birth to five years of age. While Fresno County will have to rely on relationships and a more viral marketing approach to keep local interest in preschool sustained, they will also reach outside the county for collateral support from statewide and regional groups who are engaged in efforts to influence state policy. Fresno County stakeholders will be on a learning curve to sell "just causes" to their friends and colleagues as well as the public at large.

FCOE anticipated its role as the convener and catalyst for sustaining public interest in preschool and as mapped out a comprehensive communications plan that gets the movement started in year one of implementation. It will be very important to translate this work into a multi-year action plan sustained by a continuing work group, similar to the work groups that developed the content domains of the Master Plan. Designating a work group on marketing and communications increases the likelihood that the work will be completed. It will not be possible to expand and meet the Master Plan goals unless the Fresno County model and mission is continuously sold to the public.

19 National Institute for Early Education Research. *The State of Preschool 2007: State Preschool Yearbook.* Rutgers University: NIEER.

20 Gladwell, Malcolm. *The Tipping Point.* New York: Little, Brown and Company; 2000.

SECTION 1 KEY POINTS

This section of the Master Plan

1. Defined the policy context locally and statewide:
   While statewide advocates work to develop policies that will improve and consolidate funding and regulations for preschool, set standards for quality, and muster support for funding, Fresno County will exemplify the micro-environment of a well organized but developing system of early care and education.

2. Identified the leadership center
   The Fresno County Office of Education, an early advocate for the integration of early care and education with primary education, will continue providing an organizational control center for a broad-based effort to implement this Master Plan and develop an integrated, diverse preschool delivery system in Fresno County.

3. Set local goals and the mission
   Fresno County aims to reduce the achievement gap, improve the quality of preschools and increase access to improve quality of life in Fresno County.

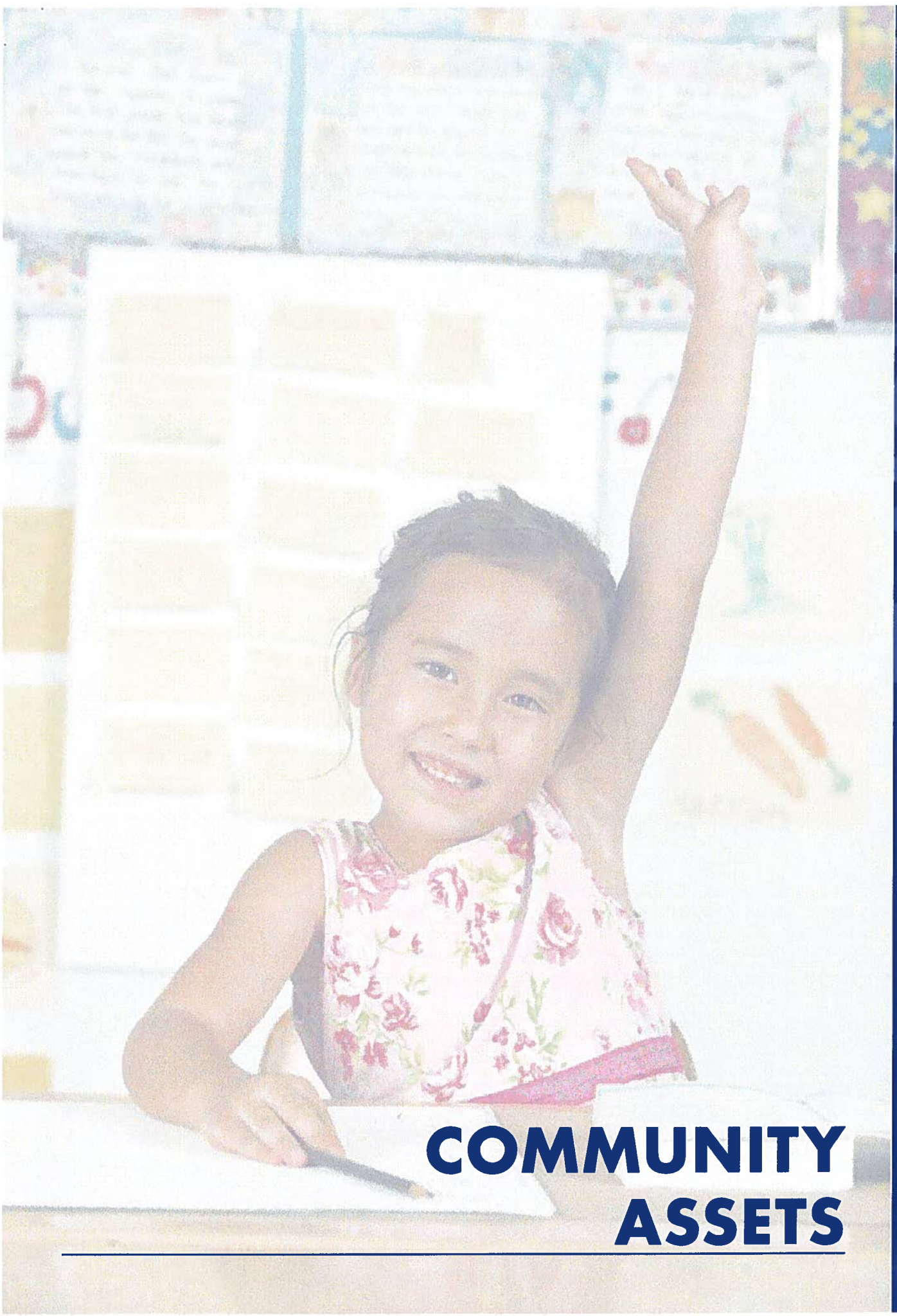
4. Identified four focus areas that will guide the development of the Fresno County system:
   - ***Preparedness***
     By using the next seven years to establish sound models, implement innovation on a limited scale and communicate success to the county at large, Fresno County will be prepared to shape policy and deploy resources for a much larger system as the opportunities for growth emerge.

   - ***Centers of Excellence Model***
     Fresno County will move beyond the "something vs. nothing" debate and advance the model of "effectiveness over adequacy" in preschool development and expansion. The effectiveness model assumes a goal of mitigating the achievement gap and its negative lifetime consequences that have costs to the individual and society. The Centers of Excellence model has universal coverage (workforce development, articulation and alignment, parent engagement and instructional support for learning).

   - ***Leveraging Resources***
     The power of leveraging resources to create model programs leads to collaboration and fosters creativity in developing new systems. That is the plan for Fresno County. Local resources will limit the number of locations where the Centers of Excellence model can be tested; however, the power of demonstration will create demand to sustain and expand effective preschool programs for the rest of the county. While leveraged resources cannot be sustained forever, the demonstration can be used to account for the true cost of implementation and to guide policy that will fund preschool at an approximation of its actual costs to achieve effectiveness—improving children's achievement trajectories.

   - ***Strategic Relationships***
     The preschool stakeholders must reach out to obtain broad-based community support for preschool. This is the only way to create an interest in preschool as a critical investment for the benefit of the county's immediate and longer term future. Marketing an idea takes a designated focus and tenacious effort that deserves serious attention in Fresno County. The Master Plan calls for the creation of a new work group and learning community comprised of education, professional and marketing types to focus on marketing and brand development for preschool in Fresno County.

The next section will present and discuss Fresno County's assets and preschool needs.



Section 2

COMMUNITY ASSETS

FRESNO COUNTY'S ASSETS AND PRESCHOOL NEEDS

Before starting a planning process, the team should know the lay of the land—the distribution of relevant resources and the magnitude of the work. To the extent the work scope can be quantified, it is possible to be more precise with defining the magnitude of the challenge and the metrics for success. However, resources may only be identified to an extent and they will influence what can be leveraged to address challenges. The planning process includes determining if any sectors are missing that need to be targeted for cultivation. Both sides of the equation (resources and needs) should be understood very early in the process and refined as the plan develops. The more realistic the assessment, the more feasible it is to translate the plan into implementation.

COMMUNITY ASSETS

Work on the Master Plan was charged with excitement about creating a new future for Fresno County. In July 2007, FCOE Deputy Superintendent of Educational Services, Jim Yovino, along with his staff, organized a meeting of key stakeholders who were involved with the research and community outreach efforts referenced earlier. Yovino, a tireless advocate and supporter of preschool, had two agenda items. One was to arrive at a consensus about the arc of the planning process and the second was to identify a broad base of stakeholders who needed to be engaged with the effort. The group suggested eleven sectors, as follows:

- Community & Economic Development
- Family & Social Services
- Health
- Political Leadership
- Early Care and Education
- K-16 Education
- Business
- Philanthropy
- Faith-Based Providers
- Communications/Media
- Public Safety

During the planning process, FCOE was effective in assembling early care and education and faith-based providers. Also represented were FCOE personnel from K-12, higher education, and community development. Local media outlets visited and ran stories on two of the four meetings. However, in proceeding with asset mapping after initiating early implementation, FCOE and the workgroups gradually sought out the other sectors to broaden the base of participation and engagement in what will soon be a "preschool brand."

The remainder of this section is devoted to working outward from the initial platform of participants. Fresno County has four assets that bode well for a successful implementation of the Master Plan:

1. Fresno County is the right size/right scale/right location;
2. There is a high talent-to-problem ratio for preschool implementation;
3. The data on community and education are very rich and varied; and
4. The leadership on preschool planning is extraordinary and energetic.

Right Size/Right Scale/Right Location

Despite the fact that Fresno County rates near the bottom on several of the Children Now list of indicators of child well-being,[1] the county has a lot of potential on the preschool issue. Fresno County's size, scale and location are very manageable and serve as an asset for developing this preschool plan. The population is just under 1 million, with close to 500,000 people residing in the city of Fresno. This population distribution, along with Fresno County's historic standing as an agricultural center, permeates the county with urban, suburban, and rural attributes. In fact, while the city of Fresno has typical urban issues and is a designated Federal Empowerment Zone[2], the county also has the challenge of educating the children of the nation's largest migrant farm worker population, as the workers migrate through Fresno County every year.

The scale of Fresno County coupled with the diversity of ecological contexts—rural and urban—makes it a rich environment for creating case studies of different types of programs within one system. This system will also be decentralized and community-centric yet unified by a common set of standards and expectations, making the county a compelling addition to the counties throughout the state that are rolling out preschool programs. The county is large enough to be a significant force in state policy-making, but small enough to be nimble, even as stakeholders work within the lock-step approach to policy-making and program implementation that is required of public decision-making.

Size and number of key players contribute to the nimbleness. In Fresno County, there is one public four-year university and one private four-year university that offer undergraduate training in early child development. There are three public community colleges and 34 school districts, of which 33 contain elementary schools, and the workforce size seems to be stable. All these factors translate into the potential for most of the public sector key decision-makers regarding preschool implementation and workforce training to know one another or at least have access to each other. When it comes to working on a major project, that personal connection alone is a major precondition for getting anything accomplished.

Another factor relating to state policy has to do with the county's location. As the largest center of agricultural production in the United States, the opportunity for Fresno County educators to connect to the farm community is extremely important. The whole concept of the Centers of Excellence is predicated upon accessibility for site visits by community members, parents, economic stakeholders and policy makers. The agriculture sector is a key influence on state policy making and benefits immensely from state funded preschool and child care. While this symbiosis is often not acknowledged, the engagement of this industry sector would be important to preschool implementation in Fresno County and to preschool policy statewide.

While physical and geographic characteristics give rise to a certain organization of economic and education activities in Fresno County, it takes people with motivation and talent to get the work done. The county has a strong and growing middle class that has made small, but incremental and statistically significant improvements in income, employment, and education statistics over the past eight years. In fact, the rate of income improvement exceeds the county's annual 1% rate of growth, suggesting that this is a trend internal to the county. If it continues, Fresno County may continue to be known as the "nation's #1 agricultural center[3]," but that designation will mask a shift in the decline of farm jobs per se, offset by growth in food related sectors (such as food processing, trade, and transportation). The largest growth in actual jobs will be in construction, retail trade, professional and business services, health care, government services, leisure and hospitality services. Fresno County is on the cusp of a slow, but steady change toward a diversified economic base.[4]

1 Children Now. *2007 California County Data Book*. Oakland: Children Now, 2007.

2 http://www.city-data.com/us-cities/The-West/Fresno-Economy.html.

3 California Employment Development Department, Fresno County Snapshot Labor Market Information Division.

4 California Employment Development Department, Fastest Growing Occupations 2004-2014, Fresno County, Labor Market Information Division, September 2008, www.edd.ca.gov.datalibrary.

The Talent to Problem Ratio

As a result of job growth in private and government service sectors, the proportion of all families earning over $100,000 per year (in inflation adjusted dollars) has increased from 12% in 2002 to 21% in 2007.[5] The proportion of households living in poverty, while above the state average of 19%, has decreased from 35% in 2002 to 26% in 2007. Unemployment was also lower in 2007 (8.9%) than in 2002 (13.1%). Fresno County, though home to six of the 30 poorest communities in California, is beginning to look more like the state as a whole (See Table 4 below).

TABLE 4

Changes in Family Income from 2002-2007

Income Amount (inflation adjusted)	Fresno 2002	Fresno 2007	% Change +/-	California 2007
Less than $10,000	6%	5%	-1%	4%
$10,000 to $15,000	7%	5%	-2%	3%
$15,000 to $24,999	16%	12%	-4%	8%
$25,000 to $34,999	14%	11%	-3%	9%
$35,000 to $49,999	14%	13%	-1%	13%
$50,000 to $74,999	19%	19%	+0%	18%
$75,000 to $99,999	11%	14%	+3%	14%
$100,000 to $149,999	9%	13%	+4%	17%
$150,000 to $199,999	2%	4%	+2%	7%
$200,000 or more	1%	4%	+3%	7%
Families with children living in Poverty				
Poverty	35 %	23%	-9%	14%

When comparing Fresno County to the state indicators, it is obvious that the lower and upper ends of the income spectrum define the difference between Fresno County and the rest of the state. The county has more low income and far fewer upper income households than the average for the state. The demographics in the middle suggest that mobility is percolating upward through the lower income households into the growing middle class. The drive for preschool will benefit from this shift and should be regarded as a key factor in going forward with implementation. The education and English language acquisition data seem to support this point of view.

The results for education are not as striking as the income changes; however, there is a slight upward shift as can be seen in Table 5 on the following page. High school completion rates are up, as is college attendance leading to the AA Degree. Unfortunately, the B.A. Degree and graduate degrees have not witnessed a proportional increase of students. Still, the fundamental aspirations of the student population are more upwardly motivated than in 2002.

As an additional indicator of direction, table 5 on the following page indicates the changes in immigration and naturalization, as well as English language proficiency among foreign born residents. This table also reports that there are proportionately fewer foreign born residents in Fresno County in 2007 than in 2002 and fewer still who have not attained proficiency in English. In fact, the county's foreign born population (22%) is lower than that in the Bay Area (including San Jose-28.3%) or in Southern California (29.6%). These indicators, though not

5 U.S. Census, American Community Survey for 2002 and 2007 Selected Profiles: Economic, Social, Demographic Profiles. http://factfinder.census.=gov/servletADPTable?_bm=y%-get_id=04000US06&-qr_name

direct, also point to an interest in upward mobility within the diversity that characterizes the county's population. There is less incoming migration, and more dual language proficiency within the immigrant population. There is a type of motivation growing that can foster attachment to preschool as a tool for upward mobility through occupational and educational opportunities.

TABLE 5

Attainment from 2002-2007

Change in Education, Citizenship, and Language

Education Level	2002	2007	% Change +/-
Less than 9th grade	19%	16%	-3%
9th to 12th grade, no diploma	11%	11%	0%
High school graduate (including equivalency)	24%	26%	+2%
Some college, no degree	20%	22%	+2%
Associates Degree	6%	7%	+1%
Bachelors' Degree	13%	13%	0%
Consolidated Totals			
Percent high school graduate or higher	70%	73%	+3%
Percent bachelor's degree or higher	19%	19%	0%
Immigration, Naturalization, and Language Acquisition			
Foreign born	25%	22%	-3%
% of Total population not a U.S. citizen	19%	14%	-5%
Speak a language other than English	44%	41%	-3%
% of Total population, speaks English less than very well	22%	18%	-4%
Graduate or professional degree	6%	6%	0%

The above data points to a general trend for the population to capture the benefits of preschool. However, when it comes to the direct talent-to-problem ratio, the stakeholders must look at the size and capacity of the education establishment. In every state that has effective and well-respected preschool programs, the existing education stakeholders at the state or local level developed the program models and managed implementation.

In this regard, implementing preschool, even on a limited level, needs three sectors of education leadership to work in concert. First is the administrative leadership of the lead education agency, local principals and center directors. Second is the early care and education leadership, in both public and community based programs. Third is the workforce development leadership that is charged with educating students who are seeking careers in early care and education or child development. Within three to five years, many of these students will become teachers on the front lines of early care and education. Fortunately, all three sectors have able talent in Fresno County, and especially for the scale of early implementation. These relationships were initiated before the Master Plan was completed.

Rich Data for Preschool Planning

The analysis of preschool supply and demand illustrates the richness of the data Fresno County has at hand for preschool planning.[6] In addition to these data, which enable us to geocode and map the supply and demand for preschool services, the planning efforts have abundant data on student and school demographics through the California Department of Education. The previous research on community needs and support for preschool provide an ample qualitative data base for going forward. Also, through the Plan4Preschool.org Web Portal, Fresno County has access to a digital library on preschool planning which includes in-depth materials pertaining to the efforts of counties in California. This portal also hosts a customized search engine for national resources relevant to preschool. It is not an understatement to say that almost every variable is accounted for with regard to launching early implementation.

First 5 California is funding nine counties to develop preschool innovations, and Fresno County is in the second wave of innovators whose experiences will have a substantial role in shaping state policy. These innovators are creating small scale projects that demonstrate how quality programs can be developed and are collecting data on their efforts. Together they form an ad hoc learning community that both works from extensive databases while generating data for the future. The early implementation period presents an opportunity to develop, in concert with statewide planners, new databases on the status of the projects and the participants—including the developing workforce, and parents benefitting from heightened engagement activities. As Fresno County rolls out its early implementation effort, it will be very important to track child-related data that supports an evaluation of the program. The longitudinal studies are influential when considering changes in state policy.

Another area where data needs consolidation is on the local workforce. The California Employment Development Department projects that Fresno County has a need for over 400 preschool teachers by 2014; this is without an expanded preschool system, and it is not known how many teachers are being trained in the pipeline to meet that need. Additionally, a workforce census and monitoring of student progress would be helpful to balance out workforce to employment vacancies, especially if Fresno County adopts a cohort approach for new teachers starting their careers.

Energetic Leadership

FCOE has already taken steps in preparing its leadership to pursue implementation of preschool in Fresno County. In many respects, the organizational development model for preschool implementation not only leverages resources, but also embodies advanced models of capacity building. At the ground level, FCOE will be responsible for formalizing linkages that make the independent nodes of service delivery, training, and monitoring act as one. Their job is not to replicate existing systems, but to manage the deployment of other systems and organizations to perform what each entity/organization does well as it applies to preschool implementation. This is synergy at its best.

From the facilitative leadership to the quality of the classroom experience, Fresno County has the personnel and organizational resources to provide ground breaking models of early care and education in a strategically located and strategically evolving county. The following topic of this section identifies the numerical magnitude of the challenge that Fresno County faces. However, this quantitative needs assessment will help the planners test their assumptions for the scale of early implementation and create a timetable for incremental implementation of a full system over several years.

6 An interactive version of the data analysis for preschool supply and demand is available for every county in the state at www.plan4preschool.com November 1, 2008.

PRESCHOOL ASSETS VS. COMMUNITY NEEDS FOR SERVICE

The first step in asset mapping is to look at the supply and demand for preschool within the county. Unless the magnitude of the preschool problem is known—whether it is access, cost, quality, or all three—ideas are simply thrown into a void. In this section, using maps and tables to complement the narrative, we illustrate the current challenge, and how time, money, policy change, and creative strategies might work to mitigate it.

Preschool Demand

There are approximately 15,756 four year-old children in Fresno County[7] and of these a 70% rate of utilization[8] is estimated, creating an expected demand of about 11,029 children. There are an estimated 6,932 licensed spaces for preschool education[9], inclusive of all likely spaces for four year-old children in private child care centers, Head Start, State Preschool and General Child Care Programs. If the county were to successfully provide access to preschool for all children, planners would need to offset a deficit of about 4,097 spaces (see Table 6 below). This table provides basic information, but the maps on the next few pages illustrate geographically where the preschool resources are located and where the gross shortages of preschool spaces are throughout the county. If a preschool program for all children was implemented, the shortage of spaces is 4,097. If services are targeted to children in communities with low performing schools with an Academic Performance Index in decile levels1-3 (API 1-3), the unmet need is approximately 2,000 spaces.

TABLE 6
Basic Supply Demand Calculation

Children	Overall Population	API 1-3	API 1-3 as % of total preschool user population
Births 2004	15,756	-	-
Estimated Demand @ 70%	11,029	5,539	50%
Supply	6,932	3,356	48%
Unmet Need*	4,097	2,003	49%

Figure 1 on the following page indicates the potential demand for preschool services. The preponderance of four year-old children is concentrated in and around the city of Fresno, but extends to Sanger, Parlier, Selma, Reedley and Clovis. While this map is informative, it does not reveal any information about how much preschool is available to the children in higher populated zip codes. Nor does it shed light on the need for preschool to mitigate the achievement gap, as evidenced by schools scoring in API 1-3.

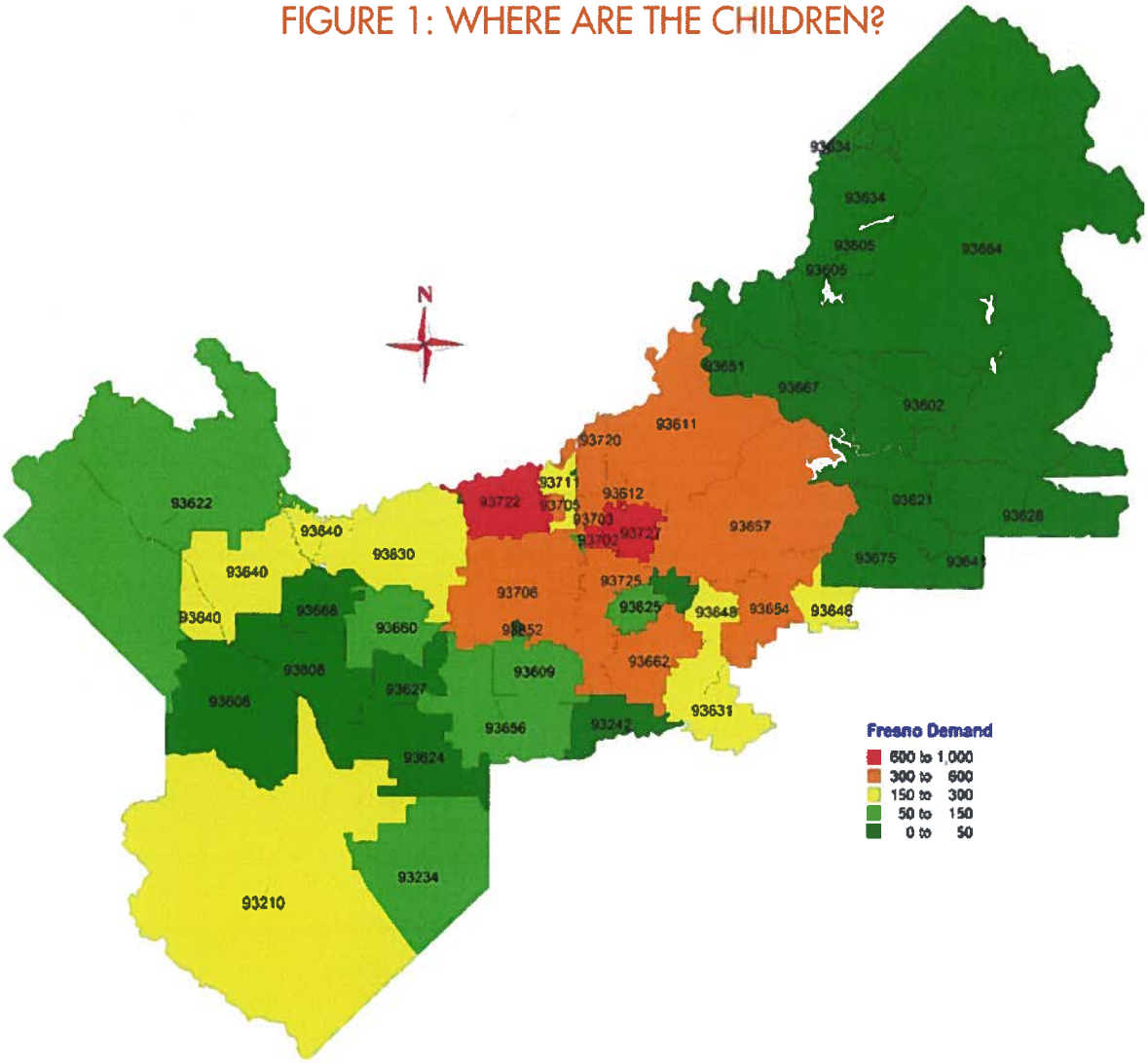
In the group of 17 zip codes with the highest demand, the number of four year-old children is estimated at 8,223. The question of access is how many of them can obtain preschool in their neighborhood?

7 Data based on California Department of Health -Vital Statistics, Fresno births from 2004 sorted by zip code of mother's residence.

8 Based on utilization rates in Oklahoma and Georgia which have universal programs for all children, enrollment peaks at +/- 70%.

9 Data based on a survey conducted by Children's Services Network, December 2007.

FIGURE 1: WHERE ARE THE CHILDREN?



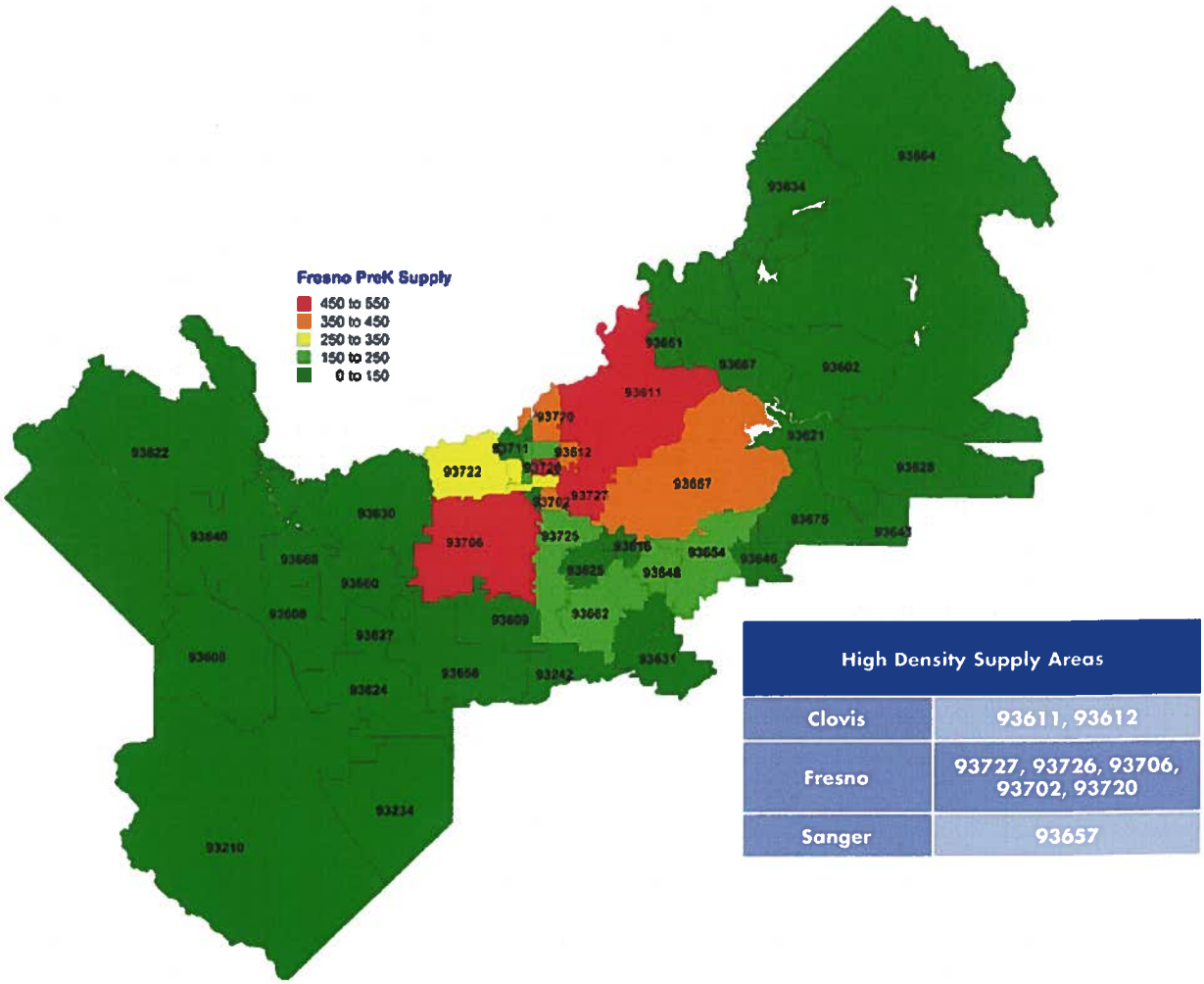
High Density Areas	
Clovis	93611
Fresno	93722, 93702, 93727, 93706, 93726, 93705, 93707, 93720, 93725, 93701, 93710
Reedley	93654
Sanger	93657
Selma	93662

Four Year-Old Children	
Total	15,756
Net Demand (est. 70%)	11,029

Preschool Supply

The answer to the access question is found by mapping the preschool supply. Figure 2 shows all licensed preschool spaces in center based programs[10] throughout the county.

FIGURE 2: WHERE ARE THE PRESCHOOL SPACES?



High Density Supply Areas	
Clovis	93611, 93612
Fresno	93727, 93726, 93706, 93702, 93720
Sanger	93657

These spaces were identified as four year-old spaces in a survey of center-based providers conducted by the Central Valley Children's Services Network in November 2007. Verified enrollment is a superior method to estimate based on sampling reports which probably over-estimate available supply by a small amount. As Fresno County moves toward implementation, monitoring the changes in supply should include the actual enrollment, where possible, so there is a good understanding of actual space utilization.

Figure 2 indicates that the market is somewhat responsive to generalized demand. The most spaces are in Fresno, Clovis and Sanger. The map also indicates that there is likely to be a significant unmet need in Reedley, Selma, Parlier and Kingsburg as the demand map displayed a substantial number children in those communities while the supply map shows a modest number of spaces. The rural areas have shortages too, but the severity of their need is masked by low numbers spread out across large geographic areas. As Fresno County planners work to support children of migrant and rural workers, they may have to explore alternatives to classroom-based instruction to provide children with a preschool experience.

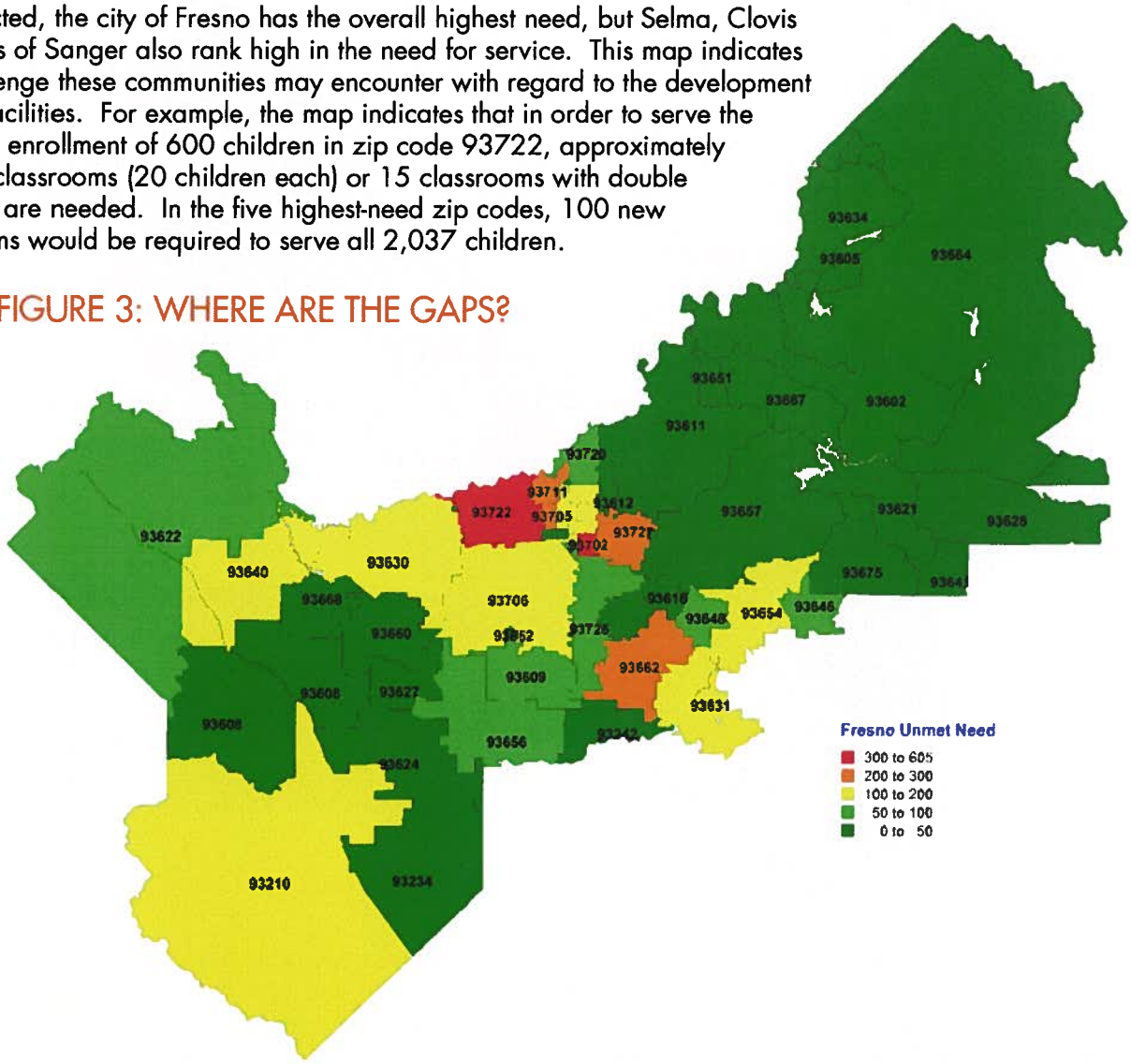
10 The planning process did not consider family child care providers in the estimate of spaces available for preschool because the early implementation relies on leveraging existing resources toward Centers of Excellence prototypes. The role of family child care homes will be co nsidered as planning continues and as resources permit.

Preschool Access Gaps

Finally, Figure 3 below illustrates the greatest gaps between population and service delivery in Fresno County, which has a total supply of 6,932. The total supply of 6,932 spaces is in contrast to the total demand of 11,029 (assuming a 70% utilization rate for preschool). The red and orange zip codes have from 200-600 unserved children in each zip code. The gaps in yellow zip codes are also significant, at 100-200 spaces. About half of the county's unmet need, 2,037 children, is represented in the six highest density zip codes.

As expected, the city of Fresno has the overall highest need, but Selma, Clovis and parts of Sanger also rank high in the need for service. This map indicates the challenge these communities may encounter with regard to the development of new facilities. For example, the map indicates that in order to serve the expected enrollment of 600 children in zip code 93722, approximately 30 new classrooms (20 children each) or 15 classrooms with double sessions, are needed. In the five highest-need zip codes, 100 new classrooms would be required to serve all 2,037 children.

FIGURE 3: WHERE ARE THE GAPS?



Preschool Spaces: Four Year-Olds	
Total Spaces	6,932
Total Gap	4,097
Total Gap in Areas of Greatest Need	2,037

Areas with Greatest Gaps	
93722 (Fresno)	602
93702 (Fresno)	464
93705 (Fresno)	295
93662 (Selma)	242
93711 (Fresno)	224
93727 (Fresno)	210

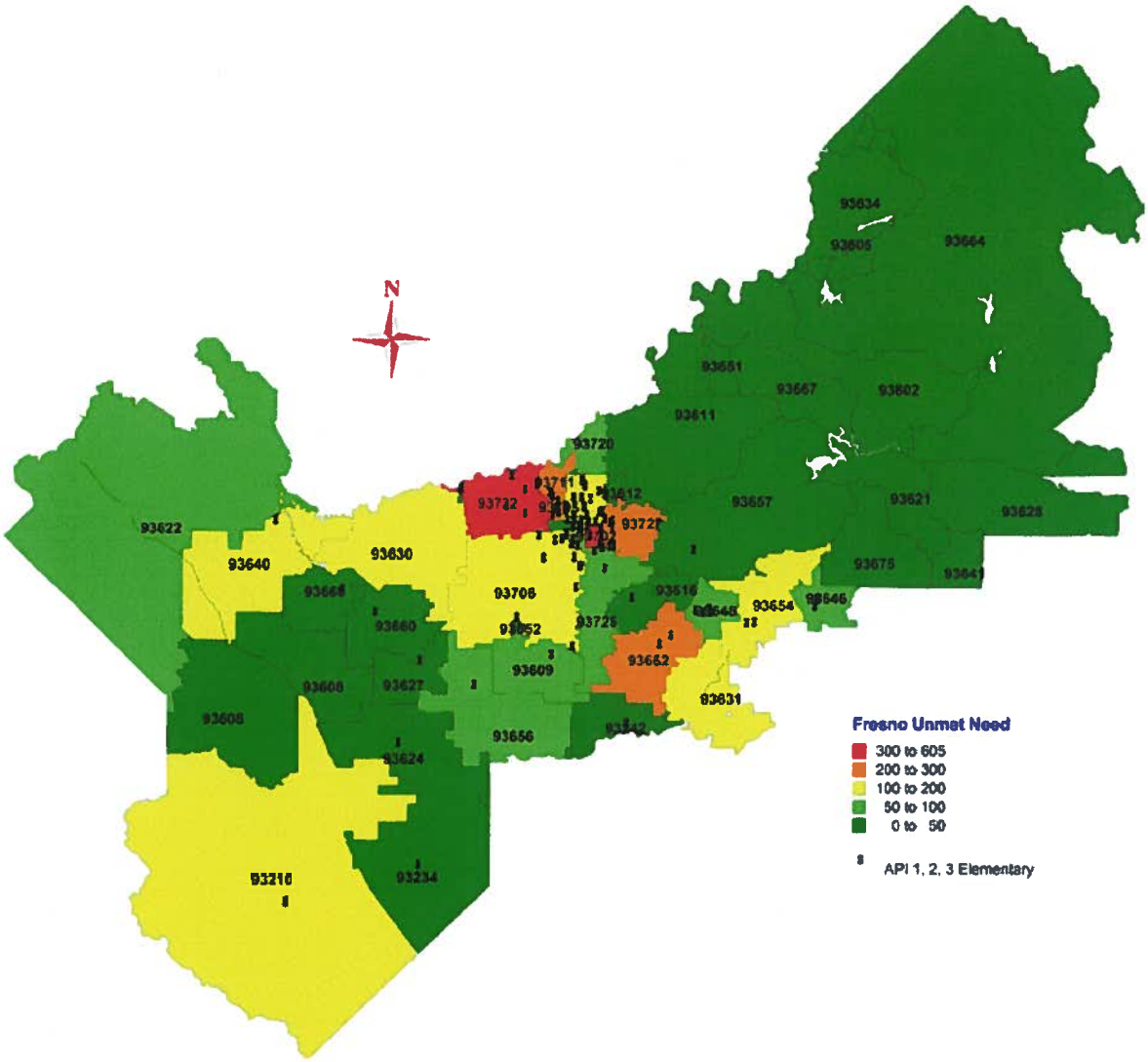
Specific Needs in Low API Communities

If the focus for funded preschool services continues to be for children in communities with schools measuring an API 1-3, the deficit in these areas is estimated to be 2,003 spaces. As of 2008, 49% of all preschool children are likely to attend low API schools and about 50% of the total unmet need is in these same communities. The high rate of children in very low performing communities puts Fresno County in the bottom quarter of counties in the state for academic performance. [11] This finding alone demonstrates that Fresno County must focus on quality and instructional support for learning as it upgrades and expands services to children (see Figure 4 on the next page). The county must also join in legislative advocacy for state investments in preschool, as current and future preschool services are highly dependent on public programs. Without the establishment of a clear public priority for increasing student performance, there will be little chance to create alternative life pathways for children.

While the population of API 1-3 students constitutes nearly half of the unmet need for preschool in Fresno County (with much of that population residing in the urban core), attention must be paid to rural farming communities as well, where the problem is not as geographically concentrated, but the need is just as dire. About 300 children in low API 1-3 communities reside in rural areas of Fresno County.

11 Children Now. *2007 California County Data Book*. Oakland: Children Now, 2007.

FIGURE 4: LOW API 1-3 SCHOOLS OVERLAY



Areas of Greatest Need	
93722 (Fresno)	602
92702 (Fresno)	464
93705 (Fresno)	295
93662 (Selma)	242
93711 (Fresno)	224
93727 (Fresno)	210

Preschool Gap Four Year-Olds	
Total Preschool Gap	4,097
Preschool Gap in API 1-3 Communities	2,003

SECTION 2 KEY POINTS

This section of the Master Plan has:

1. Documented that Fresno County's greatest community assets are its community partnerships, county education leadership, and favorable size/scale.

   Fresno County benefits from the combination of having energetic leadership from FCOE, and the broader early care and education community. The stakeholders also have a history and practice of successful collaboration across organizations and disciplines. These existing collaborations have been characterized by the inclusion of community development, social services, health, early care and education, K-12 education, higher education, and political representatives for many years. The county itself has a manageable population for implementing a new initiative, and at the same time it is large enough to become an example for the state. When the potential of the locale is married to the effectiveness of the collaboration, Fresno County has a formula for success.

2. Identified additional sectors for outreach and collaboration.

   These include natural allies such as health and social services, and strategic allies such as police and the criminal justice system, where it has been shown that preschool has had a large impact on crime reduction. There is also a need for deeper connections with local businesses and regional philanthropy that will support preschool, and consider it an investment that will increase the attractiveness of Fresno County. This support will bring recognition to the county as a place to live and work and perceives the benefit of preschool in preparing the workforce for the jobs of the future.

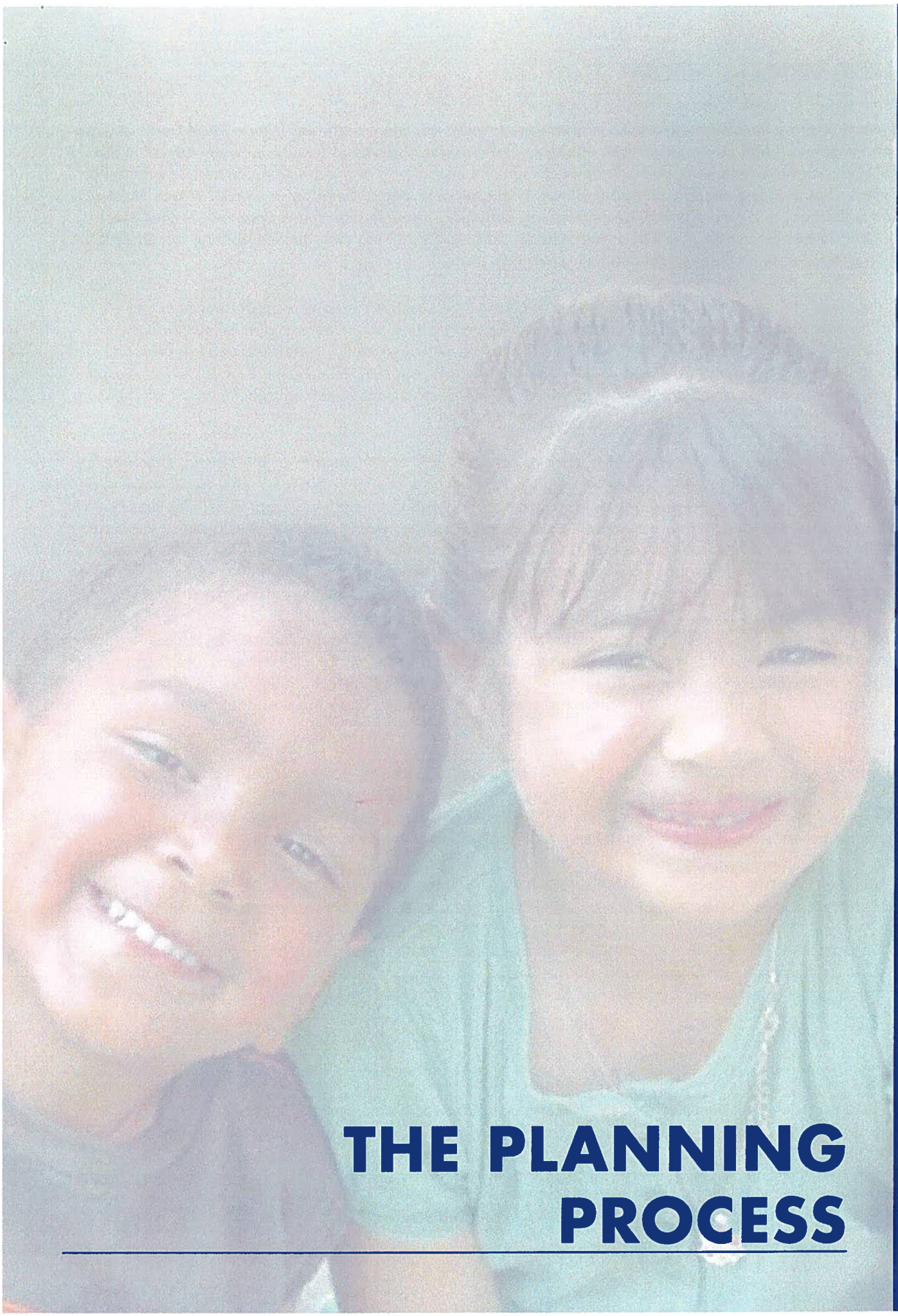
3. Identified how Fresno County's raising income levels and evolving economy place a premium on the education and preparedness of the future workforce.

   While Fresno County's household poverty rate is higher than the statewide average, the percentage has dropped significantly over the past five years. Additionally, the county is experiencing a sustained growth of its middle class and the primary employment sectors are increasingly shifting towards retail and wholesale trade, manufacturing, government, and services, signaling a growing demand for knowledgeable workers. In fact, the state projects a growth in preschool teachers (#11 on the job growth list) for the period of 2004 through 2014. In this context, the development of a high-quality preschool system for Fresno County would support the entire education center and would help create a pipeline of workers well-positioned for the jobs of the future.

4. Identified and illustrated the communities and concentrations of children where preschool services are most needed and can provide the greatest impact, through an analysis of Fresno County data.

   Identified a shortage of 4,097 preschool spaces countywide quantifies the goal and challenge for Fresno County's preschool planning, and the fact that 50% of those children will attend elementary schools in API 1-3 makes a compelling argument for the role quality preschool can play in promoting school readiness in the communities of greatest need. Additionally, the maps outlined the locations of preschool demand and supply, directing planners to the locations where new facilities can be developed. This information can provide the basis for a more detailed community needs assessment and can help planners estimate the building and service costs for meeting Fresno County's unmet need.

Following is Section 3, which describes the planning process that made use of the data and research findings highlighted in Section 1 and 2 of the plan. Additionally, Section 3 provides the output from the process which comprises the corpus of the plan, including the 2, 5, and 7 year goals (with metrics) for each component of preschool implementation.



Section 3

THE PLANNING PROCESS

PLANNING PROCESS THEORY

The approach used by the Karen Hill Scott Company to develop this plan originates from a large body of work on planned organizational development and change. The theories of planned change actually began in the field of business and management, and spread to community organizing and ultimately community economic development. The planned change approach differs from typical strategic planning in several ways. Most significant is the goal to create a pervasive and lasting change in organizational development, institutional processes and in human behavior within organizations. Strategic planning may include change but tends to be focused on getting more efficient about achieving existing goals.

Framing the work of the Master Plan from a theory of change perspective requires a great deal of active participation on the part of stakeholders. It also requires a commitment to ownership and follow-through on manifesting a sustained change in organizational behavior. Also, typically in planned change projects, hierarchy is de-emphasized and participants have equal value at the table. The Master Plan takes into account that the underlying process of moving people's thinking is just as important as setting benchmarks and checking them off on a timetable.

Three books, in particular, are touchstones for work of the Karen Hill Scott Company. The classic, *Dynamics of Planned Change*[1] outlines the role of a change agent in supporting a planning process. This book was written forty years ago and has informed decades of work in education and community collaboration. The theory starts with bringing all stakeholders to the realization that change is needed, interrupting the inertia of the status quo, and moving toward the goal through collaboration on various scenarios of a changed future. When the work toward the goal is complete, this theory asserts that the change process must continue until the goal is stabilized and becomes the "new" institutional reality. In that regard, this plan is truly just the beginning.

The second book, *Growing Pains*[2], outlines the stages of growth for entrepreneurial efforts that will be needed to manage rapid development of an organization from start-up to a professional, consolidated organization at some point in the future. The most important contribution of this book to the planning process is the use of metrics, strategy and indicators during the planning process. It keeps the work focused on achievements, not just the process.

The Minding Organization[3], written by authors Rubenstein and Firstenberg, points out that the key to a plan's success is not working toward the future, but to "bring the future to the present." In other words, stakeholders reach agreement about a vision of what the future state of the community should look like, then work backwards to outline what actions must take place to achieve that goal within a defined period of time.

Lastly, the book *Wikinomics*, by Don Tapscott and Anthony Williams[4], offered the valuable concept of shared online collaboration to encourage open source contributions, a concept that characterized the Fresno County planning process. Not only were meetings held as a part of the planning process, but content was posted on the Plan4Preschool Web Portal as soon as work was completed, making the entire planning process open and transparent as a means of welcoming input. Both staff and workgroup members contributed online content for public sharing as they were freely available on the Web through the Fresno County Showcase Page at www.Plan4Preschool.org.

1 Lippitt, Ronald, Jeanne Watson, and Bruce Westley. *The Dynamics of Planned Change*, New York: Harcourt, 1958.

2 Flamholz, Eric and Yvonne Randle. *Growing Pains: Transitioning From an Entrepreneurship to a Professionally Managed Firm.* 3rd ed. San Francisco: Jossey-Bass, 2000.

3 Rubenstein, Moshe and Iris Firstenberg. The Minding Organization: Bring the Future to the Present and Turn Creative Ideas Into Business Solutions. Indianapolis, IN: Wiley, Inc., 1999.

4 Tapscott, Don and Anthony Williams. *Wikinomics*, New York: Portfolio Publishing, 2006.

THE METHODOLOGY IN ACTION

The planning process was organized into a series of four public meetings—from October 2007 until May 2008—and between the quality of participation and the framework for facilitating planned change, much was accomplished. In addition to defining the overall seven-year Strategic Mission, the group wrote the framework and values of key content areas through four workgroups:

- Program Quality and Monitoring
- Parent and Community Engagement
- Articulation and Coordination
- Workforce Development

These workgroups were led by volunteer facilitators and open to the participation of any master planning process participant. These workgroups met or presented at every public meeting and held at least one additional offline session to make preparations for their final presentation to the entire planning group.

The work produced in the master planning meetings and by the four individual workgroups became the content of this plan. Most of that input was collected through the use of activities, polls, and templates that outlined choices and opportunities, allowing participants to register their priorities and vision. Those tools not only helped to focus the efforts and output of participants, but helped to insure that what they produced would result in a clear and strong framework for a realistic and implementable preschool plan.

Recurring Activity Templates

The Karen Hill Scott Company has developed a number of group activity templates that are employed in large, public-meeting settings to drive the agenda of the day forward purposefully, yet capturing the input and perspectives of participants in a constructive and efficient manner. Among these are group visioning templates, "What's Your Headline" (Figure 10) templates, strategic mission templates, templates for future year goal-setting, and others.

Every group activity used during the public planning process is described in the following section, but two activities warrant particular treatment due to the fact that they were employed consistently throughout the meeting process and helped facilitate the collaboration of new ideas and building of policy consensus in an organized, constructive, and time-efficient manner. Those activities, which the company has used in many past public planning processes, are Case Statements and Feasibility Analyses.

Case Statements Results

The planning committee was able to build consensus around a number of important policy issues and goals through the use of the Case Statements activity (Figures 5 and 6 on the following page). Somewhere between 5 and 10 Case Statements were presented to the entire group at each meeting, giving every participant a "vote" as to whether they agreed, disagreed, or did not know how they felt about a statement. Case Statements also allow participants to leave narrative comments about their choice to further articulate how they felt about the presented issue. These responses were then collected during the meeting, tabulated during other activities, then presented to the entire group at the end of the day.

FIGURE 5: CASE STATEMENT

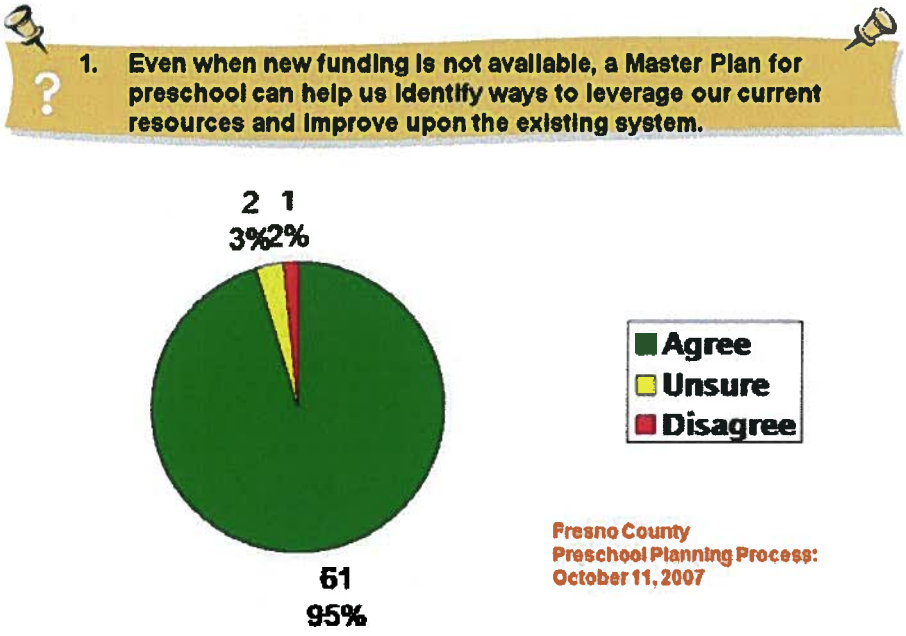
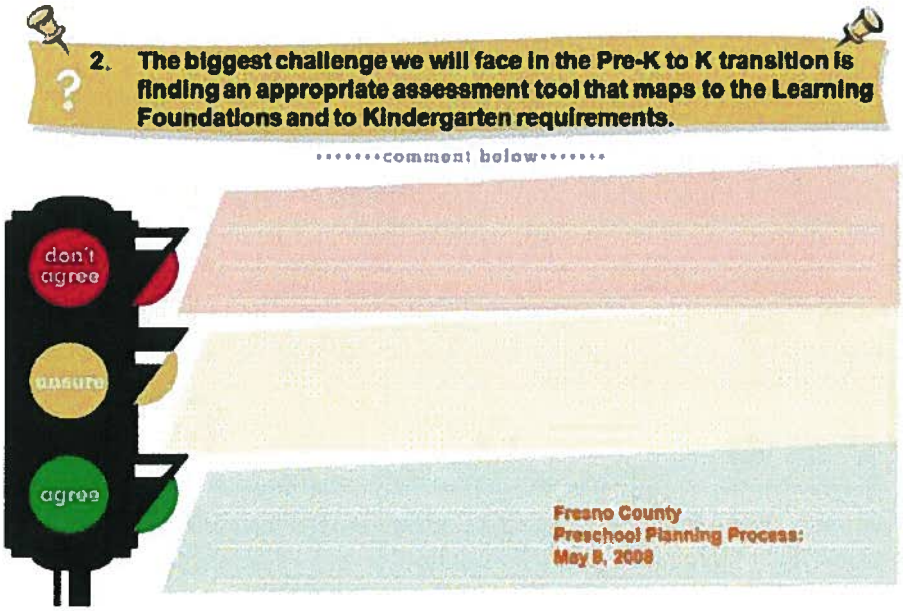


FIGURE 6: CASE STATEMENT RESULTS TEMPLATE



Results from each meeting's Case Statements provided a snapshot of the group's opinion regarding the issues. If the opinion was sharply divided or there were a large number of individuals who were undecided, the issue would be reframed for another round of input at a subsequent meeting. For the first 3 meetings, the planning committee worked and modified the statements in order to achieve supermajority (70% of participants) support for key priorities and principles. Ideas that extended beyond the work that was covered during the planning meetings, were tested in the final meeting to measure sentiment around the remaining high priority issues.

This activity allowed the planning committee to come to a consensus on a number of broad policy goals in a time-effective and orderly manner. For example, when it was clear that the group perspective on an issue was resolved through a case statement, the workgroup proceeded without a laborious discussion to reach the same consensus. This occurred with the issues of workforce development, articulation/alignment issues, and the "access vs. quality" dilemma, as well as issues around quality rating systems and parent engagement strategies. Twenty-five Case Statements were tested with the group; nine ideas attained consensus immediately, four attained consensus through a series of one or two refinements, and six remain for future work.

Feasibility Analysis

The use of a series of Feasibility Analysis templates (Figures 7 and 8) was particularly suited to the Master Plan Committee's preparedness to launch into early implementation activities, by allowing participants to help sort and organize a number of early implementation goals by their level of feasibility. The Feasibility Analysis took place in three steps, each employing a different template and taking place at separate meetings. The first stage involved eliciting ideas for early implementation goals, as participants would have a good idea of what activities were possible or needed given their knowledge of Fresno County's infrastructure. The second stage involved sorting those implementation goals by having participants rate each individual goal on a scale based on the degree to which they believed that the goal was feasible given the structure of the system and current resources. The final stage invited the group's assessment of what persons or organizations would be the most logical responsibility centers for carrying out the feasible implementation goals and obtaining their analysis of what barriers or roadblocks were preventing the realization of the least feasible implementation goals.

FIGURE 7: FEASIBILITY STATEMENTS TEMPLATE

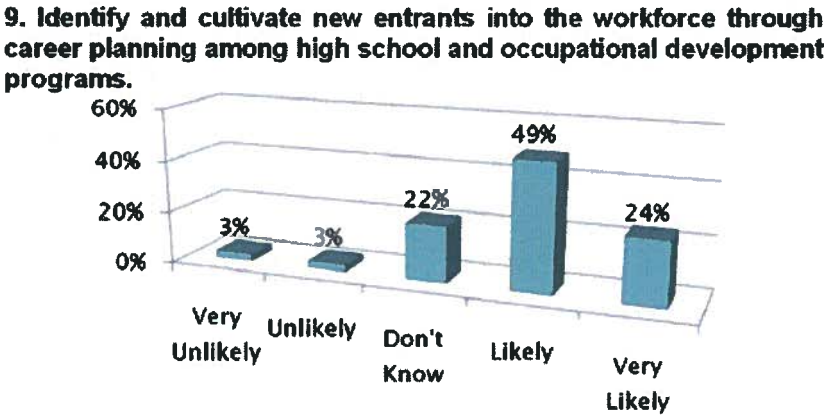
Feasibility: Early Implementation Goals

Within the next two years, to what extent will Fresno County be able to:

1	2	3	4	5
Very unlikely	Unlikely	Not sure	Likely	Very likely

FIGURE 8: FEASIBILITY RESULTS

Feasibility: 3 year goals



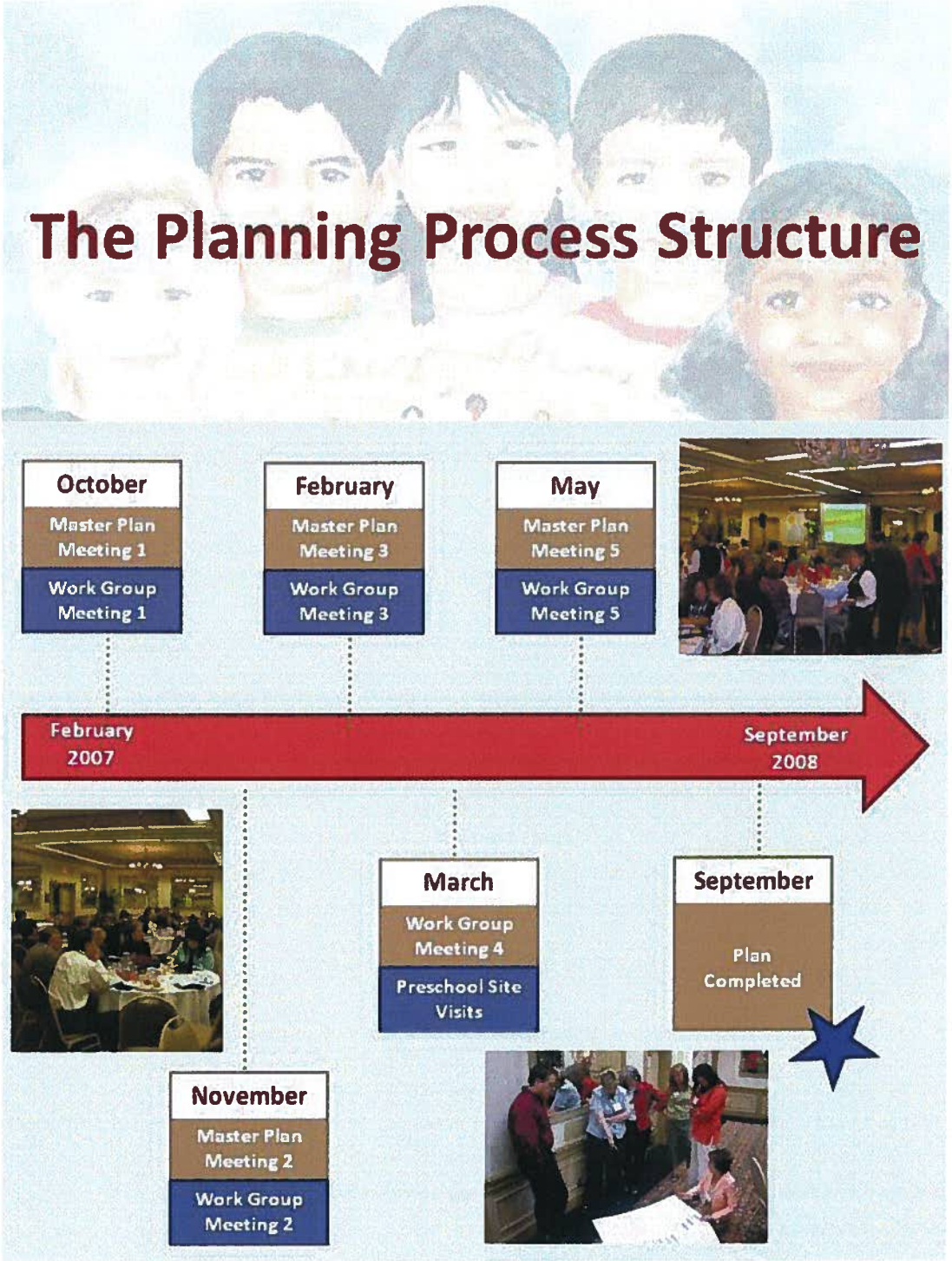
This activity was particularly useful to the work of this plan, as the output it produced constitutes the very first proposed steps of action outlined at the end of this plan.

Public Meeting Process

In organizing this work, FCOE looked to build upon the works and findings of prior county reports to launch an accelerated Master Planning process that would lead directly into implementation. To facilitate this process, FCOE organized a series of four public meetings to stretch over an eight-month period of time, designed to achieve tangible progress at the end of each convening. This timing would result in the production of the Fresno County Voluntary Preschool Master Plan by the end of 2008, and allow stakeholders to launch directly into implementation during the 2008-2009 school year.

As shown in Figure 9, each of the four meetings had distinct agendas and anticipated deliverables that were designed to accumulate into the backbone of the content in the overall plan. Each meeting consisted of a morning interactive session where stakeholders gathered for participation, and afternoon workgroup sessions where they focused their efforts in the four content areas identified. The following is a description of each stage of the process, describing the work completed and policy decisions made at each meeting.

FIGURE 9: THE PLANNING PROCESS STRUCTURE TIMELINE



October 11, 2007: Kick Off Meeting

In this meeting:

- "What's Your Headline" Visioning Activity
- Early Implementation Idea Brainstorming
- Case Statement Questions
- Workgroup Visioning Activity

In 2007, a July 21st Op-Ed and August 13th Fresno Bee Editorial heralded a growing community clamor for increased early care and education services in Fresno County. That media spotlight, combined with the prior work of the League of Women Voters of Fresno and the firm commitment of Superintendent Powell, helped shape the October meeting that opened Fresno County's public planning process. It was a meeting of roughly 100 participants, with representatives from several ECE organizations, higher education institutions, religious groups, and the K-12 education system.

Setting the stage for this work, presentations were delivered that outlined FCOE's commitment to the process and the importance of quality early care and education. Additionally, community collaborators who contributed to previous county reports were acknowledged for their role in sustaining momentum and knowledge transfer during the intervening period. Participants were also given a broad state and local context for the work upon which the group was about to embark.

The first activity was to test a number of Case Statements with county stakeholders to find out where they stood on a variety of core policy issues. In this first meeting, the following ideas received broad support and became a building block for future work:

- Creating a master plan is worthwhile, even in an environment without new funding.
- Fresno County's plan should include a special focus on migrant and rural services.
- Public and private providers who participate in a future system should be subject to the same quality standards.

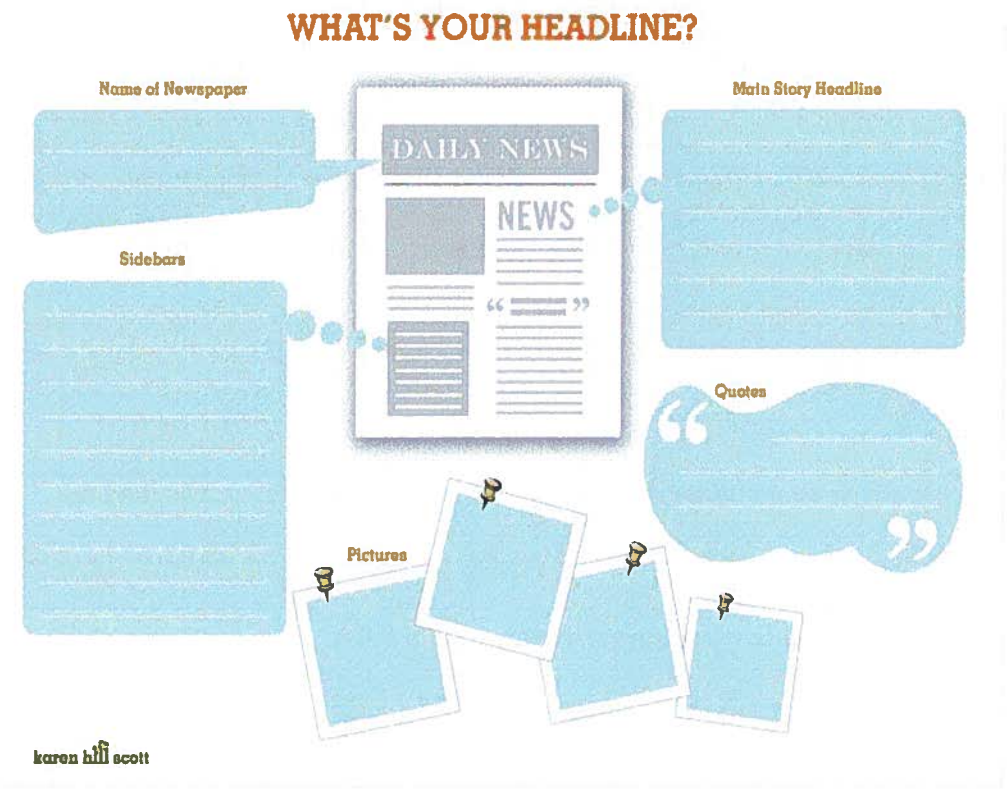
Additionally, a number of ideas revealed themselves to be flashpoints for the planning committee, meaning that the policy statements needed to be further refined during the planning process. Those ideas included:

- The necessity of requiring Fresno County's preschool teachers to have a BA degree
- Whether the new system should focus more on improving the quality of existing services over expanding facilities
- If and how a future system could give priority to full-day programs to expand their availability

The final goal of the day was to lead the planning committee through a visioning exercise that would focus on the results, seven years later, of a high-quality preschool system being implemented in Fresno County. To achieve this goal, the workgroups used a template called, "What's Your Headline?", an activity that is completed by groups of 7 to 10 people, mimicking the front page of a newspaper celebrating the community improvements that have taken place fifteen years after the implementation of the plan. Some of the sample headlines were:

- **The Impact of Quality Preschools Ripples throughout Elementary Schools**
- **API Scores Skyrocket**
- **The San Joaquin Valley Rates #1 in State Reading Standards**
- **Fresno 6th Graders Lead the State**
- **Fresno County Boot Camp Now Changed to Family Literacy Center**
- **Quality Preschool Changes Small Town in Big Way**

FIGURE 10: WHAT'S YOUR HEADLINE? TEMPLATE



Along with the sample headlines, many of the side stories and additional comments painted the picture of a Fresno County that had been fundamentally transformed, and in which every community experienced discernable benefits, both individually and as a whole. These future news stories pointed back to the establishment of high-quality preschool programs as the foundation for these recent academic and economic successes.

November 29, 2007: Meeting 2

In this meeting:

- Overall System Strategic Mission Statement Activity
- Case Statements
- Workgroup Strategic Mission Statement Activity

The goal of the November meeting was to shift the focus of the planning committee from "the ideal to the real," meaning that the work would move from an idealized vision of the future to a practical and achievable goal that would provide a roadmap for future action. For any plan to be practical and achievable in a difficult funding environment, it is important to leverage the support and resources of as many similarly aligned organizations as possible. To that effect, the contributions of First 5 Fresno County and The David & Lucile Packard Foundation were highlighted and acknowledged at the beginning of the meeting. These organizations provided the funding for the Master Planning effort, while FCOE leveraged that funding with the commitment of staff and office resources to support the arc of the planning process.

To shift the framework of the planning process to achievable goal-setting, stakeholders were invited to define what "reasonable success" could mean by drafting an overall Strategic Mission and Vision Statement for the work of the Fresno County Plan. Creating a Strategic Mission and Vision Statement required outlining specific and achievable objectives, defining their customers, identifying specific services, basing their work on metrics, and matching their goals to a clear time frame. This activity was carried out by 10 groups of morning participants, consisting of roughly 6-10 people each.

Most of the strategic mission statements coalesced around measuring the future system's level of quality, proportion of children served, and the measurable effects that system improvements would yield. Overall, participants set goals for 75-80% of Fresno County children to be served in high-quality programs that would result in over 70% of the centers reaching Desired Results Development Profile (DRDP) compliance and 60-80% of participating children being at grade level by third grade.

The Case Statements in this meeting built upon the results from October, presenting a number of new statements that addressed remaining core policy issues important to the completeness of the Fresno County plan, and followed up on two statements that were unresolved by the previous meeting's results. The following ideas received broad support:

- Fresno County has to demonstrate a need to build new facilities with public funding.
- An incremental approach to improving staff quality, using financial incentives, could be adopted.
- With sufficient resources, a 10-year goal for requiring a BA degree for preschool teachers is reasonable.
- A good preschool pedagogy should include skill development.

A second attempt to address the "access vs. quality" debate was unsuccessful, as the group could not agree as to whether new raised funding could be prioritized to building new facilities before investing in quality improvement efforts.

January 31, 2008: Meeting 3

In this meeting:

- Overall System 2 and 5-Year Goal Setting Activity
- Early Implementation Feasibility Analysis
- Case Statements
- Workgroup 2, 5 and 7-Year Goal Setting Activity

The objective of the third meeting of stakeholders was to create a clear road map for Fresno County's early implementation objectives and produce a solid framework for the future system. The morning presentation reviewed the planning group's work and linked it to the emerging budget and policy context that was anticipated during the year.

Due to an even larger-than-expected state budget shortfall it was proposed that state early care and education services would not be likely to receive additional state funding for another 2 years. In even the best of scenarios, additional funding may not come available until the end of the 7-year planning timeline. As a result, stakeholders focused on leveraging local resources to implement what was possible, and concentrated on laying the groundwork for future success by refining existing programs and record-keeping.

From that sober framework, the group embarked on two activities. One of the activities provided a blueprint for the financially-strapped present. This activity took a number of participant-generated early implementation ideas,

and allowed the group to rate them to the extent to which they could be feasibly carried out in a low-funding environment. The following is the list of early implementation priorities, ordered from the most-feasible to the least-feasible, as identified by the planning committee:

- Conduct an inventory of preschool spaces and facilities
- Identify/cultivate new workforce entrants through career planning services
- Move the average level of teacher education beyond par (as of 2008, 26% with B.A. degrees)
- Have a plan to support the development of English Learners
- Develop a plan for increased parent engagement
- Document and analyze the typical programmatic content in preschool programs (by funding source)
- Develop consistent & coherent alignment/articulation processes for every preschool child
- Ensure that the better trained workforce is diverse and career-oriented
- Have sound knowledge regarding actual quality levels typical in all types of preschool programs
- Document and analyze teaching practices among local preschools by funding source

In the second activity, participants were again divided into a number of smaller groups for a brainstorming activity to set goals for the overall system. Through this activity, participants established the long-term goals and timelines that may be fueled by an injection of new funding. Below is a combined list of the 2 and 5-year goals for a Fresno County system:

Fresno County Goals

2-Year Goals		5- Year Goals
Increase awareness, outreach and parent involvement	Fill all open slots	Articulation to all pre-k programs
Conduct 0-5 and workforce censuses	A comprehensive quality rating system is implemented for all publicly-funded programs	Increase attendance to 95%
Create a mentor/coaching network to increase quality	Conduct a new, comprehensive needs assessment including demonstration mapping	50% more B.A. degrees are attained by the countywide workforce
Create a special needs access plan	Develop a comprehensive infrastructure plan	Adopt a standardized preschool curriculum
Develop a community marketing plan	Identify local sources of funding	Build additional facilities
Increase enrollment by 10%	Establish a permanent grant-writing position	

The Case Statements for Meeting 3 settled debate on a number of unresolved issues from the first two meetings. They helped to define the relationship between preschool teachers and kindergarten through third grade teachers, finding consensus on the access vs. quality debate by specifying the context, and enabling the Quality Workgroup to move forward confidently in their work to design the framework for a Fresno County quality rating system. All three Case Statements reached consensus:

- Despite differing perspectives, preschool teachers and kindergarten through third grade teachers can work together to provide smooth transitions for children.
- Local discretionary funds should be used to enhance the quality of the existing preschool inventory
- A tiered quality rating system, where accreditation is one of the levels, could work in Fresno County

March 13, 2008: Workgroup Help Meeting

In March, each workgroup scheduled and met with The Karen Hill Scott Company team in back-to-back two hour sessions to facilitate a dialog about the content of the developing plan, ask questions, and prepare for their presentations at the final meeting. Particularly, this meeting outlined future steps in each system area and helped to outline proposed Program Dimensions and Indicators at a 2, 5, and 7-year mark. A summary of workgroup content is listed by table on pages 44 - 48.

May 8, 2008: Final Meeting

In this meeting:

- Workgroups presented system components and program dimensions to overall group
- Early Implementation Responsibility Centers Activity
- Case Statements

During the final meeting of the planning committee, a draft outline of the plan was presented and all four content workgroups shared the substance of their work. The planning committee also collaborated to suggest potential responsibility centers for the plan's early implementation priorities. This work was joined by a call for participants to identify new partners who could be drawn into post-process activities. The final meeting was highlighted by FCOE with a surprise announcement about the new senior level position that was created allowing for a new administrator for the Educational Services Division. This announcement was further enhanced with an announcement of a new Local Planning Council Coordinator who was also a First 5 Fresno County Commissioner.

As the public planning process was drawing to a close, and since the planning committee achieved consensus on most of the remaining issues, the final group of Case Statements consisted of forward-looking ideas that had not been previously examined. While reactions to some of the ideas were stark, the responses provide a starting point for FCOE and other community stakeholders to continue work in those areas and develop new solutions for those issue areas. Two brand-new ideas received nearly unanimous support from the planning committee:

- Advocacy for the adoption of a countywide quality rating system would be significantly supported by the inclusion of both public and private providers.
- Family literacy resources should be embedded in preschool sites.

Additionally, a creative idea to take traveling classrooms to family childcare homes in rural areas, as a way of including those areas in the system, drew majority support, but a significant amount of opposition. Three other ideas that merit mention split the opinion of the planning committee and would need reworking or different approaches to break the gridlock. Participants disagreed as to whether:

- The choice of an assessment tool is the primary challenge in the preschool to kindergarten transition.
- Promoting dual-language acquisition for all students would be a good way to support English language learners countywide.
- If the fastest path to improving workforce quality would be to focus on the education of freshman college students in ECE.

While the workgroup content and early implementation responsibility centers are addressed later in the report, the conclusion of the planning process outlook can be summarized in a combined Strategic Vision Statement for Fresno County.

Strategic Vision Statement for Fresno County

By 2015, up to 80% of eligible children will enroll in the Fresno County Early Care and Education Program of high-quality preschool services, with enrollment priority for children in low API communities. These programs will be staffed by well-trained teachers and feature a preschool pedagogy that promotes skill development. Both public and private early care and education providers will participate in a countywide Quality Rating System and the curricula will be carefully articulated and aligned with local K-3 grades to ensure children's transitions to school and their academic success. Additionally, the system will address the needs of migrant and rural children, and engage parents through family literacy outreach and father participation efforts, helping to invest parents in their children's education for a lifetime.

As a result of this vision, Fresno County's children, families, and community at large will experience

- Increased competence and well-being in children
- Increased API scores in local schools
- 70% proficiency in basic skills by grade 3 among Fresno County children
- Fresno County becoming a statewide model for preschool expansion efforts, due to the breadth of access for children, closing the kindergarten readiness gap

Components of the System: Workgroups Outputs

The output of the afternoon workgroups mirrored that taking place in the planning process at large, while containing a few new elements. Workgroups developed a Strategic Mission and Vision Statement, 2, 5, and 7-year goals, as well as Program Dimensions and Indicators for their individual system area. At the final meeting, each workgroup presented this content to the morning stakeholder group as a whole. The following tables are a distillation of this work and outline a skeletal structure of how each system element should be implemented over the next few years to produce one comprehensive system.

Articulation and Coordination

Vision Statement	Strategic Mission
Preschool and K-12 communities promote a seamless educational structure committed to each child's developmental and academic growth as students' progress through a strategically aligned and clearly articulated system. • Seamless transition; data, parent communication portfolios • Common staff development preschool through 3rd grade • Vertical and horizontal communication (preschool-3rd grade) • Standardized assessment tools for ALL preschools • Parental development • Records follow child to kindergarten	• By 2015, 70% of Fresno County public and private preschool educators will be participating with kindergarten educators in quarterly regional articulation activities that will lead to a seamless transition for all children entering kindergarten.

Major Program Dimensions

- Scheduled articulation meetings between preschool and kindergarten teachers and administrators
- Common preschool assessments used effectively for kindergarten placement
- Preschool students visiting kindergarten classrooms
- Common staff development
- Parent participation in data sharing and coordination activities

2-Year Milestones	5-Year Milestones	7-Year Milestones
• Identify districts enrolling preschool students • Convene superintendents and preschool directors to discuss advantages of preschool to kindergarten articulation and review foundations/standards • Hold initial meetings with K-12 administrators and preschool directors to develop a comprehensive plan for articulation, communication, staff development, data sharing and parent engagement • Identify essential foundations in the existing DRDP-R which will be assessed and transmitted through parent release for use in kindergarten placement	• Provide staff development on foundations & standards to preschool and kindergarten teachers • Identify core foundations essential for future success in school • Develop common assessments collaboratively, as necessary • Use data to modify program • Arrange annual visitations of incoming kindergarten students to new school of attendance	• Use of common assessments is common practice • Communication between preschool and kindergarten is common practice • Parents value & expect articulation between systems • Student learning increases as evidenced by assessments administered in the K-12 system

Parent & Community Engagement

Vision Statement	Strategic Mission
The communities of Fresno County are invested in beneficial outcomes for all young children, such as: • Make families feel welcome and comfortable at school • Empower parents • Parent training and resources in various languages • Community support	• By 2014, parents are knowledgeable, actively involved in their child's development and proactive with members of the community as the primary advocate for their children.

Major Program Dimensions

A Parent and Community Engagement Plan will be developed and include:

- Interagency collaboration
- An inventory/mapping of existing resources which successfully educate parents, encourage child adult interaction and increase community awareness
- Community awareness campaign (ECE, needs of young children & families)
- Development of "Neighborhood Hub" concept (geographic centers of activity)
- Parent involvement with children and education/advocacy
- Father involvement and support groups
- The Home Connection – helping providers/teachers to effectively use parents in their facilities

2-Year Milestones	5-Year Milestones	7-Year Milestones
• Neighborhood Hubs are operational in six areas without school readiness or Neighborhood Resource Centers • Eight existing school readiness programs expanded to encompass a majority of the Neighborhood Hub components • Three father support groups will be formed • At least three community awareness media campaigns occurred • 50% of the county's legislators attended an ECE breakfast • The Parents of Preschoolers Advisory Committee concept was presented to elementary school principals • The Parent and Community Engagement Workgroups meets quarterly with each of the other preschool workgroups to stay on track and amend the plan as needed	• 50 Neighborhood Hubs are operational • All existing School Readiness programs expanded to encompass a majority of the Neighborhood Hub components • A father-involvement support campaign culminated with a Father of the Year banquet • Representatives from the media sit on the Parent and Community Engagement Workgroup • PR firm has adopted The Home Connection project pro-bono • 100% of the county's city councils proclaimed one county-wide Preschool Day • 50% of all elementary schools with preschool programs have active Parents of Preschoolers Advisory Committees • Workgroups meets quarterly	• The Parent & Community Engagement Plan is updated annually, using new technologies and innovative approaches to reach out and engage parents • 85 Neighborhood Hubs are operational • Involvement of fathers in preschool facilities is at an all time high • Parents with school age children are mentoring new parents • True collaboration among child and family serving agencies is an undisputed fact • The Parent and Community Engagement Workgroup meets quarterly with each of the other preschool workgroups to keep on track and amend the plan as needed

Program & Quality Monitoring

Vision Statement	Strategic Mission
To develop and implement a quality rating and monitoring system to ensure the delivery of quality preschool services in Fresno County. • Age-appropriate program-play, open-ended projects • Staff development for ALL providers, tutoring in English and math; working towards higher staff retention • Full inclusion and early identification • Parent involvement/partnership • Transportation for all children	• By 2015, all Fresno County Voluntary Preschool programs will meet high standards through the implementation of an approved quality rating system.

Major Program Dimensions

High quality preschool programs are monitored using approved measures of program quality such as:

- Regulatory Compliance
- Ratio and group size
- Learning Environment/Program
- Staff Qualifications and Administration
- Staff Stability and Working Conditions
- Curriculum/Preschool Foundations
- Classroom Climate and Interactions

2-Year Milestones	5-Year Milestones	7-Year Milestones
• Development and agreement on a universal language of quality • Development of a rating system that addresses comprehensive quality with multi-level buy-in • Development of a Mentor/Coach network by defining qualifications, responsibilities, and compensation	• Pilot the rating system and evaluate • Preschool quality is improved with education, training and implementation of quality rating system • Technical assistance will be provided through mentor/coaches to develop, maintain, and enhance program quality • Develop Parent Education regarding the quality system • Create a media promotion regarding the quality system	• Implement the rating system • Identify common gaps within the findings of the rating system and provide training countywide • Develop cohorts of support

Workforce & Professional Development

Vision Statement	Strategic Mission
Create career pathways built on support, timely guidance, and the highest educational standards and professional ideals. • Existing staff need for and value of profession • Applied experimental education across higher education spectrum • On-going mentoring, coaching • Support for monolingual staff • Ongoing articulation among higher education sources and practitioners • Funding incentive to get professional training • 50% of preschool teachers with bachelor degrees • Delineate career and education path more clearly	• By 2015, there will be increased participation in higher level education professional preparation by 50% along all points in the career path.

Major Program Dimensions

- Coordinated, community-wide career planning and educational opportunity advising
- Availability of supports to students and prospective students in areas of language learning and English mastery, math skills, and other areas as needed
- Coordinated media campaign to inform and recruit to the ECE profession
- Communication and coordination among institutions of higher education to smooth transitions from one level to the next
- Coordination with statewide efforts related to articulation and matriculation for students moving across and among institutions
- An integrated system of ongoing consultation and mentoring for professionals working in the field for purposes of providing support, professional development and field cohesion
- Identified professional competencies that are embraced by institutions of higher education and reflected in all ECE preparation programs

2-Year Milestones	5-Year Milestones	7-Year Milestones
• Will have organized and conducted a coordinated, community-wide career planning and educational opportunity advising event in conjunction with Week of the Young Child • Will have assessed availability of supports related to language learning and English mastery, math skills, etc. • Will have initiated a coordinated media campaign to inform students enrolled in higher education about the ECE profession to increase recruitment	• Will have a regular system of communication and coordination among institutions of higher education resulting in smoother transitions from one level to the next • Will have coordinated with statewide efforts related to articulation and matriculation for students moving across and among institutions to the greatest extent possible	• An integrated system of ongoing consultation and mentoring for professionals working in the field for purposes of providing support, professional development, and field cohesion • A set of agreed-upon professional competencies that are reflected in ECE preparation programs

Goals for Fresno County

2-Year	5-Year
Increase public and stakeholder awareness	All preschool classrooms prepare children to meet state standards
Fill all open slots	Increase attendance to 95%
Increase access for all children, including those with special needs	Workforce degree completion increased by 50% at each level- articulation system
Conduct a 0-5 census	Implement adequately funded programs and facilitate quality
Create plan to increase access for special needs students	
Assess all early childhood education programs receiving government funding, using a quality rating system	Increase enrollment by 10%, target special needs children
Develop incentives for qualified teachers to work in high-need areas	Establish a permanent grant writer for preschool funds
Outreach to parents and community	Standardized preschool curriculum for Fresno County
Increase capacity and coordinate services between providers, utilizing shared transportation, wrap-around services, etc	Build infrastructure
Implement mentor/coach network to improve preschool quality, utilizing ECERS or other agreed upon quality system	Evaluate and pilot rating system
Assessment of current levels of education of workforce and identify barriers which keep individuals from progressing toward a degree	Highly qualified staff to aid implemention of special education services
Increase enrollment by 10%	Identify results from first two years and update data; reevaluate when necessary
Needs assessment & demo mapping	
Marketing plan to support progression of goals- internal and external	Target funding requests to identified areas of need, defined by data
Workforce assessment	Institute a quality rating system
Gather data- who, where needs are, capacity, locations	
Adopt a rating system	Accurately identify gaps
Identify local resources	
Undertake longitudinal study	Provide necessary support and motivation to families
Increase attendance by 10%	
Develop a comprehensive community and infrastructure plan	
Decide on what "quality" means in Fresno County and translate to a rating system	

KEY POINTS IN SECTION 3

In this section of the Master Plan, the public planning process was outlined along with information on the series of stakeholder meetings.

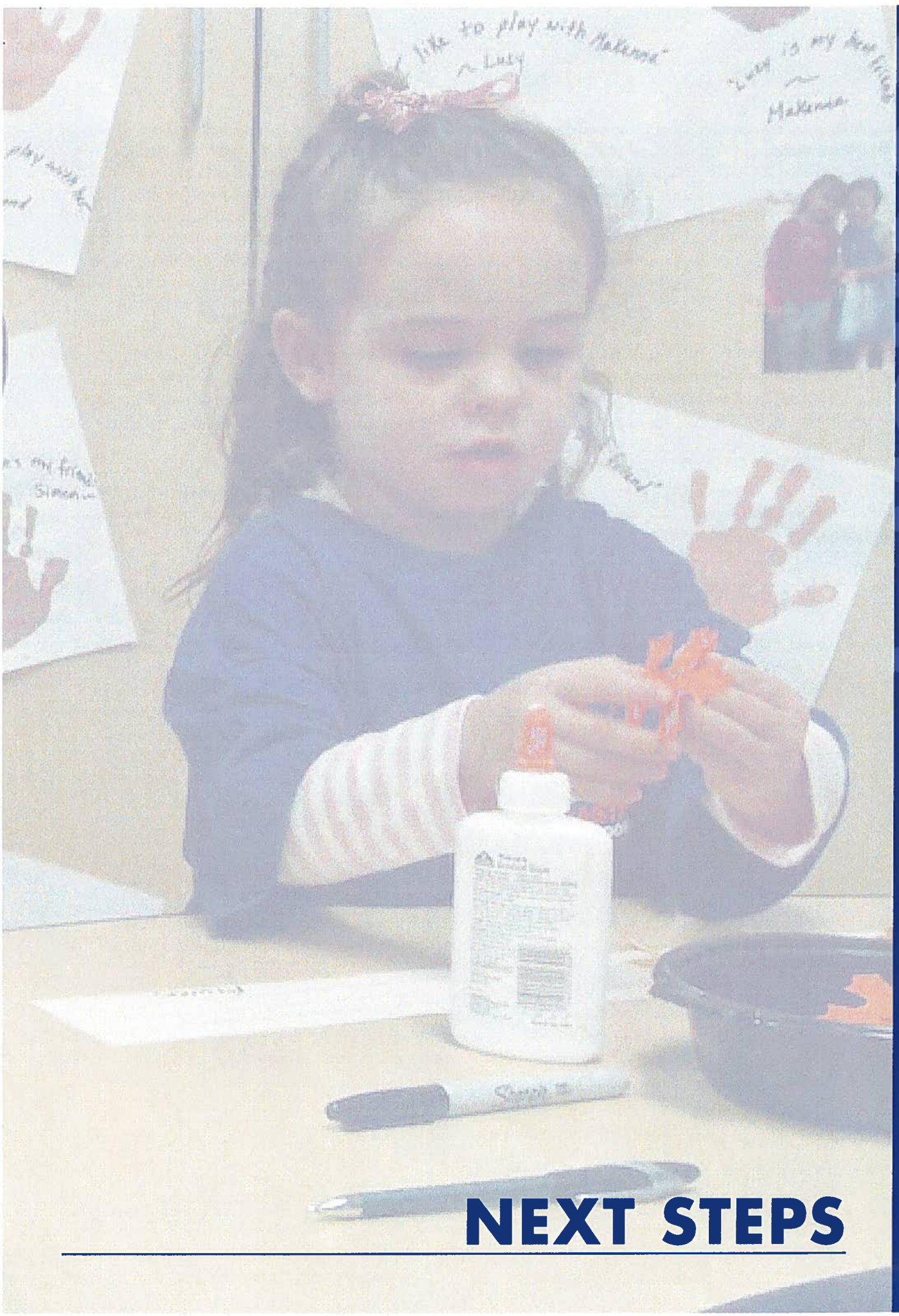
Four meetings held over an 8-month period, characterized by morning interactive sessions and afternoon workgroup sessions, divided into four system areas: Program Quality and Monitoring, Parent Engagement, Articulation and Alignment, and Workforce Development.

- Developed key attributes for system building which included:

    1. A comprehensive vision and mission of the effect a high-quality preschool system would have on Fresno County;
    2. A combined Strategic Vision Statement;
    3. 2, 5, and 7-year milestones for the system;
    4. An outline of Future Program Dimensions and Indicators; and
    5. The identification of Early Implementation Opportunities and Priorities.

- Reached consensus on a number of important policy issues through case statements:

    1. The work of creating a master plan is worthwhile, even in an environment without new funding.
    2. Fresno County's plan should include a special focus on migrant and rural services.
    3. Public and private providers who participate in a future system should be subject to the same quality standards.
    4. Fresno County has to demonstrate a need to build new facilities with public funding.
    5. An incremental approach to improving staff quality, using financial incentives, could be adopted.
    6. With sufficient resources, a 10-year goal for requiring a BA degree for preschool teachers is reasonable.
    7. A good preschool pedagogy should include skill development.
    8. Despite differing perspectives, preschool and K-3 teachers can work together to provide smooth transitions for children.
    9. Local discretionary funds should be used to enhance the quality of the existing preschool inventory.
    10. A tiered quality rating system, where accreditation is one of the levels, could work in Fresno County.
    11. Advocacy for the adoption of a countywide quality rating system would be significantly supported by the inclusion of both public and private providers.
    12. Family literacy resources should be embedded in preschool sites.



Section 4

NEXT STEPS

BUILDING A BRIDGE

At the beginning of the process, the planners declared their desire to go straight to implementation. However, traversing the distance from *Point A (Completion of a Plan)* to *Point B (Implementation)* is not exactly straight, and it is not exactly one line. Reflecting on the metaphor of quickly gaining traction with stakeholders to move towards the goal, Fresno County's planners, stakeholders, and allied organizations could be compared to a Formula 1 racing team. As the force of traction adheres each car's tires to the roadway, FCOE, as the team sponsor, needs for each one to stay on the course to reach the end goal. Continuing with the metaphor as it applies to the work ahead, it is easy to envision team meetings as pit stops. Strategy sessions are similar to maintenance checks that inform the team sponsor of each car's capacity to run the course from start to finish. The overall aim is to avoid any collisions, losses, and overhauls among the cars during their races, and for each to always make it to the finish line.

The leadership of the Fresno County Office of Education will sustain everyone's work over time and keep implementation on track. This effort will be supported by Packard Foundation, First 5 Fresno County and other in-kind contributions from partner agencies and institutions. What is needed is a commitment of quality personnel and goodwill which can be deployed collaboratively to cover various content areas of implementation. How to make this all happen is the focus of this section of the Master Plan.

The following recommendations attempt to bridge the distance between having established goals for the overall vision and actually starting early implementation. They are based on conclusions and decisions presented and reached in sections 1 – 3 of the plan.

TRANSITION TEAM

The first step is for FCOE to create a transition team to guide and support the overall strategy for each phase and layer of implementation. The Transition Team would be a meta-level collaborative that includes no fewer than ten, and probably no more than twenty stakeholders, with each stakeholder representing a key responsibility center for the plan components. Additional high level community interests critical to achieving preschool success could add value to the group of participants. Possible sectors to include were identified by the stakeholders at the beginning of the planning process and include allied professions such as health or social services, law enforcement, and philanthropy. The group could also consider the participation of a few parents who are able to attend daytime meetings.

Workgroups

The Transition Team has five workgroups conforming to the meta-level concerns of a system in development. Within each workgroup is a set of operational responsibilities that can be carried out and managed by the organizations participating in the underlying stakeholder collaborative, or by FCOE itself. The role of the Transition Team is to oversee and mark progress on the implementation of the plan within each workbasket. The various workgroups and their responsibilities are described below:

Data Management: It is expected that data management will become the responsibility of staff within FCOE, who would report back to the Transition Team and to the community. To that end, the following data needs were identified by the workgroups, and others emerged during the writing of the plan. These data needs are:

- Updated, detailed inventory of preschool supply
- Data on current quality levels in Fresno County preschools
- Data on current workforce and the workforce pipeline

During the writing of this plan other data needs emerged, including:

- Research on sources of philanthropy in the Central Valley, particularly Fresno County.

- Research on potential donors or sponsors for specific efforts within the Centers of Excellence model.
- Research on the CLASS assessment model for teaching effectiveness in preschool and possible teacher training support that could be provided by CLASS' "My Teaching Partner" program.
- The assembly of additional databases relevant to preschool implementation, to begin identifying variables relevant to early implementation, a longitudinal follow-up study, and the progress of early implementation and achievement of metrics relevant to early implementation.

Centers of Excellence: The transition team will identify and support local or neighborhood implementation of Centers of Excellence that parallel each component of the plan. The centers will include both high-quality preschool sites created from existing programs in the community and related new projects capable of being implemented within two years of incubation. An example of the second type of project would be a Parent Engagement Neighborhood Hub participating in a demonstration Articulation-Alignment process for a local elementary school.

The Transition Team will ensure that these programs are the kind of local programs that stress *"effectiveness above adequacy"* (see Section 1). The Transition Team will outline the standards of operation, identify support services that can be made available to the programs, provide public relations materials and press training to the directors and staff at each site.

Through the combined efforts in early implementation, the Centers of Excellence will probably need supplemental, in-kind, or other support for the site's sustainability. This is an opportunity for philanthropic sources within the Central Valley.

Workgroups on Infrastructure: The Transition Team will reconvene and coordinate the workgroups so that they can recalibrate the goals and the schematic design of each system component from the work started in the planning processes. The workgroups will be responsible for their work product, but the Transition Team is responsible for calling them together, to keep communication flowing and to monitor progress.

The workgroup's output will be foundational to proposals for funding as soon as the state, federal government or private philanthropy expresses interest. During the planning process each workgroup outlined programmatic dimensions and strategic goals. However, the systems piece, with organizational relationships, estimated costs, and a plan for incremental roll-out have yet to be developed. The workgroups are:

- Workforce Development
- Program Quality and Monitoring
- Parent Engagement
- Articulation/Alignment

In order to implement the plans of the workgroups, FCOE should be responsible for maintaining a liaison relationship and formal communications within and between workgroups. However, various stakeholder organizations are likely to be the functional responsibility center for the actual work. Colleges, for example, will be responsible for workforce development; the local resource and referral agency might take on provider coaching and training to meet quality standards.

Facilities Development and Management: Facilities work involves seeking and supporting fund development for remodeling or construction of preschool facilities, including philanthropic giving for outdoor play areas, books, media, curriculum and related educational materials relevant to the overall quality developed by the Program Quality Workgroup. This activity may be tabled until there is likelihood that facilities funding for renovations or new construction is forthcoming.

Community Outreach and Institutional Advancement: This domain of responsibility is a direct responsibility of the Transition Team. The goal is brand management—to market preschool much as one would a signature product. The result will be to ensure adequate communication about the progress of voluntary preschool in Fresno County and also to the stakeholders; to initiate relationships with new allies and supporters, and to the maximum extent feasible, raise funds or in-kind services to support the purpose of this Master Plan. The Transition Team should seek new stakeholders from the following sectors:

- *Superintendents of local school districts,* particularly those with children who could benefit most from preschool. If the only accomplishment of meeting is an agreement to support a process that will improve the preschool to kindergarten transition, a big increment of success will have occurred. In addition, this group would work on deploying limited but unused classroom space to preschool classrooms, optimizing Title 1 funds to support some investment in preschool, and participating in the countywide effort to design the articulation and alignment process mentioned above. It is also important for preschool to be on the agenda of the School Superintendents Association and local boards of education.

- *Business community,* particularly those sectors that rely on knowledge workers or those that are engaged in attracting growth and economic development to the community. Looking strategically at the business community is not intended to exclude, but to leverage resources toward those sectors that do long-range planning and stand to benefit from a better educated, more competent future workforce.

- *Local philanthropic sector* is needed, too, for several reasons, of which financial support of preschool is but one component. In Fresno County, there is a need for a higher profile for preschool in the public consciousness. Even though philanthropy cannot openly provide the operating revenue for actual programs, the donated funds and services could help make them look larger on the social landscape. There is also a need to fund some programmatic and facility development between now and when state investments in early care and education can resume.

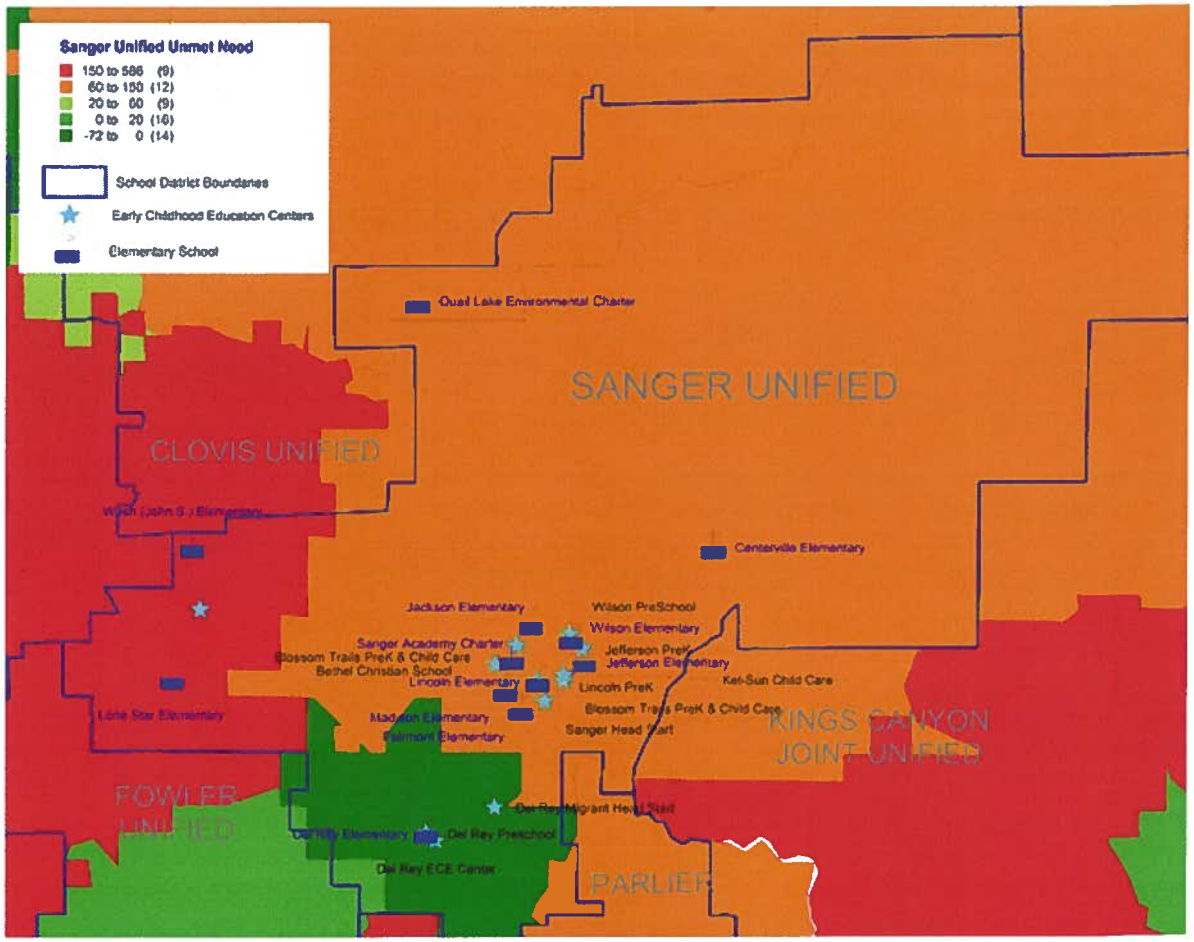
PREPAREDNESS AND CENTERS OF EXCELLENCE

The plan assumes that the work ahead is not to develop a complete system in seven years. Rather, the overarching goal is to implement elements of a complete system by leveraging resources and seeking new funding opportunities. This incremental approach is more or less a naturalistic experiment that will inform and prepare the county for the day when there is sufficient funding to take the system to scale. Fresno County, like most counties throughout the state, will be dependent upon legislation and public investment as a means for funding preschool and most infrastructure supports in the low API communities. In the meantime, with close monitoring of the work underway, the systems design work will permit Fresno County to be ready with a plan and prior experience to implement a countywide quality and comprehensive system.

Developing micro-models of all the system components is a good way to both prepare the county for future funding and cultivate new supporters to rally around preschool. These Centers of Excellence can demonstrate the result of a program having 360° of infrastructure support from workforce development, parent engagement, program quality, and articulation and alignment to the local elementary school. Each center involved in the effort may not have all complements implemented simultaneously. However, as the workgroups and related responsibility centers are able to set target dates for launching different elements of the infrastructure support, each Center of Excellence could participate and benefit.

For example, a local elementary school with an onsite child development center or one that is near the school, might want to pursue implementing a modest articulation and curriculum alignment process. The following map from the Sanger Unified School District is a good case study.

FIGURE 11: SANGER CASE STUDY



In this example map, Sanger Unified School District has 11 elementary schools of which, 8 have preschool or child development programs nearby. In a hypothetical situation, the principal at Del Rey (southern most edge of the map) may be looking for an alternative way to improve school readiness and literacy for students. With the potential benefits of articulation and alignment efforts, the principal can facilitate a meeting that would encourage kindergarten teachers at the school to meet with preschool teachers. Ideally, this meeting would allow the teachers to explore methods that will improve the transition from preschool to kindergarten and to discuss what is ideal for children to know as they enter kindergarten.

The principal may suggest that the two staffs meet and then jointly invite the parents to a social. With this collaboration, parents and teachers would be dedicating attention to the process of school entry and matriculation. Parents can be given an opportunity to visit the new school with their children, to meet the teachers and see the variety of projects that will help build their children's skills as they study subjects such as language development, that prepares them to read well by the end of third grade.

This example, although hypothetical, outlines a process that helps parents and their preschool children develop a relationship with the local elementary school during the preschool year to ease the transition to kindergarten. The teachers in both organizations had a chance to meet and align their respective curricula to support kindergarten readiness. This sort of meeting would also provide kindergarten teachers with an opportunity to familiarize themselves with new pupils. Even if the preschool program did not have the highest quality teachers or equipment, the process of communicating and having agreed upon expectations would create continuity for the child's learning experience and demonstrates to parents that early learning is a part of the child's "real learning" and educational experience.

Additionally, the infrastructure supports created from the Fresno County process may strengthen the Centers of Excellence, but they might also serve as examples of programmatic excellence themselves; whether they model parent engagement strategies, workforce development or effective preschool through third grade articulation and alignment. Again, hypothetically speaking, the three elementary schools in Sanger Unified that do not have a preschool within the boundaries could collaborate with a home-based or family childcare program and connect with parents around the same goals so the students in those areas can have a similar opportunity in preparation for school.

WHAT WILL THE FRESNO COUNTY PRESCHOOL SYSTEM COST?

The planning process developed cost estimates for implementation of preschool services and for a facilities development plan. The operating costs for the number of spaces that need to be developed are not feasible for Fresno County to meet through local resources. The stakeholders hope that over the next several years, the state will increase financing for preschool as the economy rebounds.

Assuming a slow economic recovery, it is perfectly reasonable for Fresno County to move forward with most of this plan, most importantly in the name of preparedness. Some of the more aggressive goals may need revisiting as more research is completed by the transition team and the workgroups. For example, one idea explored in the last section of this report [1], is to consider if declining enrollment might present an opportunity for creating new preschool classrooms.

Data was reviewed on potential costs for reaching all the four year-old children in low API communities and for facility costs under two different development scenarios. These data are presented here as examples of continuing research that can inform decision making on strategies to fulfill the early implementation agenda. These are very simple formulas that estimated costs as though they are fixed, there is only one budget model to follow and costs remain constant over time. The formulas are instructive, especially when one considers the midterm payback if the most modest outcomes are achieved by the time the children reach the age of eighteen.

Service Delivery Costs

If Fresno County were to receive the same level of new funding as was awarded during the AB 172 round of funding in 2007, it would take just five years—well within the time projections of this Master Plan—to achieve 100% service levels for the API 1-3 student population. Even if the funding increases were slowed significantly, for example; a three-year delay and halving of the yearly fund increase, the goal of saturation of the target group within thirteen years would still be met (see Tables 7 and 8).

TABLE 7

Time and Cost to Serve Preschool Children in API 1-3 Attendance Areas at $1.7M per year
(Same funding increment as 2007-AB 172 Contract Amount)

API 1-3 unmet need	**Based on current CDE Reimbursement Rates – Half-day Program**				
	Year 1	Year 2	Year 3	Year 4	Year 5
	2008	2009	2010	2011	2012
Funding	$1,687,874	$3,375,748	$5,063,622	$6,751,496	$8,439,370
# Of Spaces	471	943	1,414	1,886	2,357
API 1-3 Unmet Need	2,003	2,003	2,003	2,003	2,003
Remaining Unmet Need	1,532	1,060	589	117	(354)

1 The declining enrollment issue was explored after the Planning Process was complete and preparations were being made for this report.

The AB 172 funding levels provide the minimum per student amount to provide service for a half-day, 9 month program. This funding, while helpful, is clearly not enough to reach the threshold of "effectiveness" demonstrated by landmark programs like the Chicago Program discussed in Section 1. Research has shown that programs of that caliber are capable of paying between $2 and $7 back to society through reduced K-12 costs, reduced crime, and less economic dependency on the state.

To serve a child at that level of quality is estimated to cost close to $8,000, which is similar to the current average expenditures per kindergarten student in the state of California. Overall, the program costs for serving all of Fresno County's API 1-3 children at that level, which would include full infrastructure supports, would be approximately $30 million.

TABLE 8

Total Preschool Costs for All Children API 1-3
Estimated Effective Schools Funding Formula 2008 rates

Who is Served	Children	Additional Cost per Child-Chicago Schools Model	Existing Subsidy per Child	
API 1-3 Unmet Need	2003	$ 8,000	-	$ 16,024,000
Served Children (2008)	2200	$ 4,500	$ 3,500	$ 17,600,000
Annual Costs	-	-	-	$ 33,624,000

The main point to convey with these charts is that the AB 172 funding levels in decent, but not robust, economic times was what the governor and the legislature were willing to commit annually until all the unserved children in low performing school communities were served. The totals in Table 9 are based on theoretical estimates, but if all 4,200 children were to benefit from a high-quality program, on par with the Chicago Study, their success would have the potential to more than pay back the cost of the program for everyone else that was served. Imagine the savings to taxpayers 20 years from now from the resulting fewer numbers of special education students, a drop in crime and incarceration rates, and a cohort of adults who are increasingly self-sufficient and not dependent on welfare assistance.

TABLE 9

HYPOTHETICAL Cost Offset for Specific Savings
Based on Return on Investment estimates from the Chicago Study

Benefit Range	H.S. Graduation	-	Condition at Age 25
Assigned Value of Benefit	$ 2	$ 5	$ 7
Number of API 1-3 Children	4,203	4,203	4,203
Cost	$ 8,000	$ 8,000	$ 8,000
TOTAL SAVINGS	**$ 67 mil**	**$ 168 mil**	**$ 235 mil**

Facilities Costs

The next challenge was to estimate possible facilities costs to serve API 1-3 unmet need (2003 students, about 100 classrooms). These figures are also estimates based on average values assigned to costs based on the work of the team at American Institutes of Research (2006), and the Advancement Project (2004).

The facilities cost for 100 classrooms with a mix of implementation approaches has a cost, without annual maintenance, schedule repairs and equipment placement, of about $33 million.

TABLE 10

Facilities Cost for Unmet Need in API 1-3 Areas – Mixed Model

API 1-3 Facilities Cost	Existing Classroom	Renovation	Modular	New Construction	Total
Facilities (number of classroom)	10	37	37	16	100
Facilities Cost	$ 50,000	$ 387,000	$ 280,000	$ 494,000	$ 330,830
Total	$500,000	$ 14,319,000	$ 10,360,000	$ 7,904,000	$ 33,083,000

The above costs can be contrasted with a model of renovating classrooms now empty due to declining enrollment. In Fresno County, there are three districts with a large number of low API schools that also had declining enrollment, they are: Fresno Unified School District, Sierra Unified School District, West Fresno Elementary School District, and the West Park Elementary School District, which together have lost about 5,500 students.[2] The map on the next page illustrates the enrollment decline in those districts, compared to net gains in enrollment in the remaining districts in the county.

If there was any possibility that empty elementary school classrooms could be converted for preschool usage, the table below reveals a sharp contrast in reduced costs, compared to the mixed funding model. Both models assume single session programs with 20 children per classroom.

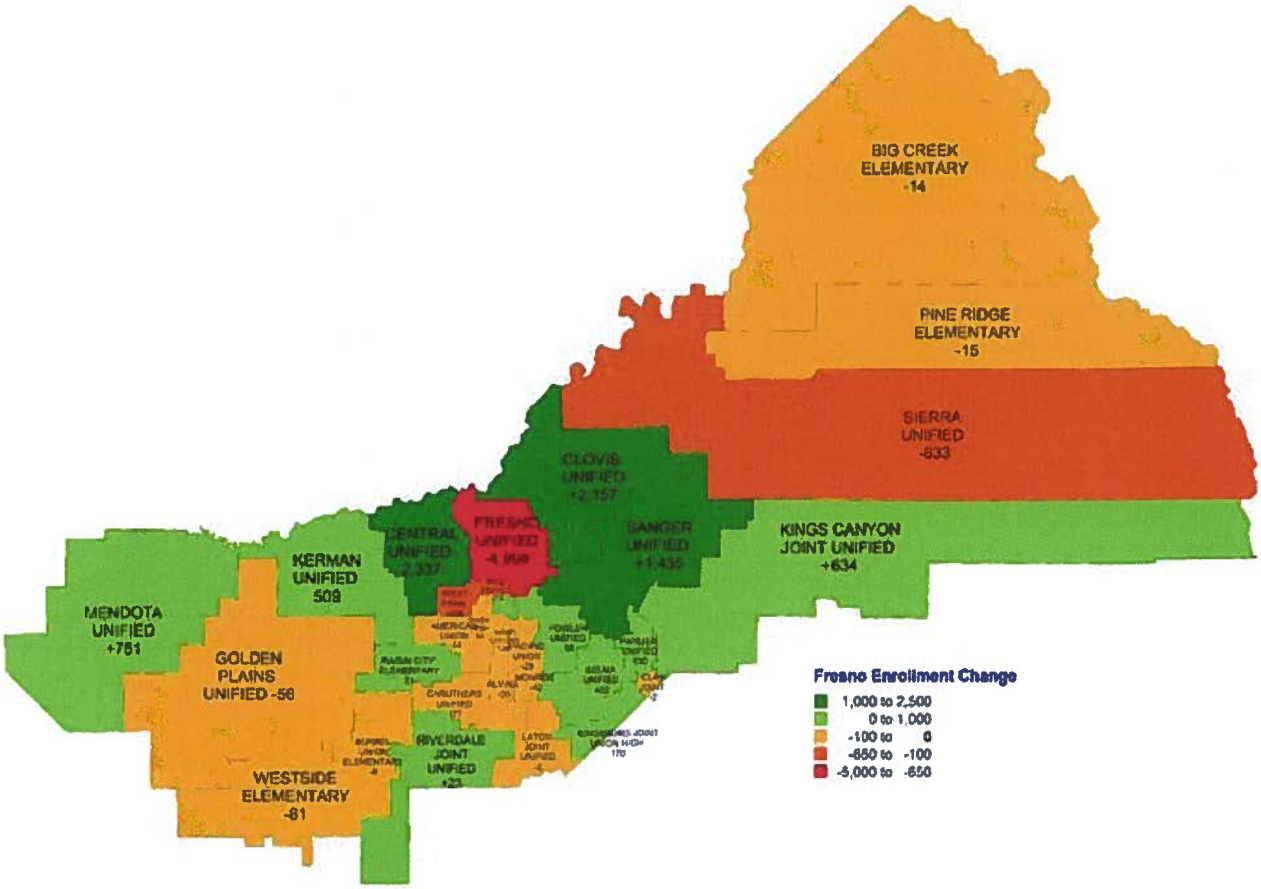
TABLE 11

Facilities Costs – Classroom Renovation Only

API 1-3 Facilities Cost	Existing Classrooms	Renovation	Modular	New Construction	Total
Facilities (No. of classrooms)	100	-	-	-	100
Facilities Cost	$ 50,000	$ 387,000	$ 280,000	$ 494,000	$ 50,000
Total	$ 5,000,000	-	-	-	$5,000,000

2 http://www.cde.ca.gov, Data Quest, 2008.

FIGURE 12: DECLINING ENROLLMENT IN FRESNO COUNTY



Change in Enrollment	
Fresno Unified	-4,904
Sierra Unified	-633
West Park Elementary	-406
West Fresno Elementary	-274
Declining School District Total	-6,217

Net Enrollment Change	
Countywide Change in Enrollment	+2,208

And What About the Children?

One problem with public policy, especially for children, is that while the discussion of costs, units of service, facilities, models of service delivery, and the organizational systems to make it all happen, it distracts from the deeper meaning of the work. Engagement in this effort is to change lives and not to consign children who have no control over their socio-economic status, or the quality of their parents' parenting skills to a life without an opportunity to reach their potential.

This Master Plan consists of a compilation of statistics that serve as indicators for a phenomena taking place with children that would ordinarily not be observable. Fresno County's rate of poverty is decreasing, albeit slowly. Educational achievement is inching up, again very slowly, though college completion at the AA, BA and graduate degree levels are unchanged. There are significantly more dual language proficient immigrants than non-English proficient immigrants. The median family income has been increasing just enough to expand and strengthen movement in the middle class, but not yet enough to substantially shrink the working poor. Youth crime rates are the lowest they have been in years, one indicator that children have found something to occupy their time or they are making better choices during adolescence.

Fresno County is a stable and moderate growth region that has historically had higher rates of poverty than the rest of the state. The county has had very limited opportunities for the development of a large middle class, and even fewer outlets upon which to expand the wealthy class. About thirty years ago, that changed as the federal government and financial services industries established large processing centers in the area. More job diversity created additional opportunity, and today there is no single industry that dominates employment, not even agriculture. If one totaled all public sector jobs in education, local, state and federal government, the greatest proportion of jobs would fall into that category.

Looking ahead to the future for today's young population, a key opportunity to lay the foundation for continued economic success in Fresno County would be to invest in education in order to increase the numbers of young people with skill sets for jobs in technology, health care, management, education and professional services, where there will be a lot of growth nationwide. These are the jobs of knowledge workers, and Fresno County needs to attract these industries, or the economic progress made in the last decade may erode.

Many of the jobs in technology and customer service that went to India and other English speaking nations across the world are starting to return stateside. [3] This trend, called "onshoring," is the movement of some high tech firms into low-cost areas inside in the United States. Firms now realize that smaller cities represent a market where living is affordable and the cost of doing business is reasonable. Certainly, the public sector, which contributed a significant amount of the growth in the past, will not grow as much in the future, except perhaps for municipal government.

The federal government projects not one new job in Fresno County for the coming decade. Conversely, nursing is scheduled for big growth, and even preschool teachers are listed as #11 on the list of growth occupations (and that is without any of the expansion that is the focus of this plan). [4] Unfortunately, the bulk of the California list of growth jobs for Fresno County, from 2007 until 2014, will be in construction, which presently appears unlikely to grow for some time given the 2008 sub-prime mortgage crisis.

Research shows that third grade reading proficiency predicts high school graduation rates and that without a high school diploma, most individuals are destined to a lifetime of low wage jobs with periods of unemployment and/or dependence on public assistance. It is also known that educating children at a younger age is needed to reach third grade benchmarks for potential longterm success.

3 http://articles.latimes.com/2007/oct12/business/fi-onshore21

4 http://www.labormarketinfo.edd.ca.gov/?page1k=146

Circling back to two questions; What to do for the future and what to do for our children? The answer to each is, if Fresno County is to move ahead, the county must invest in education. It takes an educated class to attract the knowledge production sectors to the region. To secure a middle class future for the next generation, our children will need a job that pays well, which is expected to be in the knowledge-based economy.

SECTION 4 KEY POINTS

In this section of the Master Plan, the next steps of the plan were outlined, inclusive of early implementation strategies. A transition team will be organized to guide and support the overall strategy for each phase and layer of implementation. The transition team will be an outgrowth of the five workgroups:

- Data Management
- Centers of Excellence Model
- Workgroups on Infrastructure
- Facilities Development and Management
- Community Outreach and Institutional Advancement

The transition team will focus on special projects necessary for early implementation. Additional projects will evolve from the goals established by the planning process.

Additionally, this section provided various scenarios and cost estimates for Fresno County to expand preschool services and eliminate unmet need. Particularly, the scenarios modeled how:

- $8 million in new service funding could serve the unmet need in API 1-3 school districts.
- Effective, high-quality preschool programs, like the Chicago Parent-Child Centers, are capable of repaying $2 to $7 back to society for every dollar spent on program costs.
- Developing facilities for 2000 spaces (roughly, the size of Fresno County's API 1-3 unmet need), would cost between $5 million and $33 million, depending on the proportion of spaces created from converted existing classrooms.
- The vacancies created by declining enrollment in a handful of school districts have the potential to provide many, if not all, of the facility space needed to serve Fresno County's unmet need.

CONCLUSION

Many of the components included in this plan will not be costly to implement. The approach has been to identify the systemic reforms needed to meet our objective of providing high-quality preschool programs for all four year-olds, in order for Fresno County to address the school readiness gap and contribute to closing the achievement gap. The Fresno County planning committee is confident that the planning process facilitated a powerful dialogue among the early care and education leaders in the community and created an awareness of the need for change. Through communication, the definition of quality was not debated, but was instead acknowledged as a multi-faceted set of conditions that nurture optimal learning in young children. The Master Plan will also make high-quality materials and curricula available upon request for parents who wish to provide their children with early care and education experiences in the home.

The bottom line is that effective preschools—those with an intentional curriculum and quality teachers who intercept natural opportunities for learning, and listen while having conversations with the children, who engage parents in their child's learning process, and develop a seamless transition between the preschool program and kindergarten teachers—are the ones that create positive changes that last. To reprise the first part of this plan, the issue is not one of access versus quality, because to merely be adequate just gets us more of the same. The issue is effectiveness above adequacy, so children not only become better students, but adults who make better decisions about work and life.

While the task of writing and developing the Fresno County Voluntary Preschool Plan is complete, the planning committee is just getting started. This blueprint for action is the guideline for implementing systemic and long-lasting change in Fresno County. The Master Plan is an early step toward helping to increase the quality of life for all of the residents in Fresno County. The Fresno County Planning Committee encourages everyone to join in the effort of investing in the future.

"Future human capital is increasingly understood to depend on what is invested in children very early in life."

James Heckman, Ph.D. Nobel Laureate in Economics Sciences and University of Chicago Professor

LETTER OF APPRECIATION

From all of us at The Karen Hill Scott Company, we want to express our deepest gratitude to the leadership and staff of the Fresno County Office of Education for an absolutely first-rate client consultant experience. We have to begin with Fresno County Superintendent of Schools, Larry L. Powell, who is definitely one of the most sincere and upstanding elected officials we have met. He is one of a few courageous superintendents who see that the preschool experience is integral to education reform, not shuttling it off to some underfunded silo. Deputy Superintendent Jim Yovino has converted his advocacy for preschool into an avocation, communicating to anyone who will listen why a good preschool experience is critical to lifelong functioning.

Other FCOE team members were Gloria Ferrer, Mary Ann Cusator, and Mary Arriaga (retired), each of whom had a different role, but together made the meetings look and feel like seamless events with just one coordinator-not three (and sometimes more). To all the support staff who hosted the meetings, assisted our community stakeholders, and were pleasant about every little thing (including my laptop that used to lock up while in use at the most crucial times), we thank you profusely. We were also delighted to get to know Dr. Michele Cantwell-Copher and Wilma Hashimoto, and we know that they bring even more substance to an already illustrious team.

The meetings were really productive because the community stakeholders (every single one of them) kept the ideas coming and gave serious thought to all the challenges we face to bring a comprehensive preschool plan to life in Fresno County. The level of goodwill between collaborators was extraordinary, as not once during the planning process did any of our team have to mediate a dispute over power. This was a group that could focus on the super-ordinate goals: creating a better future for Fresno County's children.

The energy of the community of colleagues who were instrumental in producing this plan—from FCOE, to the providers managing centers in the community—was just outstanding. We feel very confident that in good times or bad, if this group stays on task, Fresno County will be one of the most vibrant communities in the state for families to live and work, and secure their futures.

Sincerely,

Karen Hill Scott

Karen Hill Scott, Ed.D. and the Team at the Karen Hill Scott Company:
John Harris
Christina Meono
Ariana Sani
Dani Belisle
Darren Dang

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GLOSSARY

AA: Associate of Arts Degree

AB 172: Authored by Assemblywoman Wilma Chan and passed in the fall of 2006, AB 172 made an appropriation of $50 million from the state General Fund for pre-kindergarten and family literacy programs to be administered by the California Department of Education. While AB 172 provided a new allocation of funding, the programs that it provides for are subject to the same regulations and guidelines as the State Preschool Program.

AB 2759 and SB 1629: Authored by Assembly Member Dave Jones, AB 2759 creates a California State Preschool Program based on consolidating all public child development funding for three and four year-olds that is regulated under Title 5 of the Education Code into a single contracting system. SB 1629, authored by Senator Darrell Steinberg, will create a new quality improvement system for the programs affected by AB 2759. Governor Arnold Schwarzenegger signed both AB 2759 and SB 1629 into law on September 26th 2008.

ABCD: Launched in 2003, the Affordable Building for Children's Development Initiative is a California-wide collaborative of existing organizations dedicated to building a comprehensive and sustainable financing and support system for child care facility development. Linking people and resources in innovative new ways, ABCD is expected to support 15,000 child care spaces in California by 2010. It is funded by the Low Income Investment Fund.

ADA: Average Daily Attendance

API: The Academic Performance Index is a system used to measure the academic performance and growth of schools. It is a numeric index (or scale) that ranges from a low of 200 to a high of 1000. The goal for California schools is an API of 800. In 2007, 51% of Fresno County schools scored above the statewide target of 800. The API score is a composite score based on the scores achieved on several different statewide tests.

BA: Bachelor of Arts Degree

California Preschool Learning Foundations: The California's Preschool Learning Foundations are a guide to competencies–knowledge and skills—that most children can be expected to demonstrate when they complete their first or second year of preschool. The competencies were identified by a committee of experts and are research based. The likelihood of attaining these competencies is expected to relate positively to having had a high-quality early care and education or preschool experience.

CCSESA: The California County Superintendents Educational Services Association advocates on behalf of K-12 and early childhood education at the state and federal levels. In partnership with state agencies, CCSESA develops and coordinates statewide training to implement new responsibilities of county superintendents to ensure consistent statewide application and standards.

CDC: Community Development Corporations

CDI: Child Development Inc. is a statewide private, non-profit child care provider. Their programs include infant care, preschool services, and after-school programs for school-aged children. CDI is a large provider of State Preschool in Orange County.

CLASS: Classroom Assessment Scoring System

GLOSSARY

DRDP-R: The California Department of Education is moving away from a process-oriented compliance model and shifting focus on the results desired from the child care and development system. The Desired Results Developmental Profile-Revised for Children and Families is an assessment by which educators can document the progress made by children and families in achieving desired results, and by which they can retrieve information to help practitioners improve child care and development services. The Desired Results Developmental Profile is a compilation of the information collected from teachers and their observation of children.

ECE: Early Childhood Education

FCOE: Fresno County Office of Education

First 5 California: The statewide entity created by the passage of Proposition 10, formerly called the California Children and Families Commission, provides apportioned funding to First 5 Fresno County for local programs serving families and children ages 0-5.

FRC: Family Resource Center

GIS: A Geographic Information System is a system that can capture, store, analyze, and manage geographically referenced information. In the process of creating the Orange County Plan, GIS technology was used to visualize relationships, patterns, and trends in preschool data, translating this information into meaningful geographic maps.

Incrementalism: A phrase coined by Charles E. Lindblom to describe an approach to policy making, which was systematically analyzed in a classic article, "The Science of 'Muddling Through'," in the Public Administration Review, Vol. 19, pp. 79—88, 1959. Incrementalism is characterized by small changes to existing policy rather than systemic overhaul, a narrow choice of alternatives, emphasis on ills to be remedied, aversion to comprehensive problem-solving, risk aversion, and minimal use of resources.

ISL: Instructional Support for Learning

LEA: Local Educational Agency (local school district)

LINCC: Local Investment in Child Care is a project designed to build an infrastructure that supports child care facilities development, renovation, and expansion in California. The objective of LINCC is to stimulate public and private investment policies to meet the child care needs of all children and families in California. LINCC is active in seven counties: Alameda, Kern, Monterey, San Mateo, Santa Clara, Santa Cruz, and Ventura.

NAEYC: The National Association for the Education of Young Children provides professional opportunities and resources to those interested in early childhood education. The organization promotes quality through various accreditation programs. To attain NAEYC accreditation, early childhood education programs volunteer to be measured against the NAEYC Early Childhood Program Standards. Associate, Baccalaureate and Graduate programs can also apply for NAEYC accreditation.

NIEER: National Institute for Early Education Research works with state and national policy-makers and other organizations to collect, archive and disseminate information on the status of early care and education access and quality, exemplary practices and policies, and public opinion.

Proposition 10: The Children and Families Act of 1998 was passed by California voters and became effective January 1st 1999. The act authorizes a tax on tobacco products; the proceeds are used to fund early childhood development programs and raise awareness about the first 5 years of life.

PTA: Parent Teacher Association

QRS: A Quality Rating System is a kind of metric used to define levels of program quality to inform consumers, incentivize quality improvements, and sometimes determine funding and reimbursement levels. Many preschool systems have implemented a QRS based on measures of teacher education, effectiveness of curriculum, and facility quality. Most Quality Rating Systems use "star" values to indicate levels of quality, with 1 star being entry level, and 3 to 5 stars signifying the highest levels of quality.

R&R: A state-funded Resource and Referral Agency; developed to assist parents with their search for child care and to support providers in developing quality child care programs.

SB 1298: Senate Bill 1298 was authored by Assembly Members Joe Simitian and Darrell Steinberg to enable the creation of a linked education data system tracking non-personally identifiable pupil achievement data from preschool through Grade 12.

Title 1: Title 1 of the Federal Elementary and Secondary Education Act is part of an extensive statute funding primary and secondary education that may be used for children from preschool to high school. Title 1 funding is restricted to schools that have a large proportion of low-income students.

Title 5: Title 5 is the section of the California Code of Regulations that pertains to all of public education from publicly funded child care and preschool to the California State University System. Title 5 also pertains to private post-secondary education.

Title 5, known at the Education Code has 9 Divisions, with Division 1 pertaining to the California Department of Education, under which Section 19 pertains directly to Child Development Programs, including preschool programs. Other divisions of Title 5 pertain to the California State University (Division 5), the Community Colleges (Division 6), the Commission on Teacher Credentialing (Division 8), and Student Aid (Division 4). These divisions are indirectly related to Child Development Programs, as they pertain to the education, training, support, and quality regulation of the preschool workforce. The regulation of all state funded preschool services, inclusive of personnel and program quality dimensions is under Title 5.

Title 22: The section of the California Code of Regulations which pertains to the social security of residents in the state. Title 22, Division 12 pertains directly to the licensing of child care facilities and includes minimum standards for health and safety, minimum staff qualifications, plus administrative procedures and responsibilities. Title 22 regulations pertain to <u>all</u> preschool facilities except for the small segment of programs that are operated part-day by school districts, on school campuses, with school district personnel for preschool children only.

Title 24: The section of the California Code of Regulations, also known as the California Building Standards Code, which applies to facility construction for all buildings in the State of California, including preschools. Modifications of Title 24 can be adopted by state agencies and local governing bodies.

Title 24 is a compilation of three types of building standards from three different origins:

- Building standards that have been adopted by state agencies without change from building standards contained in national model codes.
- Building standards that have been adopted and adapted from the national model code standards to meet California conditions.
- Building standards, authorized by the California legislature, that constitute extensive additions not covered by the model codes that have been adopted to address particular California concerns.

Notwithstanding, the national model code standards (Uniform Building Code) adopted into Title 24 apply to all occupancies in California except for modifications adopted by state agencies and local governing bodies. One such exception is the Field Act, which pertains to seismic safety in public school construction, including preschools operated by school districts.

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Olivia Ibanez, West Hills Community College District
Dr. Marianne Jones, California State University, Fresno
Ann Kaufher, Fresno Jewish Day School
Melissa Kent, Fresno Pacific University
Charlene Kiyuna, Clovis Unified School District
Deborah Kong, Preschool California
Amberly Lacy, Community Preschool Advocate
Katherine Leal, Blossom Trails Preschool & Childcare Services
Amparo Limon, Fresno Unified School District
Lana Lopez, Small World Preschool
Susan Macy, California State University, Fresno
Martha Magnia, California State University, Fresno
Deborah Marius, Fresno City College
Wayne Massie, Mendota Unified School District
Greg Melton, Clovis Unified School District
Christina Meano, Karen Hill Scott Company
Belinda Meyer, Fresno County Office of Education
Silverio Montoya, Pearson Learning
Marilyn Moore, Fresno City College
Liz Motta, Riverdale Unified School District
Sopheaktra Nou, Cambodian Reconciliation Committee
Raquel Ochs, Fresno City College
Tamala Olsby, FCEOC Head Start/Preschool
Dolores O'Neal, Fresno Unified School District
Roberta Peck, CCSESA
Helen Pitton, Fresno Unified School District
Theresa Real, YMCA of the East Bay
Nancy Richardson, Fresno Unified School District
Kendra Rogers, First 5 Fresno County
Michelle Roman, Fresno County Office of Education
Marion Romero, Supportive Services, Inc.
Sally Rowden, Fresno Unified School District
Ernesto Saldana, Preschool California
Rosemarie Sancho, Sanger Unified School District
Mary Scaff, First 5 Fresno County
Donna Silveira, Sanger Unified School District
Bonnie Smith, Kings Canyon Unified School District
Julie Smith, Central Unified School District
Barbara Solis, People's Church
Claudia Solis-Alcala, KVPT
Cynthia Sterling, Fresno City Council, District 3
Jeff Sunshine, The Packard Foundation
David Swain, Fresno County Office of Education
Rachel Tabrizi, Central Valley After School Foundation
Tamera Thompson, Central Unified School District
Susan Toste, Kerman Unified School District
Zoua Vang, First 5 Fresno County
Jennifer West, J. West Group
Nate Wabrock, Hoops Preschool
Jane Worsley, League of Women Voters of Fresno
Lorraine Yamaoka, Willow International Community College
Paula York, First Steps Preschool
Dianne Young, Fresno Pacific University
Jim Yovino, Fresno County Office of Education

The Fresno County Child Care & Development Local Planning Council is a forum which supports planning and actions countywide to promote a quality child care system that meets the needs of all the children and families of Fresno County. The following Local Planning Council Members dedicated additional time to the planning of the Fresno County Voluntary Preschool Master Plan.

Elizabeth Andrade-Stiffler, Fresno Unified School District
Rhoda Blankenship, County of Fresno Community Health
Bla Fang, Fresno Center for New Americans
Julie Giometti-Wahl, Central Calif. Assoc. for the Education of Young Children
Maria Hurtado, Los Amigitos Child Development Center
Cynthia LaMonaco, PACE Alternative Payment Program
Jane Martin, Central Valley Children's Services Network
Catherine Mathis, California State University, Fresno
Barbara Miller, Fresno County Office of Education
Naomi Quiring-Mizumoto, Fresno County Equal Opportunity Commission
Vang Mouanoutoua, Law Offices of Paul C. Lo
Luis Santana, Reading & Beyond, Fresno Covenant Foundation
Al Vital, EDUCARE Services Inc.
Kathy Watts, West Hills Community College District
Sharon Williams, The Learning Center, Kingsburg
Mary Arriaga, Fresno County Office of Education
Sheila Holmes, Workforce Development
Rachel Carpenter, Heartfelt Enterprises
Tamara Rosenburg, Eagles Nest Day Care
Dan Golden, Supportive Services, Inc.
Shirley Harris, Jack & Jill's Educational Center
Marian Romero, Supportive Services, Inc.

We would like to acknowledge the leadership of the League of Woman Voters of Fresno who convened Community Conversations regarding the future of preschool education in Fresno County.

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For more information or for a copy of the full report, contact the Fresno County Office of Education Early Care and Education Department at (559) 497-3808 or visit our website at www.fcoe.org/ece.

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Larry L. Powell, Superintendent

fresno county board of education

Delbert Cederquist • Dr. Allen Clyde • Keith Eubanks • Dr. Sally Tannenbaum • Barbara Thomas

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