

**Sonoma County**

**PRESCHOOL FEASIBILITY  
STUDY & PHASE-IN PLAN**

**Developed for**

**First 5 Sonoma County**

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## **Introduction**

On behalf of First 5 Sonoma County, this study by the American Institutes for Research (AIR) analyzes the feasibility of making quality preschool available to all four-year-old children in Sonoma County and offers three scenarios for progressing toward that goal.

The first two scenarios focus on making quality preschool available to all four-year-olds in low Academic Performance Index (API) school neighborhoods within five years, and the third phases in access to the program countywide within 10 years. All three scenarios build on the existing supply of early education programs in Sonoma County and assume a mixed delivery system of school- and community-based settings. Each scenario would create new preschool spaces, and expand and upgrade existing programs.

The Sonoma Preschool for All Feasibility Study takes into account the special challenge of financing Preschool for All in a post-Proposition 82 context. Even if this ballot measure to make free, quality preschool available to all four-year-old children in California had passed in June 2006, the program would have been phased in over four years, with children living in low API school neighborhoods receiving priority for service in the initial years. Without a substantial new statewide dedicated funding source, the path to a universally accessible program is likely to be more gradual. Two of the suggested scenarios in this report therefore focus on providing universal access to free, enriched preschool, but *within* the boundaries of high-need neighborhoods.

The study also suggests possible finance options. These options include a new state level investment in preschool directed at low API school neighborhoods, a potential third round of First 5 California Power of Preschool demonstration grants, and the direction of a portion of new and existing federal and state education funds to the preschool age group.

## **Impetus for Preschool for All**

The primary impetus for expanding and enriching preschool programs is to narrow the achievement gap between children from at-risk backgrounds and their non-disadvantaged peers. A secondary goal is to make quality preschool affordable for low- and moderate-income families, many of whom cannot afford to purchase the quality of preschool found to contribute to child development and school readiness.

Access to quality preschool is increasingly viewed as a critical tool to promote education reform. Forty states, including California, now operate pre-kindergarten programs. Three states – Oklahoma, Georgia, and Florida – provide voluntary, universal pre-kindergarten services to all four-year-old children, and a fourth, Illinois, recently passed legislation intended to make preschool available to all three- and four-year-old children. Business leaders cite early childhood education as one of the keys to closing the achievement gap (King, 2006).

Several longitudinal studies have shown that disadvantaged children who attended quality preschool programs fare significantly better in school and life than their peers who did not attend preschool. According to a well-known study by the High Scope Foundation, minority children from poor, single parent families who attended the high-quality Perry Preschool program in Ypsilanti, Michigan, were, by age 40, more likely to:

- Have graduated from high school (65 percent versus 45 percent);
- Be employed (76 percent versus 62 percent);
- Own a home (37 percent versus 28 percent);
- Have a savings account (76 percent versus 36 percent); and
- Have far fewer arrests.

Based on this study, researchers estimated the economic return as \$17 for every \$1 invested in the preschool program (Schweinhart, Montie, Xiang, Barnett, Belfield & Nores, 2005).

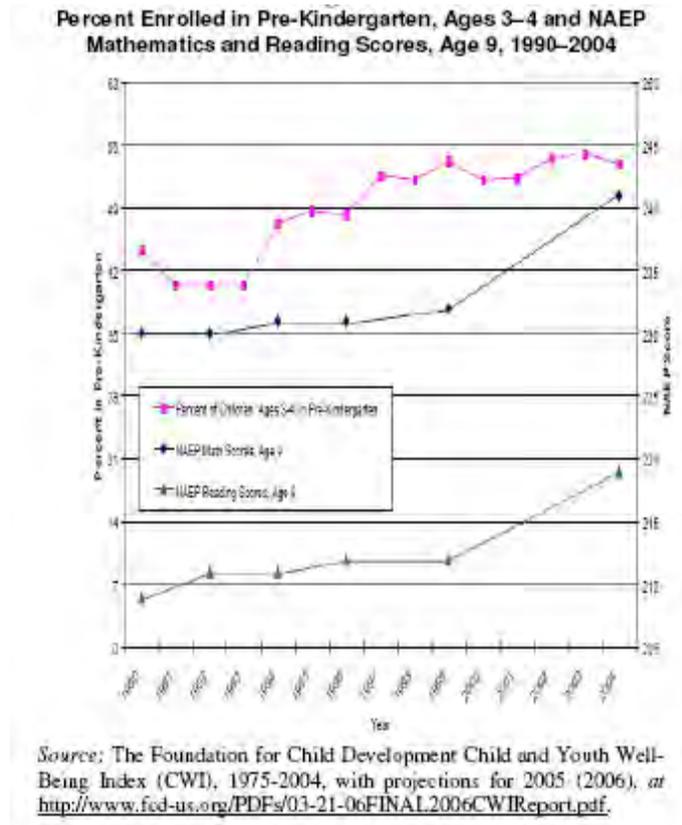
Similarly, an evaluation of the Chicago Child-Parent Centers, or CPC (Reynolds et al, 2001), a half-day, publicly funded program with well-qualified teachers serving low-income, minority children, found the following:

- Advantages in reading achievement scores as late as age 14;
- Lower likelihood of retention in grade by age 15;
- Lower incidence of child abuse and neglect from ages 4 to 17;
- Reduced use of special education through age 18;
- Lower likelihood of involvement in the juvenile justice system by age 18; and
- Greater likelihood of high school completion by age 20.

As a result, the study estimated that for every \$1 invested in the CPC program, the public eventually saved \$7 because of reduced public expenditures for grade repetition, special education, welfare, and crime.

On a national level, as pre-kindergarten enrollment has increased for disadvantaged children in recent years, so have later fourth grade reading and mathematics test scores. As indicated in the figure below, after years of relatively stagnant progress, reading and math skill levels among children from low-income households have climbed significantly since the National Assessment of Education Progress (NAEP) test was administered in 2000. While multiple factors may contribute to this increase, according to Duke University professor Kenneth Land, a “positive association between increases in pre-K enrollments and increases in the NAEP scores four or five years later is evident...In recent decades, increases in pre-K enrollment rates have been *leading indicators* of subsequent increases in age-9 test scores” (study by Duke University Professor Kenneth Land, as cited in King, 2006).

**Figure 1: Percent Enrolled in Pre-Kindergarten, Ages 3-4 and NAEP Mathematics and Reading Scores, Age 9, 1990-2004**



Recent studies also suggest that *all* children benefit from quality preschool. In a study of the universal preschool program in Tulsa, Oklahoma (Gormley, Gayer, Phillips & Dawson, 2004), all socio-economic groups were found to benefit. Children eligible for free lunch scored better on all three sections of the Woodcock-Johnson Achievement Test, and children from more affluent families experienced statistically significant gains on two of the three sections.

In March 2005, the RAND Corporation (Karoly & Bigelow, 2005) estimated that for every dollar invested in a quality preschool available to *all* four-year-olds, California society would receive more than \$2.60. The projected benefits include: a 19 percent reduction in grade repetition per class, 15 percent fewer special education years, a 15 percent reduction in high school drop-outs, major increases in the lifetime earning (\$2.7 billion per class year of children served), and significant reductions in juvenile crime.

The RAND report acknowledged that the overall return on investment in a universal program, while more than 250 percent, would be less dramatic than one targeted exclusively to disadvantaged children. At the same time, the report noted that a universal program would avoid many of the costs associated with means-testing: administrative costs, the stigma that may discourage some of the children who would most benefit from the program from participating, and inefficiency in eligibility rules which inevitably deny services to some children who greatly need them.

Of particular interest to Sonoma County, where 29 percent of public school kindergartners were Hispanic in school year 2004-05 (California Department of Education), there are indications that quality preschool programs are particularly effective in helping Latino children get ready for school. In the study of the universally available preschool program in Tulsa, Oklahoma (Gormley, Gayer, Phillips & Dawon, 2004), it was the Latino children who showed the most striking gains:

- 79 percent increase in pre-reading scores;
- 39 percent increase in pre-writing scores; and
- 54 percent increase in pre-math.

According to a new poll of multi-ethnic families in California by New American Media (2006), families of Latino children expressed high interest in enrolling them in preschool. Ninety-one percent of Latino parents polled think that preschool children are old enough to be in some type of school, and 82 percent consider educational activities the most important component of child care. However, 40 percent of Latino parents said that there is no quality program in their neighborhood that they can afford. Compared to parents of African-American or Asian children, parents of Latino children express greater interest in enrolling them in preschool programs, but less ability to access or pay for the programs.

In Sonoma County, as noted in the Community Needs Assessment below, enrollment in early education and care is lowest in zip codes 94954, 95404, and 95407. Percentages of English Language Learners are as high as 66 percent in 94954, 68 percent in 95404, and 80 percent in 95407. In all three zip codes, the majority of ELLs are Latino.

## **Preschool Planning Process**

Crucial to the credibility of any feasibility or action plan for universally accessible preschool is the support of a local advisory group. AIR's first task was, therefore, in conjunction with First 5 Sonoma and the Sonoma County Office of Education, to select and organize this Advisory Group.

The Advisory Group included the following:

- First 5 Sonoma Executive Director (Jennie Tasheff);
- Sonoma County Superintendent (Dr. Carl Wong);
- Sonoma County Assistant Superintendent (Don Russell);
- Local Child Care Planning Council representative (Katie Greaves);
- Director of Title 5 Center (Santa Rosa Junior College Child Development Center) (Joel Gordon);
- Sonoma County Office of Education School Readiness Coordinator (Pam Turner);
- Sonoma County Office of Education ELL Director of Services (Jane Escobedo);
- Sonoma County Office of Education Credentials Technician (Elisa Regalado);
- Head Start director (Ofelia Ochoa-Morris);
- Former Executive Director of 4Cs Child Care Resource and Referral (Marinell Eva);
- Assistant Director of 4Cs Child Care Resource and Referral (Melanie Dodson);
- Resource Specialist of 4Cs Child Care Resource and Referral (Sue Katz); and

- Executive Director of River Child Care Services (Donna Roper).

The functions of the Advisory Group included:

- Reviewing the Key Program Elements, using the First 5 California PFA Demonstration Grant Criteria and the Preschool for All Toolkit as a starting point to discuss Sonoma County's goals for quality preschool;
- Providing information on the status of the existing supply of early care and education in Sonoma County in various regions of the county;
- Providing budgets relevant to the existing supply of early care and education programs in Sonoma County in various school districts;
- Exploring potential local finance options for PFA; and
- Reviewing the cost estimates generated by AIR for Preschool for All in Sonoma County and various scenarios for phasing in the program.

Following the first Advisory Group meeting in February 2006, AIR met with staff from First 5 Sonoma, the Sonoma County Office of Education, the Community Child Care Council of Sonoma County (4Cs), and River Child Care Services to acquire preliminary information. Subsequent meetings and teleconferences were conducted to obtain initial data on the supply of early care and education programs, to collect budgets for existing State Preschool, Head Start, and Title 5 programs, to review cost estimates and possible phase-in scenarios, and to provide guidelines for the final report.

AIR staff also visited the Sonoma County Office of Education, the Santa Rosa Junior College Child Development Center, Community Action Partnership, or CAP Sonoma (the agency administering the Head Start program), and the 4Cs.

Additional components of the planning process included:

- Extensive communication between AIR staff, 4Cs staff, and Head Start staff by telephone and e-mail;
- Data collection by AIR staff from the California Department of Education, the federal Administration of Children and Families, and many other sources; and
- A presentation to the Sonoma Preschool Summit on May 1, 2006 that involved dialogue with local center-based and family child care providers on their thoughts about the challenges and opportunities associated with incorporating Preschool for All in a mixed delivery system.

## Community Needs Assessment

Sonoma County has a relatively plentiful supply of formal child care but there appears to be a geographic mismatch between areas of greatest need and supply. Although 56 percent of four-year-olds are enrolled in some type of formal early care and education countywide, there is an acute shortage of formal child care in API 1-3 zip codes. Declining elementary school enrollment might provide preexisting facility space to house new preschool programs in these areas, depending upon family preferences and the availability of funds to cover direct service costs.

### *Preschool Population and Enrollment*

**In Sonoma County, the unmet need for preschool spaces for four-year-olds is at least 1,263 and may be as high as 2,477.**

To estimate the unmet need for Preschool in Sonoma County, AIR staff worked with the Advisory Group to define the population in need of preschool. While typically preschool includes three- and four-year-old children, for the purpose of this feasibility study, we focused on four-year-old children.

In 2006, the licensed center-based capacity for preschool age children in programs likely to participate in Preschool for All in Sonoma County was estimated at 2,911, or enough to serve 52 percent of the estimated 5,644 children in that age group in Sonoma County<sup>1</sup>. Actual enrollment is estimated to be slightly higher, or 3,167, because some half-day preschool programs serve two groups of children per day.<sup>2</sup> As shown in Table 1, an estimated 56 percent of four-year-olds is therefore estimated to be enrolled in some type of licensed formal early care and education program. The “simple unmet need” is therefore 2,477.

**Table 1: Simple Unmet Need in Sonoma County**

Estimated 4-year-old population in Sonoma County	Estimated Preschool Enrollment of 4-year-olds	“Simple Unmet Need”
<b>5,644</b>	<b>- 3,167</b>	<b>= 2,477</b>

Table 2 displays the estimated number of four-year-olds enrolled in each type of licensed program as well as the overall number and percentage of four-year-olds enrolled across all licensed programs.

<sup>1</sup> According to the California Department of Health Services, 5,644 children were born in 2002. This number was used as the countywide total, or “demand”, of four-year-olds in 2006. According to the California Child Care Resource and Referral Network (CCR&R), the total capacity for Sonoma County’s four-year-olds was 2,911, or 52 percent of the estimated 5,644 four-year-olds.

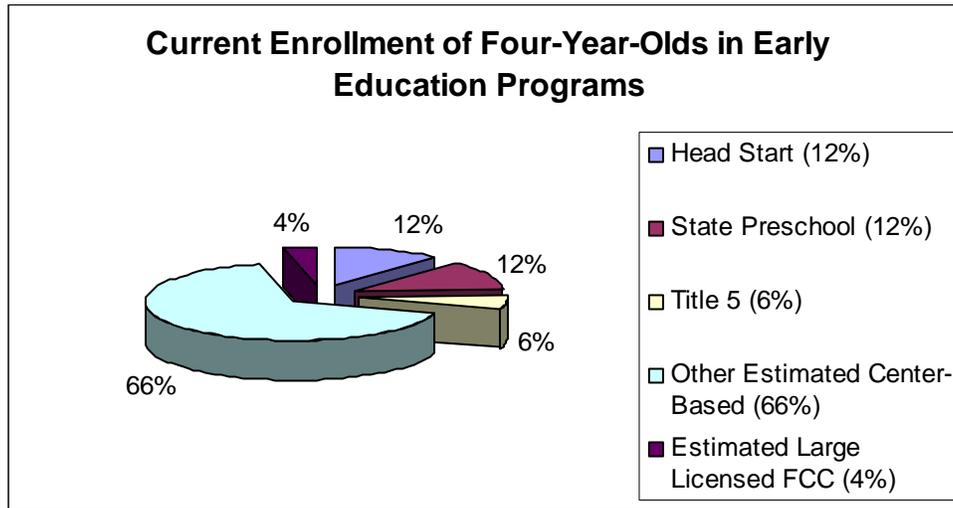
<sup>2</sup> However, if double sessions in Head Start and State Preschool are taken into account, child care enrollment exceeds licensed capacity. AIR estimated that 50% of Head Start and State Preschool programs offer double sessions, and therefore only subtracted half of the enrollment in these programs to estimate the number of children enrolled in other licensed care. This methodology results in an estimated total enrollment that exceeds the capacity figure from the CCR&R.

**Table 2: Number of Four-Year-Olds Enrolled in Licensed Care in Sonoma County**

Estimated 4-year-old population	Four-Year-Old Enrollment						Percentage of 4-Year-olds enrolled in ECE programs
	Head Start Part-and Full-Day	State Preschool	Title 5 General Child Care	Other Estimated Center-Based	Estimated Family Child Care*	Estimated Total enrollment	
5,644	369	384	188	2,115	111	3,167	56%

As shown in Figure 2, the greatest percentage (66 percent) of four-year-olds were enrolled in other licensed center-based programs, followed by Head Start (12 percent) and State Preschool programs (12 percent), Title 5 programs (6 percent), and large licensed family child care programs (4 percent).<sup>3</sup>

**Figure 2: Current Enrollment in Child Care Programs by Type of Setting**



Because voluntary, universal programs are just being implemented in other states and in parts of nine First 5 Power of Preschool counties in California, there is not much data on exactly how many children would enroll in preschool if it were free, voluntary and accessible to all. While the “simple unmet need” is 2,477, the actual demand for preschool is projected to be substantially lower. Even if preschool were free and accessible to all, some families would choose to keep their children at home or to enroll them in private preschools that might not be part of a publicly funded and contracted preschool program.

<sup>3</sup> Programs vary in terms of hours of operation and requirements for staff qualifications and other indicators of quality. **Note:** Only slots that were likely to one day meet the minimum criteria for preschool in California (Title V) were included in the estimates. For State Preschool and General Child Care, figures represent actual four-year-old enrollment as reported by the California Department of Education. Similarly, Head Start four-year-old enrollment is the actual enrollment reported by CAP Sonoma, the Head Start grantee in Sonoma County. Estimates of enrollment in other licensed care assume that 50 percent of the preschool spaces are occupied by four-year-olds and that providers desire a 10 percent lower utilization than Title 22 licensing requirements allow. The number of large licensed family child care providers was estimated based on a sample of providers in different zip codes.

Based on the experience of the only two states – Georgia and Oklahoma – with experience in implementing a voluntary, universal preschool program, a more realistic participation rate would range from 70 to 80 percent. AIR estimates a higher participation rate (80 percent) in API decile 1-3 neighborhoods, where the policy goal will be to aggressively promote preschool attendance, with a 70 percent participation rate in the remainder of the county. Taking this into account results in an overall projected participation rate of approximately 78 percent in Sonoma County.

**Table 3: Minimum Unmet Need in Sonoma County**

<b>Estimated 4-year-old population in Sonoma County</b>	<b>Overall Projected Participation Rate</b>	<b>Estimated demand based on 78% of 4-Year-olds</b>	<b>Estimated Current 4-Year-Old Enrollment</b>	<b>Minimum Unmet Need</b>
<b>5,644</b>	<b>x 78.49%<sup>4</sup></b>	<b>= 4,430</b>	<b>-3,167</b>	<b>=1,263</b>

**Low Growth**

As shown in Table 4 below, according to projections by the Department of Health Services, the population of four-year-old children in Sonoma County is expected to decrease by nearly 3 percent between 2006 and 2007, followed by annual increases of approximately one percent over the next four years. This low (if any) growth makes preschool planning simpler and perhaps more feasible than in a faster-growing county.

**Table 4: Projected Population Change in Sonoma County**

<b>Year</b>	<b>4-Year-Old Population Projections</b>	<b>Percentage Change Between Years</b>
2006	5,764	
2007	5,606	-2.82%
2008	5,648	0.74%
2009	5,657	0.16%
2010	5,710	0.93%
2011	5,788	1.35%

Source: Department of Health Services:

[http://www.dof.ca.gov/html/Demograp/DRU\\_datafiles/Race/RaceData\\_2000-2050/](http://www.dof.ca.gov/html/Demograp/DRU_datafiles/Race/RaceData_2000-2050/)

This population decline is consistent with the decrease in countywide kindergarten enrollment witnessed between school years 2004-05 and 2005-06. According to the California Department of Education, 82 fewer children were enrolled in public and private school kindergarten in 2005-06 than in 2004-05. However, as shown in Table 5, enrollment changes by zip code varied. For example, as

<sup>4</sup> To arrive at 78.49%, we first assumed 80% participation in API 1-3 school attendance areas and in API 4-5 attendance areas located in zip codes with decile 1-3 schools. We then assumed 70% participation in the rest of the county. We then subtracted 4-year-olds already served in existing programs, and then rounded estimates of the need for new slots up, to account for the fact that classrooms will be available to serve 20 children, even if initial enrollment is lower. We then took this rounded estimate, 4,430, and worked backwards to understand what percent of the population could be served by these new classrooms. This percent is 78.49%.

compared to school year 2004-05, in zip code 95403, there were 55 fewer kindergartners enrolled in 2005-06, while enrollment in zip code 95401 increased by 34 during that same time frame.

**Table 5: Enrollment Change in Sonoma County Zip Codes, 2004-05 to 2005-06**

<b>Zip Code and Associated School Districts</b>	<b>Enrollment Change in Sonoma County Zips from 2004-05 to 2005-06</b>
95403 (Piner-Olivet Union Elementary, Santa Rosa Elementary, Mark West Union Elementary, Windsor Unified, Sonoma County Office of Ed)	-55
95404 (Santa Rosa Elementary, Mark West Union Elementary, Bellevue Union Elementary, Mark Twain Union Elementary, Rincon Valley Union Elementary, Bennett Valley Union Elementary)	-43
94954 (Old Adobe Union Elementary, Waugh Elementary, Petaluma City Elementary)	-42
95472 (Twin Hills Union Elementary, Sebastopol Union Elementary, Gravenstein Union Elementary, Oak Grove Union Elementary, Twin Hills Union Elementary)	-40
95407 (Bellevue Union Elementary, Wright Elementary, Roseland Elementary)	-38
94953 (Petaluma City Elementary)	-13
95436 (Forestville Union Elementary)	-8
94928 (Cotati-Rohnert Park Unified)	-7
95446 (Guerneville Elementary)	-7
94931 (Cotati-Rohnert Park Unified)	-4
95452 (Kenwood Elementary)	-4
95480 (Kashia Elementary)	-3
94975 (Cinnabar Elementary)	-2
95412 (Horicon Elementary)	-1
95421 (Fort Ross Elementary, Montgomery Elementary)	-1
95441 (Geyserville Unified)	-1
95478 (Sonoma Valley Unified)	0
95473 (Sebastopol Union Elementary)	1
95442 (Sonoma Valley Unified)	2
95444 (Private school)	2
95448 (Alexander Valley Union Elementary, Healdsburg Unified, West Side Union Elementary)	2
95462 (Monte Rio Union Elementary)	2
95492 (Windsor Unified)	5
95465 (Harmony Union Elementary)	7
95409 (Rincon Valley Union Elementary, Santa Rosa Elementary)	15
94951 (Petaluma City Elementary)	16
95476 (Sonoma Valley Unified)	17
95425 (Cloverdale Unified)	24
95405 (Santa Rosa Elementary, Rincon Valley Union Elementary, Harmony Union Elementary, Bennett Valley Union Elementary)	25
94952 (Liberty Elementary, Dunham Elementary, Petaluma City Elementary, Petaluma Joint Union High, Two Rock Union Elementary, Wilmar Union Elementary, Cinnabar Elementary)	33
95401 (Santa Rosa Elementary, Wright Elementary, Piner-Olivet Union Elementary, Oak Grove Union Elementary)	34
<b>Countywide Total</b>	<b>-84</b>

Note: Table does not include zip codes that do not have schools within their boundaries.

**Uneven Access**

**In Sonoma County, 56 percent of four-year-olds are enrolled in formal early education and care. But in three of the most populous, high-need neighborhoods, only 31 to 35 percent of four-year-olds are enrolled.**

While an estimated 56 percent of four-year-old children in Sonoma County is enrolled in preschool countywide, there is a wide variation in enrollment rates – and access to preschool – across the county. In the 30 zip codes with populations of four-year-olds, simple unmet need ranges from as low as zero in several zip codes to as high as 490 in zip code 95407.

Many of the most underserved areas are neighborhoods with a high percentage of low API schools, ELLs, and children eligible for Free and Reduced-Price Lunch. As shown in Table 6, more than half, or 599, of the 1,149 Sonoma County kindergartners attending low API decile 1-3 schools reside in three zip codes (94954, 95404, and 95407), all located along or near the 101 Freeway.

**Table 6: Percentage of Countywide API 1-3 Kindergarten Enrollment, by Zip Code**

<b>Zip Code and Associated School Districts</b>	<b>Number of Kindergartners Enrolled in API 1-3 Schools</b>	<b>Percentage of Kindergartners in Zip Code Enrolled in API 1-3 Schools</b>	<b>Percentage of Countywide API 1-3 Enrollment</b>
95407 (Bellevue Union Elementary, Wright Elementary, Roseland Elementary)	382	70.87%	33.25%
95476 (Sonoma Valley Unified)	180	42.86%	15.67%
95401 (Santa Rosa Elementary, Wright Elementary, Piner-Olivet Union Elementary, Oak Grove Union Elementary)	141	25.64%	12.27%
95404 (Santa Rosa Elementary, Mark West Union Elementary, Bellevue Union Elementary, Mark Twain Union Elementary, Rincon Valley Union Elementary, Bennett Valley Union Elementary)	133	29.95%	11.58%
95403 (Piner-Olivet Union Elementary, Santa Rosa Elementary, Mark West Union Elementary, Windsor Unified, Sonoma County Office of Ed)	117	16.91%	10.18%
94954 (Old Adobe Union Elementary, Waugh Elementary, Petaluma City Elementary)	84	20.95%	7.31%
94952 (Liberty Elementary, Dunham Elementary, Petaluma City Elementary, Petaluma Joint Union High, Two Rock Union Elementary, Wilmar Union Elementary, Cinnabar Elementary)	47	10.22%	4.09%
95472 (Twin Hills Union Elementary, Sebastopol Union Elementary, Gravenstein Union Elementary, Oak Grove Union Elementary, Twin Hills Union Elementary)	36	11.96%	3.13%
95441 (Geyserville Unified)	21	100.00%	1.83%
95412 (Horicon Elementary)	8	100.00%	0.70%
<b>Total</b>	<b>1,149</b>	<b>20%</b>	<b>100%</b>

Note: Table does not include zip codes with zero API 1-3 kindergarten enrollment, or zip codes that do not have schools within their boundaries.

As shown in Table 7, only 31 to 35 percent of the four-year-olds in three of the highest-need neighborhoods are enrolled in formal early care and education programs.

**Table 7: Formal Early Care and Education Enrollment in API 1-3 Zip Codes**

<b>Zip Codes and Associated School Districts</b>	<b>Percentage of Kindergarten Enrollment in Zip Code in Schools with APIs 1-3, 2005-06</b>	<b>Percentage of Four-Year-Olds (births) in Zip Code Enrolled in Formal Early Education Program</b>
94952 (Liberty Elementary, Dunham Elementary, Petaluma City Elementary, Petaluma Joint Union High, Two Rock Union Elementary, Wilmar Union Elementary, Cinnabar Elementary)	10.22%	>100%
95405 (Santa Rosa Elementary, Rincon Valley Union Elementary, Harmony Union Elementary, Bennett Valley Union Elementary)	0.00%	>100%
95452 (Kenwood Elementary)	0.00%	>100%
95462 (Monte Rio Union Elementary)	0.00%	>100%
94951 (Petaluma City Elementary)	0.00%	92.95%
95401 (Santa Rosa Elementary, Wright Elementary, Piner-Olivet Union Elementary, Oak Grove Union Elementary)	25.64%	75.55%
95448 (Alexander Valley Union Elementary, Healdsburg Unified, West Side Union Elementary)	0.00%	74.89%
95472 (Twin Hills Union Elementary, Sebastopol Union Elementary, Gravenstein Union Elementary, Oak Grove Union Elementary, Twin Hills Union Elementary)	11.96%	69.69%
94931 (Cotati-Rohnert Park Unified)	0.00%	65.34%
95409 (Rincon Valley Union Elementary, Santa Rosa Elementary)	0.00%	60.73%
95476 (Sonoma Valley Unified)	42.86%	57.41%
94928 (Cotati-Rohnert Park Unified)	0.00%	54.99%
95403 (Piner-Olivet Union Elementary, Santa Rosa Elementary, Mark West Union Elementary, Windsor Unified, Sonoma County Office of Ed)	16.91%	42.20%
95492 (Windsor Unified)	0.00%	36.60%
95404 (Santa Rosa Elementary, Mark West Union Elementary, Bellevue Union Elementary, Mark Twain Union Elementary, Rincon Valley Union Elementary, Bennett Valley Union Elementary)	29.95%	34.94%
95425 (Cloverdale Unified)	0.00%	32.82%
94954 (Old Adobe Union Elementary, Waugh Elementary, Petaluma City)	20.95%	32.61%
95407 (Bellevue Union Elementary, Wright Elementary, Roseland Elem)	70.87%	30.85%
95446 (Guerneville Elementary)	0.00%	27.40%
95421 (Fort Ross Elementary, Montgomery Elementary)	0.00%	3.95%
95465 (Harmony Union Elementary)	0.00%	3.33%
95441 (Geyserville Unified)	100.00%	2.17%
95436 (Forestville Union Elementary)	0.00%	1.83%
95442 (Sonoma Valley Unified)	0.00%	0.00%
95412 (Horicon Elementary)	100.00%	*
94975 (Cinnabar Elementary)	0.00%	*
95473 (Sebastopol Union Elementary)	0.00%	*
<b>Total</b>	<b>20%</b>	<b>56%</b>

Note: Table does not include zip codes that had both no kindergarten enrollment *and* no 2002 births. \*Note: No births in this zip code in 2002.

- ❖ In 94954, which includes Old Adobe Union Elementary, Waugh Elementary, and Petaluma City Elementary School Districts, 21 percent of kindergartners attend low API decile 1-3 schools, and fewer than a third of the four year-olds are estimated to attend some type of formal early education and care.
- ❖ In 95404, which includes portions of Santa Rosa Elementary School District, Bellevue Union, Mark West Union, Mark Twain Union, Rincon Valley Union, and Bennett Valley Union, 30 percent of the kindergarten children attend low API decile 1-3 schools, and less than 35 percent of the four-year-olds are estimated to be enrolled in early education and care.
- ❖ In 95407, which includes portions of Bellevue Union Elementary and all of Wright Elementary and Roseland Elementary School Districts, 71 percent of the kindergarten children attend low API decile 1-3 schools, and only 31 percent of the four-year-olds are estimated to be enrolled in some type of formal early education and care.

In contrast, in five of the most populous zip codes with no low API schools (94928, 94931, 95405, 95409, and 95448) where there are no low API schools, four-year-old enrollment averages 83 percent, and none of the zip codes has an enrollment rate lower than 55 percent.

- ❖ In 95405, there actually appears to be a surplus of early care and education. While it is possible that some of the four-year-olds from 95404 may be enrolled in 95405, 304, or 96 percent of the 317 spaces in 95405 are in other licensed programs that could be beyond the reach of many low-income families.
- ❖ In 95448 (Alexander Valley, Healdsburg and West Side), three quarters of the four-year-olds are enrolled in preschool or child care.

There are also pockets of uneven access in the northern, less populated part of the county, perhaps because there are too few preschool children to sustain a child care facility. For example, in 95441, where all 21 kindergartners attend a low-API decile 1-3 school in the Geyserville Unified School District, only 2 percent of the four-year-olds are estimated to be enrolled. Access also appears to be a problem in other zip codes with zero percent API 1-3 enrollment, including 95421 (Ft. Ross), 95436 (Forestville), 95442 (Sonoma Valley Unified), and 95446 (Guerneville).

### ***Geographic Mismatch of Available Slots to Need***

**In Sonoma County, there appears to be a geographic mismatch between need and availability. An overabundance of preschool slots in tuition-based centers in low-need areas stands in contrast with the shortage of supply in high-need, low API areas.**

As shown in Table 7 above, there appears to be an overabundance of preschool slots in areas of low need, coupled with a shortage in areas with large percentages of API 1-3 enrollment. But the declining enrollment witnessed in high need zip codes could provide facility space. For example, as shown in Table 8, an estimated 42 percent of the four-year-old children in zip code 95404 are estimated to be enrolled in formal early child care and education. However, the enrollment decline in this same zip

code between school years 2004-05 and 2005-06 might indicate that a kindergarten classroom could be made available for a preschool program.

**Table 8: Kindergarten Enrollment Changes in Zip Codes Compared to Enrollment in Formal Child Care Programs**

<b>Zip Code and Associated School Districts</b>	<b>Enrollment Change in Sonoma County Zips from 2004-05 to 2005-06</b>	<b>Percentage of Four-Year-Olds (births) in Zip Code Enrolled in Formal Early Education Program</b>
95403 (Piner-Olivet Union Elementary, Santa Rosa Elementary, Mark West Union Elementary, Windsor Unified, Sonoma County Office of Ed)	-55	42.20%
95404 (Santa Rosa Elementary, Mark West Union Elementary, Bellevue Union Elementary, Mark Twain Union Elementary, Rincon Valley Union Elementary, Bennett Valley Union Elementary)	-43	34.94%
94954 (Old Adobe Union Elementary, Waugh Elementary, Petaluma City Elementary)	-42	32.61%
95472 (Twin Hills Union Elementary, Sebastopol Union Elementary, Gravenstein Union Elementary, Oak Grove Union Elementary, Twin Hills Union Elementary)	-40	69.69%
95407 (Bellevue Union Elementary, Wright Elementary, Roseland Elementary)	-38	30.85%
95436 (Forestville Union Elementary)	-8	1.83%
94928 (Cotati-Rohnert Park Unified)	-7	54.99%
95446 (Guerneville Elementary)	-7	27.40%
94931 (Cotati-Rohnert Park Unified)	-4	65.34%
95452 (Kenwood Elementary)	-4	>100%
95421 (Fort Ross Elementary, Montgomery Elementary)	-1	3.95%
95441 (Geyserville Unified)	-1	2.17%
95442 (Sonoma Valley Unified)	2	0.00%
95448 (Alexander Valley Union Elementary, Healdsburg Unified, West Side Union Elementary)	2	74.89%
95462 (Monte Rio Union Elementary)	2	>100%
95492 (Windsor Unified)	5	36.60%
95465 (Harmony Union Elementary)	7	3.33%
95409 (Rincon Valley Union Elementary, Santa Rosa Elementary)	15	60.73%
94951 (Petaluma City Elementary)	16	92.95%
95476 (Sonoma Valley Unified)	17	57.41%
95425 (Cloverdale Unified)	24	32.82%
95405 (Santa Rosa Elementary, Rincon Valley Union Elementary, Harmony Union Elementary, Bennett Valley Union Elementary)	25	>100%
94952 (Liberty Elementary, Dunham Elementary, Petaluma City Elementary, Petaluma Joint Union High, Two Rock Union Elementary, Wilmar Union Elementary, Cinnabar Elementary)	33	>100%
95401 (Santa Rosa Elementary, Wright Elementary, Piner-Olivet Union Elementary, Oak Grove Union Elementary)	34	75.55%
<b>Total</b>	<b>-84</b>	<b>56%</b>

\*Table does not include zip codes in which there were no 2002 births.

However, if the apparent shortage in high-need zip codes is due to parent preference and safety issues, facilities might continue to be an issue.

### ***Range in Program Quality***

**In Sonoma County, there have been major efforts to improve the quality of early care and education programs, but there is no set of preschool requirements that meets nationally recommended standards.**

A recurring theme in the research on the benefits of preschool programs is that quality matters. In programs such as the Perry Preschool, Chicago Child-Parent Centers, and the Oklahoma universal preschool program, all classes are staffed by a teacher with at least a bachelor's degree, special training in early childhood education, and compensation and benefits similar to those of elementary school teachers. An emphasis on parent engagement and outreach to families is a key ingredient, especially in programs with one of the risk factors for poor school performance.

Appendix A lists the program quality indicators for early childhood programs, which are grouped under teacher qualifications, specialized training in early childhood education or child development, staff-child ratios and class size, content standards, comprehensive services, and monitoring. Program standards vary considerably. Head Start Performance Standards are the most stringent with respect to comprehensive services. According to NIEER's 2005 Yearbook rating state preschool programs, California's Title 5 standards for State Preschool Programs meet only 4 of NIEER's 10 quality benchmarks for State Preschool Programs.

**In California, only the First 5 California Power of Preschool (PoP) Demonstration Grant criteria meet nationally recommended teacher qualifications.**

In the absence of state standards in line with nationally recommended best practice, First 5 California Power of Preschool Demonstration Grant criteria are the closest to a California standard-bearer. Striving to meet these standards would also be required if Sonoma County were to apply for a possible third round of First 5 California PoP grants.

**At least 30 percent of four-year-old spaces in Sonoma County are estimated to meet the First 5 California Entry Level criteria for participation in the Power of Preschool Demonstration Grants.**

Based on contract standards, State Preschool and General Child Care spaces, which are required to meet Title 5 standards in order to have a contract, compose 18 percent of the center- and school-based spaces for four-year-olds in the county, and Head Start spaces, which are required to meet Head Start Performance Standards, compose another 12 percent of the enrollment. Based on the Head Start requirement that at least 50 percent of its teachers have Associate's degrees, it is also likely that many of the Head Start programs meet the Advancing Level of Quality criteria.

But because the vast majority of programs are only required to meet Title 22 licensing requirements, and, for a variety of reasons, very few have applied for accreditation, it is difficult to estimate the

proportion of the remaining private spaces that meet PoP Entry Level, Advancing or Full Quality criteria.

### ***Workforce Qualifications***

A full assessment of the status of the potential preschool workforce would require a Sonoma-specific workforce survey, and preferably one that focused on the low API neighborhoods where preschool expansion would begin first. Nevertheless, there is sufficient data available from existing program data and new statewide and regional workforce surveys to make some preliminary estimates.

***At least 30 percent of the preschool programs in Sonoma County are estimated to meet the entry level First 5 California Power of Preschool Demonstration Grant workforce requirements, and nearly that many may meet the full quality requirements.***

Because 30 percent of the existing school- or center-based programs are either Title 5- or Head Start-contracted, they are required to have a teacher in each class who meets Title 5 standards (Child Development Teacher permit, with 24 units of ECE/CD plus 16 general education units). If Sonoma has the opportunity to apply for a First 5 California PoP Demonstration Grant, these teachers would meet the Entry Level qualifications for participation.

Furthermore, an estimated 50 percent of the teachers in Head Start programs are required to have AA degrees and therefore should meet the qualifications for Advancing Level in the First 5 California PoP Demonstration Grant application.

On a statewide basis, according to the recently released California Early Care and Education Workforce Study (Center for the Study of Child Care Employment, Institute of Industrial Relations, University of California at Berkeley and California Child Care Resource and Referral Network, July 2006), 28 percent of teachers with centers with a Title V (CDE) or Head Start contract have a BA or higher, and may therefore meet the full quality First 5 California PoP criteria.

Among other licensed center-based providers, according to the above workforce study, the percentage of ECE teachers with a Bachelor's degree or higher working in each county is very similar to the percentage of the female adult population in that county with Bachelor's degrees. Based on these findings, an estimated 31 percent of center-based teachers in Sonoma County would have Bachelor's degrees [Center for the Study of Child Care Employment at the Institute of Industrial Relations (IIR) at the University of California Berkeley, the Center for the Child Care Workforce (CCW), and the California Child Care Resource and Referral Network, 2001)].

All of the above factors together suggest that nearly 30 percent of the center-based programs in Sonoma County have enough teachers with BA or higher degrees to staff preschool programs for four-year-olds, if the teachers were concentrated with that age group.

About half as many licensed family child care providers as center-based teachers, according to the above statewide workforce study, have BA degrees, but in general their educational levels also substantially exceed state requirements.

Because moving from an Associate's to a Bachelor's degree generally requires several years, accomplishing this goal even will require what the workforce study terms a "proactive strategy" including scholarships, tutoring, conveniently scheduled and located classes, and resources for students learning English as a second language. Specifically, Sonoma County might consider:

- (Further) investing in stipends to assist teachers in obtaining Associate's and Bachelor's degrees;
- Expanding course availability at Santa Rosa Junior College and possibly creating a method to obtain a BA and alternative teacher accreditation through the Sonoma County Office of Education;
- Completing articulation agreements between Santa Rosa Junior College and Sonoma State University to allow students to move easily between an AA and BA degree;
- Offering nighttime, weekend, summer courses;
- Investing in on-line courses toward both an AA and BA degree; and
- Providing some course offerings off the college and university campus (e.g., in child care, State Preschool or Head Start programs that employ a substantial number of teachers).

### ***Other Quality Indicators***

National accreditation, while not required for participation in the First 5 California PoP Demonstration Grants to date, is another index of program quality. Very few programs in Sonoma County are nationally accredited, in part because it takes over a year for National Association for the Education of Young Children (NAEYC) to make an accreditation visit once a visit is requested.

A missing piece in the assessment of preschool quality in Sonoma County is the percentage of programs that could currently meet the First 5 California PoP Demonstration Grant requirement of a score of 4 or higher on the Early Childhood Environment Rating Scale. Within a period of 24 months, providers must receive an overall score of "5", which is obtained by averaging all 43 indicators of the ECERS or averaging all 40 indicators of the FDCRS. At entry-level and throughout their participation, providers must receive, at a minimum, an average of "3" on each of the seven sub-scales for the applicable environment rating scale.

### ***Culturally and Linguistically Diverse Children***

The need to retain and recruit teachers who share the cultural and linguistic background of the children and families in their programs compounds the challenge of improving teacher educational qualifications.

Fortunately, on a statewide basis, California's ECE workforce is much more ethnically and linguistically diverse than its K-12 public school workforce (Center for the Study of Child Care Employment and the California Child Care Resource and Referral Network, 2006). The challenge, therefore, will be to maintain the ECE workforce diversity while upgrading the educational levels of the workforce.

More than one-third of children entering public kindergarten in California in 2004 were estimated to be dual language learners (California Department of Education, *Number of English learners by language, 2004-5*, Data retrieved July 27, 2005, from <http://data1.cde.ca.gov/dataquest/>). In Sonoma County, 11 percent of households speak Spanish at home, 2 percent speak an Asian language at home,

and 6 percent speak another language other than English at home. Thirty-seven percent of Sonoma County’s kindergartners are classified as English Language Learners (California Department of Education, *Number of English learners by language, 2005-6*, Data retrieved September 14, 2006, from <http://data1.cde.ca.gov/dataquest/>).

Recent studies (Calderon, 2005; Tabors et al, 2003) suggest that for preschool Spanish-speaking ELL children, providing access to bilingual teachers may enhance school readiness outcomes.

Meanwhile, a recent multilingual poll of Latino, Asian and African American parents reveals strong support for early education. However, 81 percent of Latino parents think programs should be provided in both English and the child’s home language (New American Media, 2006), and providing programs in both languages may be essential to promote family involvement in the early education program. Interestingly, in the same poll mentioned above, Latino parents thought lack of parent involvement in education was the primary problem plaguing public education in California. (New American Media, 2006).

There are concerns that Latino and limited-English-proficient teachers may face challenges in meeting increased formal education requirements and, as a result, leave the ECE field (Calderon, 2005).

National Council of La Raza’s recommendations to help retain and recruit a diverse workforce include:

- Build a bilingual teachers’ “career ladder” program for non-degreed teachers which includes financial and academic supports.
- Provide grants to Institutions of Higher Education to develop and expand diverse faculty.
- Create a pathway for a career in ECE at the high school level.

### **Extended Day/ Mixed Delivery System**

Another challenge to the implementation of Preschool for All in Sonoma County is the need to provide extended day/year care or wraparound services for children of working parents that accommodate family work schedules.

Fifty-eight percent of the four-year-olds in Sonoma County live either in a home where both parents work, or with a single parent who works. According to the *2005 California Child Care Portfolio* (California Child Care Resource and Referral Network, 2006), as shown in Table 9, Sonoma County has a lower percentage of center-based spaces that are only available part-time than does the state as a whole. Nevertheless, 73 percent of families calling the child care resource and referral in the county to request care are looking for full-time care, suggesting that is still in short supply.

**Table 9. Percentage of Full- and Part-Time Slots in Licensed Child Care Centers, Sonoma County and California, 2004**

Area	Full-time and Part-Time Slots	Only Full-time Slots Available	Only Part-time Slots Available
Sonoma County	86%	1%	14%
California	72%	9%	18%

Source: California Child Care Resource and Referral Network, *The 2005 California Child Care Portfolio*.

Without careful planning, implementing a Preschool for All program in Sonoma County is likely to increase the supply of part-time programs. The First 5 PFA Demonstration Grant and all of the state-level policy preschool policy proposals to date are limited to part-day funding. This suggests that it will be important to explore the possibility of embedding PFA in some of the 2,115 Title 22 child care spaces, as well as in the 188 Title 5 General Child Care spaces, in Sonoma County. It is also possible that some State Preschool and Head Start programs could be combined with other funds to create a full day for children whose parents work. New state legislation providing \$50 million for preschool expansion in low API decile 1-3 neighborhoods seems for the first time to permit combining part-day General Child Care with part-day State Preschool to create a full day.

Equally important, as indicated in Table 10, family child care offers an important resource for full-day PFA and/or wraparound care. Family child care will be a critical resource in the most rural areas of Sonoma County where distances may make transporting children to school- or center-based programs impractical. Large family child care homes or small family child care homes that are part of networks and that have a substantial number of preschool children, a curriculum, and a provider with a BA would be candidates to provide PFA directly. Other family child care homes may participate as providers of wraparound care linked to center-based programs, such as State Preschool or Head Start. Child Care Resource and Referral might take the lead in organizing these clusters.

**Table 10: Percentage of Full- and Part-Time Slots in Licensed Family Child Care Homes, Sonoma County and California, 2004**

Area	Full-time and Part-Time Slots	Only Full-time Slots Available	Only Part-time Slots Available
Sonoma County	89%	9%	18%
California	86%	12%	2%

Source: California Child Care Resource and Referral Network, *The 2005 California Child Care Portfolio*

One way for Preschool to All to achieve its full potential is to encourage schools, child care centers, and family child care providers to think of themselves as a neighborhood-based team. This process begins by determining the areas in the county in which the largest numbers of active, licensed family child care providers are clustered around a school; these family child care homes and schools can then collaborate to provide a full day's care for children.

It would make sense to encourage collaborations between those elementary schools that currently have a preschool program in place (or are planning one) and that have a large number of nearby family child care homes.

First 5 California PFA Demonstration Grant criteria indicate that, in order to participate in PFA, there must be a sufficient number of preschool children in a family child care home to provide a socialization experience that will prepare children for a kindergarten environment. A majority of the children enrolled in large family child care homes must be of preschool age. In addition, small family child care homes must participate in a network.

Based on the above criteria, Sonoma County might pursue several approaches to including family child care in the delivery of PFA and thereby addressing the need of families for full-day services.

## Sonoma County Cost Estimate

This cost estimate for implementing preschool in Sonoma County includes *direct service costs* and a *preliminary estimate of the cost of facilities*. While these are by far the largest new investments required, Sonoma County would most likely incur additional expenses in the areas of workforce development, county-level program support and administration, monitoring and evaluation. Those estimates were beyond the scope of this project, but could be incorporated once the county determines which of the suggested *three phase-in* scenarios it chooses to pursue.

### **Direct Service Costs**

#### **Assumptions**

The estimate includes the direct service cost of *new PFA spaces* and of *spaces upgraded to PFA standards*. The direct cost includes personnel and non-personnel.

*Personnel* costs include salary and benefits for both instructional and program site administrative staff:

- A lead teacher and assistant teacher or instructional aide who each teach two 3-hour sessions per day;
- Site supervisor who also serves as a lead teacher;
- Pro-rated share of relevant support staff (educational specialist, enrollment); and
- Program director overseeing multiple sites.

*Non-personnel* costs include:

- Equipment (classroom, outdoor and office);
- Supplies (office, food and classroom/educational);
- Contractual services;
- Rent/mortgage;
- Depreciation/use allowance;
- Utilities/telephone;
- Building and child liability insurance;
- Building maintenance and repair;
- Accounting and legal services;
- Publications/advertising; and
- Printing, training and staff development.

An increase in the cost of teacher compensation is the major factor affecting the cost of both new and upgraded spaces.

- For the first five years of PFA implementation, when many teachers will not yet have Bachelor's degrees, the average step 1 teacher salary in Sonoma County will suffice to estimate teacher compensation.
- Beginning in the fifth year, compensation will be increased incrementally until parity with the average step 5 salary for teachers is achieved.

The Sonoma cost estimate assumes that one-quarter of the four-year-old children can be served in upgraded Head Start, State Preschool or General Child Care programs. Upgrading Head Start costs less than one-quarter the cost of a new PFA space, and upgrading the existing State Preschool program to PFA standards costs less than half the cost of a new space. Therefore, because the PFA program will build upon the existing preschool and child care system in Sonoma County, dividing the direct service cost total by the total number of children served per year will not yield the full per-child cost.

### **Methodology**

We developed “Before” and “After” Preschool for All budgets to estimate the cost of enhancing and creating new preschool spaces. “Before” PFA budgets were collected for State Preschool, Head Start, and General Child Care from a subcommittee organized by the Local Child Care Planning Council in conjunction with First 5 Sonoma County.

The “After” Preschool for All budget is adapted from the general model outlined by AIR in the First 5 California PFA Toolkit (Muenchow, Lam, Wang, Golin, and Mitchell, 2004), using staffing patterns, compensation and benefits, and program support costs suggested in the three budget templates provided for Head Start, State Preschool, and General Child Care.

These “After” PFA budgets represent the cost for each of the publicly contracted programs to adhere to the First 5 California PoP Demonstration Grant criteria. Funding was added to ensure that each program had the following:

- At least one teacher with a Bachelor’s degree in early childhood education or child development in every preschool classroom for at least 525 hours (3 hours for 175 days, or the equivalent distributed over 245 days), with salary and benefits comparable with those of public school kindergarten teachers.
- A second teacher in each class with an Associate’s degree in early education or child development for at least 525 hours, with a salary 80 percent of that of the teacher with a Bachelor’s degree.
- A program director paid according to the district’s average elementary school principal salary.
- For programs with at least one teacher in each class with a Bachelor’s degree in early childhood education or child development, a staff-child ratio of no more than 1:10 and a class size of no more than 20, in accordance with the accreditation criteria of the National Association for the Education of Young Children and the class size recommendations of the State Master Plan for Education School Readiness Work Group. (Under the Preschool for All Demonstration grants, the current 1:8 ratio would still be required for classrooms that did not have teachers with Bachelor’s degrees, including portions of the day in the full-day program in our estimate.)

Table 11 below summarizes the direct unit costs of upgrading the existing State Preschool, General Child Care and Development Program, and Head Start (education component only) to meet Preschool for All standards; more detail on the “before” and “after” budgets for each program is available in Appendices 4-1 through 4-3. Once existing slots in the programs have been upgraded to meet the new standards, we assume that new slots in all programs will be purchased at the new State Preschool rate.

**Table 11: Estimated Direct Service Cost of Preschool in Sonoma County by 5<sup>th</sup> Year of Implementation\***

<b>Program</b>	<b>Preschool for All Costs: The Cost of Operation plus improvements for 525 hours (per-child)</b>	<b>Current Annual Allocation for 525 hours (per-child)</b>	<b>Difference in Costs (per-child)</b>
State Preschool	\$5,590	\$3,450	\$2,140
Head Start	\$5,710	\$4,474	\$1,236

Note: Total cost estimates may be affected by the rounding of per-child-hour costs. Total costs assume that by the fifth year of the program teachers have BA degrees and that, on average, teachers qualify for average step 1 public school teacher salary.

**Table 12: Estimated Direct Service Cost of Preschool in Sonoma County by Tenth Year of Implementation\***

<b>Program</b>	<b>Preschool for All Costs: The Cost of Operation plus improvements for 525 hours (per-child)</b>	<b>Current Annual Allocation for 525 hours (per-child)</b>	<b>Difference in Costs (per-child)</b>
State Preschool	\$6,095	\$3,450	\$2,645

\*Note: Total cost estimates may be affected by the rounding of per-child-hour costs. Total costs assume that by the 10th year of the program teachers have BA degrees, some with credentials, and that, on average, teachers qualify for average public school teacher salary.

### ***Three Implementation Scenarios for Sonoma County***

Three possible scenarios for phasing in Preschool for All in Sonoma County are proposed.

#### ***Scenario 1: Roseland and Bellevue School Districts within 5 Years***

***For \$1.9 million, Sonoma County could make quality preschool available in these two school districts where all children currently attend API 1-3 schools.***

This scenario would implement programs in Roseland and Bellevue Union school districts first based on these areas' level of need. By year 5, Preschool for All would be implemented in all attendance areas of schools in these two districts. An 80 percent participation rate in these districts is assumed, where 100% of the children attend API decile 1-3 schools and only approximately one-third of 4-year-old children currently are enrolled in formal early care and education.

By the fifth year, the program would serve an estimated 418 children, or 80 percent of the four-year-olds residing in the two school districts. The districts include the school attendance areas of Roseland Elementary (API 1), Sheppard (API 3), Kawana (API 2), Bellevue Elementary (3), and Meadow View Elementary (3). Sixty-three to 80 percent of these children are English learners, and 80 percent are eligible for Free and Reduced Price Lunch. However, all children, regardless of family income or other characteristics, who reside within the attendance areas of these schools would be eligible to participate.

Upgraded spaces cost one-quarter to one-half the expenditure for a new space, and approximately one-third of the children in these districts could be served in upgraded, existing publicly funded programs. Therefore, dividing the total cost by the number of children served will not represent the cost per child of a full-quality, PFA space.

The projected 80 percent participation rate is higher than the anticipated countywide average, in the interest of helping these children be ready for school. The cost would increase incrementally as teacher qualifications were upgraded, becoming comparable with public school elementary teacher salaries by the fifth year and with the average teacher salary by the tenth year.

**Table 13: Total Cost of New and Enhanced Slots, Years 1-5, Scenario 1**

<b>Year</b>	<b>New &amp; Newly Supported Slots</b>	<b>Upgraded</b>	<b>Total New &amp; Enhanced Slots</b>	<b>Total Cost</b>
Year 1	80	67	147	\$415,243
Year 2	120	67	187	\$640,202
Year 3	180	67	247	\$1,023,209
Year 4	240	107	418	\$1,455,011
Year 5	311	107	418	\$1,913,230

Air’s analysis of the needs assessment data found the following:

- **Bellevue Elementary School District:**
  - All three schools in this district are API 1-3 schools. Two of the schools are located in zip code 95407, and one school is located in 95404.
  - 70 percent or more children qualified for free- or reduced-price lunch in all three schools in the district.
  - 60 percent or more of the children were ELL in all three schools in the district.
- **Roseland Elementary School District**
  - Both schools in this district are API 1-3 schools, and both are located in zip code 95407.
  - 80 percent of the children qualified for free- or reduced-price lunch in both of the district’s schools.
  - The percentage of ELL children ranged from 63 percent in one of the district’s schools to 80 percent in the other school.
- **Zip codes 95404 and 95407**
  - In 2005-06, kindergarten enrollment in these two zip codes accounted for 17 percent of the county’s total enrollment.
  - In 2002, births in these zip codes accounted for 21 percent of the county’s births.
  - In both zip codes, there were fewer children enrolled in kindergarten than births. The following phenomena could explain this difference
    - Families move out when their children reach school age,
    - The population of very young children is growing, and/or
    - People are not sending their children to kindergarten.
  - Only 35 percent of the area’s four-year-olds are served in formal early care and education in zip code 95404, and 31 percent of the four-year-olds in zip code 95407 are served. Both zip codes are located along the 101 corridor, an area that county stakeholders noted contains pockets of great need.

**Scenario 2: All API Decile 1-3 School Districts**

***Sonoma County could make quality preschool available within five years in all API decile 1-3 Schools for approximately \$4.7 million.***

In this scenario, Preschool for All would be provided for all children in the attendance areas of API 1-3 schools in Sonoma County by year 5. An 80% participation rate is assumed for API 1-3 areas.

**Table 14: Total Cost of New and Enhanced Slots, Years 1-5, Scenario 2**

<b>Year</b>	<b>New &amp; Newly Supported Slots</b>	<b>Upgraded</b>	<b>Total New &amp; Enhanced Slots</b>	<b>Total Cost</b>
Year 1	160	40	200	\$717,300
Year 2	320	80	400	\$1,579,880
Year 3	480	80	560	\$3,627,300
Year 4	640	120	760	\$4,697,360
Year 5	792	160	952	\$4,697,360

**Scenario 3**

***Sonoma County could make quality preschool available in all low API school attendance areas within 5 years, and to the remainder of the county within 10 years. At full implementation, the cost would be approximately \$23 million.***

In this scenario, Preschool for All would be made available to all four-year-old children within API decile 1-3 schools in the first five years, and to those in decile 4-5 school attendance areas in the same zip codes, and to all four-year-old children countywide within 10 years. The projected participation rate would be 80 percent in API decile 1-3 (and adjoining 4-5 attendance areas in the same zip code) neighborhoods, and 70 percent in the remainder of the county.

Approximately one-quarter of the children would be served in upgraded Head Start, State Preschool and General Child Care programs. The remainder of the children would be served in privately operated centers that agree to meet PFA standards. The cost of these spaces, which would be newly publicly supported for the three-hours of the PFA-funded program, is also estimated at the cost of a full preschool space, but the county would also realize some savings because of not having to invest in additional facilities or a complete new workforce.

**Table 15: Total Cost, Years 1-5, Scenario 3**

Year	# of API 1-3 children served	Cost of API 1-3 children	Additional # of non-API 1-3 children served	Cost of non-API 1-3 served	Total New & Enhanced Slots	Total Cost
Year 1	200	\$ 717,300	841	\$2,890,112	1041	\$3,607,412
Year 2	400	\$1,579,880	1041	\$4,098,603	1441	\$5,678,483
Year 3	560	\$2,589,880	1382	\$5,987,983	1942	\$8,577,863
Year 4	760	\$3,627,300	1782	\$8,081,110	2542	\$11,708,410
Year 5	952	\$4,697,360	2067	\$9,858,756	3019	\$14,556,116
Year 6	952	\$4,795,720	2575	\$12,312,515	3527	\$17,108,235
Year 7	952	\$4,894,080	2800	\$13,717,709	3752	\$18,611,789
Year 8	952	\$4,992,440	3094	\$15,616,844	4046	\$20,609,284
Year 9	952	\$5,090,800	3309	\$17,155,272	4261	\$22,246,072
Year 10	952	\$5,155,160	3478	\$18,416,051	4430	\$23,571,211

## Planning for PFA Facilities Over the Next Ten Years

### Overview of Three Scenarios:

As described in the cost estimate section above, three possible scenarios were examined for phasing in Preschool for All facilities in Sonoma County. These are described below.

**Scenario 1: Roseland & Bellevue Union School Districts**

**Scenario 2: All API 1-3 School Attendance Areas**

**Scenario 3: Countywide implementation**

**Scenario 1: Roseland Elementary & Bellevue Union Elementary School Districts are phased in first**

Sonoma County identified Roseland Elementary and Bellevue Union Elementary as two priority school districts based upon their number of API 1-3 schools.

### Facilities

If 80 percent of children in the Roseland and Bellevue Union school districts participate in preschool programs, **418 total slots** will be needed. Approximately 197 preschool spaces are currently available to four-year-olds in these areas in existing programs, leaving a need for **221 new slots**. If all new classrooms serve two groups of children per day, resulting in half-day programs for all new participants, 7 new classrooms will be needed. If all new classrooms serve only one group of children per day, 12 new classrooms will be needed.<sup>5</sup> Taking into account that nearly half of the children may need full-day programs, and that little is known about the quality of the facilities serving the children in the existing programs, we recommend planning for these **12 new classrooms**.

<sup>5</sup> Again, this number is not exactly double the half-day number because of children who are already served in half- and full-day programs, and because of the way need is rounded up to fill classrooms.

Assuming that 50 percent of new classrooms will be portables, 25 percent will be new permanent facilities, and 25 percent will be renovation of existing non-preschool permanent facilities, the estimated cost of creating 12 new classrooms in the Roseland and Bellevue Union school districts is **\$6.2 million**. The estimated cost of renovating facilities at existing preschool programs is **\$445,000**. The total estimated cost of creating facilities for Preschool for All in Roseland and Bellevue Union school districts is therefore **\$6.7 million**.

**Scenario 2: Phase-in low API areas first**

An alternative methodology would focus on phasing in API 1-3 attendance areas by Year 5. This scenario is consistent with the recent budgeting of \$50 million from the state of California to provide additional preschool services in attendance areas of API 1-3 schools.

**Facilities**

If 80 percent of children in the attendance areas of API 1-3 schools in Sonoma County participate in preschool programs, **952 total slots** will be needed. Approximately 593 preschool spaces are currently available to four-year-olds in these areas in existing programs, and based on declining elementary school enrollment, one additional classroom may be available for 20 children in an elementary school, leaving a need for **349 new slots**. If all new classrooms serve two groups of children per day, resulting in half-day programs for all new participants, 11 new classrooms will be needed. If all new classrooms serve only one group of children per day, 19 new classrooms will be needed.<sup>6</sup> Taking into account that nearly half of the children may need full-day programs, and that little is known about the quality of the facilities serving the children in the existing programs, we recommend planning for these **19 new classrooms**.

Assuming that 50 percent of new classrooms will be portables, 25 percent will be new permanent facilities, and 25 percent will be renovation of existing non-preschool permanent facilities, the estimated cost of creating 21 new classrooms in attendance areas of API 1-3 schools is **\$9.1 million**. The estimated cost of renovating facilities at existing preschool programs is **\$1.1 million**. The total estimated cost of creating facilities for Preschool for All in low API school attendance areas is therefore **\$10.2 million**.

**Scenario 3: Provide Preschool for All Countywide**

In this scenario of countywide implementation, an 80 percent participation rate is assumed for API 1-3 areas and adjoining API 4-5 attendance areas, and 70 percent for the remainder of the county.

**Facilities**

In order to make PFA available to all four-year-olds, Sonoma County will need a minimum of 4,430 spaces. This assumes **80 percent participation in attendance areas of API 1-5 schools, and 70 percent participation in all other areas of the county, rounded to full classrooms**. Many programs are already serving four-year-olds, such as Head Start, State Preschool, General Child Care programs, and other licensed classroom-based programs. Some existing family child care providers may also participate. If all of these existing spaces are used, and upgraded as necessary, Sonoma County will need a total of **1,263 new slots**. Based on declining school enrollment, approximately 80 of these new slots may be available in vacant classrooms in elementary school buildings. If each classroom served 2

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<sup>6</sup> Again, this number is not exactly double the half-day number because of children who are already served in half- and full-day programs, and because of the way need is rounded up to fill classrooms.

groups of 20 children, Sonoma County would need 31 new classrooms. If each classroom served one group, Sonoma would need 46 classrooms.<sup>7</sup> Taking into account that nearly half of the children may need full-day programs, and that little is known about the quality of the facilities serving the children in the existing programs, we estimate that the county would need **46 new classrooms**.

Assuming that 50 percent of new classrooms will be portables, 25 percent will be new permanent facilities, and 25 percent will be renovation of existing non-preschool permanent facilities, Sonoma County's 46 new classrooms would cost **an estimated \$23.9 million**. An estimated additional **\$5.4 million** would need to be spent on upgrading facilities at existing programs, for a total of **\$29.4 million**.

### **Recommendations for a More Precise Estimate**

Counties may have more vacant or underutilized space than is accounted for in this estimate. To get a more precise estimate, county leaders should convene all providers and stakeholders to do a more comprehensive facilities resource inventory to determine what facilities are available in the county to be used as preschool classrooms. Los Angeles County has undergone a similar process. As a part of its Los Angeles Universal Preschool Master Plan, Darren Dang at Karen Hill-Scott and Company (KHS) has developed a specific process for this facilities inventory (KHS, 2006):

- Step 1: Determine areas of greatest need, using needs assessment data as a starting point, and where you may be able to achieve success.
- Step 2: Identify the purpose and goal of a facilities inventory meeting. What would you like to come out of the meeting for it to be a success?
- Step 3: Identify and invite to the process key participants and stakeholder groups who would be instrumental in planning for preschool. Some suggestions include:
  - Elected officials;
  - School representatives;
  - Child care providers;
  - Community-based organizations;
  - City planners;
  - Recreation and parks representatives;
  - Children's Planning Council representatives;
  - Parents;
  - Developers;
  - Business leaders; and
  - Other community leaders.
- Step 4: Once you have determined the areas of focus for your preschool program, prepare GIS maps for each area. AIR and KHS are available to assist with these maps.
- Step 5: Organize a Facility Resources Inventory Symposium with the above invitees. The recommended number of participants is 25-100. During this symposium, provide maps to attendees, create small groups, and ask groups to identify potential sites where preschool spaces could be built, potential capacity, time to completion, and what building partners might exist.

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<sup>7</sup> Note that this number is not exactly double the half-day number because of children who are already served in half- and full-day programs, and because of the way need is rounded up to fill classrooms.

Use results from the Facility Resources Inventory Symposium to update the availability and cost of new facilities.

The Low Income Investment Fund is developing resource and tools for planning, developing and financing child care/preschool facilities. Tools include design guidelines for facilities, guidelines for assessing and modifying facilities, a guide to designing public school facilities for preschool children, and a guide to child care facility lending. For more information, visit LIIF's website at [www.liifund.org](http://www.liifund.org).

## Finance Options

In the absence of a statewide dedicated funding source, Sonoma County has a few different options to finance one or more of the aforementioned scenarios.

### ***Sonoma's Portion of New \$50 Million Preschool Expansion/Family Literacy Program in API 1-3 School Attendance Areas***

California recently enacted Assembly Bill 172, which will provide \$50 million in the first year to expand State Preschool in API 1-3 School Attendance areas. Of this sum, \$45 million is available to support classroom activities at the current State Preschool expenditure rate and \$5 million to support family literacy activities. An additional \$5 million is available for full-day programs.

Sonoma's first year allocation for AB172 is 364,098, or .8% of the \$45 million allocated for direct preschool services. While subject to legislative approval in future years, it is also important to note that supporters of the above legislation, including Governor Schwarzenegger, have pledged to expand the appropriation for this program to \$145 million by the third year.

The good news is that these dollars would cover the cost of expanding a preschool program *at the existing State Preschool reimbursement rate* to all of the children in Roseland and Bellevue School Districts, as well as to most of those in Scenario 2. However, there are two caveats:

- First, the dollars can only be used to pay for the existing State Preschool expenditure rate of \$3,654<sup>8</sup> (180 days multiplied by \$20.30 per day); however, the new reimbursement rate is still \$1,936 less than the rate AIR estimates is necessary to meet the First 5 California Power of Preschool Demonstration Grant criteria or NIEER Quality Pre-K Standards. This means that Sonoma County would need to find other funds to provide the quality enhancement and make up the gap of approximately \$700k in Scenario 1 and \$1.6 million in Scenario 2.
- Second, only 20 percent of the children may be above the existing eligibility limit for State Preschool, which is 75% of the State Median Income. However, 80% of the children in the Roseland School District and 70% of the children in the Bellevue School District are eligible for Free- and Reduced-Price lunch. Since eligibility for Free- and Reduced-Price lunch is well below the income ceiling for State Preschool eligibility, it is likely that all of the children in the

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<sup>8</sup> This was \$3,450 in 2005-06 (when we developed the cost estimates for this study) and has recently been increased to \$3,654.

proposed Scenario 1 and most of those under Scenario 2 would qualify under an AB-172-supported program.

***Possible First 5 California Power of Preschool Demonstration Grant***

As of this writing, it is not known whether First 5 California will release applications for a third round of Power of Preschool grants. A decision on this issue is not expected before January 2007.

Participation in the grant could provide substantial new resources and visibility to Sonoma’s preschool program. However, there are several challenges to implementing the grant program as currently structured in Sonoma County:

- Currently, the grant criteria require that at least 1,000 4-year-olds be served in a demonstration project, and the smallest unit of service is a school district. Scenario 1 would implement the program district-wide in Roseland and Bellevue School Districts, which together have fewer than 500 four-year-olds enrolled.
- The grant only provides enough funds to reimburse a county for a maximum of ¼ of the total expenditure. Therefore, if the county were to add more school districts, it would also have to provide additional local revenue.
- The new AB 172 legislation is oriented toward low API school attendance areas, not districts.

***Title I***

***Title I funds could help finance a significant portion of any scenario targeted to low API school neighborhoods in Sonoma County and help finance quality enhancements.***

As indicated in Table 16 below, if Sonoma County allocated the same percentage of its Title I funds to preschool as is the practice in the Elk Grove School District, it could apply more than \$205,641 toward the cost of Preschool for All in the Roseland and Bellevue School Districts. In the first year of the program, that would represent half of the estimated \$415,243 cost of the program. At full implementation, the Title I funds could still cover more than 10 percent of the cost of the program.

Similarly, if Sonoma allocated the same proportion of its Title I funds to preschool as is the practice in the Elk Grove School District, the county could apply nearly \$1.7 million toward the cost of preschool. These funds would cover more than 1/3 of the estimated \$4.7 million direct service cost for implementing Scenario 2 at full implementation, which would make Preschool for All available in all API 1-3 decile school neighborhoods in Sonoma County.

Given the availability of the Assembly Bill 172 funds to finance preschool expansion in API 1-3 neighborhoods, Title I funds might best be invested in:

- Quality enhancements to make up the difference between the State Preschool reimbursement rate
- Serving children in API 4-5 school attendance areas located in the same zip codes as the API 1-3 schools

**Table 16: Allocation option by school district**

School Districts	Sonoma's County's Title I Allocation, By School District, in 2004-05*	Dollar Amount if District Allocated 3.6 % to Preschool	Dollar Amount if District Allocated 5% of Title I Funds to Preschool	# of Grades with Children in District in 2005-06	Preschool as a Fraction of Grades in District	Dollar Amount if District Allocated % of Title I Funds to Preschool Equal to Prek Children (3- and 4-year-olds) as a % of Grades in District	Dollar Amount if District Allocated 1/5 or 18.928% to Preschool, as in Elk Grove School District
ALEXANDER VALLEY UNION ELEMENTARY	\$0	\$0	\$0	7	28.57%	\$0	\$0
BELLEVUE UNION ELEMENTARY	\$619,519	\$22,537	\$30,976	7	28.57%	\$177,005	\$117,263
BENNETT VALLEY UNION ELEMENTARY	\$82,317	\$2,995	\$4,116	7	28.57%	\$23,519	\$15,581
CINNABAR ELEMENTARY	\$27,782	\$1,011	\$1,389	7	28.57%	\$7,938	\$5,259
CLOVERDALE UNIFIED	\$263,533	\$9,587	\$13,177	12	16.67%	\$43,922	\$49,882
COTATI-ROHNERT PARK UNIFIED	\$691,061	\$25,139	\$34,553	12	16.67%	\$115,177	\$130,804
DUNHAM ELEMENTARY	\$0	\$0	\$0	7	28.57%	\$0	\$0
FORESTVILLE UNION ELEMENTARY	\$137,727	\$5,010	\$6,886	9	22.22%	\$30,606	\$26,069
FORT ROSS ELEMENTARY	\$21,165	\$770	\$1,058	8	25.00%	\$5,291	\$4,006
GEYSERVILLE UNIFIED	\$59,092	\$2,150	\$2,955	12	16.67%	\$9,849	\$11,185
GRAVENSTEIN UNION ELEMENTARY	\$19,552	\$711	\$978	9	22.22%	\$4,345	\$3,701
GUERNEVILLE ELEMENTARY	\$184,673	\$6,718	\$9,234	9	22.22%	\$41,038	\$34,955
HARMONY UNION ELEMENTARY	\$85,718	\$3,118	\$4,286	12	16.67%	\$14,286	\$16,225
HEALDSBURG UNIFIED	\$432,109	\$15,719	\$21,605	12	16.67%	\$72,018	\$81,790
HORICON ELEMENTARY	\$0	\$0	\$0	9	22.22%	\$0	\$0
KASHIA ELEMENTARY	\$0	\$0	\$0	6	33.33%	\$0	\$0
KENWOOD ELEMENTARY	\$15,641	\$569	\$782	7	28.57%	\$4,469	\$2,961
LIBERTY ELEMENTARY	\$0	\$0	\$0	10	20.00%	\$0	\$0
MARK WEST UNION ELEMENTARY	\$191,387	\$6,962	\$9,569	9	22.22%	\$42,531	\$36,226
MONTE RIO UNION ELEMENTARY	\$50,889	\$1,851	\$2,544	9	22.22%	\$11,309	\$9,632
MONTGOMERY ELEMENTARY	\$0	\$0	\$0	9	22.22%	\$0	\$0
OAK GROVE UNION ELEMENTARY	\$70,064	\$2,549	\$3,503	9	22.22%	\$15,570	\$13,262
OLD ADOBE UNION ELEMENTARY	\$176,037	\$6,404	\$8,802	7	28.57%	\$50,296	\$33,320
PETALUMA CITY ELEMENTARY	\$269,589	\$9,807	\$13,479	8	25.00%	\$67,397	\$51,028
PETALUMA JOINT UNION HIGH	\$343,674	\$12,502	\$17,184	12	16.67%	\$57,279	\$65,051
PINER-OLIVET UNION	\$52,507	\$1,910	\$2,625	11	18.18%	\$9,547	\$9,939

School Districts	Sonoma's County's Title I Allocation, By School District, in 2004-05*	Dollar Amount if District Allocated 3.6 % to Preschool	Dollar Amount if District Allocated 5% of Title I Funds to Preschool	# of Grades with Children in District in 2005-06	Preschool as a Fraction of Grades in District	Dollar Amount if District Allocated % of Title I Funds to Preschool Equal to Prek Children (3- and 4-year-olds) as a % of Grades in District	Dollar Amount if District Allocated 1/5 or 18.928% to Preschool, as in Elk Grove School District
ELEMENTARY							
RINCON VALLEY UNION ELEMENTARY	\$343,182	\$12,484	\$17,159	10	20.00%	\$68,636	\$64,957
ROSELAND ELEMENTARY	\$466,419	\$16,967	\$23,321	11	18.18%	\$84,803	\$88,284
SANTA ROSA ELEMENTARY	\$1,449,502	\$52,730	\$72,475	9	22.22%	\$322,112	\$274,362
SANTA ROSA HIGH	\$1,267,628	\$46,114	\$63,381	7	28.57%	\$362,179	\$239,937
SEBASTOPOL UNION ELEMENTARY	\$164,634	\$5,989	\$8,232	9	22.22%	\$36,585	\$31,162
SONOMA VALLEY UNIFIED	\$657,508	\$23,919	\$32,875	12	16.67%	\$109,585	\$124,453
TWIN HILLS UNION ELEMENTARY	\$27,158	\$988	\$1,358	12	16.67%	\$4,526	\$5,141
TWO ROCK UNION ELEMENTARY	\$39,071	\$1,421	\$1,954	7	28.57%	\$11,163	\$7,395
WAUGH ELEMENTARY	\$25,166	\$916	\$1,258	7	28.57%	\$7,190	\$4,763
WEST SIDE UNION ELEMENTARY	\$21,608	\$786	\$1,080	7	28.57%	\$6,174	\$4,090
WEST SONOMA COUNTY UNION HIGH	\$204,764	\$7,449	\$10,238	3	66.67%	\$136,509	\$38,758
WILMAR UNION ELEMENTARY	\$33,101	\$1,204	\$1,655	7	28.57%	\$9,457	\$6,265
WINDSOR UNIFIED	\$325,153	\$11,828	\$16,258	12	16.67%	\$54,192	\$61,545
WRIGHT ELEMENTARY	\$161,547	\$5,877	\$8,077	7	28.57%	\$46,156	\$30,578
<b>TOTAL</b>	<b>\$8,980,475</b>	<b>\$326,692</b>	<b>\$449,024</b>			<b>\$2,062,661</b>	<b>\$1,699,824</b>

\*Preliminary SY 2004-05 Title I, Part A Allocations by Local Educational Agencies

<http://www.ed.gov/programs/titleiparta/awards.html>

<http://www.cde.ca.gov/sp/sw/t1/documents/preschoolres.xls>

## Recommendations

Each of the above scenarios would allow First 5 Sonoma to make a significant contribution to the expansion of quality preschool services. Scenario 1 has the advantage of giving priority to two districts with a substantial percentage of countywide kindergarten enrollment, which are known to have the lowest API schools. Scenario 2 would be consistent with the new state-supported \$50 million initiative to focus on preschool expansion in low API schools. Option 3 would phase in services incrementally and make preschool available to all children.

## Areas for Additional Research

- Once Sonoma County determines the neighborhoods where preschool is to be made available, planners should convene providers to determine the availability of space and the need for new and upgraded facilities in those areas. Neighborhood-specific data needed on:
  - Vacancy rate/available school space
  - Interest of private providers interested in participating

- Assessment of status of existing facilities
  - Additional public buildings
  - Space to house portables
- The Center for the Study of Child Care Employment recommends that counties with more than 100 child care centers conduct a workforce study to obtain more precise data on the qualifications of the existing workforce. Once Sonoma selects a phase-in scenario, the survey might focus on the neighborhoods where preschool will be implemented.
  - AIR recommends that Sonoma County do a thorough analysis of the neighborhoods in which large, active licensed family child care providers are located. This analysis will provide information on which neighborhoods or zip codes might foster collaboration or partnerships between family child care providers and elementary schools to provide wrap-around care.
  - A survey of a center-based providers and a larger sample of family child care providers would help provide more precise information on the extent to which these providers are currently serving four-year-olds, and their interest in offering preschool services or wraparound services. (Note: AB 172 does not allow family child care networks.)

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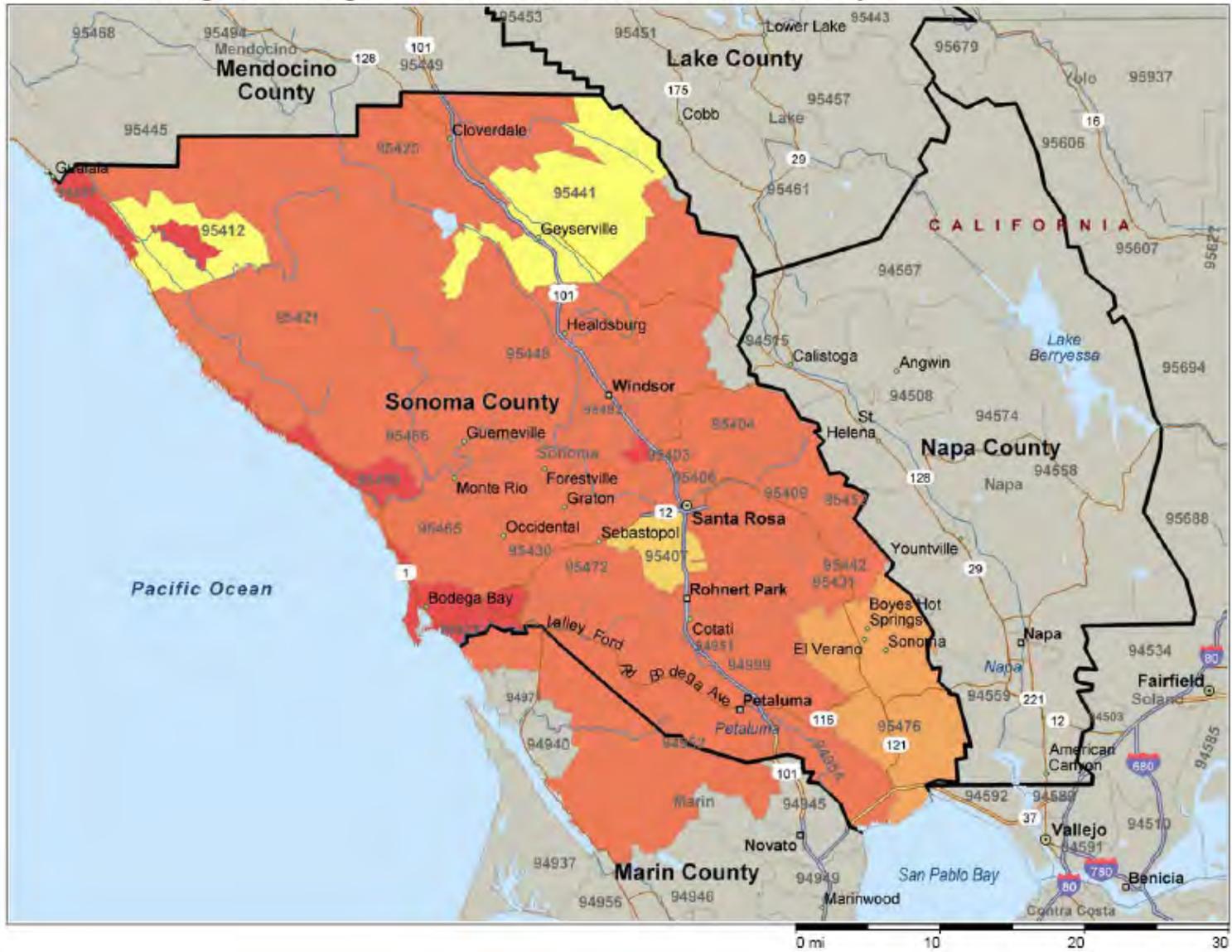
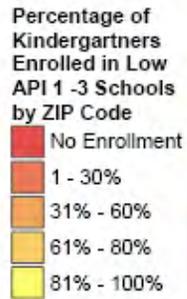
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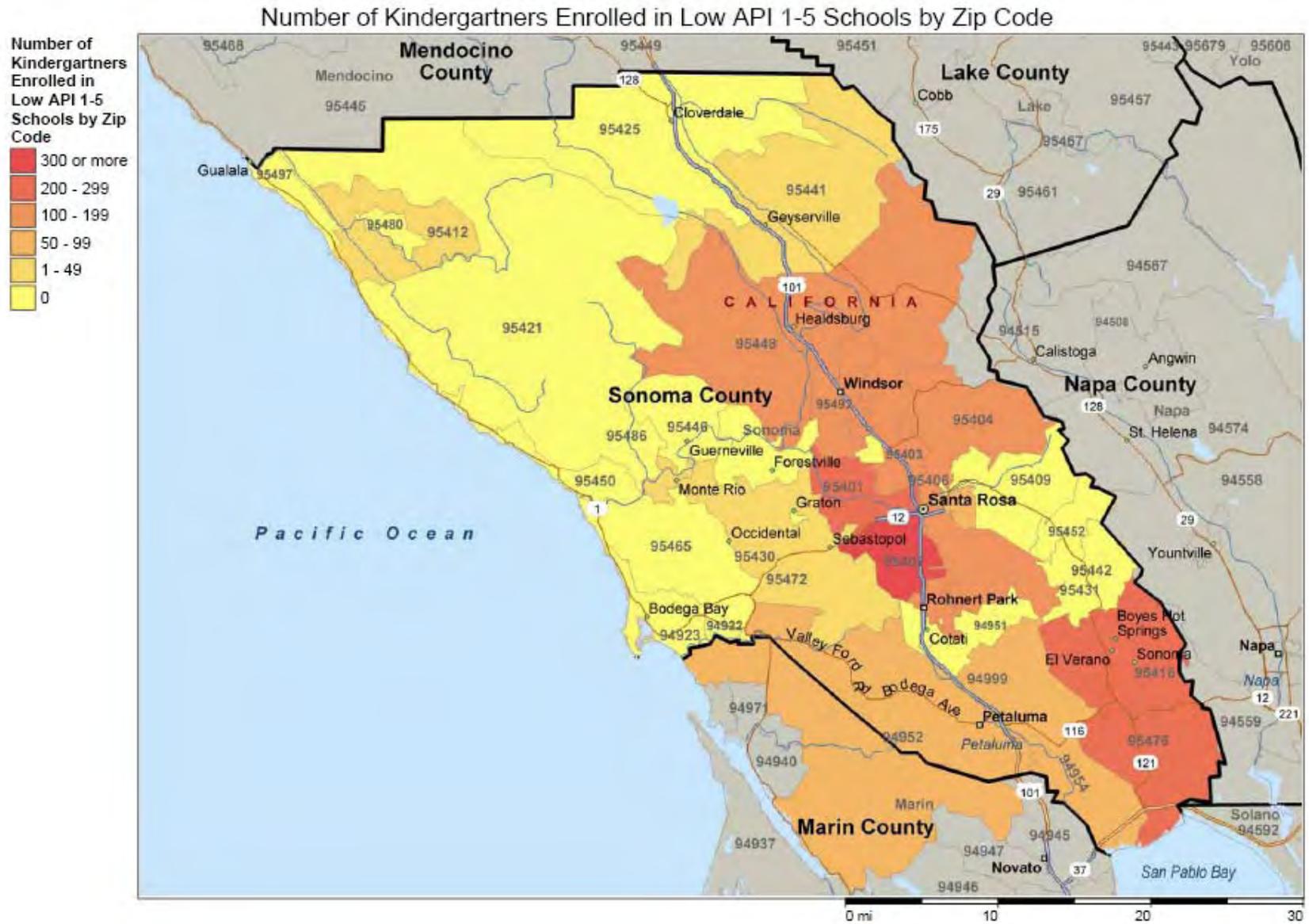
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## **Appendix A: GIS Maps**



Percentage of Kindergartners Enrolled in Low API 1 -3 Schools by ZIP Code



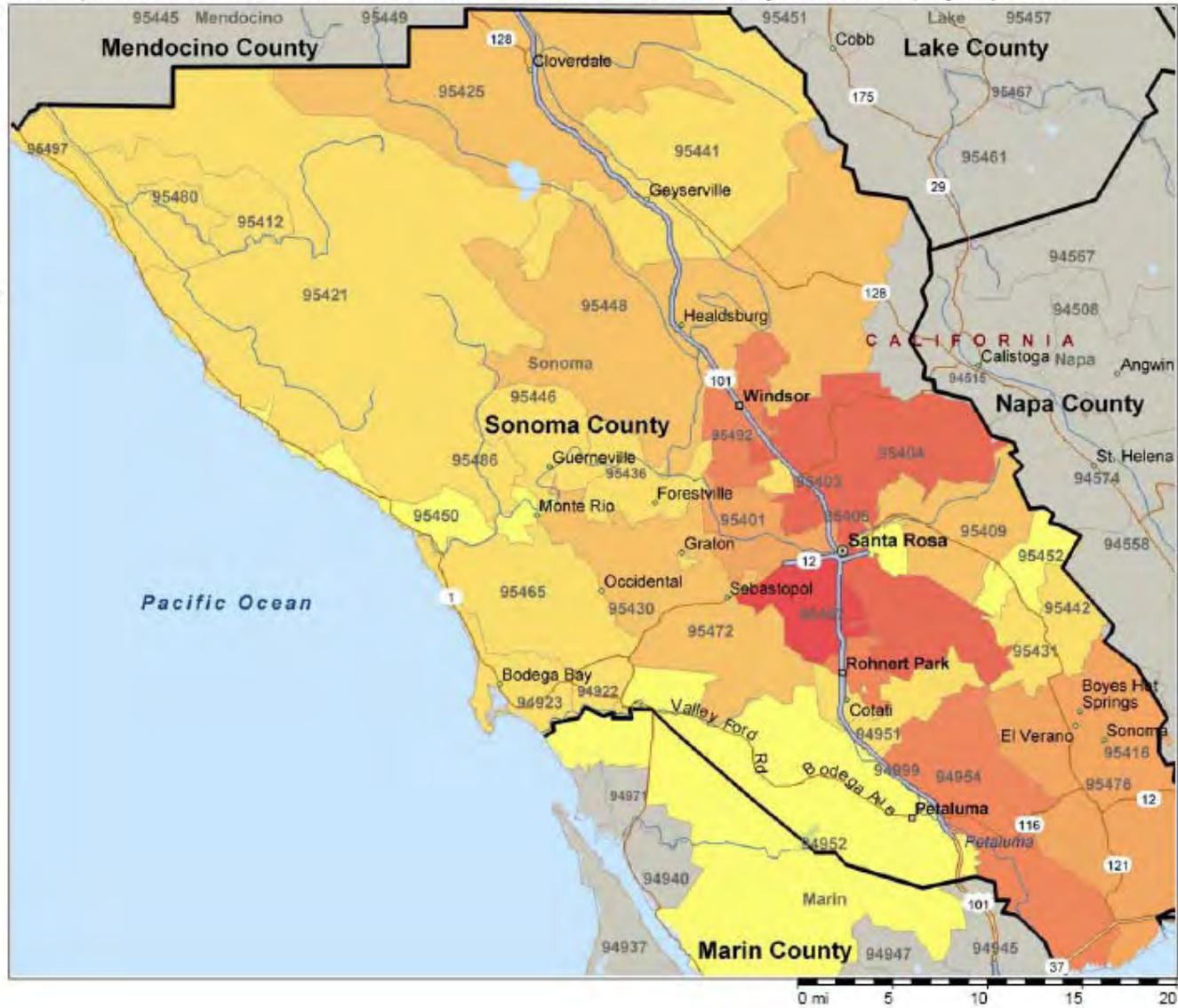




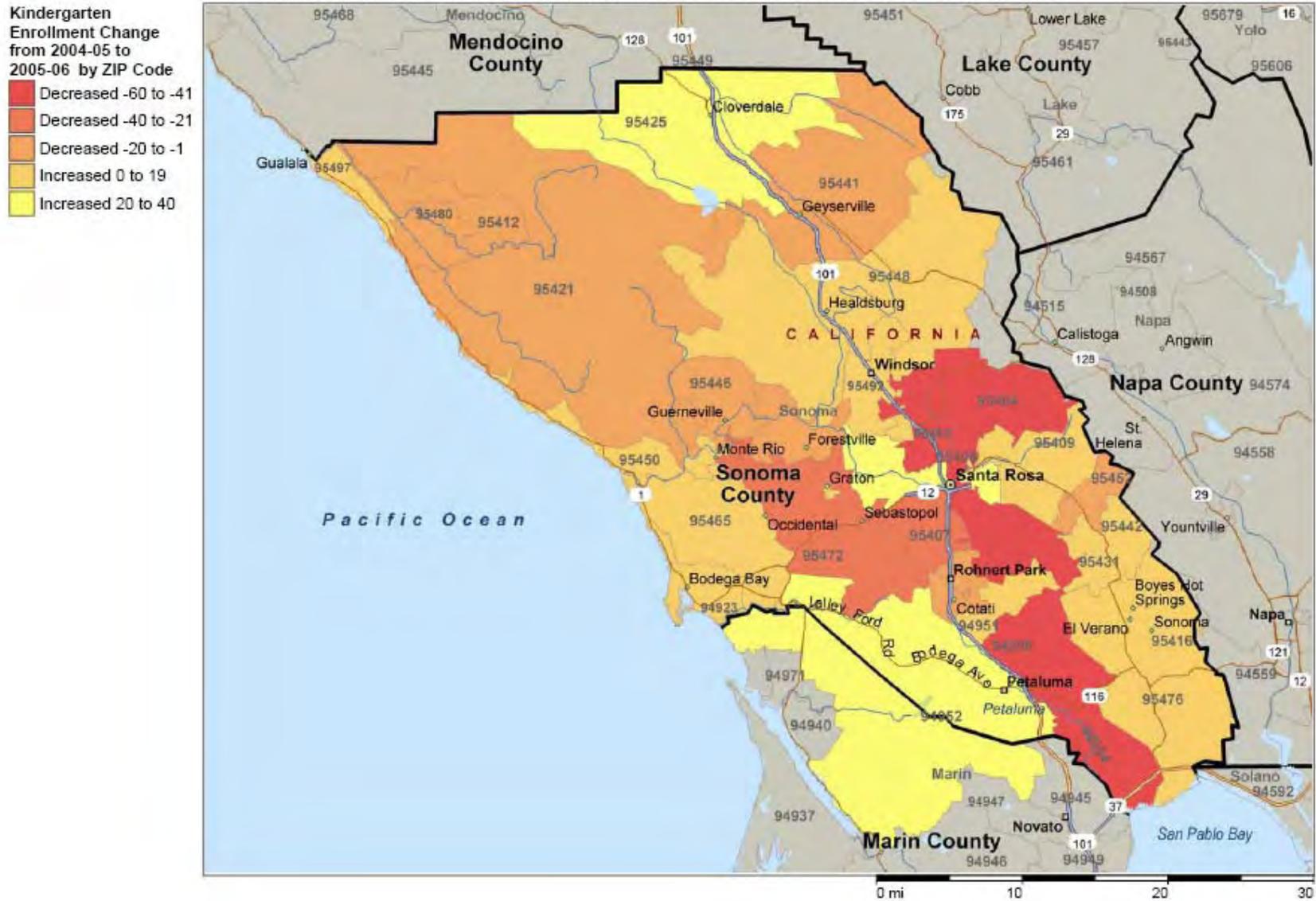
Simple Unmet Need (Number of Four-Year-Olds Not Enrolled in Formal Early Education) by Zip Code

Simple Unmet Need (Number of Four-Year-Olds Not Enrolled in Formal Early Education) by Zip Code

- 400 or more
- 300 - 399
- 200 - 299
- 100 - 199
- 50 - 99
- 0 - 49
- < 0 (Supply exceeds demand)



Kindergarten Enrollment Change from 2004-05 to 2005-06 by ZIP Code



## **Appendix B: Program Quality Criteria**

**Program Quality Criteria**

<b>Criteria</b>	<b>First 5 California PoP Grant</b>	<b>National Institute for Early Education Research (NIEER) State Pre-K Quality Standards</b>	<b>Title V (State Preschool &amp; General Child Care)</b>	<b>Head Start Performance Standards</b>	<b>California Child Care Licensing Requirements (Title 22)</b>
Teacher Qualifications	Teacher has BA within 5 years  <i>Entry Level:</i> 24 units of ECE /Child Development & 16 general education units and <i>Advancing Level:</i> AA Degree  Assistant Teacher has AA	Teacher has BA  Assistant Teacher has CDA or equivalent	24 units of ECE or Child Development & 16 general education units	50% of teachers must have AA or higher in ECE	12 units of ECE or Child Development or CDA for teachers in center-based care; no ECE requirements for family child care
ECE Units/Credential	24 units in ECE Early Education or Multiple Subject Elementary Credential within 10 years	Specialized Training in Pre-K	AA or higher in ECE or state-awarded certificate for preschool teachers that exceeds CDA	24 units of ECE or Child Development & 16 general education units	
Staff/Child Ratios; Class Size	3:24 or a research-based	Staff-child ratio: 1:10 or better	1:10 for 4-and 5-year-olds	1:8 for 3-5 year-olds	1:12 for 2-5-year-olds in centers

Criteria	First 5 California PoP Grant	National Institute for Early Education Research (NIEER) State Pre-K Quality Standards	Title V (State Preschool & General Child Care)	Head Start Performance Standards	California Child Care Licensing Requirements (Title 22)
	alternative (e.g., 2:20 if meet Full Quality Teacher Qualifications)  Goal to align with Master Plan for Education with class size not to exceed 20	Maximum Class Size of 20	2:17 for 3-year-olds	Class Size of 24	1:6-8 for small family child care
Content Standards	CDE/CDD Prekindergarten Learning & Development Guidelines & preschool content & performance standards aligned with CAK-3 standards (in development)	Comprehensive Early Learning Standards	HS program must implement a curriculum that supports cognitive development, age appropriate literacy, numeracy, social and emotional development	Prekindergarten Learning & Development Guidelines provide guidance on curriculum & developmental domains.	Prekindergarten Learning & Development Guidelines provide guidance on curriculum & developmental domains.
Comprehensive Services/Family Support	As required by CDE/CDD Desired Results	Vision, Hearing, health & one support service; at least one	Federal Head Start Performance	As required by CDE/CDD	Comprehensive Services not required

<b>Criteria</b>	<b>First 5 California PoP Grant</b>	<b>National Institute for Early Education Research (NIEER) State Pre-K Quality Standards</b>	<b>Title V (State Preschool &amp; General Child Care)</b>	<b>Head Start Performance Standards</b>	<b>California Child Care Licensing Requirements (Title 22)</b>
	<p>System, a developmental profile &amp; family survey completed for every child.</p> <p>Invite &amp; Support parent &amp; family partnership</p> <p>Coordinate with other programs to make health &amp; social services available.</p>	meal	Standards require a range of services to address nutritional, health, and mental health needs; provide opportunities to include parents; 7 provide medical, dental, nutrition & mental health programs	<p>Desired Results</p> <p>System, a developmental profile &amp; family survey completed for every child. Health and social service component that identifies needs of child &amp; family for health or social services and makes referrals &amp; includes follow-up and nutrition component.</p>	
Monitoring	As required by CDE/CDD Desired Results System for	Site visits	Technical assistance and monitoring based on Head Start	As required by CDE Desired Results	Annual site visits for center compliance with licensing standards conducted

<b>Criteria</b>	<b>First 5 California PoP Grant</b>	<b>National Institute for Early Education Research (NIEER) State Pre-K Quality Standards</b>	<b>Title V (State Preschool &amp; General Child Care)</b>	<b>Head Start Performance Standards</b>	<b>California Child Care Licensing Requirements (Title 22)</b>
	CDE-contracted programs, participating school-based & center-based programs must receive an acceptable score on ECERS as verified by an external monitor. Participating family child care homes that are part of contracted networks must have acceptable scores on FDCRS as verified by an external monitor.		Performance Standards; in-depth monitoring every 3 years.	System, monitoring conducted at contract agency level every 3 years. Annual self-study plan using Coordinated Compliance/ Contract Monitoring Review with ECERS rating scales.	by DSS. Site visits every 5 years for family child care to ensure compliance with licensing standards.

## **Appendix C: Provider Budgets**

*Sonoma County Preschool Feasibility Study & Phase-In Plan*

**State Preschool Budget #1- Sonoma County  
Parity with Step 1 Teacher Salary (SCOE)**

Estimated Cost of Changing One State Preschool Program to Include Preschool for All						
		Before Preschool for All			After Preschool for All	
Number of days of service per year		180			180	
Number sessions per day		2			2	
Number of Preschool hours per day		3			3	
Number of Preschool hours per year		543			540	
Number of children (total)		80			80	
Number of classes		4			4	
Number of classrooms		2			2	
Number of FTE instructional staff		6			4	
Class size		24 or 16			20	
Staff to child ratio (1:X)		8			10	
Cost/reimbursement per child per day		\$19.17				
Annual cost/reimbursement per child		\$3,451			\$5,590	
Budget Item		Annual Expense as State Preschool (3 hours, 180 days, 2 sessions per day)			Annual Expense as Preschool for All (3 hours, 180 days, 2 sessions per day)	
# staff	Salaries	Total hrs/wk	Total Cost	FTEs	Total Cost	
0.88	Director	35	\$42,024	1.00	\$48,027	
1.10	Site Supervisor (also a Master Teacher)	22	\$39,582	1.00	\$44,527	
1.10	Lead/Master Teacher	22	\$31,163	1.00	\$37,106	
-	Teacher		\$0	0.00	\$0	
3.30	Teacher Assistants	66	\$81,544	2.00	\$59,370	
-	Floater		\$0			
	Accountant/Bookkeeper (contract)		\$9,275		\$9,507	
0.60	Child Services Coordinator (Enrollment)		\$9,333	0.60	\$9,566	
	Substitutes (\$20/hr)		\$7,089		\$9,600	
<b>Subtotal</b>			<b>\$220,010</b>		<b>\$217,703</b>	
<b>Mandatory Benefits</b>						
	FICA (6.2%)		\$13,201		\$12,902	
	Medicare (1.45%)		\$3,087		\$3,017	
	Unemployment (3.4%)		\$7,239		\$7,076	
	Workers' Compensation (7%)		\$14,904		\$14,567	
	State Disability insurance 1.18%		\$2,512		\$2,456	
	State Employment Training Tax (\$7/employee)		\$49		\$49	
<b>Subtotal (19.23 percent)</b>			<b>\$40,994</b>		<b>\$40,067</b>	
<b>Other Benefits</b>						
	Health, Dental, Retirement, Life, EAP	(none offered)	\$0	15.53%	\$32,318	
<b>Subtotal</b>			<b>\$0</b>		<b>\$32,318</b>	
<b>Subtotal Personnel</b>			<b>\$261,004</b>		<b>\$290,089</b>	
<b>Non-personnel (37% of total before, plus 2.5% increase after upgrade)</b>						
		37%	\$153,288	2.5% inc	\$157,120	
<b>Subtotal</b>			<b>\$153,288</b>		<b>\$157,120</b>	
<b>Total</b>			<b>\$414,291</b>		<b>\$447,209</b>	
Current annual reimbursement rate			3450.6			
Cost per child year			\$5,179		\$5,590	
Current annual reimbursement rate			\$3,451			
Diff bet reimbursement and current cost			\$1,728			
Current cash reimb diff + new PS cost					\$2,140	
<b>Cost difference per-child-year between State Preschool and Preschool for All</b>					<b>\$2,140</b>	

**Budget Assumptions and Source Information**

**Program and Staffing Characteristics**

Budgets are based on a typical State Preschool program, running two 3-hour sessions per day. Staff work eight hours per day, 181 days per year (includes 5 in-service days). After Preschool For All, they will have 15 days of leave. Before Preschool for All, the State Preschool Program has 1 classroom that serves 24 children per session and 1 classroom that serves 16 children per session--thus 80 children are served per day per classroom, for a total of 96 children per program. After Preschool for All, the program has 2 classrooms that serve 20 children per session--thus 40 children are served per day per classroom, for a total of 80 children per program. There is one Program Director, two Site Supervisors/teachers who work 22 hours each week, two lead teachers who work 22 hours each week, 6 teacher assistants who work 22 hours each week, and one Child Services Coordinator (responsible for enrollment) who works 22 hours each week plus summer registration hours (calculated at 24 hours/week). The bookkeeper is paid on contract. A cost-of-living adjustment of 2.5 percent was made for staff who did not receive a salary increase through Preschool for All. Non-personnel costs are 37 percent of the program's total costs.

**Source:** budgets for Multicultural Center State Preschool, supplied by Anne Abrams, Director, on 5/22/06

*Sonoma County Preschool Feasibility Study & Phase-In Plan*

**State Preschool Budget #2- Sonoma County  
Parity with Average Step 5 Teacher Salary (SCOE)**

Estimated Cost of Changing One State Preschool Program to Include Preschool for All						
		Before Preschool for All			After Preschool for All	
Number of days of service per year		180			180	
Number sessions per day		2			2	
Number of Preschool hours per day		3			3	
Number of Preschool hours per year		543			540	
Number of children (total)		80			80	
Number of classes		4			4	
Number of classrooms		2			2	
Number of FTE instructional staff		6			4	
Class size		24 or 16			20	
Staff to child ratio (1:X)		8			10	
Cost/reimbursement per child per day		\$19.17			\$0.00	
Annual cost/reimbursement per child		\$3,451			\$6,095	
Budget Item		Annual Expense as State Preschool (3 hours, 180 days, 2 sessions per day)			Annual Expense as Preschool for All (3 hours, 180 days, 2 sessions per day)	
# staff	Salaries	Total hrs/wk	Total Cost	FTEs	Total Cost	
0.88	Director	35	\$42,024	1.00	\$48,027	
1.10	Site Supervisor (also a Master Teacher)	22	\$39,582	1.00	\$54,000	
1.10	Lead/Master Teacher	22	\$31,163	1.00	\$45,000	
-	Teacher		\$0	0.00	\$0	
3.30	Teacher Assistants	66	\$81,544	2.00	\$72,000	
-	Floater		\$0			
	Accountant/Bookkeeper (contract)		\$9,275		\$9,507	
0.60	Child Services Coordinator (Enrollment)		\$9,333	0.60	\$9,566	
	Substitutes (\$20/hr)		\$7,089		\$9,600	
<b>Subtotal</b>			<b>\$220,010</b>		<b>\$247,700</b>	
<b>Mandatory Benefits</b>						
	FICA (6.2%)		\$13,201		\$14,762	
	Medicare (1.45%)		\$3,087		\$3,452	
	Unemployment (3.4%)		\$7,239		\$8,095	
	Workers' Compensation (7%)		\$14,904		\$16,667	
	State Disability insurance 1.18%		\$2,512		\$2,810	
	State Employment Training Tax (\$7/employee)		\$49		\$49	
<b>Subtotal (19.23 percent)</b>			<b>\$40,994</b>		<b>\$45,836</b>	
<b>Other Benefits</b>						
	Health, Dental, Retirement, Life, EAP	(none offered)	\$0	15.53%	\$36,977	
<b>Subtotal</b>			<b>\$0</b>		<b>\$36,977</b>	
<b>Subtotal Personnel</b>			<b>\$261,004</b>		<b>\$330,513</b>	
<b>Non-personnel (37% of total before, 2.5% increase after upgrade)</b>						
		37%	\$153,288	2.5% inc	\$157,120	
<b>Subtotal</b>			<b>\$153,288</b>		<b>\$157,120</b>	
<b>Total</b>			<b>\$414,291</b>		<b>\$487,633</b>	
<b>Current annual reimbursement rate</b>			<b>3450.6</b>			
<b>Cost per child year</b>			<b>\$5,179</b>		<b>\$6,095</b>	
<b>Current annual reimbursement rate</b>			<b>\$3,451</b>			
<b>Diff bet reimbursement and current cost</b>			<b>\$1,728</b>			
<b>Current cash reimb diff + new PS cost</b>					<b>\$2,645</b>	
<b>Cost difference per-child-year between State Preschool and Preschool for All</b>					<b>\$2,645</b>	

**Budget Assumptions and Source Information  
Program and Staffing Characteristics**

**Before upgrade**

Budgets are based on a typical State Preschool program, running two 3-hour sessions per day. Staff work eight hours per day, 181 days per year (includes 5 in-service days). After Preschool For All, they will have 15 days of leave. Before Preschool for All, the State Preschool Program has 1 classroom that serves 24 children per session and 1 classroom that serves 16 children per session--thus 80 children are served per day per classroom, for a total of 96 children per program. After Preschool for All, the program has 2 classrooms that serve 20 children per session--thus 40 children are served per day per classroom, for a total of 80 children per program. There is one Program Director, two Site Supervisors/teachers who work 22 hours each week, two lead teachers who work 22 hours each week, 6 teacher assistants who work 22 hours each week, and one Child Services Coordinator (responsible for enrollment) who works 22 hours each week plus summer registration hours (calculated at 24 hours/week). The bookkeeper is paid on contract. A cost-of-living adjustment of 2.5 percent was made for staff who did not receive a salary increase through Preschool for All. Non-personnel costs are 37 percent of the program's total costs.

**Source:** budgets for Multicultural Center State Preschool, supplied by Anne Abrams, Director, on 5/22/06

**Head Start Budget #1- Sonoma County  
Parity with Step 1 Teacher Salary (SCOE)**

Estimated Cost of Changing One Head Start Program* to Include Preschool for All				
		Before Preschool for All	After Preschool for All	
Number of days of service per year		166		180
Number sessions per day		2		2
Number of Head Start hours per day		4		0
Number of Preschool hours per day		0		3
Number of Head Start hours per year		664		0
Number of Preschool hours per year		0		540
Number of children (total)		38		40
Number of classes		2		2
Number of classrooms		1		1
Number of FTE instructional staff		2		2
Class size		19		20
Staff to child ratio (1:X)		9.5		10
Annual per child cost		\$4,474		\$5,710
Budget Item		Annual Expense as Head Start (4 hours, 166 days, 2 sessions per day)		Annual Expense as Head Start/ Preschool for All (3 hours, 180 days, 2 sessions per day)
FTEs	Position	Total Cost	FTEs	Total Cost
0.07	Program Director	\$3,490	0.07	\$6,233
0.07	Assistant Director for Client Services	\$4,041	0.07	\$4,142
1.00	Lead/Master Teacher/Site Supervisor	\$29,022	1.00	\$44,527
0.05	Child Services Support Coordinator	\$2,082	0.05	\$2,686
0.07	Admin Services Manager	\$2,710	0.07	\$2,778
0.07	Admin Coordinator	\$2,168	0.07	\$2,222
0.07	Disabilities/Mental Health Manager	\$2,710	0.07	\$2,778
0.50	Teacher	\$11,442	0.50	\$18,553
1.00	Assistant Teacher	\$17,276	1.00	\$29,685
0.07	Program Accountant	\$3,135	0.07	\$3,214
	Substitutes	\$737		\$4,800
<b>Subtotal</b>		<b>\$78,814</b>		<b>\$121,617</b>
<b>Mandatory Benefits</b>				
	FICA (6.2%)	\$4,841		\$7,243
	Medicare (1.45%)	\$1,132		\$1,694
	Unemployment (3.4%)	\$2,655		\$3,972
	Workers' Compensation (7%)	\$5,465		\$8,177
	CA Disability Insurance (1.18%)	\$921		\$1,378
	State Employment Training Tax (\$7/employee)	20.92		\$21
<b>Subtotal</b>		<b>19.23%</b>		<b>\$15,035</b>
<b>Other Benefits</b>				
	Health, Dental, Retirement, Life, EAP- 16.98%	\$13,258		\$19,836
<b>Subtotal</b>		<b>\$13,258</b>		<b>\$19,836</b>
<b>Subtotal Personnel</b>		<b>\$107,107</b>		<b>\$163,938</b>
<b>Non-personnel (37% of total before PFA, 2.5% increase after PFA)</b>				
<b>Subtotal</b>		<b>37%</b>	<b>2.5% inc</b>	<b>\$64,477</b>
<b>Total</b>		<b>\$170,011</b>		<b>\$228,415</b>
<b>Cost per child year</b>		<b>\$4,474</b>		<b>\$5,710</b>
<b>Cost difference per-child-year between Head Start and Preschool for All</b>				<b>\$1,236</b>

**Budget Assumptions and Source Information**

**Program and Staffing Characteristics**

Budget is based on a typical site within Sonoma County's Head Start grantee's program. One full-time site supervisor teaches one class in the morning, and a second teacher (also full-time) teaches the afternoon session. A full-time teacher assistant assists in both sessions. For all 520 Head Start children in the county, a full-time assistant director for client services, a full-time disabilities/mental health manager, and a part-time child services support coordinator are also employed, whose duties are related to education and coordination. A full-time program accountant (with bookkeeping responsibilities), a full-time administrative coordinator and full-time administrative services manager (with enrollment and some office management duties) are also employed per 520 kids. A cost-of-living adjustment of 2.5 percent was made for staff who did not receive a salary increase through Preschool for All. Non-personnel costs are assumed to be 37% of the program's total cost before Preschool for All and are assumed not to change.

**Source:** Ofelia Ochoa-Morris, director of Sonoma County's Head Start.

**Head Start Budget #2- Sonoma County  
Parity with Average Step 5 Teacher Salary (SCOE)**

Estimated Cost of Changing One Head Start Program* to Include Preschool for All				
		Before Preschool for All	After Preschool for All	
Number of days of service per year		166		180
Number sessions per day		2		2
Number of Head Start hours per day		4		0
Number of Preschool hours per day		0		3
Number of Head Start hours per year		664		0
Number of Preschool hours per year		0		540
Number of children (total)		38		40
Number of classes		2		2
Number of classrooms		1		1
Number of FTE instructional staff		2		2
Class size		19		20
Staff to child ratio (1:X)		9.5		10
Annual per child cost		\$4,474		\$5,928
Budget Item	Annual Expense as Head Start (4 hours, 166 days, 2 sessions per day)		Annual Expense as Head Start/ Preschool for All (3 hours, 180 days, 2 sessions per day)	
FTEs	Position	Total Cost	FTEs	Total Cost
0.07	Program Director	\$3,490	0.07	\$6,233
0.07	Assistant Director for Client Services	\$4,041	0.07	\$4,142
1.00	Lead/Master Teacher/Site Supervisor	\$29,022	1.00	\$40,660
0.05	Child Services Support Coordinator	\$2,082	0.05	\$2,686
0.07	Admin Services Manager	\$2,710	0.07	\$2,778
0.07	Admin Coordinator	\$2,168	0.07	\$2,222
0.07	Disabilities/Mental Health Manager	\$2,710	0.07	\$2,778
0.50	Teacher	\$11,442	0.50	\$22,500
1.00	Assistant Teacher	\$17,276	1.00	\$36,000
0.07	Program Accountant	\$3,135	0.07	\$3,214
	Substitutes	\$737		\$4,800
<b>Subtotal</b>		<b>\$78,814</b>		<b>\$128,012</b>
<b>Mandatory Benefits</b>				
	FICA (6.2%)	\$4,841		\$7,639
	Medicare (1.45%)	\$1,132		\$1,787
	Unemployment (3.4%)	\$2,655		\$4,189
	Workers' Compensation (7%)	\$5,465		\$8,625
	CA Disability Insurance (1.18%)	\$921		\$1,454
	State Employment Training Tax (\$7/employee)	20.92		\$21
<b>Subtotal</b>		<b>19.23%</b>		<b>\$15,035</b>
<b>Other Benefits</b>				
	Health, Dental, Retirement, Life, EAP- 16.98%	\$13,258		\$20,922
<b>Subtotal</b>		<b>\$13,258</b>		<b>\$20,922</b>
<b>Subtotal Personnel</b>		<b>\$107,107</b>		<b>\$172,648</b>
<b>Non-personnel (37% of total before PFA, 2.5% increase after PFA)</b>				
<b>Subtotal</b>		<b>37%</b>	2.5% inc	<b>\$64,477</b>
<b>Total</b>		<b>\$170,011</b>		<b>\$237,125</b>
<b>Cost per child year</b>		<b>\$4,474</b>		<b>\$5,928</b>
<b>Cost difference per-child-year between Head Start and Preschool for All</b>				<b>\$1,454</b>

**Budget Assumptions and Source Information**

**Program and Staffing Characteristics**

Budget is based on a typical site within Sonoma County's Head Start grantee's program. One full-time site supervisor teaches one class in the morning, and a second teacher (also full-time) teaches the afternoon session. A full-time teacher assistant assists in both sessions. For all 520 Head Start children in the county, a full-time assistant director for client services, a full-time disabilities/mental health manager, and a part-time child services support coordinator are also employed, whose duties are related to education and coordination. A full-time program accountant (with bookkeeping responsibilities), a full-time administrative coordinator and full-time administrative services manager (with enrollment and some office management duties) are also employed per 520 kids. A cost-of-living adjustment of 2.5 percent was made for staff who did not receive a salary increase through Preschool for All. Non-personnel costs are assumed to be 37% of the program's total cost before Preschool for All and are assumed not to change.

**Source:** Ofelia Ochoa-Morris, director of Sonoma County's Head Start.