

# California Early Learning Quality Improvement System (CAEL QIS) Advisory Committee

## 2009 Interim Report



# TABLE OF CONTENTS

<b>BACKGROUND</b> .....	<b>1</b>
Legislative Charge .....	1
Goals of the Early Learning and Care Quality Rating and Improvement System .....	2
Who Are California’s Children Birth to Age Five?.....	3
Which Children Have Access to Quality Early Learning and Care Programs? .....	3
Why Develop a Quality Rating and Improvement System? .....	5
Process .....	6
<b>ASSESSMENT AND ANALYSIS OF EXISTING EARLY CARE AND EDUCATION</b>	
<b>INFRASTRUCTURE IN CALIFORNIA</b> .....	<b>7</b>
Program Standards and Policies.....	7
Finance Incentives and Funding .....	8
Early Learning Resources: Foundations, Curriculum Frameworks, and Child Assessment.....	8
Workforce Development.....	9
Family Involvement and Education .....	11
Data Systems.....	11
Local Early Learning Quality Improvement System Models in California.....	12
Quality Rating and Improvement Systems in Other States.....	12
<b>PROGRESS TOWARD DESIGN OF A CALIFORNIA EARLY LEARNING QUALITY RATING AND IMPROVEMENT SYSTEM</b> .....	<b>13</b>
Overall Structure .....	13
Rating Structure Factors .....	14
Elements of the Rating Structure .....	15
Data for Program Improvement.....	17
Initial Work to Develop a Financial Model .....	17
<b>NEXT STEPS</b> .....	<b>17</b>
<b>REFERENCES</b>	
<b>LIST OF APPENDICES</b>	
Appendix A: Acknowledgments	
Appendix B: Committee Process and Timeline	
Appendix C: Expanded Assessment of California’s Early Learning and Care Infrastructure	
Appendix D: Local Early Learning Quality Improvement Models in California	
Appendix E: Quality Rating and Improvement Systems in Other States	
Appendix F: Data Matrix	
Appendix G: Conceptual Funding Model and Child Care Funding Matrix	

## Interim Report

The purpose of the California Early Learning Quality Improvement System (CAEL QIS) Advisory Committee (hereafter referred to as the “Advisory Committee”) is to develop a plan to improve outcomes for children and promote school readiness by improving the quality of early learning and care programs for children from birth to five years old.

A broad partnership created the legislation (Senate Bill [SB] 1629 Steinberg-Chapter 307, Statutes of 2008) that established the 13-member Advisory Committee and called for the creation of the new quality rating and improvement system (QRIS). Sponsored by Senator Darrell Steinberg, with principal co-author Assemblymember Dave Jones, the legislation was supported by a wide range of child advocacy, education, and civic groups. The First 5 California Children and Families Commission and the David and Lucile Packard Foundation provided funds to support the Advisory Committee’s work.

As envisioned by State Superintendent of Public Instruction Jack O’Connell’s P-16 Council in 2007, any effort to close the achievement gap must begin with a system that includes high-quality preschool and other early learning programs. Governor Arnold Schwarzenegger’s Committee on Education Excellence (2008) called for a comprehensive early childhood system as a foundation for school reform, noting that a culture that puts students first should start with its youngest children. This Interim Report describes the Advisory Committee’s progress in assessing California’s existing early learning and care infrastructure and in designing a new system. By December 31, 2010, the Advisory Committee is statutorily required to finalize its recommendations for the creation of the early learning quality improvement system.

It is also important to note that the Advisory Committee has a new role. On November 9, 2009, Governor Schwarzenegger issued an Executive Order (S-23-09) establishing the California State Advisory Council on Early Childhood Education and Care. The establishment of the Council is the first step in making California eligible for the federal funds that are available through the American Recovery and Reinvestment Act to support improvements in early learning and care. The Executive Order, noting that the Advisory Committee’s membership overlaps in part with the federal requirements for the State Advisory Council, states that the Council’s membership shall include the 13 members of the Advisory Committee plus five additional members. For a list of the Advisory Committee members and others involved in developing the QRIS, see the Acknowledgments in Appendix A.

## Background

### Legislative Charge

Specifically, SB 1629 requires the Advisory Committee to report to the Legislature and the Governor on the following four tasks related to the development of a quality rating and improvement system:

1. An assessment and analysis of the existing early care and education infrastructure, including other state and local early learning quality improvement systems

2. The development of an early learning quality rating scale for child development programs, including preschool as well as programs for infants and toddlers
3. The development of a funding model aligned with the quality rating scale for child care and development programs
4. Recommendations on how local, state, federal, and private resources can best be utilized to complement a statewide funding model as part of a comprehensive effort to improve the state's child care and development system

## **Goals of an Early Learning and Care Quality Rating and Improvement System**

The Advisory Committee is developing a policy and implementation plan for a QRIS that will include a quality rating structure, as well as incentives and technical assistance across a broad range of early learning and care programs to improve quality. The goal of the QRIS will be to increase the likelihood that more programs will have the features shown to improve children's readiness for school and for life.

### **Reducing the Achievement Gap**

More than 40 percent of third graders in California do not meet state educational standards in language and mathematics, but the roots of the achievement gap start much earlier (Cannon and Karoly, 2007). Differences in language, social, and pre-mathematics skills are apparent when children enter kindergarten, and the groups of children who start school behind tend to stay behind.

The good news is that there is strong evidence that quality early learning and care programs can help improve children's kindergarten readiness, providing lasting benefits in school attendance, school completion, and lifetime earnings:

- Research shows that high-quality programs for the most vulnerable children birth to age five can lead to higher cognitive test scores from the toddler years through young adulthood, and are associated with higher achievement in school and a greater likelihood of attending college (Campbell et al., 1995; Ramey et al., 2000).
- Early intervention programs for disadvantaged children are more economically efficient and produce higher returns than remedial programs to help teenagers and young adults catch up later, according to Nobel Laureate economist James Heckman (2006).
- Children who attend effective preschool programs have stronger language skills in the first years of elementary school and are less likely to repeat a grade or drop out of school. By reducing grade retention, use of special education, welfare, and involvement in crime, these quality programs are estimated to save from \$4 to \$17 for every dollar invested (Reynolds et al., 2007; Schweinhart, 2004; Karoly and Bigelow, 2005).
- While the benefits are less dramatic for children from more advantaged backgrounds, attending a quality preschool program is associated with higher achievement in elementary school for children in all income groups (Gormley et al., 2005). In short, the quality of early learning and care is important for all children.

## **Defining Quality**

Key features of the programs that improve child outcomes include:

- Sufficient numbers of well-trained, qualified, and compensated teachers to provide individualized attention to young children
- A rich learning environment where teachers interact responsively with children and help develop their social-emotional, thinking, and language skills
- Involving families and providing services in a culturally and linguistically responsive manner
- A “curriculum” or plan of activities that engages young children, is based on research and age-appropriate expectations, and is aligned with state education policy
- Commitment to continuous quality improvement based on positive outcomes for the children served

## **Who Are California’s Children Birth to Age Five?**

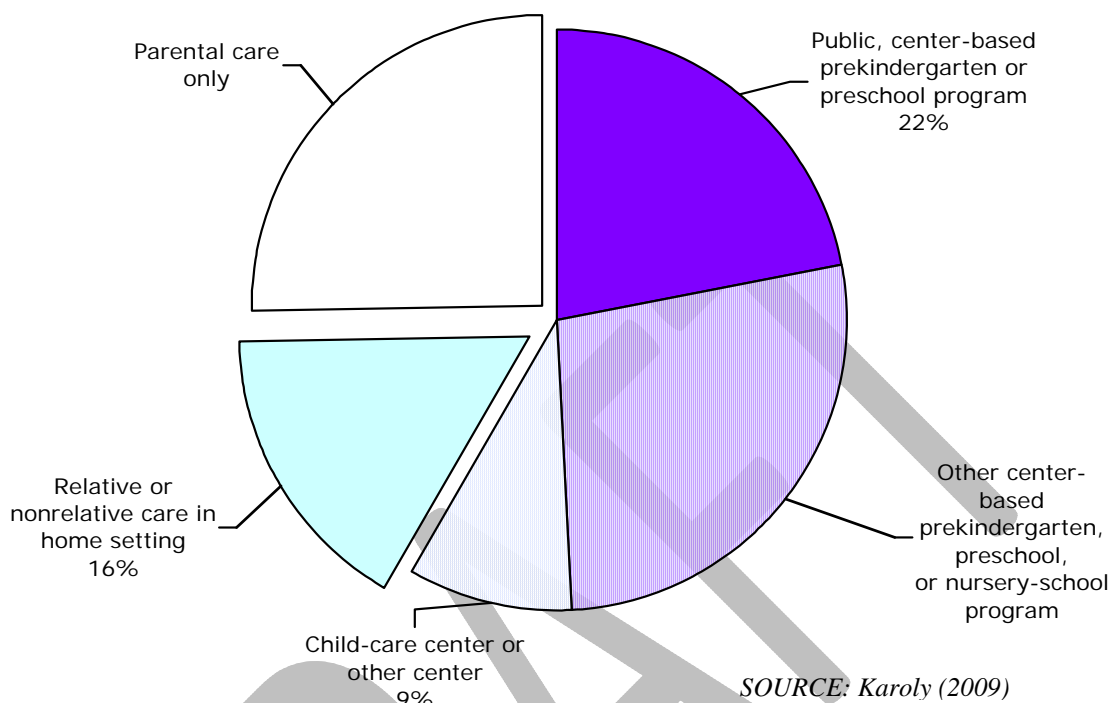
- California is home to more than 3.1 million children ages birth through five years old, representing more than one in eight of the children in this age group nationwide (California Department of Public Health, 2008; Children Now, 2009).
- 52 percent of the babies born in California in 2008 were Latino, 27 percent white, 6 percent Asian, and 5 percent black (California Department of Public Health, 2008).
- At least 41 percent of the children under age five in California have little exposure to English at home (California Department of Education [CDE], 2009).
- A growing number of young children in California live in poverty. Based on current trends, half of the children birth to age five in California are likely to qualify for free and reduced-price lunch when they enter kindergarten (CDE, 2009).

## **Which Children Have Access to Quality Early Learning and Care Programs?**

California has 57,605 licensed centers and family child care homes that have a capacity to serve more than 1.1 million children, including not only children birth to age five but also school-age children (California Department of Social Services, 2009). Licensure is designed to protect children’s health and safety, which is necessary but not sufficient to guarantee that a facility provides a quality educational program.

Most families use center-based programs for preschool-age children, both to promote school readiness and to help families with their work schedules. Based on a RAND Corporation survey, 59 percent of three- and four-year-olds participate in some type of center-based program, whether preschool, prekindergarten, or child care (Karloly, 2009). Child care centers have programs very similar to those offered by preschools and prekindergartens, and generally provide service during times that more closely match family work schedules. Another 16 percent of preschool children participate in some type of home-based arrangement, including licensed family child care and license-exempt arrangements with relatives, friends, or neighbors. Only 25 percent of all children in this age group are cared for exclusively by their parents. The remaining families pay for out-of-home arrangements themselves or receive some type of public subsidy.

### Use of Center-Based Programs Is the Norm for California’s Preschool-Age Children



For children birth to three, the utilization of early learning and care looks much different. While more than half of mothers of this age group are in the labor force, only five percent of center-based programs in California offer services for children birth to age two (Child Care Resource and Referral Network, 2007). Most children living in two-parent or single-parent working families are cared for through home-based arrangements, including licensed family child care homes; license-exempt care by family, friends, or neighbors; or parental care. Many families prefer home-based arrangements with people they know and trust for infants and toddlers. Forty-one percent of the families calling child care resource and referral agencies are looking for infant care, suggesting that quality early learning and care in any setting for this age group is difficult to find (Child Care Resource and Referral Network, 2007).

To help low-income families afford early learning and care as well as before- and after-school programs for school-age children, California subsidizes the cost of spaces for more than 423,000 children.<sup>1</sup> Approximately 115,000 of these spaces are in license-exempt settings, with the remainder being in licensed centers or family child care homes.<sup>2</sup> The federally funded Early Head Start and Head Start programs serve nearly 105,000 children birth to age five (California

<sup>1</sup> This includes 347,111 children in CDE-administered programs (General Child Care, CalWORKS Stage 2 and 3, Alternative Payment Program, Part-Day and Full-Day Preschool, Part-Day and Full-Day Pre-K Family Literacy, Extended Day, General Migrant Care, and Severely Handicapped, as of April 2008) and approximately 76,000 in the Department of Social Services’ CalWORKS Stage 1.

<sup>2</sup> Of the 347,111 children in CDE-administered programs in April 2008, 64,895 children or 19 percent were in license-exempt care. Of the Department of Social Services (DSS)-administered CalWORKS Stage 1, approximately 66 percent of the 76,000 children served are estimated to be in license-exempt care.

Head Start Association, 2009). Some of these spaces are supported by both State Preschool and Head Start funds. But more than 149,137 children under age five are still waiting on the county centralized eligibility lists for state-subsidized early learning and care services (CDE, 2009). The number of children waiting includes 3,145 children with exceptional needs, meaning those with either an Individual Family Service Plan (IFSP) or an Individualized Education Program (IEP).

The use of center-based early learning and care for preschool-age children is lowest among those Latino children whose mothers have less education, those with low family incomes, and those in linguistically isolated families (Karoly et al., 2008). While cultural preference may play a role (Shore, 2005), 91 percent of Latino parents responding to a New America Media poll (2006) said they supported preschool programs that would prepare their children for kindergarten, and 50 percent said there was no quality preschool program in their neighborhood that they could afford.

While access to early learning and care is uneven, shortfalls in quality affect children in all income groups. A RAND study involving onsite observations of 251 centers in California found that the quality of services was mixed (Karoly et al., 2008):

- Between 20 to 50 percent of preschool-age children with the largest gaps in school readiness and achievement are estimated to participate in center-based programs that meet quality benchmarks in terms of staff-child ratios and teacher qualifications. Based on these structural measures of quality, California's Title 5 State Preschool, public prekindergarten, and Head Start programs are among the highest quality programs in the state. For example, 47 percent of children in a Title 5 or public school prekindergarten program are estimated to have a teacher with a Bachelor's (BA) degree or higher, as compared with only 11 percent attending private preschools.
- However, if quality is measured by the kind of instruction in thinking and language skills that is most closely linked to school readiness, *only 10 to 15 percent of the disadvantaged children shown to derive the greatest benefit from a quality preschool program are estimated to be enrolled in such a program.* Additionally, programs serving all income groups fall short on measures of the quality of teacher instruction.

What is striking is that no statewide system currently measures the quality of early learning and care in California (California Legislative Analyst's Office, 2007). The absence of an objective assessment hinders development of policies to promote and ensure quality of services.

### **Why Develop a Quality Rating and Improvement System?**

Based on experience in states and communities across the nation, a QRIS has the potential to:

- Objectively and consistently rate program settings across the wide span of licensed center and licensed home-based early learning and care settings.
- Improve family and stakeholder awareness of quality.
- Serve as the basis for technical assistance to help programs improve.
- Link reimbursements to quality standards and thereby create incentives for programs to improve.
- Improve accountability for public investments (Mitchell, 2005).

## Process

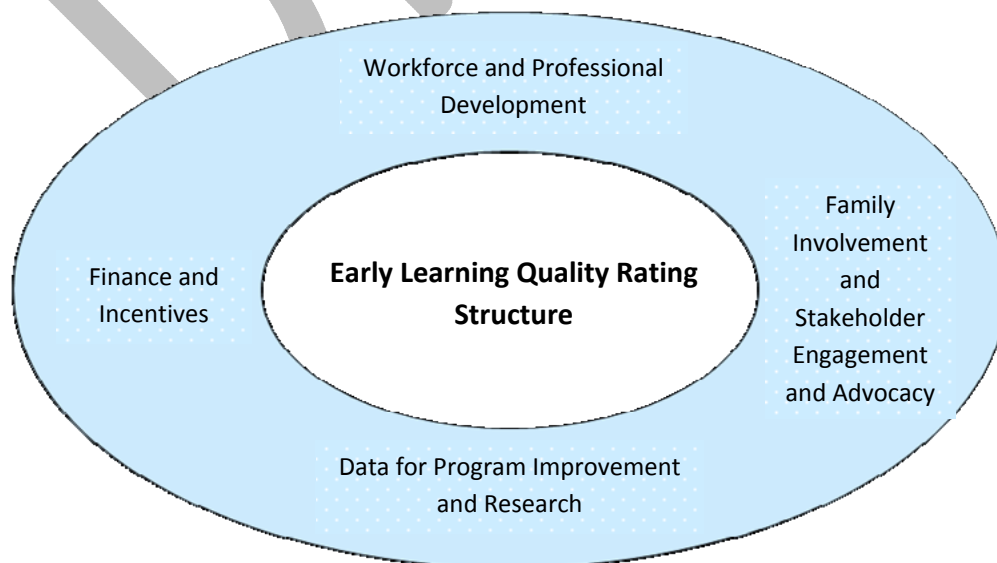
The Advisory Committee focused the majority of its work this year on the first two SB 1629 tasks – assessing the current status of early learning and care programs in California and examining QRIS models in counties and other states, and framing the initial elements of the quality rating structure and improvement system for California. Some preliminary work has also begun on the third legislatively assigned task, to develop a funding model aligned with the QRIS.

The second year will focus on more specific recommendations for the implementation of an early learning quality improvement system for California, including the programs that will be eligible to participate, the funding model, and recommendations for how various resources can best complement the statewide funding model to improve the early learning and care system.

To guide its work over the two years, the Advisory Committee began by defining a model to frame its deliberations on the development of an early learning quality improvement system. Central to the model is an early learning quality rating structure to assess the quality of programs; produce summary ratings; and publish results to inform families, providers, and policymakers.

While the rating structure is a key part of an improvement system, the broader system must also be accompanied by technical assistance and financial resources to support improvements in program quality. As shown in the model below, the Advisory Committee identified four major mechanisms to support program improvements in early learning and care programs: (1) workforce and professional development; (2) family involvement and stakeholder engagement and advocacy; (3) data for program improvement and research; and (4) finance and incentives. The Advisory Committee established four Subcommittees to focus on the above topics, as well as a fifth Subcommittee to develop the rating structure and provide information on the overall design of the QRIS. For more detail on the process and timeline for the work of the Advisory Committee and the five Subcommittees, see Appendix B.

**Model for California Early Learning Quality Rating and Improvement System**



## **Assessment and Analysis of Existing Early Care and Education Infrastructure in California**

Any careful redesign of a system begins by assessing its strengths and weaknesses. To address this first legislatively assigned task, the Advisory Committee listened to many presentations and conducted a thorough assessment of the existing status of the early learning and care infrastructure in California. The major finding is that while California has a number of promising practices and initiatives to improve the quality of early learning and care, several of the key building blocks required to establish a QRIS have major weaknesses.

The following section summarizes the status of California's early learning and care structure, including program standards and policies, finance incentives and funding, early learning resources, workforce development, family involvement and education, and data systems.

For more detail on some of the specific programs that compose California's early learning and care infrastructure, see Appendix C.

### **Program Standards and Policies**

Program standards and policies reflect the fact that there are in effect four early learning and care "systems" in California: license-exempt care, Title 22-licensed facilities, Title 5 state-contracted programs, and the federally administered Head Start programs. While programs frequently must meet the standards of more than one system, it is important to understand the distinctions.

- State oversight of license-exempt providers who receive payments through CalWORKS or other subsidized care programs is limited to state criminal background and abuse and neglect checks. Grandparents, aunts, and uncles are exempt from the background checks.
- Title 22 licensing requirements for centers and family child care homes are primarily designed to protect children's health and safety and can be seen as the foundation, though not the guarantor, of quality in early learning and care. Licensing standards include background checks for staff, but they also include many other requirements that are intended to be monitored through onsite inspections. Compared to nationally recommended standards, however, California's Title 22 standards are relatively lenient, allowing considerably larger staff-child ratios and no group size requirements. The standards have not been updated in many years to reflect effective practice and research.
  - California currently ranks low compared to other states in its licensing inspection rate; only 20 percent of programs are required to be inspected annually as compared to 50 to 100 percent in most states (Karoly, 2009).
  - Although 60 percent of programs in California receive some type of licensing visit, such as to investigate a complaint, the inability to conduct annual or random inspections is a concern (DSS, 2009). As a result of budget reductions, licensing analysts in California have caseloads that are twice the national average.
  - Based on a RAND study of 251 California centers, most centers did comply with staff-child ratio requirements. But programs frequently had lapses in basic health and safety measures, such as having protected electrical outlets, secured exits, a fire extinguisher, and smoke detectors (Karoly et al., 2008).

- Title 5 standards, which apply to a subset of state-contracted programs serving children from low-income families, are explicitly intended to promote child development. Title 5-contracted programs must meet all the requirements for Title 22 licensure plus more stringent criteria in many areas, such as staff-child ratios and child assessment. Nevertheless, compared to nationally recommended standards, the Title 5 provisions are still weak in some key areas, such as teacher education and ongoing professional development requirements (Barnett et al., 2008).
- The federal Head Start Performance Standards constitute the most comprehensive set of early learning and care standards. Head Start programs must meet requirements for licensure, plus standards in the area of education and child development, child health and safety, and family and community partnerships. By 2011, every Head Start classroom must have a teacher with at least an Associate's (AA) degree in early learning and care, and by 2013, 50 percent of Head Start classrooms must have a teacher with a BA degree in early learning and care. Head Start programs are subject to onsite monitoring by a team of reviewers every three years.

## **Finance Incentives and Funding**

California's reimbursement policies do not provide incentives for programs to aspire to higher standards, and funding is insufficient to support access for all eligible children even at the current standards.

- Current reimbursement rates for state-funded programs provide little financial incentive to improve quality.
  - License-exempt providers typically receive nearly the same per-child reimbursement as licensed family child care providers, thereby providing little incentive for home-based providers to seek licensure.
  - In 22 counties with 80 percent of California's population, the publicly subsidized payment rates for centers that only have to meet the minimal Title 22 licensure requirements are higher than the standard reimbursement rate for state-contracted programs that must meet the more stringent Title 5 standards.
- As a result of recent legislation signed into law by Governor Schwarzenegger (Assembly Bill [AB] 2759 Jones-Chapter 308, Statutes of 2008), California recently consolidated programs for preschool-age children meeting state Title 5 standards, forming the largest State Preschool Program in the nation. This program includes the Prekindergarten Family Literacy Program, enacted in 2006, which focuses on promoting family involvement in children's language development, a recognized key element in school readiness.
- More than \$4 billion is currently spent on an array of state- and federally supported early learning and care services in California, but, as noted above, more than 149,000 children ages birth to five are still on the waiting list (CDE, 2009). Funds are estimated to be sufficient to serve only half of the eligible three- and four-year-olds (Karoly, 2009).

## **Early Learning Resources: Foundations, Curriculum Frameworks, and Child Assessment**

Despite deficiencies in funding, California has developed some important resources to help early learning and care programs improve child outcomes. Important resources include:

- California's *Infant/Toddler Learning and Development Foundations* provide a comprehensive understanding of young children's learning and development during the first three years of life. *The Foundations* outlining key knowledge and skills that most children can achieve when provided with the kinds of interactions, guidance, and environments research has shown to promote early learning and development. The *California Preschool Learning Foundations* describe the knowledge, skills, and competencies that children typically attain at around 48 and 60 months of age when they participate in a high-quality preschool and receive adequate support.
  - Together, the two sets of *Foundations*, approved by the State Board of Education, inform curriculum frameworks, to be released in 2010 that provide strategies and background for early childhood program curricula and for educating staff in the field of early learning and care.
  - Based on the RAND study of California centers, currently fewer than half of three- and four-year-old children attend programs that use a named curriculum based on child development research (Karloly et al., 2008).
  - Widespread use of the *Foundations* and the curriculum frameworks will require support for broad dissemination and training for both public and private early learning and care programs.
- California's Desired Results Developmental Profile-Revised (DRDP-R) and DRDP-Access represent other key components of the state's efforts to improve the quality of early learning and care programs by focusing on child outcomes.
  - These observation-based assessments are being aligned with the *Foundations*.
  - Although these developmental assessments are currently only required for children participating in California's Title 5-contracted programs, special education programs, and Head Start programs that also receive Title 5 funds, they are available for use in private programs.

## Workforce Development

The primary workforce development challenge in the field of early learning and care is to set up a system to provide training to an already experienced workforce coming from very diverse educational backgrounds. One of the strengths of the existing workforce is that, compared to kindergarten-to-grade-twelve teachers, licensed family child care providers and center teachers are much more ethnically diverse and similar in demographics to the population of children they serve (Whitebook, 2009). However, the workforce's level of training varies widely from basic health and safety certification to higher degrees in early learning and care.

Given the diverse composition of the early learning and care workforce, the Advisory Committee is considering a professional development "highway" that includes easily accessible starting points, promotes professional preparation and renewal, and supports lasting and rewarding careers linked to higher compensation. Key features of this "highway" would include:

- Greater coherence in the early learning and care education and training offered, both pre-service and in-service
  - Although California has many innovative pre-service and in-service professional development projects, they are generally organized by program type or market sector and do not yet provide a systemic approach on a scale that is accessible to

the early learning and care workforce statewide. For a description of these efforts, see Appendix C.

- Currently the content of training for providers is inconsistent across program settings. Both center teachers and family child care providers would benefit from training aligned with the *Infant /Toddler Learning and Development* and *Preschool Learning Foundations* and curriculum frameworks.
- It is important to ensure that training provided for the staff working with children ages birth to three is just as comprehensive and evidence-based as that provided for preschool and elementary school children.
- In a promising development, the CDE is already partnering with First 5 California to develop early childhood educator competencies to describe core knowledge, skills, and dispositions for early childhood educators working with children birth to age five. These competencies will be developed into a career ladder with courses of study for early learning professionals during 2010.
- Portability across higher education institutions
  - Half of the community colleges and public universities in a survey conducted five years ago reported problems with transfer of credits and articulation of courses (Whitebook et al., 2005). Some community college graduates found they had to start over and take many of the same courses again when they entered a four-year state university.
  - While many community colleges are working with state universities on an important effort to improve articulation and alignment, currently each individual community college and state university campus must adopt curriculum changes – a very time-consuming process. A greater sense of urgency, state support, and a deadline for the completion of the work is needed.
  - For more detail on the efforts of two-year and four-year institutions of higher education to address curriculum alignment, see Appendix C.
- A transformational approach to workforce development that focuses on the needs of the student or “client”
  - Given that many of the people who will need degrees have many years of experience in the field, consideration should be given to providing credits for demonstrated competence as well as coursework.
  - To make courses accessible to the many students who already work fulltime, classes should be available in the community and after hours.
  - To expand access to education, alternative, non-traditional providers of degree-bearing coursework should be explored.
  - In an efficient system, courses would count for multiple purposes, such as toward certification and satisfying staff education requirements related to Title 5 or Title 22 licensing standards; training required for regulatory or contract compliance should also count toward a degree.
  - Consideration should be given to building on the Child Development Permit Matrix, California’s current credentialing system for early learning and care educators (<http://www.ctc.ca.gov/credentials/CREDS/child-dev-permits.html>).
  - A student-centered workforce development system would include assistance with transfer of credits, movement from community college to university, and accessing financial aid.

- Tuition assistance and other incentives to help early learning and care staff obtain additional education, and higher compensation to retain those who obtain degrees
  - Although there have been important efforts to subsidize the attainment of early learning and care degrees, the rules for access have been inconsistent across counties, and funds to finance tuition assistance have been reduced or eliminated.
  - Preschool teachers are poorly paid by any standard. Nationwide, the median salary of preschool teachers is less than half the median kindergarten teacher salary (Barnett, 2003).
  - Compensation is low even for teachers who have BA degrees, especially in non-state-contracted centers receiving vouchers, and turnover is high compared to that of better compensated K-12 teachers (Whitebook et al., 2006).
  - Many center-based teachers and family child care providers lack health insurance or pensions, and violations of minimum wage and overtime are more frequent in child care centers than in any other low-wage occupation (UCLA Institute for Research on Labor and Employment, 2009).

### **Family Involvement and Education**

- California has Child Care Resource and Referral (CCR&R) agencies in every county. These agencies counsel more than 200,000 families per year on child care choices, and 59 of the 61 CCR&R agencies also administer the Alternative Payment Program child care subsidies. CCR&R agencies are not funded or authorized to inspect or rate the quality of the settings available; their focus is on educating families on how to evaluate the quality of a center or home-based setting.
- The federal Head Start Program offers a long-standing model for family involvement, with funds to support family involvement and social services. Several state efforts, with substantially less financial support, also provide guidance on how to engage families in an early learning program. All of these efforts must take into account the time constraints of working parents and, to be successful, depend upon strategies that are appropriate to California's cultural and language groups.

### **Data Systems**

- Efforts to track the effectiveness of dollars spent on early learning and care in California are hampered by the lack of a unique student identifier both for children attending programs and for staff participating in professional development. While the various agencies administering early learning programs collect a lot of data, for the most part, the data elements collected do not match, and therefore they cannot be used effectively to inform policy development, resource allocation, and research and evaluation.
- California is in the midst of implementing the California Longitudinal Pupil Achievement Data System (CALPADS), a longitudinal K-12 education data system that will include unique student identifiers (SSIDs). Currently, some local educational agencies (LEAs) provide SSIDs for young children in special education programs and for preschool children in programs the LEAs operate. Additional resources would be needed to pilot strategies and protocols for building a statewide system so that all preschool children receive SSIDs.

- California is also designing the California Longitudinal Teacher Integrated Data Education System (CALTIDES), with rollout scheduled for 2011-12. The Commission on Teacher Credentialing has already assigned Statewide Educator Identifiers for nearly all educators currently employed in K-12 schools, and there may be potential for incorporating early learning and care personnel.
- California's CCR&R agencies track the availability of center- and home-based early learning and care by age group, county, and zip code; and they produce a comprehensive, biannual statewide assessment of supply, demand, and affordability of early learning and care. Local Child Care Planning Councils annually identify the zip codes in each county with the greatest unmet need for additional State Preschool and General Child Care programs. The data are used to guide the release of any new funds for these state-contracted programs.

### **Local Early Learning Quality Improvement System Models in California**

A number of models for quality improvement systems have already been implemented at the county level in California. First 5 California Power of Preschool (PoP) demonstration programs were established in nine counties in communities with a high proportion of children who are in poverty, English learners, and in low-performing school neighborhoods. First 5 also initiated School Readiness and Special Needs Projects to expand access to early learning and care for the most vulnerable children.

PoP projects, while currently focused on three- and four-year-olds, illustrate many of the elements of a broader QRIS, such as (1) standards for the learning environment, family involvement, developmental screening, care of children with special needs, licensing status/compliance, staff-child ratios and group size, and teacher/staff educational requirements; (2) external assessments of environmental quality; (3) several tiers or levels; (4) provisions for entry from multiple settings (e.g., school-based, center-based, Head Start, family child care); and (5) tiered reimbursement. For a description of these programs and other local initiatives, see Appendix D.

### **Quality Rating and Improvement Systems in Other States**

With assistance from national experts, the Advisory Committee examined the features of early learning quality rating systems that currently exist in 19 other states. Current state QRISs have several common elements: standards, accountability measures, program and practitioner outreach and support, financing incentives, and parent/consumer education. The Advisory Committee heard testimony on some valuable lessons learned in other states:

- Conduct a pilot and have the training for the rating infrastructure in place before implementing the quality rating system statewide.
- Set clear standards from the outset for the rating system.
- Use environment rating scales as a core element of QRIS, although they can be expensive to administer.
- Determine who should conduct the quality ratings, recognizing that this is a key decision.
- Accompany ratings with financial incentives and technical assistance, given that participation in most QRIS systems is voluntary, and that providers are taking some risk to be rated.

For a description of QRISs in other states, see Appendix E.

## **Progress Toward Design of a California Early Learning QRIS**

The Advisory Committee is currently immersed in designing the new QRIS. The Advisory Committee has so far preliminarily approved the general design of the quality rating structure, related QRS factors, and the content of some of the elements in the rating structure.

It is important to stress that no recommendations are final yet. Over the next year, the Advisory Committee will revisit its preliminary recommendations as more data, information on effective practices, and cost analysis become available. However, the key preliminary decisions provide the essential foundation for moving forward to complete the QRIS design.

The following summarizes the status of the Advisory Committee's deliberations and directions on key elements and factors in the QRIS to date.

### **Overall Structure**

As a general direction, the Advisory Committee approved a non-weighted block system for the rating structure's basic design. In a block system, all the quality criteria in each tier need to be accomplished to obtain that rating, and the criteria included in each tier build on those in previous blocks.

In addition, the Advisory Committee approved, at least on a preliminary basis, five tiers for each element, with Title 22 licensing requirements included as part of Tier 1. The top tier will represent a level of quality to which programs will aspire, but only a minority will be expected to attain initially. The QRIS will include both licensed center-based and licensed family child care homes.

As shown in the following table, the Advisory Committee approved six quality elements for the rating structure – family involvement, ratios-group size, environment rating scales, staff education and training, teaching and learning, and program leadership, with direction to the Subcommittees to provide options to align tiers, identify measures and tools, and estimate costs.

**CAEL QIS Block System: Matrix of Standards**

Quality Elements	Tier 1	Tier 2	Tier 3	Tier 4	Tier 5
Family Involvement					
Ratios-Group Size: – Infant: – Toddler: – Preschool:					
Environment Rating Scale(s) That Focus on Structural Quality and Teacher/Provider-Child Interaction		<b>Standards</b>			
Staff Education and Training					
Teaching and Learning					
Program Leadership					

**Rating Structure Factors**

The Advisory Committee also approved commitment to a rating structure that supports integration of:

- Cultural and language competence (the definition is being developed in conjunction with the early childhood educator competencies)
- Children with special needs
- Nutrition, health, and physical activity

The Advisory Committee approved provisions to explore partnerships with accreditation agencies and validated performance reviews. The QRIS will set the standards for quality in each tier. Third party accreditation and validated performance reviews will be used in conjunction with tiers but not incorporated into the tiers. Accrediting agencies will be encouraged to map their quality criteria to California’s QRIS. However, reciprocity with part or all of the QRIS will be considered with time-limited memoranda of understanding. The agency requesting reciprocity will be required to pay for any related costs. The purpose of this policy is to prevent duplication of effort and save expenditures on multiple procedures, such as environment ratings.

While most of the Advisory Committee’s work has so far focused on the design of the rating structure itself, the Committee has approved actions to guide the technical assistance (TA) that will accompany the rating structure to form a complete QRIS. Upon entry into the QRIS, every early learning program will obtain a “quality improvement plan” that explains the rating and provides clear direction on how to improve and move up to the next tier. The Committee approved the following factors for QRIS technical assistance:

- TA on achieving and maintaining the quality improvement plan
- TA comprised of both internal and external resources
- Greater level of TA support for entry level programs
- TA support to assist programs in maintaining higher tier ratings
- TA for all providers and resources for license-exempt providers, including preparation for licensing
- TA provided by separate groups, rather than those that assess or rate programs, to avoid conflict of interest

## **Elements of the Rating Structure**

The Advisory Committee approved the content of two of the six elements of the rating structure shown in the earlier table – family involvement and environment rating scales. The following section summarizes the decisions made on those elements, and it briefly describes the discussion on ratios and group size as well as staff education and training. To guide its work, the Advisory Committee is seeking more information on the distribution of programs across tiers in the states that already have quality rating systems. For more detail on the work of the five Subcommittees and the meeting highlights, see <http://www.cde.ca.gov/sp/cd/re/sb1629committee.asp>.

### **Family Involvement**

The Advisory Committee identified two key tasks related to family involvement—to develop a communications plan to ensure broad input into the QRIS design, including the family involvement quality element; and to develop an outreach and engagement plan when the QRIS is completed and ready for implementation.

The Advisory Committee approved the general content of up to five tiers for family involvement in the rating structure, ranging from providing information to families in the entry-level tiers, to involving, engaging, and partnering with families in the higher tiers. The Advisory Committee will develop a menu of effective strategies that are appropriate to different program settings and California’s cultural and language groups.

The Advisory Committee has also approved factors for the successful inclusion of family involvement in the QRIS.

### **Environment Rating Scales**

The Advisory Committee determined that environment rating scales (ERSs) – or instruments to assess the quality of early learning and care programs – are a core component in a QRIS. Discussion continues regarding which ERSs to use and in what combination. In particular, members want to ensure that all tiers include an adequate measure of teacher-child interaction, one of the factors most strongly related to improved child outcomes.

The Advisory Committee approved a combination of ERSs that focus on structural quality and teacher/provider-child interactions at the entry level and move to higher levels of both areas along the progression of tiers. For the first two tiers of the rating structure, ERS ratings will rely on providers’ self-assessments. The third through fifth tiers will require independent assessments.

In addition, the Advisory Committee will continue discussion to determine the specific tools, measures, training, and funding needed to implement the ratings. In addition to the Early Childhood Environment Rating Scale-Revised (ECERS-R), other scales under consideration include the Infant Toddler Environment Rating Scale (ITERS), the Family Child Care Environment Rating Scale (FCCERS), the Early Childhood Environment Rating Scale-Extension (ECERS-E), the Classroom Assessment Scoring System (CLASS), and the Program for Infant/Toddler Care’s Program Assessment Rating Scale (PARS). The Advisory Committee

may explore, taking into account both cost and feasibility, the possible future development of a California-specific ERS.

### **Ratios and Group Size**

**Issues:** As noted earlier, California currently has two separate sets of state standards for staff-child ratios: Title 22 standards for licensure, and stricter Title 5 standards for centers and family child care networks under state contract. Neither Title 22 nor Title 5 set group size standards for centers. In addition, there are federal Head Start standards for both staff-child ratios and group size. The federal Head Start program standards provide yet another set of staff-child ratios.

**Direction:** Staff-child ratios and group size represent two of the most complex issues in the development of the QRIS. Providing enough individual attention to young children in a stimulating – though orderly – setting is a key quality indicator. Evidence suggests that protective staff-child ratios may be especially important for infants and toddlers (Shonkoff and Phillips, 2000). However, staff-child ratios, at least for preschool-age children, must also be considered in the context of teacher and provider education requirements. The Advisory Committee has discussed three options to date, but no action has yet been taken.

### **Staff Education and Training**

**Issues:** One set of challenges facing the Advisory Committee is to define the “workforce” and to determine the educational qualifications for various staff positions necessary to improve school readiness outcomes for children. Another challenge involves providing many gateways to education and workforce development, with accountability for public investments in this education tracked through a database. Yet another challenge is setting a standard for on-going professional development and training.

**Direction:** The Advisory Committee has directed the Workforce and Professional Development and Incentives Subcommittee to continue work on proposed tiers for early childhood educator professional development, with consideration of early childhood educator competencies and California’s career ladder, including the professional development delivery system. The Advisory Committee has also requested information on how quickly the community colleges and California state universities can expedite the articulation and transfer process to improve degree completion.

### **Teaching and Learning**

The Advisory Committee will develop the criteria for the teaching and learning element of the QRIS, including curriculum, child assessment, screening/referral, inclusion of children with special needs, and cultural and language competences.

### **Program Leadership**

For program leadership, the final element in the rating and improvement structure, the Advisory Committee will develop rating criteria related to administrative policies and procedures,

leadership development, staff compensation, support for professional development, and program evaluation.

## **Data for Program Improvement**

*Issues:* Among the key challenges related to developing data systems for program improvement, two issues are paramount:

- How to standardize data elements collected across at least a dozen different early learning and care programs?
- How to develop a unique child identifier that works for both school- and community-based programs?

Data systems are integral to California's chances of obtaining a federal Early Learning Challenge or "Race to the Top" grant.

*Direction:* The Data Systems for Program Improvement and Research Subcommittee identified eight key principles of an early learning data system: (1) confidential; (2) useable/practical; (3) accessible and interoperable; (4) transparent; (5) includes and connects child, family, teacher/provider, and program data; (6) provider-friendly; (7) easily adaptable and can grow and change over time; and (8) dynamic.

The Subcommittee is also focusing on how to provide a unique student identifier for children in early learning and care programs, and whether to limit the requirement to publicly contracted programs or to the much broader array of publicly funded voucher and private programs. For a matrix prepared by the CDE of current early childhood education data, see Appendix F.

## **Initial Work to Develop a Financial Model**

Multiple finance issues are involved in establishing a QRIS. The legislatively assigned tasks of developing a funding model aligned with the QRIS and recommending how resources can best be utilized to complement that model cannot be fully addressed until the design recommendations are completed. At the same time, recognizing that design recommendations must take into account cost considerations, the Finance and Incentives, Including Funding Models Subcommittee has developed a conceptual model, identified a list of key questions, and is collecting and analyzing related information. In addition, the CDE has prepared a matrix of existing state and federal resources for early learning and care. For the matrix and the conceptual funding model, see Appendix G.

## **Next Steps**

The next steps related to the development of the CAEL QIS are to complete the recommendations for the design of the quality rating structure and the program support mechanisms for the QRIS. In particular, the Committee will continue to refine the quality rating structure elements of the QRIS: family involvement, environment rating scales, ratios and group size, staff education and training, teaching and learning, and program leadership. The goal will be to create a strategic framework that builds on the strengths of California's existing early

learning and care infrastructure, is informed by evidence-based practices, and makes the best use of existing, as well as new, resources.

Having worked primarily on the structure of the rating system this year, in its second year the Advisory Committee will focus more on which programs and providers will be invited to participate, the timeline for implementation, and recommendations for the mechanisms needed to help programs improve quality and move up the tiers of the rating structure. The Advisory Committee will also focus more on the third and fourth tasks that the Legislature assigned—the development of a funding model for the QRIS, and recommendations for how various resources can best complement the statewide funding model to improve the early learning and care system. Consideration will also be given to strategies for piloting the QRIS. For a timeline for the Advisory Committee’s work, see Appendix B.

At the same time, the Advisory Committee recognizes the need to move quickly to maximize the receipt of any new federal resources for early learning and care programs and to take advantage of other opportunities to leverage limited state resources. In its new role as part of the California State Advisory Council on Early Childhood Education and Care, the Advisory Committee will need to take the lead in preparing an application for a federal Early Learning Challenge Grant. This grant could represent a key step in providing funds to help support California’s new QRIS. As such, the Advisory Committee’s work plan must take into account the deadlines for submission of this grant and any additional funding opportunities.

## References\*

- Barnett, W. S. (2003). *Low wages = low quality. Solving the real preschool teacher crisis*. Preschool Policy Matters, Issue 3. New Brunswick, N.J.: National Institute for Early Education Research, Rutgers University.
- Barnett, W. S., Epstein, D. J., Friedman, A. H., Boyd, J. S., & Hustedt, J. T. (2008). *The state of preschool 2008: State preschool yearbook*. Newark, NJ: National Institute for Early Education Research, Rutgers Graduate School of Education.
- Bernhardt, A., Milkman, R., Theodore, N., Heckathorn, D., Auer, M., DeFilippis, J., Gonzalez, A. L., Narro, V., Perelshteyn, J., Polson, D., & Spiller, T. M. (2009). *Broken laws, unprotected workers: Violations of employment and labor laws in America's cities*. Los Angeles, CA: UCLA Institute for Research on Labor and Employment.
- California Child Care Resource & Referral Network. (2007). *2007 California child care portfolio 2007*. San Francisco, CA: California Child Care Resource and Referral Network. Retrieved December 10, 2009 from <http://www.rrnetwork.org/our-research/2007-portfolio.html>
- California Department of Education. (2009). *California infant toddler learning and development foundations*. Sacramento, CA: Author; Curriculum and Instruction branch, Child Development Division.
- California Department of Education. (2008). *California preschool learning foundations, volume one*. Sacramento, CA: Author Curriculum and Instruction branch, Child Development Division.
- California Department of Education. (2009). Dataquest file retrieved September 26, 2009 from <http://data/cde/ca.gov/dataquest/>.
- California Department of Education. (2008, November). *Status report on implementation of county centralized eligibility lists*. Sacramento, CA: Author; Curriculum and Instruction Branch, Child Development Division.
- California Department of Education. (2008, April). *Number of children enrolled in programs administered by the Child Development Division by program type and setting type*. Sacramento, CA: Child Development Division.
- California Department of Public Health. (2008). *California births profiles by zip code*. Retrieved September 26, 2009 from <http://www.cdph.ca.gov/data/statistics/pages/birthprofilesbyzipcode.aspx>.
- California Department of Social Services. (2009, October). *Child care quarterly update*. Sacramento, CA: Community Care Licensing Division, Department of Social Services.
- California Department of Social Services. (2009, December). Personal communication from Gloria Merk, program administrator, California Department of Social Services – Statewide Child Care Licensing Program. Sacramento, CA.

---

\* References cited are for the Interim Report, including the appendices.

- California Head Start Association. (2009). *Head Start in California: Facts and figures*. Sacramento, CA: Author. Retrieved December 10, 2009 from <http://www.caheadstart.org/2009%20CHSA%20Fact%20Sheet.pdf>.
- California Legislative Analyst's Office. (2007). *Issues and options: Developing safety and quality ratings for child care*. Sacramento, CA: Author.
- California Senate Bill 1629, Chapter 307, Steinberg, Statutes of 2008.
- Campbell, F. A. & Ramey, C. T. (1995). Cognitive and school outcomes for high-risk African-American students at middle adolescence: Positive effects of early intervention. *American Educational Research Journal*, 32, 743-772.
- Cannon, J. S. & Karoly, L. A. (2007). *Who is ahead and who is behind? Gaps in school readiness and student achievement in the early grades for California's children*. Santa Monica, CA: RAND Corporation.
- Cannon, J. S. & Karoly, L. A. (2007). *The promise of preschool for narrowing readiness and achievement gaps among California children*. Santa Monica, CA: RAND Corporation.
- Children Now (2009). *2009 California report card '09: Setting the agenda for children*. Oakland, CA; Author. Retrieved December 11, 2009 from [http://publications.childrennow.org/publications/invest/reportcard\\_2009.cfm](http://publications.childrennow.org/publications/invest/reportcard_2009.cfm).
- Cohen, A. J. (2009). *Quality rating systems: How states are improving the quality of early and school-age care programs*. Fairfax, VA: National Child Care Information and Technical Assistance Center.
- Escobedo, L. (2009). Presentation to the California Early Learning Quality Improvement System Advisory Committee. Sacramento, CA.
- First 5 California Children and Families Commission. (2008). *Power of preschool demonstration program: Progress report, fiscal years 2005-06 through 2007-08*. Sacramento, CA.
- Foster, L. K. (2008). *California funding sources for California districts*. Sacramento, CA: California Research Bureau.
- Gormley, W. T. Jr. & Gayer, T. (2005). Promoting school readiness in Oklahoma: An evaluation of Tulsa's Pre-K program. *Journal of Human Resources*, 40(3): 533-558.
- Governor's Committee on Education Excellence. (2007). *Students first: Renewing hope for California's future*. Retrieved October 13, 2009 from <http://www.everychildprepared.org/docs/summary.pdf>.
- Heckman, J. J. (2006, January). *Investing in disadvantaged young children is an economically efficient policy*. New York: Committee for Economic Development, Pew Charitable Trusts.
- Karoly, L. A., Reardon, E., & Cho, M. (2007a). *Publicly funded early care and education programs for California preschool-age children*. Santa Monica, CA: RAND Corporation.
- Karoly, L. A., Reardon, E., & Cho, M. (2007b). *Early care and education in the golden state: Publicly funded programs serving California's preschool-age children*. Santa Monica, CA: RAND Corporation.

- Karoly, L. A., Ghosh-Dastidar, B., Zellman, G. L., Perlman, M., & Fernyhough, L. (2008). *Prepared to learn: The nature and quality of early care and education for preschool-age children in California*. Santa Monica, CA: RAND Corporation.
- Karoly, L. A. (2009). *Preschool adequacy and efficiency in California: Issues, policy options, and recommendations*. Santa Monica, CA: RAND Corporation. Retrieved December 21, 2009 from <http://www.rand.org/pubs/monographs/MG889/>.
- Karoly, L. A. & Zellman, G. L. (2009, September). Presentation on QRIS design options at the October CAEL QIS Design Subcommittee meeting.
- Layzer, J. I. & Goodson, B. D. (2006). *National study of child care for low-income families—care in the home: A description of family child care and the experience of families who use it*. Wave1 Report. Cambridge, MA: Abt Associates. Retrieved December 10, 2009 from [www.researchconnections.org/location/ccra/1568](http://www.researchconnections.org/location/ccra/1568).
- Maben, C. (2009, March). *California's policies, programs, and resources for our youngest children*. Presentation to the Early Learning Quality Improvement System Advisory Committee.
- Martin, L. (2009). *Matrix of current early childhood education data*. Sacramento, CA: California Department of Education.
- Mitchell, A. (2005, July). *Stair steps to quality: A guide for states and communities developing quality rating systems for early care and education*. Collins Management Consulting, Inc. and United Way of America Success by 6.
- Mitchell, A., Kerr, K., & Armenta, J. (2008). *Comparison of financial incentives in states' quality rating and improvement systems*. Early Childhood Policy Research.
- Muenchow, S. & Anthony, J. (2009). *Infant/toddler early learning needs assessment: Draft scope of work for CDE/CDD early learning quality improvement system advisory committee*. Palo Alto, CA: American Institutes for Research. Retrieved October 22, 2009 from <http://www.cde.ca.gov/sp/cd/re/sb1629committee.asp>.
- National Child Care Information and Technical Assistance Center. *QRS and the impact on quality in early and school-age care settings*. Retrieved September 11, 2009 from <http://nccic.acf.hhs.gov/poptopics/qrs-impactqualitycc.html>.
- National Child Care Information Technical Assistance Center. *Quality rating systems in statute*. Retrieved September 11, 2009 from <http://nccic.acf.hhs.gov/pubs/qrs-statute.html>.
- National Child Care Information and Technical Assistance Center. *Quality rating systems: Definition and statewide systems*. Retrieved September 11, 2009 from <http://nccic.acf.hhs.gov/pubs/qrs-defsystems.html>.
- National Head Start Association. *Benefits of head start (HS) and early head start (EHS) programs*. Alexandria, VA: National Head Start Association; Research and Evaluation Department.
- New America Media. (2006). *Great expectations: Multilingual poll of Latino, Asian and African American parents reveals high educational aspirations for their children and strong support for early education*. San Francisco, CA: Author
- Ramey, C. T., Campbell, F. A., Burchinal, M., Skinner, M. L., Gardner, D. M., & Ramey, S. L.

- (2000). Persistent effects of early childhood education on high-risk children and their mothers. *Applied Developmental Science*, 4(1): 2-14.
- RAND. (2009). *Strategies for advancing preschool adequacy and efficiency in California*. Santa Monica, CA: RAND Corporation.
- Reynolds, A. J., Temple, J. A., Ou, S., Robertson, D. L., Mersky, J. P., Topitzes, J. W., & Niles, M. D. (2007). Effects of a school-based early childhood intervention on adult health and well-being: A 19-year follow-up of low-income families. *Archives of Pediatric and Adolescent Medicine*, 161(8): 730-739.
- Romo-Zendejas, G. (2009). *California child care matrix*. Sacramento, CA: California Department of Education.
- Schweinhart, L. J. (2004) *The high/scope perry preschool study through age 40: Summary, conclusions, and frequently asked questions*. Ypsilanti, Mich.: High/Scope Educational Research Foundation.
- Shonkoff, J. P. & Phillips, D. A., eds. (2000). *From neurons to neighborhoods: The science of early child development*. Washington, D.C.: National Academy Press.  
<http://www.nap.edu/catalog/9824.html>.
- Shore, E. (2005, April). *Are Latino children missing out on preschool?* Retrieved December 21, 2009, from New American Media website:  
[http://news.newamericamedia.org/news/view\\_article.html?article\\_id=a649930e279c7c5a94a36442b8eda909](http://news.newamericamedia.org/news/view_article.html?article_id=a649930e279c7c5a94a36442b8eda909).
- Susman-Stillman, A. & Banghart, P. (2008). *Demographics of family, friend and neighbor care in the U.S.* New York: National Center for Children in Poverty, Columbia University.
- Whitebook, M. (2009, July). Presentation on the California early child care workforce at the July Workforce and Professional Development Subcommittee meeting.
- Whitebook, M., D. Bellm, Y. Lee, & L. Sakai. (2005, August) *Time to revamp and expand: Early childhood teacher preparation programs in California's institutions of higher education*. Berkeley, California: Center for the Study of Child Care Employment. Retrieved December 10, 2009 from  
[http://www.irle.berkeley.edu/cscce/pdf/revamp\\_report.pdf](http://www.irle.berkeley.edu/cscce/pdf/revamp_report.pdf).
- Whitebook, M., Sakai, L., Kipnis, F., Lee, Y., Bellm, D., Almaraz, M., & Tran, P. (2006). *California early care and education workforce study: licensed child care centers, statewide 2006*. Berkeley, California: Center for the Study of Child Care Employment and California Child Care Resource and Referral Network, 2006a. Retrieved December 10, 2009 from [http://www.iir.educ/cscce/pdf/statewide\\_centers.pdf](http://www.iir.educ/cscce/pdf/statewide_centers.pdf).
- Zellman, G. L. & Perlman, M. (2008). *Child-care quality rating and improvement systems in five pioneer states: Implementation issues and lessons learned*. Santa Monica, CA: RAND Corporation.
- Zellman, G. L., Perlman, M., Setodji, C. M., & Le, V. (2008). *Assessing child-care quality: How well does Colorado's Qualistar quality rating and improvement system work?* Santa Monica, CA: RAND Corporation.

## Acknowledgments

This California Early Learning Quality Improvement System (CAEL QIS) Advisory Committee's Interim Report reflects the work of committee members; administrators of early learning and care programs; child care licensing officials; county superintendents of education; child care resource and referral and local child care planning council leaders; representatives from higher education; and nationally known experts and content specialists who shared their knowledge about successful quality rating and improvements systems and relevant research. The report also reflects the input of presenters and participants in the five full Committee meetings and monthly meetings of the five subcommittees.

### CAEL QIS Advisory Committee Members

The CAEL QIS Advisory Committee is a broadly based, diverse group with the following 13 members appointed in accordance with statute:

Language from Senate Bill 1629, Chapter 307	Committee Members
(1) The Superintendent of Public Instruction or his or her designee	1. <b>Gavin Payne</b> , Chief Deputy Superintendent of Public Instruction
(2) The Secretary of Education or his or her designee	2. <b>Glen Thomas</b> , Secretary of Education
(3) The President pro Tempore of the Senate or his or her designee	3. <b>Dave Gordon</b> , Superintendent, Sacramento County Office of Education
(4) The Speaker of the Assembly or his or her designee	4. <b>Joan Buchanan</b> , Assembly Member
(5) The Director of the Department of Finance or his or her designee	5. <b>Jeannie Oropeza</b> , Program Budget Manager, Department of Finance
(6) The Director of the Department of Social Services or his or her designee	6. <b>Venus Garth, Branch Chief</b> , Department of Social Services
(7) The Governor shall appoint two representatives	7. <b>Dennis Vicars</b> , Chief Executive Officer, Human Services Management Corporation/PACE 8. <b>Celia Ayala</b> , Chief Operating Officer, Los Angeles Universal Preschool
(8) The Chairperson of the California Children and Families Commission or his or her designee	9. <b>Kris Perry</b> , Executive Director, First 5 California
(9) The Senate Committee on Rules shall appoint two representatives from the early care and education community, one who is a program administrator of a child development program funded by the department, and another who is a caregiver for infants and toddlers	10. <b>Cliff Marcussen</b> , Executive Director, Options – A Child Care and Human Services Agency 11. <b>Consuelo Espinoza</b> , Infant/Toddler Specialist, WestEd
(10) The Speaker of the Assembly shall appoint two representatives, one from the early care and education community who has experience with English learners, and one who is a local educational agency teacher who teaches kindergarten	12. <b>Yolie Flores Aguilar</b> , Board Member, Los Angeles Unified School District 13. <b>Toby Boyd</b> , Kindergarten Teacher, Elk Grove Unified School District

## CAEL QIS Subcommittee Chairs and Vice-Chairs

- Design Ideas for Licensing, Quality Rating, and Improvement Systems
  - Dennis Vicars, Chair, and Consuelo Espinosa, Vice-Chair
- Workforce and Professional Development and Incentives
  - Dave Gordon, Chair, and Glen Thomas, Vice-Chair
- Family Involvement and Stakeholder Engagement and Advocacy
  - Celia Ayala, Chair, and Yolie Flores Aguilar, Vice-Chair
- Data Systems for Program Improvement and Research
  - Glen Thomas, Chair, and Toby Boyd, Vice-Chair
- Finance and Incentives, Including Funding Models
  - Cliff Marcussen, Chair, and Jeannie Oropeza, Vice-Chair

## Consultants

Abby Cohen, National Child Care Information and Technical Assistance Center

Lynn Karoly, RAND Corporation

Susan Muenchow, American Institutes for Research (AIR)

Marcy Whitebook, Center for the Study of Child Care Employment, University of California, Berkeley

Gail Zellman, RAND Corporation

## Writing Team

Susan Muenchow, AIR

Janice Lowen Agee, California Comprehensive Center at WestEd

Scott Sargent, California Comprehensive Center at WestEd

## California Department of Education Staff

Camille Maben, Director, Child Development Division

Roberta Peck, Consultant, Child Development Division

Nancy Remley, Administrator, Child Development Division

## *Other Participating Staff*

Margaret Bakalian

Pam Ghiglieri

Desi Soto

Gail Brodie

Francis Louie

Jack Stroppini

Tom Cole

Carolyn Loveridge

Alice Trathen

Nancy De Armond

Shellie Maccoll

Kim Wells

Cecelia Fisher-Dahms

Simon Marquez

Mike Zito

Greg Hudson

Lynn Martin

Margo Hunkins

Sandy Patitucci

## Committee Process and Timeline

Senate Bill 1629 required 13 committee members to be appointed to the California Early Learning Quality Improvement System (CAEL QIS) Advisory Committee. Members were selected according to the process specified in the legislation. For a list of the members, see the Acknowledgments.

At the June 10, 2009, meeting, the Advisory Committee approved the following operating principles:

- Commit to candid discussions and consideration of diverse ideas in an atmosphere of mutual respect.
- Explore research, policy, and implementation options for California; make decisions; and revisit when necessary.
- Know who will be there by committing to attend scheduled meetings.
- Reserve voting for Advisory Committee members or official designees.
- Make decisions based on data and evidence-based practice.
- Strive for consensus and use majority vote, with dissenting views represented in documents when needed.
- Use and update the operating principles as needed.

### Advisory Committee Timeline

Senate Bill 1629 requires at least four CAEL QIS meetings to be held each year for two years. All meetings are open to the public and meet the Bagley-Keene requirements as stated in *Government Code* Sections 11120-11132. Meetings typically include reports from pertinent subcommittees on options for components of a quality rating and improvement system, research updates, input from attendees at regional sites, and public comment. Action items requiring a Committee vote are indicated on the meeting agenda.

### 2009 and 2010 Advisory Committee Meeting Schedule

Quarter One 2009: January-March		
<b>March 23</b>	<b>Focus:</b>	What we have: <ul style="list-style-type: none"> <li>▪ National, state and local quality efforts</li> <li>▪ California's policy, program, and resource information – public and private</li> </ul>
	<b>Discuss:</b>	Advisory Committee process and subcommittee structure and meetings
Quarter Two 2009: April-June		
<b>June 10</b>	<b>Focus:</b>	What we want: <ul style="list-style-type: none"> <li>▪ Desired outcomes for children and for programs serving children</li> <li>▪ California quality rating and improvement system (QRIS) principles and quality rating scale options – presentations and discussion</li> </ul>
	<b>Discuss:</b>	Research updates and information from other states and pioneer California counties

<b>Quarter Three 2009: July-September</b>		
<b>August 26</b>	<b>Focus:</b>	<ul style="list-style-type: none"> <li>▪ What we want in a quality rating structure</li> <li>▪ Preliminary recommendations for the quality rating structure – presentations and discussion</li> </ul>
	<b>Discuss:</b>	<i>Reports on Subcommittees workplans</i>
<b>Quarter Four 2009: October-December</b>		
<b>October 29</b>	<b>Focus:</b>	<ul style="list-style-type: none"> <li>▪ What we want in a quality rating structure</li> <li>▪ Preliminary recommendations for quality rating structure – presentations and discussion</li> </ul>
	<b>Discuss:</b>	Reports from subcommittees and review draft interim report
<b>December 2</b>	<b>Focus:</b>	Review final draft of preliminary report for December submission
<b>Quarter One 2010: January-March</b>		
<b>March 3</b>	<b>Focus:</b>	Discussion and recommendations of program supports and incentives for: <ul style="list-style-type: none"> <li>▪ Workforce and professional development</li> <li>▪ Parental involvement and stakeholder engagement and advocacy</li> </ul>
	<b>Discuss:</b>	Setting up pilots for elements and measures of the quality rating structure
<b>Quarter Two 2010: April-June</b>		
<b>June 16</b>	<b>Focus:</b>	Discussion and recommendations of program supports and incentives for: <ul style="list-style-type: none"> <li>▪ Data for program improvement and research</li> <li>▪ Funding model aligned with the quality rating structure</li> </ul>
	<b>Discuss/ Approve:</b>	Pilot projects for elements and measures of the quality rating structure
<b>Quarter Three 2010: July-September</b>		
<b>August 3</b>	<b>Focus:</b>	Reports and recommendations from public hearings: <ul style="list-style-type: none"> <li>▪ Recommendations from subcommittees</li> <li>▪ County/regional input and pilot</li> <li>▪ Researchers focused on QRIS</li> </ul>
<b>September</b>	<b>Public Hearings:</b>	Four will be scheduled in September to review and provide feedback on CAEL QIS Subcommittee recommendations.
<b>Quarter Four 2010: October-December</b>		
<b>November 3</b>	<b>Focus:</b>	Next steps for implementation with timeline and benchmarks for policy, program, resources/funding, and research
<b>December 7</b>	<b>Focus:</b>	Review final CAEL QIS report for December submission to Governor and Legislature

## Webpage

To facilitate coordination of the Advisory Committee's work and interaction with stakeholders, the CDE has established a CAEL QIS webpage, which includes committee and subcommittee meeting dates, agendas, materials, and highlights. The webpage (<http://www.cde.ca.gov/sp/cd/re/sb1629committee.asp/>) is updated regularly.

## Role of Subcommittees

The Advisory Committee created five subcommittees and directed them as follows: "The Subcommittees will clarify issues, outline possible alternatives, and present likely results. The California Early Learning Quality Improvement System Advisory Committee will receive the information and issues analyzed through the Subcommittees for the Committee's consideration, discussion, and the development of recommendations; not as an expectation for approval" (June 10, 2009, CAEL QIS Advisory Committee meeting). In short, the subcommittees' roles are to provide information and analysis while the full Advisory Committee's charge is to decide upon the final recommendations.

Each subcommittee is led by Advisory Committee members as Chair and Vice-Chair and facilitated by CDE staff. Subcommittee meetings are open to all Advisory Committee members as well as the general public.

The Committee charged each subcommittee with the task of helping to inform the development of one of the major aspects of the CAEL QIS model. The focus of the subcommittee work is described as follows:

- *Design Ideas for Licensing, Quality Rating, and Improvement Systems Subcommittee:* To develop options for California's rating structure and process, with support systems to improve quality over time
- *Workforce and Professional Development and Incentives Subcommittee:* To develop professional standards and a delivery system that supports high quality initial preparation and ongoing professional development linked to quality learning standards and financial incentives for enhanced training
- *Family Involvement and Stakeholder Engagement and Advocacy:* To develop a communication plan to ensure broad input on the design of the quality rating system, and to develop an engagement and outreach plan for families, programs/providers, and the public for California's rating structure and process
- *Finance and Incentives, Including Funding Model, Subcommittee:* To analyze, develop alternatives, and report back in two broad areas: financial alternatives for a variety of issues including a funding model and for incentives that encourage quality and would be most effective and cost efficient in relation to positive outcomes for children and families
- *Data Systems for Program Improvement and Research Subcommittee:* To consider data systems for program improvement and evaluation/research, including the attributes of a data system that would effectively use data to coordinate and improve quality among public and private, local, state, and federal early learning programs and providers

## Expanded Assessment of California's Early Learning and Care Infrastructure

The following section provides additional information on the Advisory Committee's assessment of the promise of quality early learning and care, the status of program quality in California, program standards, the licensing system, finance incentives, foundations and curriculum, workforce development, and funding.

### Promise of Quality

High-quality programs can raise children's kindergarten readiness, as measured by various standardized tests in vocabulary, pre-reading and pre-math, especially for disadvantaged students (Karoly, 2009). Compared with other educational interventions, effect sizes of 0.2 or 0.3 are frequently considered to be large. Thus, in the graph below, the 0.79 finding of the Tulsa, Oklahoma, program on pre-reading skills is quite impressive, suggesting that children who participated in that program are doing significantly better than would have been expected had they not been in the program.

#### High Quality Preschool Programs Can Raise Pre-Literacy and Pre-Math Skills

Program	Effect Size				
	Vocabulary (PPVT)	Letter-Word Identification	Woodcock-Johnson Subtest		Readiness Composite
			Spelling	Applied Problems	
Perry Preschool	1.02*	—	—	—	—
Chicago CPC	—	—	—	—	0.46*
Head Start	0.08	0.32*	0.24*	0.15	—
Arkansas	0.36*	—	—	0.24*	—
California	0.30*–0.47*	—	—	0.31*–0.38*	—
Michigan	0.03	—	—	0.51*	—
New Jersey	0.34*	—	—	0.19*	—
New Mexico, year 1	0.36*	—	—	0.39*	—
New Mexico, year 2	0.25*	—	—	0.50*	—
Oklahoma, Tulsa only	—	0.79*	0.64*	0.38*	—
Oklahoma, statewide	0.32*	—	—	0.49*	—
South Carolina	0.05	—	—	—	—
West Virginia	0.18	—	—	0.52*	—

*SOURCE: Karoly (2009)*

NOTE: \* = statistically significant at the 5-percent level or better. — = not available.

Based on the two of the most rigorous studies following up children enrolled in quality preschool programs, the Perry Preschool Program in Ypsilanti, Michigan, and the Chicago Child Parent Centers (CPC), the initial gains endure, contributing to improved child outcomes in reading and

mathematics in the later elementary and middle school grades, reduced grade retention, reduced placement in special education, and greater likelihood of high school completion.

### Two Programs with Longer Follow-Up Show Favorable Effects on Educational Outcomes

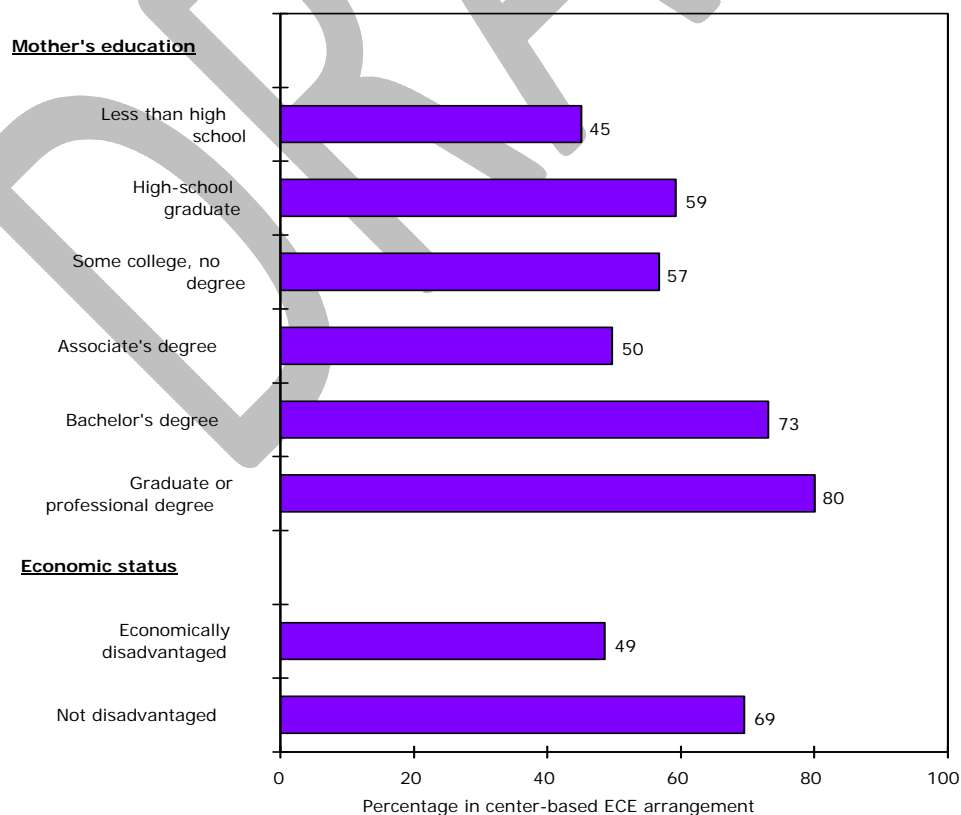
Outcome	Perry Preschool	Chicago CPC
Reading achievement	0.34	0.24
Math achievement	0.33	0.23
Grade retention	N.S.	0.34
Special education use	0.29	0.26
High school completion	0.43	0.16

Note: N.S.= not significant. Perry achievement measures are for grade 6; Chicago CPC measures are for grade 8  
 SOURCE: RAND analysis of preschool research literature (Cannon & Karoly, 2007)

### Uneven Access and Shortfalls in Quality

Access to center-based early learning and care programs is uneven in California. Seventy-three percent of preschool children with mothers with BA degrees, but only 45 percent of those whose mothers have less than a high school education, attend center-based programs (Karoly, 2009). Some evidence also suggests a dip in participation among children whose family income is just above the threshold for eligibility for subsidized programs.

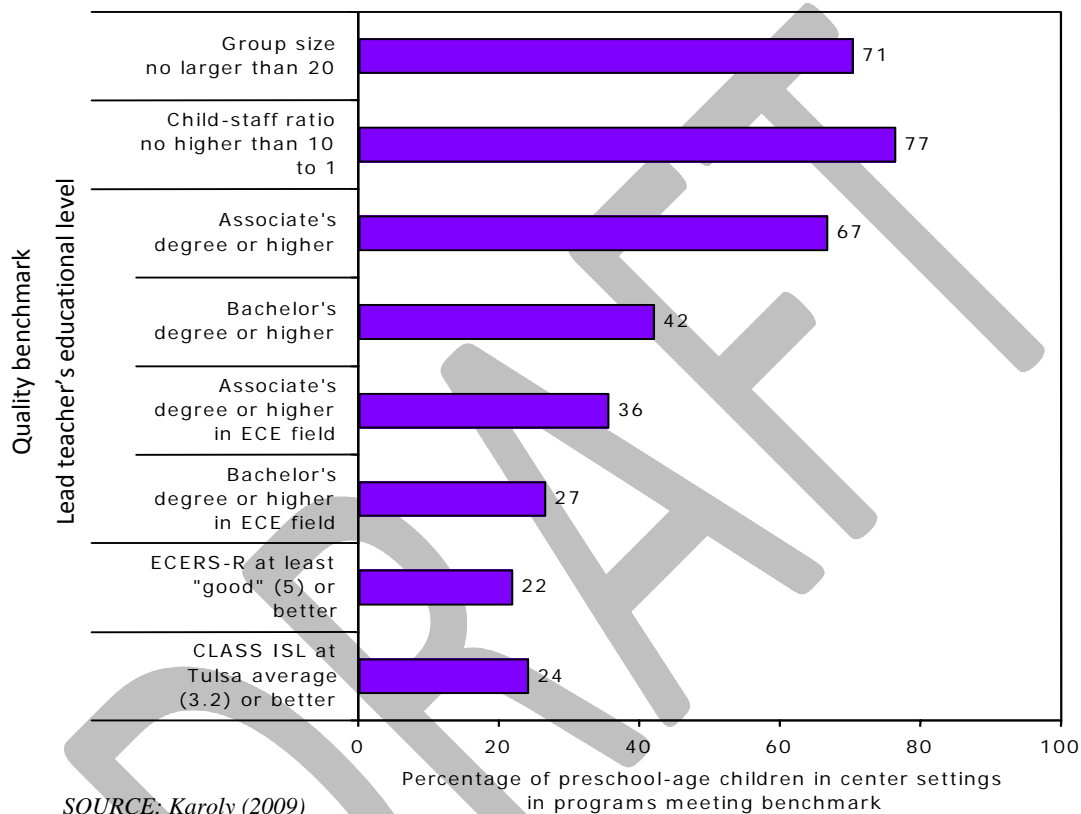
### Use of Center-Based Programs Is Lowest for Those Most Likely to Benefit from Preschool



SOURCE: Karoly (2009)

There is room for improvement on the dimension of quality found most closely linked with improved child outcomes – teacher-child interaction – across programs serving children in all income groups. Based on the Classroom Assessment Scoring System (CLASS), few programs scored well on this measure of instruction.

### Biggest Shortfalls Occur for Measures of the Quality of the Learning Environment



While there is a substantial amount of research and data on the supply and quality of early learning and care programs for preschool-age children in California, much less information is available on the status of early learning and care for infants and toddlers. The Advisory Committee thus approved a study to determine the level of infant and toddler participation in early learning and care programs as well as what can be learned through existing data about the quality of those programs and the extent to which the arrangements reflect family preferences. The American Institutes for Research (AIR), through its work as a partner in the California Comprehensive Center at WestEd, is conducting the study. The results are expected to be presented to the Advisory Committee early in 2010.

### Program Standards, Licensing, and Accreditation

State oversight of publicly funded license-exempt care is limited to background and criminal record checks through the Trustline Registry. Families frequently choose care by relatives, friends, or neighbors because it accommodates non-standard work hours; is conveniently located,

and is provided by people whom they know and trust (Susman-Stillman et al, 2007; Layzer and Goodson, 2006).

As indicated in the chart below, California's Title 22 licensing standards for child-staff ratios are relatively weak compared to those recommended by the National Association for the Education of Young Children (NAEYC). Even the more stringent Title 5 standards lack official group size requirements, with the effective maximum group size larger than the NAEYC-recommended standard. Moreover, only 10 percent of preschool-age children are estimated to attend NAEYC-accredited programs in California (Karoly, 2009).

#### Ratios and Group Size: Existing Center Standards

	Infants		Toddlers		Preschool	
<b>Child-Adult Ratio</b>						
NAEYC	4:1	(0–15 mos)	4:1	(12–18 mos)	10:1	(2.5–5 years)
			6:1	(21–36 mos)		
Head Start	4:1		4:1		8.5:1	(3-year-olds)
					10:1	(4-year-olds)
Title 5	3:1	(0–18 mos)	4:1	(18–36 mos)	8:1	(3–5 years)
Title 22	4:1	(0–24 mos)	6:1	(toddler component)	12:1	(2–5 years)
<b>Group Size</b>						
NAEYC	8	(0–15 mos)	12	(12–36 mos)	20	(2.5–5 years)
HS	8		8		17	(3-year-olds)
					20	(4-year-olds)
Title 5	n.a. (effectively 18*)		n.a. (effectively 16*)		n.a. (effectively 24*)	
Title 22	n.a. (effectively 12*)		n.a. (effectively 12* for toddler component)		n.a. (effectively 24*)	

\*Based on child-staff ratio.

As noted in the main body of the report, California currently also ranks low compared to other states in its licensing inspection rate. The U.S. Government Accounting Office (GAO) recommends at least one unannounced inspection of child care centers and group homes per year. However, for budgetary reasons, California only requires that facilities receive an unannounced inspection every five years (DSS, 2009). The GAO recommends a caseload of 75 facilities per licensing analyst; in California, the budgeted standard is 257 licensed family child care homes per analyst, and 169 child care centers per analyst (DSS, 2009). Required hiring freezes, resource reductions, and furlough days may further limit the number of licensing program analysts and person hours available to cover caseloads.

**Quality: Other States Versus California**

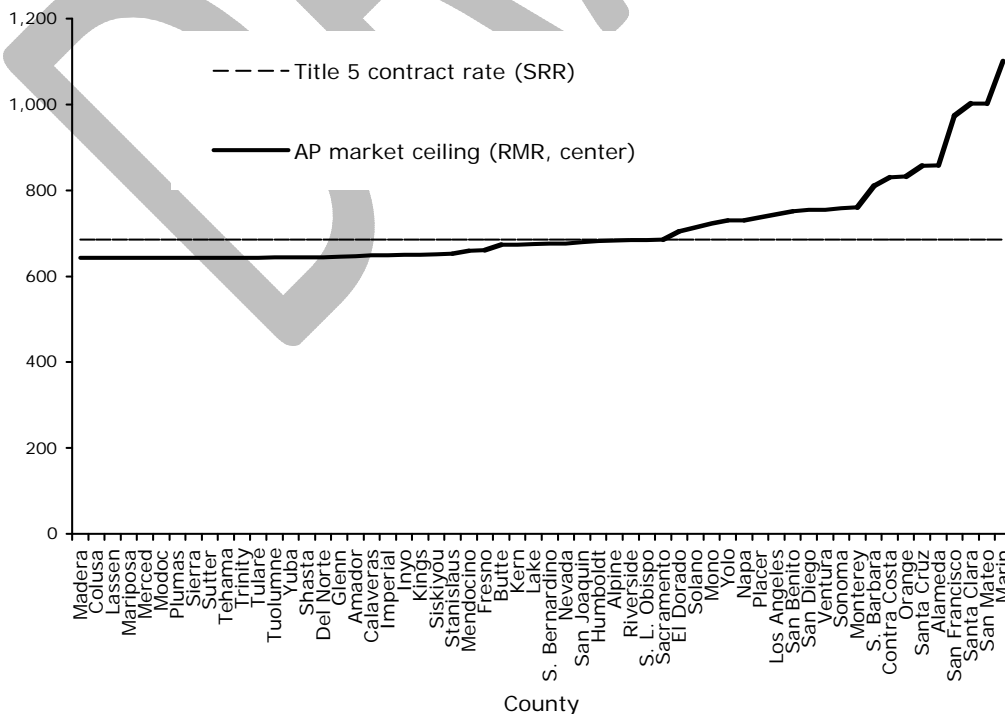
	<b>Licensing/Regulation</b>	<b>Accreditation</b>	<b>QRS / QRIS</b>
Other States	<ul style="list-style-type: none"> <li>Almost all states require licensing of centers and family child care homes</li> <li>Most states have 50-100% annual inspection rate (13 inspect biannually)</li> <li>Standards in pre-K programs vary</li> </ul>	<ul style="list-style-type: none"> <li>Voluntary in most states; programs typically pay</li> <li>Some states pay some of the costs or provide technical support</li> </ul>	<ul style="list-style-type: none"> <li>36 states (2008) had or were developing QRS for child care, often with tiered reimbursement</li> <li>Accreditation is sometimes a rating component or substitute</li> </ul>
California	<ul style="list-style-type: none"> <li>Required 20% inspection rate; weak transparency</li> <li>Relatively low standards in Title 5 and Title 22</li> </ul>	<ul style="list-style-type: none"> <li>10% of preschool-age children in NAEYC-accredited programs</li> </ul>	<ul style="list-style-type: none"> <li>Power of Preschool (PoP) counties using QRS and tiered reimbursement</li> <li>SB 1629 Early Learning QIS</li> </ul>

SOURCE: Based on Karoly (2009).

**Finance Incentives**

California has two rates of payment for subsidized early learning and care programs—the Regional Market Rate (RMR) for centers paid through the voucher system for programs that only have to meet the minimal Title 22 licensure requirements, and the Standard Reimbursement Rate (SRR) for state-contracted programs meeting the more stringent Title 5 standards. As shown in the graph below, in 22 counties, including those in the most populous areas of the state, the RMR is higher than the SRR for programs meeting the higher standards.

**For 22 Counties, the Market-Determined Reimbursement Rate Exceeds the Contract Rate**



SOURCE: Karoly, Reardon and Cho (2007)

## Foundations and Curriculum

To provide a framework for early learning and care program curricula and for educating staff in the field of early education and care, the state has developed *Infant-Toddler Learning and Development Foundations* and *Preschool Learning Foundations*. The *Infant-Toddler Learning Foundations* provide a comprehensive understanding of young children's learning and development during the first three years of life, and the *Preschool Learning Foundations* describe the knowledge and skills that preschool children typically have at around 48 and 60 months of age when they participate in a high-quality preschool program with adequate support. The *Foundations* define "destination points" for where children are going (in terms of development) during this age range. They also help to inform practitioners about children's academic and social development so that decisions can be made to support children's curriculum and growth.

The *Infant-Toddler Learning Foundations* include multiple domains – social-emotional, cognitive, language development, and perceptual and motor development. The *Preschool Learning Foundations* cover social-emotional development, language and literacy, English-language development, mathematics, visual and performing arts, physical development, health, history-social science, and science.

To support the learning and development described in the *Foundations*, *Infant-Toddler* and *Preschool Curriculum Frameworks* will provide approaches for teachers to support children's learning. In addition, the fact that California has already developed the *Foundations* could help the state meet one of the federal requirements for receipt of the Early Learning Challenge Grant.

The CDE is partnering with First 5 California to develop Early Childhood Educator Competencies to describe core knowledge, skills, and dispositions for early childhood educators working with children birth to age five. These core competencies, to be completed by June 2010, will be aligned with the *Infant/Toddler Learning and Development* and the *Preschool Learning Foundations*, and will be included as a cornerstone of professional development in California.

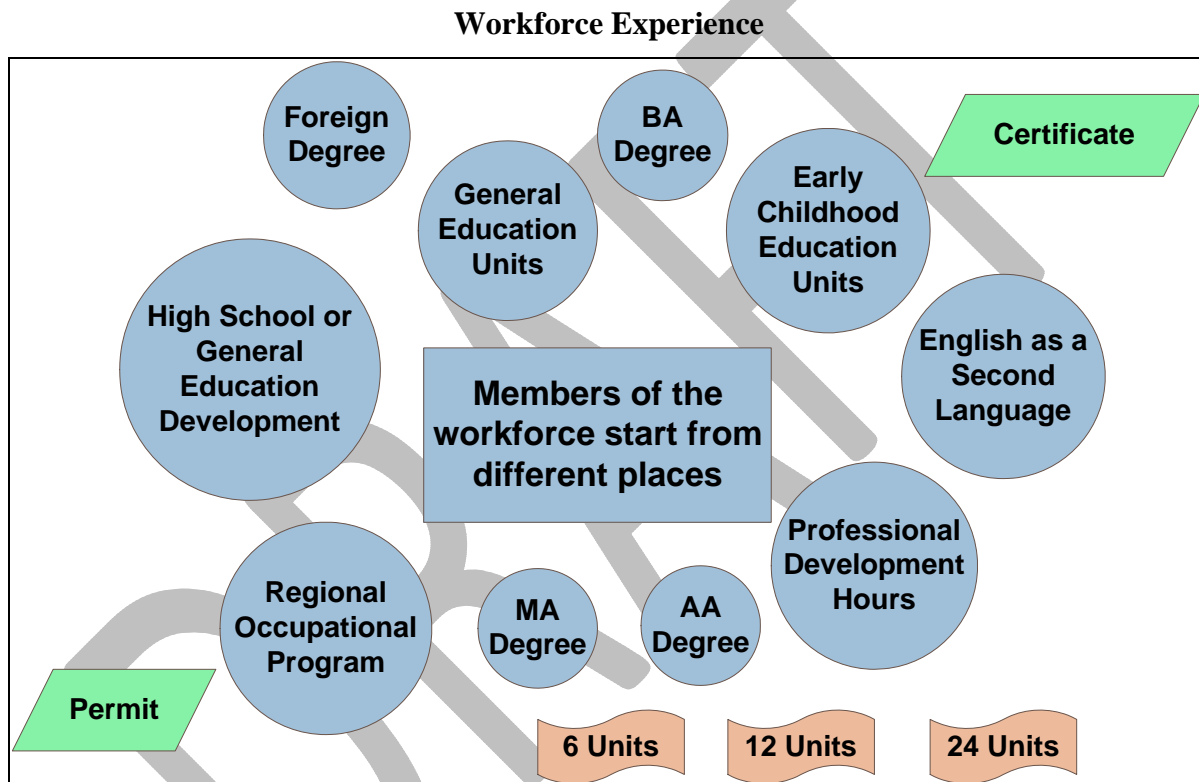
Draft competency areas include:

- Administration and Supervision
- Child Development and Learning
- Culture, Diversity, and Equity
- Dual-language Learning
- Family and Community
- Health, Safety, and Nutrition
- Leadership in Early Childhood Education
- Learning Environments and Curriculum
- Observation, Assessment, Screening, and Documentation
- Positive Interactions and Guidance
- Professionalism
- Special Needs and Inclusion

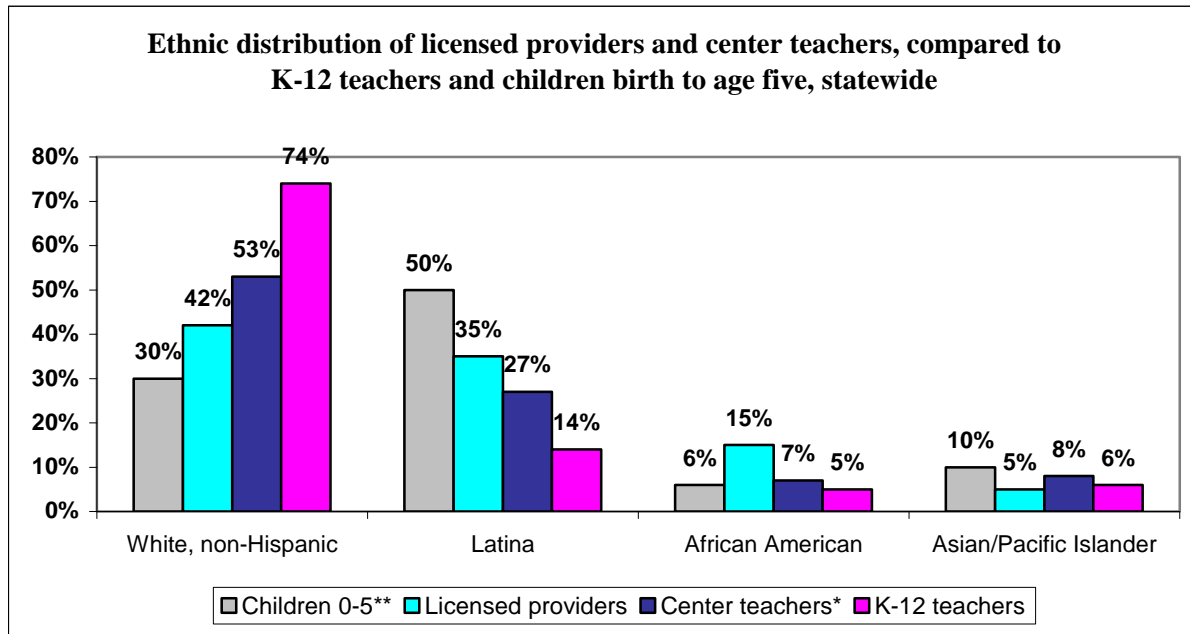
Performance areas will subdivide each competency area into three to six headings, and levels (from I to IV) will describe the knowledge and skills needed for each competency. Focus groups to gather feedback on the drafts will take place in January 2010 and final review and revision of the document will take place in May and June 2010.

## Workforce Development

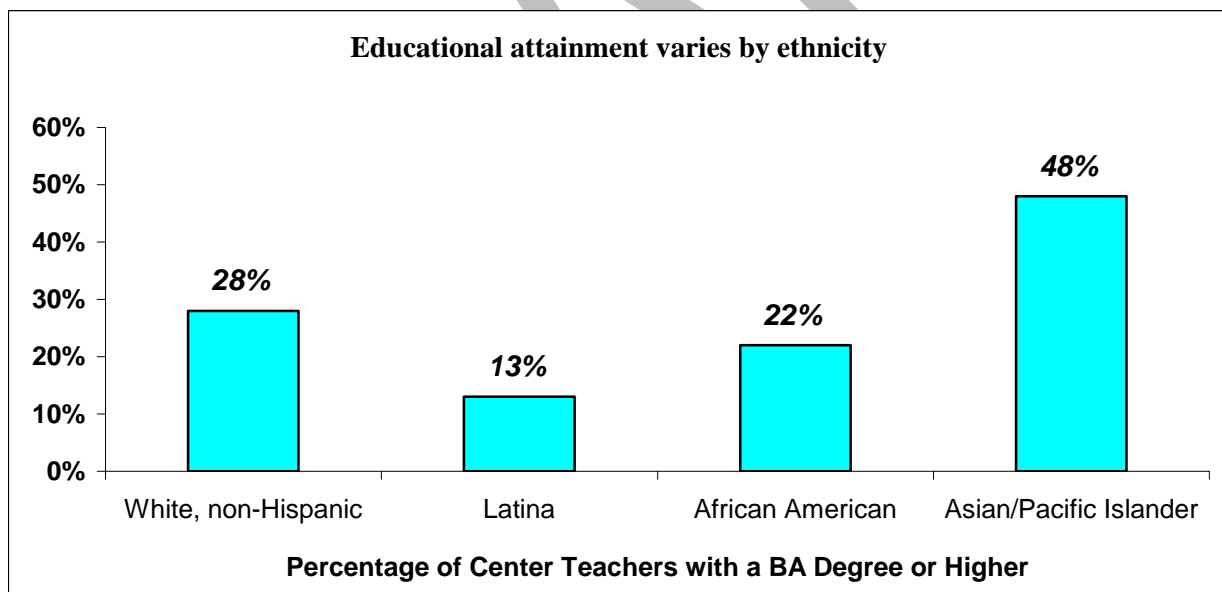
As illustrated below, early childhood staff members come from very diverse educational backgrounds.



Compared to K-12 teachers, licensed early learning and care providers and center teachers are much more ethnically diverse and closer in demographics to the population of children they serve. However, educational attainment also varies by ethnicity.



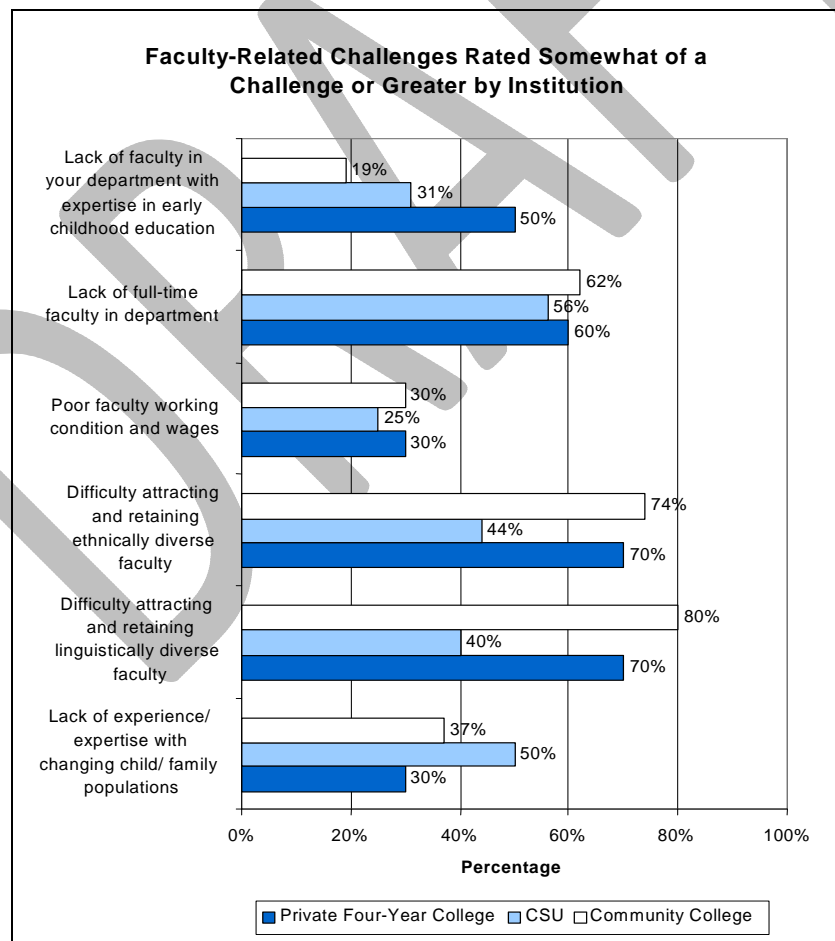
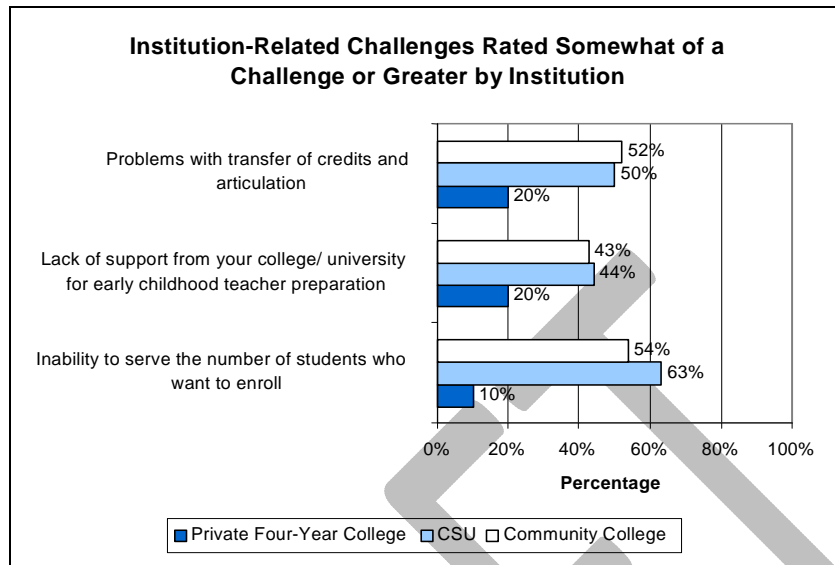
SOURCE: Whitebook et al., 2006.



SOURCE: Whitebook et al., 2006.

To help preserve the diversity of the early learning and care workforce, courses need to be available at hours and at locations accessible to people who already work fulltime. However, based on a study conducted by Whitebook in 2005, major challenges to improving the qualifications of the workforce include problems with articulation and transfer of credits, difficulty attracting and retaining ethnically and linguistically diverse faculty, and inability to serve the number of students who want to enroll.

### Faculty- and Institution-Related Challenges



SOURCE: Whitebook et al., 2005.

Yet another challenge is the decline in the availability of tuition assistance for a workforce attempting to obtain more education. Access to Comprehensive Approaches to Raising Educational Standards (CARES), a program that rewards early learning teachers and family child care providers for educational attainment and professional development, has declined from 44 counties in 2008-09 to 18 in 2009-10. While a more targeted program (Child Care Salary and Retention Program/AB 212) for employees of state-contracted programs still exists in 55 counties, the reduced access to CARES has had a significant impact on the professional development landscape.

California invests in a number of pre-service and in-service professional development projects that need to be integrated into a coherent statewide system:

- Innovative “cohort” BA degree completion programs, which target small groups of adults working in ECE to pursue a course of study together, at convenient times and locations, have been established in conjunction with CARES in six counties.
- The Program for Infant/Toddler Care (PITC) is a nationally recognized model for improving the quality of care for children birth to age three through its PITC Institutes and Regional Partners for Quality.
- The California Preschool Instructional Network provides networking opportunities for preschool administrators and training on the *California Preschool Learning Foundations* and on the *Guide to English Language Learners*.
- The Child Development Training Consortium, located at community colleges, helps students with tuition costs, permit fees, and professional growth advisors as the students progress through a professional pathway.
- The California Early Childhood Mentor Program, also located at community colleges, supports retention of experienced early learning and care professionals to serve as mentors to students becoming new teachers and directors.
- Training CalWORKs recipients as child development teachers helps current and former CalWORKs students obtain their Associate Teacher and Teacher Permits.
- Through the Child Care Initiative Project, Child Care Resource and Referral agencies provide pre-service and in-service training as well as technical assistance to family child care home providers in multiple languages in every county; and the Exempt Care Training Project offers training to exempt-care providers.

As discussed earlier, community colleges and state universities are making a concerted effort to improve articulation and alignment of courses, but there is no centralized leadership or timetable to complete the project.

- Eighty-five of 103 community colleges are working to align eight core courses in early learning and care and to work with California state universities on how they can meet the needs of the profession.
- The Baccalaureate Pathways in Early Childhood Education is building a system of common classes to help students achieve their BA degrees.

The following chart shows the CDE’s Child Development Division’s expenditures to support professional development.

**Child Development Division’s Quality Expenditures to Support Professional Development**

LICENSE-EXEMPT PROVIDERS	LICENSED FAMILY CHILD CARE HOME PROVIDERS	TITLE 22 CENTER STAFF	TITLE 5 CENTER STAFF AND CA STATE PRESCHOOLS
<b>California’s Community Colleges and Institutions of Higher Education (Faculty Initiative Project and Demonstration Sites)</b>			
<i>Comprehensive Approaches to Raising Educational Standards (CARES) - First 5</i>	Child Development Training Consortium (Permit Stipends, Career Incentive Grants, Professional Growth Advisors) CA Early Childhood Mentor Program and Child Development Teacher/Supervisor Grant Program		
	<i>CARES - First 5</i>	<i>CARES - First 5</i>	Training CalWORKs Recipients as CD Teachers
			Child Care Salary and Retention Incentive Program (AB 212)
	California Preschool Instructional Network and EL Support		
	Program for Infant/Toddler Care and Beginning Together (Inclusion of Infants/Toddlers with Disabilities)		
	Family Child Care at Its Best		
Public Broadcasting Preschool Education Project (For providers serving 3 and 4 year old children)			
Child Care Initiative Project (CCIP)-Outreach & Recruitment			
License-Exempt Provider Training			
<b>Emergency Medical Services Authority (EMSA) Approved Pediatric Health and Safety Training</b>			

For more information, see the Child Care and Development Fund Plan for California, Part V, <http://www.cde.ca.gov/sp/cd/re/documents/stateplan2010-11.doc>.

To further guide its recommendations on workforce development, the Advisory Committee requested that the RAND Corporation conduct a study to provide a comprehensive assessment of the publicly funded programs for training and assisting California’s early childhood workforce. The David and Lucile Packard Foundation will fund the study. RAND will subcontract with the Center for the Study of Child Care Employment at the University of California, Berkeley, to conduct the study.

**Funding**

Despite the deficiencies identified in the main report in the areas of funding and regulation, it is important to recognize that California invests considerable resources in early learning and care

programs and has a number of quality improvement initiatives under way (Maben, 2009). First, while there are not sufficient funds to serve all the children eligible for publicly funded early care and education programs in California, more than \$4 billion is currently spent on an array of state- and federally administered services in the state. The following tables show the number of programs, agencies, and estimated resources involved.

### Access to Early Learning and Care Programs

Services	Early Learning and Care Programs
Community Colleges	<ul style="list-style-type: none"> <li>▪ CalWORKs Stage 2</li> <li>▪ Lab Schools</li> </ul>
Department of Education	<ul style="list-style-type: none"> <li>▪ Special Education</li> <li>▪ Title I</li> <li>▪ Child Development Programs</li> <li>▪ CalWORKs Stage 2 and Stage 3</li> <li>▪ Non-CalWORKs Alternative Payment Program</li> </ul>
Department of Social Services	<ul style="list-style-type: none"> <li>▪ CalWORKs Stage 1</li> </ul>
First 5	<ul style="list-style-type: none"> <li>▪ School Readiness Programs</li> <li>▪ Power of Preschool</li> </ul>
Head Start	<ul style="list-style-type: none"> <li>▪ Early Head Start</li> <li>▪ Head Start Programs</li> </ul>
Department of Developmental Services	<ul style="list-style-type: none"> <li>▪ Special Education</li> </ul>

### Public Funding for Early Learning and Care Programs

Services	Children Served	Funding
Head Start Program	104,883	\$841 M
Department of Education	495,426	\$2.55 B
Department of Social Services	56,478	\$504.4 M
Community Colleges	N.A.	\$15 M
First 5	165,000	\$111 M
Department of Developmental Services		

A matrix in Appendix G (Romo-Zendejas, 2009) shows the funding sources and maximum reimbursement rates for California's State Preschool, General Child Care, Family Child Care Networks, Migrant Child Development Program, CalWORKS Stages 2 and 3, Alternative Payment Program, First 5 Power of Preschool, and Head Start programs.

The CDE has worked to leverage state with federal investments in early childhood programs. Of particular note are the partnerships between Head Start and California's State Preschool Program. In 2008, Head Start's funded enrollment for preschool age children was 90,695, with an additional 7,652 infants and toddlers in Early Head Start, 5,928 in Migrant and Seasonal Head Start, and 608 in Tribal Head Start. Many of the agencies administering Head Start also administer State Preschool programs. Federal and state funds are combined to enhance the quality of services, or to provide extended days per year and/or hours per day.

## Local Early Learning Quality Improvement Models in California

A complete assessment and analysis of the current status of the early learning and care infrastructure must focus on local and regional efforts as well as on statewide activities. A number of models for quality rating and improvement systems have already been implemented at the county level in California, as well as additional initiatives that support quality improvements without implementing a rating system.

First 5 California and local First 5 Commissions have invested in a number of initiatives that illustrate the local capacity and commitment to both QRIS and quality improvement system (QIS) initiatives in California, including Power of Preschool Projects, School Readiness Programs, CARES professional development, and Special Needs Demonstration Projects. First 5 QIS efforts build on the assumption that quality early learning and care programs are essential to birth to age five systems of care. Reaching quality in these programs requires integrating multiple systems and drawing on diverse funding streams.

The Los Angeles Universal Preschool Program is the largest local QRIS in California. Other QRS models in use locally in California include the Steps to Excellence Program (STEP) in Los Angeles County and United Way's Success by 6 Stair Steps to Quality in Orange County. Several regional quality improvement initiatives are also under way.

### First 5 Power of Preschool

The Power of Preschool (PoP) Demonstration Program was established by First 5 California to “assist preschoolers in becoming personally, socially, and physically competent and effective learners who are ready to transition into kindergarten” (First 5 California, 2008).

Nine counties established Power of Preschool projects. While these projects focus on the preschool age group, they illustrate many of the elements of a broader quality rating and improvement system:

- Standards for learning environment, personnel/staffing, family involvement, care of children with special needs, licensing status/compliance
- External assessments of environmental quality
- Several tiers/levels
- Provision for entry from multiple settings
- Tiered reimbursement

With an emphasis on evaluating, rewarding, and supporting programs, and on continuous quality improvement, the PoP projects may offer lessons for the development of a statewide system for children birth to age five.

### Background

In 2003, First 5 California approved \$100 million to establish the PoP Demonstration Program over a period of five to seven years in selected communities across the state. Designed not only

to expand access but also to provide financial incentives to improve the quality of preschool, the PoP program can be viewed as a California-based pilot that offers many features of a tiered reimbursement system. First 5 California reimburses participating local First 5 commissions based on the number of spaces meeting certain quality requirements, including teacher education and program environmental quality measures (First 5 California, 2008).

Following First 5 California's Request for Applications (RFA), nine counties, led by their First 5 County Commissions, were awarded PoP demonstration grants. The projects, currently operating in eight counties – Los Angeles, Merced, San Diego, San Francisco, San Joaquin, Santa Clara, Ventura, and Yolo – are required to meet the First 5 California Quality Criteria, which include four overarching components: program, teacher staff, policy and fiscal items, and family partnerships.

### **PoP Program Structure: Three Levels or “Tiers” and Qualifications**

Unlike most state-funded and federally funded early learning and care programs, the First 5 California reimbursement structure is not restricted to a single annual per child amount (First 5 California, 2008). Instead, First 5 California reimburses local participating commissions based on the quality of the preschool spaces; the rate structure is designed to increase incrementally with teacher qualifications and improvements in program scores on the ECERS. The reimbursement rate also takes into account whether the space receives other private or public subsidies, such as from Head Start or the State Preschool Program (First 5 California, 2008).

For reimbursement purposes, First 5 classifies preschool spaces into: (i) *new or newly publicly funded space* – preschool spaces that were not previously receiving federal or state subsidies for the preschool portion of the day; and (ii) *improved publicly funded spaces* – subsidized spaces in existing early education programs, such as State Preschool or Head Start, under contract with and financed by the state or federal government for the preschool hours (First 5 California, 2008).

The highest PoP tier, or Full Level of Quality, requires a lead teacher in the preschool classroom to have a Program Director Permit, or the equivalent of a BA, with specialized training in early childhood education (ECE) or child development (CD). For the Advancing Level, the master teacher is expected to hold a Site Supervisor Permit, equivalent to an Associate's degree (AA). An Entry Level (Entry Level to First 5 Quality Criteria) program requires a master teacher to have a Teacher Permit (First 5 California, 2008).

In addition to teacher qualifications, First 5 California also requires PoP programs to meet other quality criteria, such as the Early Childhood Environmental Rating Scale-Revised (ECERS-R), which was designed to ensure the quality of the general preschool environment. For example, at the point of entry, a program has to achieve a score of “4” out of “7” with the eventual goal of an overall score of “5” out of “7” within a period of 24 months. Throughout the program's participation in the demonstration project, it must maintain an average score of “3” on each of the sub-scales for the applicable environmental rating scale (First 5 California, 2008).

The maximum amount of funding reimbursable by First 5 California ranges from \$800 for a new – or newly publicly funded – space that meets the Entry Level or Title 5 requirement to \$1,200

for a new space that meets the Full Quality Level requirements. These amounts represent enhancement funding provided at the state level to supplement local investments in the programs, not the full expenditure per child for the program. The table below outlines the educational requirements expected at the three quality levels and the amount of reimbursement First 5 California provides to each type of space in reference to the quality levels.

**First 5 California Quality Criteria and Annual Reimbursement Rates**

First 5 California	First 5 Quality Criteria	New Preschool Space (Annual Per Child Reimbursement)	Improved Preschool Space (Annual Per Child Reimbursement)
Entry Level to First 5 Quality Criteria (Title 5 Requirements)	<b>Master Teacher:</b> Teacher Permit (24 ECE/CD units including core courses and 16 GE units) <b>Assistant Teacher:</b> Assistant Teacher Permit, or 6 units CD/ECE	\$800	\$250
Advancing Level to First 5 Quality Criteria	<b>Master Teacher:</b> Site Supervisor Permit (AA degree or 60 units with 24 ECE/CD units, including core courses and 16 GE units) <b>Assistant Teacher :</b> Associate Teacher Permit 12 units CD/ECE, 30 total units recommended	\$1,000	\$300
First 5 Level of Quality or Full Quality	<b>Master Teacher:</b> Program Director Permit (BA or higher, including 24 ECE/CD units and core course) <b>Assistant Teacher:</b> Site Supervisor Permit (AA or equivalent BA coursework, 24 units CD/ECE recommended)	\$1,200	\$350

SOURCE: First 5 California, *Power of Preschool Demonstration Program Progress Report Fiscal Years 2005-06 through 2007-08*. October 2008.

In March 2008, about 9,600 children, mostly four-year-olds, were participating in the PoP program. The nine counties reported 1,160 teachers participating in PoP programs, with 90 percent of the teachers meeting the quality or advancing level requirements. In accordance with the RFA, counties all developed data collection methods. Counties also submitted profiles detailing six aspects of their programs. The 2008 evaluation resulted in six major findings:

1. “Counties have dedicated staff committed to implementing high-quality preschool programs to the children and families in their designated service areas.
2. More than 90 percent of the PoP teaching staff is already at the advancing or quality levels of the educational requirements. Previously, program developers assumed that the majority would start at the entry level and that it would take the full five years for teachers to reach the higher degree requirements.
3. The link between teacher qualifications and the reimbursement structure is critical. More study is needed on how to maximize this connection.
4. The importance of partners supporting program implementation appears to be essential. Recruitment and retention strategies need to be designed to encourage a variety of partners to support and participate in local preschool programs.
5. Collaboration with institutions of higher education is critical to program success. Counties that are actively engaged with local colleges and universities demonstrate multiple strategies that strengthen the PoP workforce within their counties.

- “Serving children in highest need areas is the appropriate strategy in establishing program implementation priority ... This finding reflects the importance of PoP in continuing to give priority service to children in the highest need areas” (First 5 California, 2008).

## Los Angeles Universal Preschool Program (LAUP)

The Los Angeles Universal Preschool (LAUP) Program, which also serves as one of the First 5 PoP Demonstration Projects, represents the largest, longest-operating, locally administered early learning quality improvement system in California. Launched in March 2005 and funded by First 5 LA, LAUP currently supports preschools for nearly 9,000 4-year-olds in school-, center-, and family child care settings.

Under LAUP’s 5-Star Quality Assessment and Improvement System, there are ratings for ratio and group size requirements, learning environment/program, staff qualifications and administration, staff stability and working conditions, and curriculum. A 3-Star LAUP rating is equivalent to the Entry Level under the First 5 PoP criteria; a 4-Star to the Advancing Level; and a 5-Star to the Full Quality Level.

The following table describes the requirements for each “star” or tier of the LAUP system.

  
**LAUP 5-STAR QUALITY ASSESSMENT & IMPROVEMENT SYSTEM \***  
 For Center-Based Preschools

STANDARD	THREE STAR QUALITY ASSESSMENT	FOUR STAR QUALITY ASSESSMENT	FIVE STAR QUALITY ASSESSMENT
<b>REGULATORY COMPLIANCE HISTORY</b>  This is a comply/not comply standard applicable to all star levels.	 <ul style="list-style-type: none"> <li>• Holds a child care facility license. Is compliant with State child care licensing regulations, as determined by Community Care Licensing Division (CCLD).</li> <li>• Defined as: not on probation; no facility compliance plan; no documentation of a compliance conference; no civil penalties have been levied due to failure to correct deficiencies, or due to a child's injury. All Type A and B violations have been resolved.</li> <li>• Licensing records will be reviewed for the previous three years.</li> <li>• Record of fire inspection, CPR and First Aid trainings are current as required by Community Care Licensing Division (CCLD).</li> </ul>		
<b>RATIO AND GROUP SIZE REQUIREMENTS</b>	 Ratios: • 1 teaching staff per 8 children  • At least 1 adult must qualify as a teacher (See Staff Qualifications & Administration)  • If there are more than 18 children, one assistant must have 12 units of ECE (See Staff Qualifications & Administration)  Group size: Minimum of 15 four-year-old children Maximum of 24 children	 Ratios: • 1 teaching staff per 8 children  • At least 1 adult must qualify as a teacher (See Staff Qualifications & Administration)  Group size: Minimum of 15 four-year-old children Maximum of 24 children	 Ratios: • 1 teaching staff per 8 children  • At least 1 adult must qualify as a teacher (See Staff Qualifications & Administration)  Group size: Minimum of 15 four-year-old children Maximum of 24 children  * If center is NAEYC-accredited, may instead have a ratio of 1 teaching staff per 10 children and a maximum group size of 20.
<b>LEARNING ENVIRONMENT/ PROGRAM</b>	 An overall average score of 4 or more on the Early Childhood Environment Rating Scale (ECERS)  * Providers must meet minimal levels of quality on every subscale (i.e. no subscale score less than 3)	 An overall average score of 5 or more on the Early Childhood Environment Rating Scale (ECERS)  * Providers must meet minimal levels of quality on every subscale (i.e. no subscale score less than 3)	 An overall average score of 6 or more on the Early Childhood Environment Rating Scale (ECERS)  * Providers must meet minimal levels of quality on every subscale (i.e. no subscale score less than 3)

\*This quality assessment scale serves three purposes: 1) to assist parents and providers in understanding the differences in quality in the system of early care and education; 2) to determine the amount of reimbursement for services; and 3) as the foundation for identifying training and technical assistance needs in order to improve program quality.

continued

STANDARD	THREE STAR QUALITY ASSESSMENT	FOUR STAR QUALITY ASSESSMENT	FIVE STAR QUALITY ASSESSMENT
STAFF QUALIFICATIONS AND ADMINISTRATION	<p><b>Director:</b> Site Supervisor Permit** - OR - AA (or 60 units) with 24 ECE/CD units including: Core courses - 16 GE units; 6 administration units; 2 adult supervision units. Plus 350 days of 3+ hours per day within 4 years including at least 100 days of supervising adults.</p>		
	<p><b>Teaching Staff:</b> Each classroom or group is staffed by at least 1 teacher who holds/qualifies** for a Child Development Teacher Permit</p>	<p><b>Teaching Staff:</b> Each classroom or group is staffed by at least 1 teacher who holds/qualifies** for a Child Development Master Teacher Permit - OR - Has completed an AA in Child Development or AA with minimum of 24 ECE units including core courses listed under the Child Development Permit Matrix</p>	<p><b>Teaching Staff:</b> Each classroom or group is staffed by at least 1 teacher who holds a BA degree in ECE or BA/BS with a minimum of 24 ECE units including core courses listed under the Child Development Permit Matrix and at least 1 year teaching experience with preschool age group</p>
	<p><b>All other teaching staff:</b> Hold/qualify** for a Child Development Assistant Permit (minimum). If there are more than 18 children, at least 1 assistant must have 12 units in ECE</p>	<p><b>All other teaching staff:</b> Hold/qualify** for a Child Development Associate Teacher Permit</p>	<p><b>All other teaching staff:</b> Hold/qualify** for a Child Development Teacher Permit</p>
STAFF STABILITY AND WORKING CONDITIONS	<ul style="list-style-type: none"> <li>• Paid time-off (sick, personal, vacation)</li> <li>• Release time for professional development activities</li> <li>• Paid preparation time and planning time</li> <li>• Plan for ongoing staff development</li> <li>• 6 staff meetings/year</li> </ul>		
CURRICULUM	<ul style="list-style-type: none"> <li>• A formal daily schedule (posted for parents)</li> <li>• Activity plans (posted)</li> <li>• A written philosophy statement (a written curriculum statement with a rationale for the program goals)</li> <li>• Assessment of children's developmental progress twice a year</li> </ul>		

\*\* If staff person qualifies for but does not hold the permit, then staff person must show proof of having applied for the permit.

LAUP was the first local program to use program reimbursement as a tool to provide incentives for quality improvement and, as such, served as a model for First 5 PoP. At a minimum, to qualify for participation in LAUP, programs must meet the existing Title 5 standards that govern state-funded State Preschool and General Child Care programs. Five-star or full-quality programs must have teachers with BA degrees, including courses in early childhood education/child development, and specialized training is also prescribed for assistant teachers.

Both LAUP and PoP criteria allow some time for improvement in scores on the ECERS. LAUP monitors compliance with program quality, facility and workplace standards through site visits, evaluation of star quality levels, review of provider records, review of parent participation, review of curriculum, and development of individualized quality improvement plans. LAUP offers technical assistance through Quality Support Coaches.

### San Diego County Preschool for All

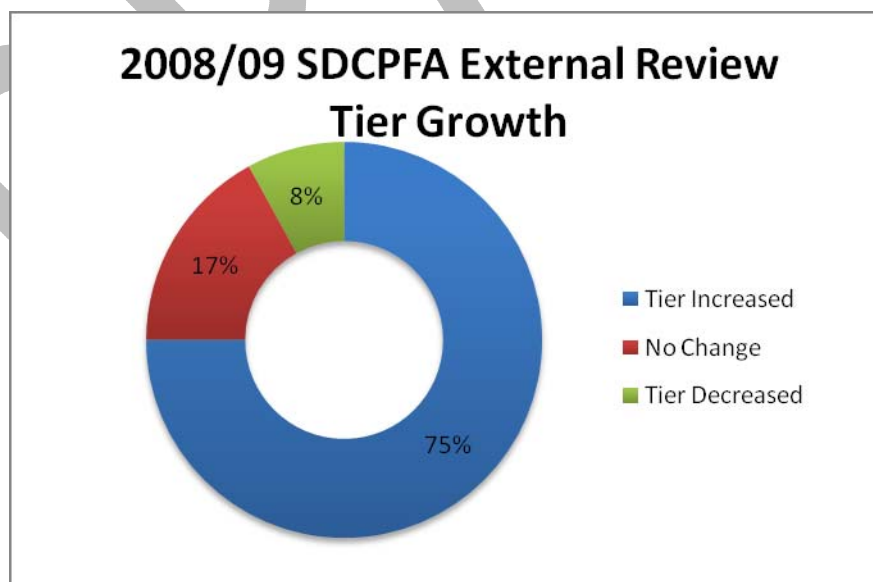
Based on its Preschool for All Master Plan, San Diego County initiated a major example of a QRIS in 2006. Funded by \$30 million from First 5 San Diego County and serving as a POP, as of March 2008, the program now serves more than 2,000 preschool children and may be expanded to include children birth to age five. San Diego County has augmented the criteria used to evaluate the three quality levels PoP requires. While the county uses the Early Childhood

Environment Rating Scale (ECERS) and the Family Child Care Environment Rating Scale (FCCERS) to evaluate the preschool learning environment in Tiers 1 and 2, it uses the Classroom Assessment Scoring System (CLASS) to evaluate the highest tier.

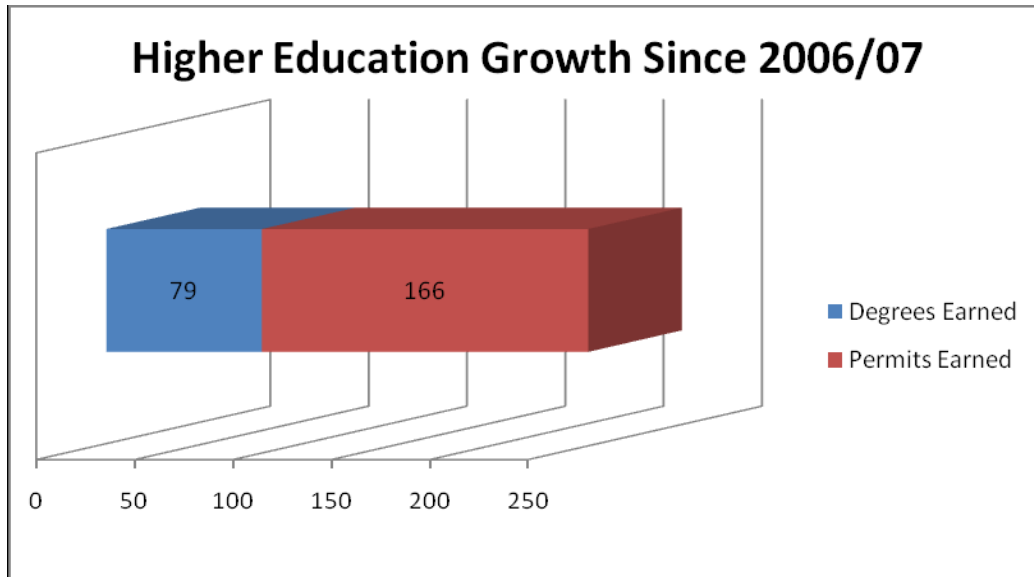
San Diego County Preschool for All's (SDCPFA) three-tiered system includes regulatory compliance, classroom environment ratings, and parent engagement, among other criteria. The county has identified four subcategories of "universal requirements," which all participating center-based providers are required to meet: regulatory compliance history, fiscal stability, curriculum, and inclusion. Six tiered subcategories are also rated: (1) learning environment, (2) adult/child ratio, (3) staff qualifications and administration, (4) staff development and support, (5) wrap-around services, and (6) engaging families as partners. SDCPFA provides resources and support to providers, which will result in tier increases over time.

Funds are used for facility improvements, materials and supplies, extra support staff, and professional development activities. Site supervisors, lead teachers, and instructional assistants receive stipends based on their educational level and the quality rating of their preschool session. Infrastructure funding pays for SDCPFA staff salaries and subcontractors.

Now in the fourth year of a five-year project, San Diego has evidence of improvements in program quality. Of 130 agencies submitting a letter of intent to participate in the first year of the program, only 16 met at least the minimum Tier 1 quality level. Three years later, 26 agencies participate with 215 preschool sessions serving more than 3,000 children in parts of the county with the most significant achievement gap. Seventy-five percent of the preschool sessions funded increased quality by at least one full tier level compared to their first (baseline) review.



In addition, since 2006-07, 166 preschool instructional staff members earned a new early education permit, and 79 preschool instructional staff earned a degree.



San Diego County has also developed an innovative tool to document trends in child outcomes based on teacher observations using the DRDP-R. The following is a sample of the San Diego's DRDP-R Trend Report.

**DRDP-R Trend Report**

Child	Quality Counting	Math Operations	Shapes	Time	Classification	Measuring	Patterning
Johnny	4	4	1	4	4	4	4
Maria	4	4	1	4	4	4	4
Sam	4	4	2	4	4	4	4
Miriam	1	1	1	1	2	1	1
Jason	4	4	2	4	4	4	4
Teresa	3	3	3	3	3	3	3
Renee	1	4	1	3	3	3	3
Danny	4	3	1	3	4	4	3
LEGEND:	Integrating 4	Building 3	Developing 2	Exploring 1			

### Steps to Excellence Project (STEP)

Another initiative in Los Angeles County is the Steps to Excellence Project (STEP). Unlike the PoP programs and LAUP, STEP is designed to be implemented in early care and education programs serving children birth to age five (Escobedo, 2009). STEP examines six areas of a child care program's operations that impact the quality of care and include:

- Regulatory compliance
- Teacher/child relationships
- Learning environment
- Identification and inclusion of children with special needs

- Staff qualifications and working conditions
- Family and community connections

STEP is being piloted in ten communities in Los Angeles County. As of September 2008, approximately 198 family child care homes and child development centers had volunteered to participate in the Steps to Excellence Project. The Los Angeles Office of Child Care will sponsor training and offer small quality improvement grants to help programs meet higher standards.

All programs participating in STEP will have a three-year history of substantial compliance with child care licensing and health regulations. Programs rated at STEP 1 will meet these basic regulations. Programs with scores of 2 and above will exceed basic regulations. As STEP scores increase, the educational standards for teachers and the number of teachers working with children will also increase. Programs with higher STEP scores will be more experienced in accessing community resources for families and in providing environments that support early learning and healthy emotional development of young children.

### **Regional Quality Improvement Initiatives**

There are also significant regional initiatives to improve the quality of early learning and care programs.

In the San Francisco Bay Area, First 5 agencies in San Francisco, San Mateo, and Santa Clara, along with the San Mateo County Office of Education and WestEd, have collaborated on several aspects of the implementation of PoP demonstration projects in their counties. For example, First 5 San Francisco and First 5 San Mateo County collaborated on an evaluation of their PoP projects. The PoP implementers in the three counties have identified the following key elements of a QRIS: external assessments of program quality, professional development of teachers, early identification and intervention for children with special needs, investments in classroom enhancements, curriculum supports, and facilities development.

In the San Joaquin Valley, the Preschool Coordination and Alignment Project, funded by the David and Lucile Packard Foundation, has brought together county offices of education, school districts, and other stakeholders from the eight counties in the region to collect and coordinate information and expertise in preschool planning and implementation. The California Partnership for the San Joaquin Valley has incorporated preschool into its goals and objectives, and a key work group has changed its name from K-12 to PreK-12.

Finally, rural areas of the state encounter unique opportunities and challenges in improving the quality of early learning and care. With 40,000 children birth to age five in a region with more than 30,000 square miles, it is essential to develop non-traditional approaches to professional development of the workforce. In 2003, the Tehama County Office of Education was awarded the first Early Childhood Education Professional Development Grant in California. From 2003-2006 across a nine-county region, 24 online classes with community colleges and universities were developed, and 558 educators participated in a minimum of 100 hours of professional development. Many teachers advanced on the Child Development Permit Matrix, receiving AA, BA, and MA degrees.

## Quality Rating and Improvement Systems in Other States

Nineteen states currently have a statewide early childhood quality rating and improvement system (QRIS).<sup>3</sup> All state QRISs have several common elements: standards; accountability measures; program and practitioner outreach and support; financing incentives; and parent/consumer education (Cohen, 2009).

### Standards

State QRISs have different types of standards, which are categorized in the table below:

**Types of Standards in State QRIS**

Standard Categories	Number of QRIS (Out of 18)
Professional Development/Qualifications/Training	18
Learning Environment/Curriculum	16
Parent/Family Involvement	15
Administrative Policies and Procedures	12
Licensing Status/Compliance	9
Staff Compensation	7
Program Evaluation	7
Ratios/Group Size	7
Personnel/Staffing	4
Care of Children With Special Needs	1
Health and Safety	1
Care of Infants and Toddlers	1

*SOURCE: Data compiled by National Child Care Information and Technical Assistance Center as of March 2009*

Sixteen of the 18 states that have had QRIS systems long enough to be analyzed include *accreditation* as part of the rating scale. *Building block rating systems*, used in 13 states, require that all standards in a level must be met to move to the next level. In contrast, in *point systems*, used by three states, standards are assigned point values that are then added to determine ratings. Two states use a combination of building blocks and points to determine QRIS ratings.

<sup>3</sup> Mississippi recently became the nineteenth state to establish a statewide QRIS. However, the National Child Care Information and Technical Assistance Center's analysis of QRIS initiatives is limited to the 18 states that had QRIS at the time the Center's analysis was conducted.

Fourteen states use an *environment rating scale* (ERS). However, states vary in the frequency of the environmental assessments, the percent or number of classrooms assessed, who conducts the assessments, and how scores are used.

## Challenges

RAND researchers Zellman and Perlman (2008) found that the five states –Colorado, North Carolina, Ohio, Oklahoma, and Pennsylvania -- that “pioneered” QRIS systems faced a number of challenges in implementing the systems. These challenges include:

- *Getting started:* Ohio had problems with getting the training for the rating infrastructure in place; without it, providers became frustrated. In Pennsylvania, some felt it would have been better to start with a pilot in one or two geographic areas rather than randomly selecting providers to participate
- *Setting the level of standards:* Due to the relatively low quality of programs when the QRIS systems were introduced, some states were reluctant to set standards too high for fear that very few providers would participate. However, when the states began to raise the bar, providers justifiably complained that they had signed on to participate in a system defined by a given set of standards, and then, after they reached them, the standards were raised. States also had difficulty deciding how to make improvement “steps” comparable in difficulty.
- *Determining which standards to include:* ERSs are valuable because they are objective measures. However, they are expensive to administer and require costly validation and revalidation of raters. The system must balance investments in the ratings with investments in technical assistance and incentives to help providers improve. Also, some potential QRIS components, such as parent involvement, present challenges because there are no generally accepted measures that meet psychometric criteria.
- *Determining rating frequency:* Frequency of ERS ratings varies, from every other year in Colorado to once every three years in North Carolina. In Oklahoma, licensing inspectors check programs for compliance with ERS ratings three times per year, although the assessments themselves are only conducted every four years. Frequent ratings are costly, and there may not be enough trained assessors. In addition, too long a lag between assessments may make providers feel “stuck” with a rating that they feel is out of date.
- *Deciding who conducts ratings:* It may appear most efficient to assign the task of conducting the quality ratings to the same licensing staff that inspect the health and safety of programs, but the tasks may require somewhat different skills and certainly different training. At a minimum, it may be important to separate the tasks of ratings from the coaching to improve ratings.
- *Financing incentives and supports:* All five “pioneer” states provide financial incentives to support quality improvement, including subsidy payments that increase with higher quality ratings (tiered reimbursement), staff scholarships, and other professional development programs. Providers are taking some risk in being rated at all (i.e., the risk of obtaining a low rating), and mechanisms must be in place to help them improve. That said, all states struggle with financing the system supports. Effective financing may include not just raising or identifying new funds, but aligning with other programs, such

as Head Start or pre-kindergarten, so that some of the resources associated with those programs can contribute to the QRIS rating and quality improvement efforts.

### Accountability Measures

States use various entities to monitor and keep early learning programs accountable. The following table summarizes the different types of monitoring agencies used by the 18 states:

**Agencies that Monitor QRIS**

Type of Agency	State
Licensing Agency	IA, NC, NH, OH, OK, TN
Licensing Agency and Subsidy Office	KY, LA, ME, MT
Private Entity	CO, DE, IN
Licensing Agency and Private Entity	NM, VT
Other	DC, PA
No Onsite Monitoring	MD

*SOURCE: Data compiled by NCCIC as of March 2009*

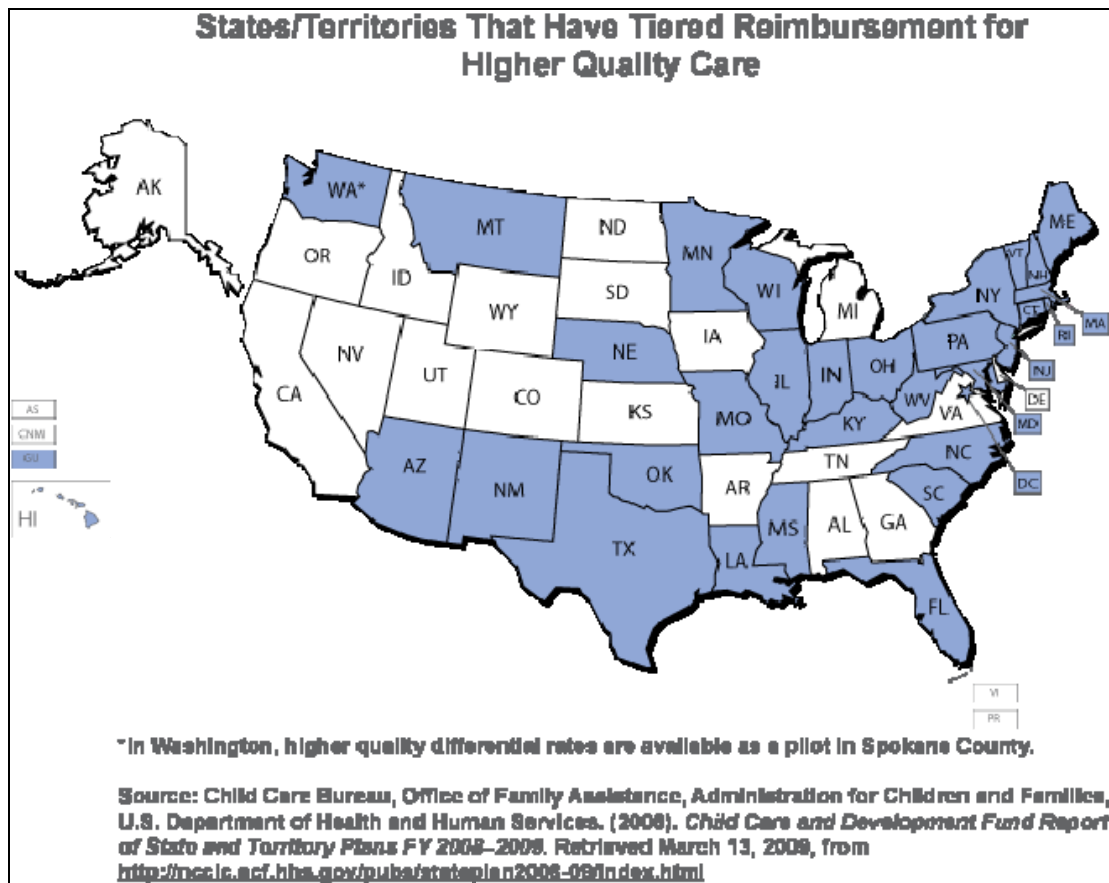
### Program and Practitioner Outreach and Support

Outreach for participation in QRIS sometimes involves orientation sessions and staff specifically dedicated to outreach. Some states provide technical assistance, such as mentoring and coaching or helping providers become accredited. States also provide professional development and training for center staff, which might include college courses leading to degrees. Finally, some states have also instituted compensation awards and bonuses or tiered reimbursement policies to reward quality programs or practitioners.

### Financing Incentives

States utilize financing incentives in several different ways, including tiered reimbursement rates, quality bonus payments and incentives, contracts, quality grants, scholarships, and wage supplements. The following map indicates, in blue, the states that have tiered reimbursement. However, not all of these states have a QRIS.

### Tiered Reimbursement in Other States



Early Childhood Policy Research created a matrix of QRIS financial incentives provided in each of the 18 states analyzed, which concisely describes the following aspects of each QRIS (Mitchell, Kerr, & Armenta, 2008):

- QRIS structure
- Participation rate
- Quality grants, bonuses, and awards
- Tiered subsidy reimbursements
- Loans linked to QRIS
- Scholarships
- Wage supplements
- Tax credits

For example, provider participation in QRIS systems varies widely. In North Carolina, 100 percent of licensed programs participate because a licensed program automatically obtains one star. In Ohio, 12 percent of licensed programs have been rated, and 3 percent are awaiting a rating. In Pennsylvania, 70 percent of centers participate, as well as 30 percent of family child care homes.

Quality grants and tiered subsidy reimbursements also vary greatly:

- In North Carolina, the maximum quality grant per center, depending on points earned and number of children enrolled, is \$3,000 per center. Tiered reimbursement rates are determined for each star level and vary by county.
- In Pennsylvania, STARS Support Awards are available for programs that have just begun to participate in the QRIS system. Start with STARS is a one-time award, ranging from \$315 for a family child care home serving one subsidized child to up to \$6,300 for a very large center with at least 26 percent of the children enrolled receiving subsidized care. For programs at STAR 2 or higher, the state adds a subsidy to the standard per-child daily reimbursements (e.g., \$.50 per day more for children in a STAR 2 program, and \$2 per day more per child in a STAR 4 program).

Finally, several states offer wage supplements linked to their QRISs. In North Carolina, salary supplements are tied to the education level of the recipient, the position held, and the program's tier level. In Pennsylvania, education and retention awards are available to staff who have worked for a minimum of 12 months in the same program, provided at least 5 percent of the children enrolled are publicly subsidized. For a director with a BA degree in early learning and care, award amounts range from \$3,090 in a STAR 2 center to \$4,120 in a STAR 4 center.

### **Family/Consumer Education**

States have creatively publicized and educated families about how to use QRIS. Some of the strategies states have used include posting quality rating symbols, creating child care resource and referral agencies to publicize ratings, and conducting public awareness campaigns.

### **Evaluation**

Zellman and Perlman (2008) interviewed key stakeholders in the five states currently implementing early childhood QRISs. The researchers explore four aspects of each state's QRIS: the theory of action, structure, development, and challenges and lessons learned in design and implementation. All five QRISs measured staff training and education and classroom or learning environment, but measurement of other aspects of the system varied.

Interviewees generally believe that their QRISs have had a positive impact, providing objective information to parents about the quality of programs, making providers more aware of what it takes to get a good rating, creating more accountability, and promoting greater public investments in quality improvement (Zellman, Perlman, Le, & Setodji, 2008).

## RAND Recommendations

Based on the above findings, Zellman and Perlman (2008) make the following recommendations:

### **RAND Recommendations for Developing and Refining QRISs**

#### **Precursors to a Successful QRIS**

1. Obtain adequate funding in advance and decide how it will be spent.
2. Garner maximum political support for a QRIS.

#### **System Development Process**

1. Conduct pilot work if possible and make revisions to the system before it is adopted statewide.
2. Limit changes to the system after it is implemented.

#### **What Should QRISs Include?**

1. Minimize use of self-reported data as part of the QRIS.
2. Ideally, integrate licensing into the system.
3. Use ERSs flexibly by incorporating both self-assessments and independent assessments at different levels of the QRIS.
4. Do not include accreditation as a mandatory system component.
5. Develop multiple levels.

#### **Quality Improvement**

1. Create a robust QI process.
2. Separate raters and QI support personnel.
3. Start public-awareness campaigns after the system is in place; these campaigns are important and need to be ongoing.

#### **Evaluate the Effectiveness of the QRIS**

1. Support research on systems and system components.

*SOURCE: Zellman and Perlman, 2008*

**DRAFT Matrix of Current Early Childhood Education Data  
California EL QIS Advisory Committee  
Subcommittee on Data Systems for Program Improvement and Research**

DATA ELEMENTS	California Head Start Association: Program Information Report 08-09	California Department of Education (CDE) Child Development Division (CDD) Centralized Eligibility List (CEL)	CDE CDD 801 Report	CDE California Special Education Management Information System (CASEMIS)	CDE Child Development Fiscal Services (CDFS)	California Longitudinal Pupil Achievement Data System (CALPADS) and California Longitudinal Teacher Integrated Data Education System (CALTIDES)	California Department of Developmental Services (CDDS)	First 5 California Children and Families Commission: CARES Database	First 5 California Children and Families Commission: Power of Preschool Data	Kidsdata.org	Community Care Licensing Division (CCLD)	California Department of Social Services (CDSS) CW-115 Form
<b>AGE/GRADE LEVEL</b>	HS: 3-5 years EHS: 0-3 Years	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	0-22 years	N/A Program Data Only	Grade Levels K-12	Birth and up	N/A Workforce Data Only	N/A Workforce Data Only		N/A	0-10 Years and 11-12 years
<b>PROGRAM</b>												
Vendor Number		X	X		X	X					X	
License Number												
Reporting LEA					X						X	
Program Type	X			X	X							X
Program Name	X				X							
Agency Zip Code	X				X							
Agency Type	X				X							
Agency Description	X											
Provider FEIN/SSN			X									
Provider FIPS Code			X									
Provider Zip Code			X									
Enrollment Year (Full/Part Year)	X											
Funded Enrollment	X											
Funded Enrollment by Program	X											
<b>FACILITIES</b>												
Facility Name											X	
Facility Zip Code											X	
No. Centers	X											
No. Classes	X											
Transportation	X						X					
<b>FAMILY</b>												
Client ID Number							X					
Family Identifier			X									
Application Date		X										
Update Date		X										
Family Start Date			X				X					
Services Date			X				X					
Report Month/Year			X									X
Zip Code		X					X					
County							X					
Family Size		X	X									
Gross Family Monthly Income		X					X					
Zip Code			X									
Parent B Involvement			X									
Grandparents Raising Grandchildren									X			
Mother Disabled							X					

**DRAFT Matrix of Current Early Childhood Education Data  
California EL QIS Advisory Committee  
Subcommittee on Data Systems for Program Improvement and Research**

<b>DATA ELEMENTS</b>	<b>California Head Start Association: Program Information Report 08-09</b>	<b>California Department of Education (CDE) Child Development Division (CDD) Centralized Eligibility List (CEL)</b>	<b>CDE CDD 801 Report</b>	<b>CDE California Special Education Management Information System (CASEMIS)</b>	<b>CDE Child Development Fiscal Services (CDFIS)</b>	<b>California Longitudinal Pupil Achievement Data System (CALPADS) and California Longitudinal Teacher Integrated Data Education System (CALTIDES)</b>	<b>California Department of Developmental Services (CDDS)</b>	<b>First 5 California Children and Families Commission: CARES Database</b>	<b>First 5 California Children and Families Commission: Power of Preschool Data</b>	<b>Kidsdata.org</b>	<b>Community Care Licensing Division (CCLD)</b>	<b>California Department of Social Services (CDSS) CW-115 Form</b>
<b>AGE/GRADE LEVEL</b>	HS: 3-5 years EHS: 0-3 Years	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	0-22 years	N/A Program Data Only	Grade Levels K-12	Birth and up	N/A Workforce Data Only	N/A Workforce Data Only		N/A	0-10 Years and 11-12 years
Father Disabled							X					
Primary Language	X			X			X					
Mother's Language							X					
Father's Language							X					
Immigration									X			
Case (File) Status		X										
Type of Eligibility	X			X								X
Income	X	X	X							X		
Public Assistance	X											
Foster Child	X								X			
Homeless	X	X										
Prior Enrollment	X											
Turnover	X											
Need for Service	X	X	X									
Employment	X	X	X									
Public Assistance (e.g. TANF, SSI, CalWORKS)	X			X								
Job Training	X	X	X									
Education	X	X	X									
Seeking Employment		X	X									
Seeking Permanent Housing		X	X									
Service Type			X	X								
Service Hours	X	X	X									
Subsidized Monthly Payment for Child Care			X									X
Mental Health Services	X											
WIC Participation	X											
Parent Highest Education Level						X						
Social Work Services							X					
Family Training & Counseling							X					
<b>CHILD</b>												
Name			X			X	X					
Child Unique Identifier		X		X			X					

**DRAFT Matrix of Current Early Childhood Education Data  
California EL QIS Advisory Committee  
Subcommittee on Data Systems for Program Improvement and Research**

DATA ELEMENTS	California Head Start Association: Program Information Report 08-09	California Department of Education (CDE) Child Development Division (CDD) Centralized Eligibility List (CEL)	CDE CDD 801 Report	CDE California Special Education Management Information System (CASEMIS)	CDE Child Development Fiscal Services (CDFIS)	California Longitudinal Pupil Achievement Data System (CALPADS) and California Longitudinal Teacher Integrated Data Education System (CALTIDES)	California Department of Developmental Services (CDDS)	First 5 California Children and Families Commission: CARES Database	First 5 California Children and Families Commission: Power of Preschool Data	Kidsdata.org	Community Care Licensing Division (CCLD)	California Department of Social Services (CDSS) CW-115 Form
<b>AGE/GRADE LEVEL</b>	HS: 3-5 years EHS: 0-3 Years	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	0-22 years	N/A Program Data Only	Grade Levels K-12	Birth and up	N/A Workforce Data Only	N/A Workforce Data Only		N/A	0-10 Years and 11-12 years
Statewide Student Identifier (SSID)						X						
School of Attendance						X						
Academic Year						X						
Local Student ID						X						
Application Date		X		X								
Start Date			X	X		X						
Enrollment Status						X						
Grade Level						X						
Exit Date						X						
Exit Reason						X						
School Completion Status						X						
Expected Receiver School						X						
Interdistrict Transfer						X						
District of Geographic Residence						X						
Migrant Student						X						
Age	X			X								
Birth Date		X	X	X		X	X					
Birthplace						X	X					
Birth City						X						
Birth State						X						
Birth Country						X						
Birth Weight							X			X		
Prematurity (<32wk)							X					
Ethnicity	X		X	X		X	X					
Race	X		X	X		X						
Gender			X	X		X	X					
Primary Language	X			X		X		X		X		
Language of Caretaker/ Instruction						X	X					
Multiple Teacher Code						X						
Protective Services		X										
Foster/Guardian Child		X										
Sibling Indicator		X										
Health	X			X		X	X			X		
Health Insurance	X									X		
Medical Home	X											

**DRAFT Matrix of Current Early Childhood Education Data  
California EL QIS Advisory Committee  
Subcommittee on Data Systems for Program Improvement and Research**

<b>DATA ELEMENTS</b>	<b>California Head Start Association: Program Information Report 08-09</b>	<b>California Department of Education (CDE) Child Development Division (CDD) Centralized Eligibility List (CEL)</b>	<b>CDE CDD 801 Report</b>	<b>CDE California Special Education Management Information System (CASEMIS)</b>	<b>CDE Child Development Fiscal Services (CDFS)</b>	<b>California Longitudinal Pupil Achievement Data System (CALPADS) and California Longitudinal Teacher Integrated Data Education System (CALTIDES)</b>	<b>California Department of Developmental Services (CDDS)</b>	<b>First 5 California Children and Families Commission: CARES Database</b>	<b>First 5 California Children and Families Commission: Power of Preschool Data</b>	<b>Kidsdata.org</b>	<b>Community Care Licensing Division (CCLD)</b>	<b>California Department of Social Services (CDSS) CW-115 Form</b>
<b>AGE/GRADE LEVEL</b>	HS: 3-5 years EHS: 0-3 Years	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	0-22 years	N/A Program Data Only	Grade Levels K-12	Birth and up	N/A Workforce Data Only	N/A Workforce Data Only		N/A	0-10 Years and 11-12 years
<i>Medical Services</i>	X											
<i>Immunization</i>	X					X				X		
<i>Vision Status</i>							X					
<i>Hearing Status</i>							X					
<i>Medical Assessment</i>							X					
<i>Nutrition Assessment</i>							X					
<i>Developmental/Psychological Assessment</i>							X					
<i>Language/Speech Services</i>							X					
<i>Vision Services</i>							X					
<i>Infant Development Program</i>							X					
<i>Health Intervention</i>							X					
<i>Behavior Intervention</i>							X					
<i>Medical Condition</i>							X					
<i>Dental</i>	X									X		
<i>Dental Home</i>	X											
<i>Dental Services</i>	X											
<i>Preventive Dental Services</i>	X											
<i>Mental</i>	X			X								
<i>Mental Health Professional</i>	X											
<i>Mental Health Services</i>	X			X								
<i>Mental Health Referrals</i>	X											
<i>Disabilities</i>	X		X	X		X	X			X		
<i>Disabilities (IEP)</i>	X		X	X								
<i>Early Intervention Services (IFSP)</i>	X			X								
<i>Primary Disabilities</i>	X			X								
<i>Delay-Cognitive</i>							X					

**DRAFT Matrix of Current Early Childhood Education Data  
California EL QIS Advisory Committee  
Subcommittee on Data Systems for Program Improvement and Research**

DATA ELEMENTS	California Head Start Association: Program Information Report 08-09	California Department of Education (CDE) Child Development Division (CDD) Centralized Eligibility List (CEL)	CDE CDD 801 Report	CDE California Special Education Management Information System (CASEMIS)	CDE Child Development Fiscal Services (CDFIS)	California Longitudinal Pupil Achievement Data System (CALPADS) and California Longitudinal Teacher Integrated Data Education System (CALTIDES)	California Department of Developmental Services (CDDS)	First 5 California Children and Families Commission: CARES Database	First 5 California Children and Families Commission: Power of Preschool Data	Kidsdata.org	Community Care Licensing Division (CCLD)	California Department of Social Services (CDSS) CW-115 Form
<b>AGE/GRADE LEVEL</b>	HS: 3-5 years EHS: 0-3 Years	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	0-22 years	N/A Program Data Only	Grade Levels K-12	Birth and up	N/A Workforce Data Only	N/A Workforce Data Only		N/A	0-10 Years and 11-12 years
Delay-Physical							X					
Delay-Communication							X					
Delay- Social-Emotional							X					
Delay-Adaptive/ Self-Help							X					
Mental Retardation							X					
Autism							X			X		
Cerebral Palsy							X					
Epilepsy							X					
Other Developmental Disorder							X					
Test Scores							X					
Mental							X					
Motor							X					
Behavior							X					
Language							X					
Child Abuse							X			X		
Special Education Enrollment										X		
Exceptional Needs		X										
Hyperactivity							X					
Temper Tantrums							X					
Resistiveness							X					
Associate Time/Events							X					
Number Awareness							X					
Writing Skills							X					
Reading Skills							X					
Attention Span							X					
Safety Awareness							X					
Remembering Instruction							X					
Word Usage							X					
Nonverbal Communication							X					
Sign Language							X					
Speech Clarity							X					
Behavior Problems							X					
Kindergarten Transition	X											
Program Transition	X											

**DRAFT Matrix of Current Early Childhood Education Data  
California EL QIS Advisory Committee  
Subcommittee on Data Systems for Program Improvement and Research**

DATA ELEMENTS	California Head Start Association: Program Information Report 08-09	California Department of Education (CDE) Child Development Division (CDD) Centralized Eligibility List (CEL)	CDE CDD 801 Report	CDE California Special Education Management Information System (CASEMIS)	CDE Child Development Fiscal Services (CDFIS)	California Longitudinal Pupil Achievement Data System (CALPADS) and California Longitudinal Teacher Integrated Data Education System (CALTIDES)	California Department of Developmental Services (CDDS)	First 5 California Children and Families Commission: CARES Database	First 5 California Children and Families Commission: Power of Preschool Data	Kidsdata.org	Community Care Licensing Division (CCLD)	California Department of Social Services (CDSS) CW-115 Form
<b>AGE/GRADE LEVEL</b>	HS: 3-5 years EHS: 0-3 Years	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	0-22 years	N/A Program Data Only	Grade Levels K-12	Birth and up	N/A Workforce Data Only	N/A Workforce Data Only		N/A	0-10 Years and 11-12 years
Continuity of Care		X										
Screening	X											
Assessment	X											
Curriculum	X											
Education Regulatory Exemption Outcome Code						X						
School Readiness									X			
Special Needs Children Not Receiving Care												X
<b>WORKFORCE</b>												
Statewide Educator Identifier (SEID)						X		X (SSN or other unique identifier)				
Local Staff ID						X						
Staff Job Classification Code						X						
Non Classroom Based Job Assignment						X						
Total Staff	X			X								
Total Volunteers	X											
Salary	X							X				
Time in Field								X				
Time in Current Position								X				
Facility type (center vs family)								X				
Setting type (private for profit, non profit, public)								X				
Licensing Status								X				
Program Type								X				
EDE/CD Units								X				
Work site name/address/phone								X				
Working with Children with Special Needs								X				
CD Permits								X				
Demographics						X						

**DRAFT Matrix of Current Early Childhood Education Data  
California EL QIS Advisory Committee  
Subcommittee on Data Systems for Program Improvement and Research**

<b>DATA ELEMENTS</b>	<b>California Head Start Association: Program Information Report 08-09</b>	<b>California Department of Education (CDE) Child Development Division (CDD) Centralized Eligibility List (CEL)</b>	<b>CDE CDD 801 Report</b>	<b>CDE California Special Education Management Information System (CASEMIS)</b>	<b>CDE Child Development Fiscal Services (CDFIS)</b>	<b>California Longitudinal Pupil Achievement Data System (CALPADS) and California Longitudinal Teacher Integrated Data Education System (CALTIDES)</b>	<b>California Department of Developmental Services (CDDS)</b>	<b>First 5 California Children and Families Commission: CARES Database</b>	<b>First 5 California Children and Families Commission: Power of Preschool Data</b>	<b>Kidsdata.org</b>	<b>Community Care Licensing Division (CCLD)</b>	<b>California Department of Social Services (CDSS) CW-115 Form</b>
<b>AGE/GRADE LEVEL</b>	HS: 3-5 years EHS: 0-3 Years	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	CSPP: 3-4 years CCTR, APP, FCCHN, Migrant: 0-13 years or 0-21 years w/ IEP	0-22 years	N/A Program Data Only	Grade Levels K-12	Birth and up	N/A Workforce Data Only	N/A Workforce Data Only		N/A	0-10 Years and 11-12 years
<i>Birth Date</i>						X						
<i>Gender</i>						X		X				
<i>Age</i>						X		X				
<i>Ethnicity/Race</i>	X							X				
<i>Primary Language</i>	X							X				
<b>Education Related Demographics</b>	X					X		X				
<i>Education Level</i>	X					X						
<i>Permit Level</i>								X	X			
<i>Credential</i>				X				X	X			
<b>Work Related Demographics</b>	X					X		X	X			
<i>Experience</i>	X					X						
<i>Setting Type</i>								X				
<i>Status</i>						X		X				
<i>Income</i>								X				
<i>Current Occupation of Former Child Care Providers</i>								X				
<b>Provider Satisfaction</b>												
<i>Program Satisfaction</i>												
<i>Satisfaction with Agency</i>												
<i>Job Satisfaction in Child Care Field</i>												
<i>Satisfaction with Opportunities in Child Care Field</i>												
<b>Child Care Field Retention/Turnover Rate</b>	X											

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>California State Preschool Programs</b>	<b>Center Based Child Care Programs</b>	<b>Family Child Care Home/Ed. Network</b>	<b>Migrant CDD Programs</b>
<b>Purpose of Program</b>	A developmentally appropriate program for 3 and 4 year-old children from low income families, that provides a Core Class Curriculum designed to include all four domains provided through intentional teaching (does not include naptime).	Designed to meet a wide variety of child care and development needs of children (excluding CSPP age eligible children) and their families.	Designed to meet a wide variety of child care and development needs of children and their families.	Designed to meet a wide variety of child care and development needs for children and their families that are dependent on agricultural work.
<b>Funding</b>				
<b>Funding Source</b>	CDE, Child Development Division.	CDE, Child Development Division.	CDE, Child Development Division.	CDE, Child Development Division.
<b>Local Administration</b>	CDD Contractors.	CDD Contractors.	CDD Contractors.	CDD Contractors.
<b>Reimbursement for Care</b>				
<b>Maximum Reimbursement</b>	<b>Part-day:</b> 61.72% of SRR (\$21.22). <b>Full-day:</b> Capped at SRR (\$34.38).	Capped at SRR (\$34.38).	RMR.	Capped at SRR (\$34.38), additional funding through specialized services contracts.
<b>Family Fees</b>				
Required?	<b>Part-day:</b> No. <b>Full-day:</b> Yes.	Yes.	Yes.	Yes.
Fee Schedule Used	<b>Part-day:</b> N/A. <b>Full-day:</b> CDE sliding scale based on family income and size.	CDE sliding scale based on family income and size.	CDE sliding scale based on family income and size.	CDE sliding scale based on family income and size.
Exclusions	<b>Part-day:</b> N/A. <b>Full-day:</b> 1) Up to 3 months for "at risk" referral by a qualified professional. 2) Up to 12 months for CPS referrals by CWD.	1) Up to 3 months for "at risk" referral by a qualified professional. 2) Up to 12 months for CPS referrals by CWD.	1) Up to 3 months for "at risk" referral by a qualified professional. 2) Up to 12 months for CPS referrals by CWD.	1) Up to 3 months for "at risk" referral by a qualified professional. 2) Up to 12 months for CPS referrals by CWD.
<b>Co-Payments?</b>	N/A.	N/A.	Yes, if parent chooses a provider with a rate exceeding the RMR ceiling, parent must pay the difference.	N/A.
<b>Admission Priorities</b>	1) Child Protective Services. 2) 4 year olds (prior to 3 year olds). 3) Lowest per capita income.	1) Child Protective Services. 2) Lowest per capita income. 3) Campus programs give priority to students attending the school. 4) HCD programs give priority to residents	1) Child Protective Services. 2) Lowest per capita income.	1) Migratory family in preceding 12 month period. 2) Migratory family in previous 5 years but not in last 12 months. 3) Family resides in agricultural area and is dependent upon seasonal agricultural work.
<b>Intake Eligibility</b>	<b>Part-day:</b> Parent must meet one element of the eligibility criteria. <b>Full-day:</b> Parent must have one element of <u>both</u> eligibility and need.	Parent must have one element of both eligibility and need to receive services.	Parent must have one element of both eligibility and need to receive services.	1) Family must have earned at least 50% of total gross income from employment in fishing, agriculture, or agriculturally related work. 2) Parent must have one element of both eligibility and need to receive services.
<b>Eligibility - Child</b>				
Age	3 and 4 year olds (on or before Dec. 2 of the fiscal year services are received).	To 13, excluding children that are age eligible for CSPP.	To 13.	To 13.
Special Needs	N/A.	To age 21 for children with exceptional needs.	To age 21 for children with exceptional needs.	To age 21 for children with exceptional needs.
Other	N/A.	N/A.	N/A.	N/A.
<b>Eligibility Criteria</b>				

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>CalWORKSs Stage 2 and Stage 3</b>	<b>APP</b>	<b>First 5 Power of Preschool</b>	<b>Head Start</b>
<b>Purpose of Program</b>	Designed to meet the child care needs of children and their families. CalWORKS recipients are required to engage in work or work participation activities.	Designed to meet the child care needs of children and their families. The APP is intended to increase parental choice and accommodate the individual needs of the family.	Demonstration Projects at a system-level (school district[s], city[s], or county[s]) that are designed to implement the Preschool Demonstration Projects recommendation of California's Master Plan for Education.	To provide comprehensive health, education, nutrition, and social services to disadvantaged children and their families.
<b>Funding</b>				
<b>Funding Source</b>	CDE, Child Development Division.	CDE, Child Development Division.	First 5 State and County Children and Families Commissions and/or intermediary.	Federal Dept. of Health and Human Services, Admin. For Children and Families, Region IX.
<b>Local Administration</b>	CDD Contractors.	CDD Contractors.	First 5 County Commissions, COEs, LAUP.	Grantees, including local jurisdictions, school districts, and private non-profit agencies.
<b>Reimbursement for Care</b>				
<b>Maximum Reimbursement</b>	RMR.	RMR.	<b>Entry Level:</b> \$250 Subsidized/ \$800 Non-subsidized per space. <b>Adv. Level:</b> \$300 Subsidized/ \$1000 Non-subsidized per space. <b>Quality Level:</b> \$350 subsidized/ \$1200 non-subsidized space. Funding amounts are per year.	Grant amounts negotiated with local grantee; cost per child varies.
<b>Family Fees</b>				
Required?	Yes.	Yes.	No.	No.
Fee Schedule Used	CDE sliding scale based on family income and size.	CDE sliding scale based on family income and size.	N/A.	N/A.
Exclusions	1) Up to 3 months for "at risk" referral by a qualified professional. 2) Up to 12 months for CPS referrals by CWD.	1) Up to 3 months for "at risk" referral by a qualified professional. 2) Up to 12 months for CPS referrals by CWD.	N/A.	N/A.
<b>Co-Payments?</b>	Yes, if parent chooses a provider with a rate exceeding the RMR ceiling, parent must pay the difference.	Yes, if parent chooses a provider with a rate exceeding the RMR ceiling, parent must pay the difference.	N/A.	N/A.
<b>Admission Priorities</b>	<b>Stage 2</b> Families shall be enrolled in Stage 2 as they are referred from the Stage 1 provider upon availability of funds. <b>Stage 3</b> 1) All families timed out of Stage 1 and/or 2 as funding available. 2) Families with lowest per capita income.	1) Child Protective Services. 2) Lowest per capita income.	Children living in program catchment area.	Locally determined; 10% reserved for children with special needs.
<b>Intake Eligibility</b>	<b>Stage 2</b> Parent is eligible if work or work activity is stable, parent is transitioning off cash aid, or family is eligible. Family must meet all eligibility criteria. <b>Stage 3</b> Family has exhausted 24 month limitation for Stage 1 and/or 2.	Parent must have one element of both eligibility and need to receive services.	Children living in program catchment area.	Parent must be income eligible* and child must be age eligible. * at least 90% of enrolled families must be income eligible.
<b>Eligibility - Child</b>				
Age	To 13.	To 13.	4 (pre-kindergarten).	3 - 5 (unless grant allows other).
Special Needs	To age 21 for children with exceptional needs.	To age 21 for children with exceptional needs.	N/A.	10% enrollment must be special needs.
Other	N/A.	N/A.	3 year olds after all 4 year olds are served, at county's discretion.	N/A.
<b>Eligibility Criteria</b>				

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>California State Preschool Programs</b>	<b>Center Based Child Care Programs</b>	<b>Family Child Care Home/Ed. Network</b>	<b>Migrant CDD Programs</b>
Aid Status	Yes.	Yes.	Yes.	Yes.
Income	At or below 75% of state median income at time of initial enrollment.	At or below 75% of state median income.	At or below 75% of state median income.	At or below 75% of state median income.
Homeless	Yes.	Yes, if State (General) funded.	Yes, if State (General) funded.	Yes.
Child Protective Services	Yes.	Yes.	Yes.	Yes.
Other	N/A.	N/A.	N/A.	N/A.
<b>Need Criteria</b>	<b>FULL-DAY ONLY</b>			
Child Protective Services Employed	Yes.	Yes.	Yes.	Yes.
Seeking employment	Family eligible for services for 60 working days per fiscal year.	Family eligible for services for 60 working days per fiscal year.	Family eligible for services for 60 working days per fiscal year.	Family eligible for services for 60 working days per fiscal year.
Vocational Training	1) Leading to a recognized trade, paraprofession, or profession. 2) Six year limit.	1) Leading to a recognized trade, paraprofession, or profession. 2) Six year limit	1) Leading to a recognized trade, paraprofession, or profession. 2) Six year limit	1) Leading to a recognized trade, paraprofession, or profession. 2) Six year limit.
Homeless	Seeking permanent housing.	Seeking permanent housing if State (General) funded.	Seeking permanent housing if State (General) funded.	Seeking permanent housing.
Incapacitated	Yes.	Yes, if State (General) funded; parent must be employed, seeking employment, or in training if Federal funded.	Yes, if State (General) funded; parent must be employed, seeking employment, or in training if Federal funded.	Yes.
Other	N/A.	N/A.	N/A.	N/A.
<b>Absences/Leaves</b>				
<b>Excused Absences</b>				
Best interest of the child	Paid - limited to 10 days per year.	Paid - limited to 10 days per year.	N/A.	Paid - limited to 10 days per year.
Illness/Quarantine	Paid.	Paid.	N/A.	Paid.
Court Ordered Visitation	Paid.	Paid.	N/A.	Paid.
Family Emergency	Paid.	Paid.	N/A.	Paid.
Other	N/A.	N/A.	Contractors shall adopt a policy governing absences that include reasonable limitations for reimbursement purposes and shall reimburse providers in accordance with the provider's usual and customary policies regarding attendance.	N/A.
<b>Limited Service Leave</b>	<b>Part-day:</b> N/A <b>Full-day:</b> Shall not exceed twelve (12) consecutive weeks in duration except when the parent is on a maternity or a medically related leave absence from their employment or training.	Shall not exceed twelve (12) consecutive weeks in duration except when the parent is on a maternity or a medically related leave absence from their employment or training.	Shall not exceed twelve (12) consecutive weeks in duration except when the parent is on a maternity or a medically related leave absence from their employment or training.	Shall not exceed twelve (12) consecutive weeks in duration except when the parent is on a maternity or a medically related leave absence from their employment or training.
<b>Quality Measures</b>				
<b>Staff Qualifications</b>				

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>CalWORKSs Stage 2 and Stage 3</b>	<b>APP</b>	<b>First 5 Power of Preschool</b>	<b>Head Start</b>
Aid Status	<b>Stage 2</b> 1) Receiving cash aid; 2) Recipient of cash aid within the last 24 months; or 3) Eligible for diversion services. <b>Stage 3</b> Income eligible, responsible for care of child, and exhausted 24 month limitation for Stage 1 and/or 2.	Yes.	N/A.	Yes, any direct TANF payments or vouchers qualifies.
Income	1) Family is income eligible; 2) Adult or teen parent is responsible for child; and 3) Adult or teen parent meets aid status requirement above.	At or below 75% of state median income.	N/A.	At or below* federal poverty level. *10% can be above poverty level.
Homeless	N/A.	Yes, if State (General) funded.	N/A.	N/A.
Child Protective Services	N/A.	Yes.	N/A.	N/A.
Other	N/A.	N/A.	N/A.	Foster care and SSI categorically qualify. Other criteria established by community needs assessment.
<b>Need Criteria</b>				
Child Protective Services Employed	N/A. Yes.	Yes. Yes.	N/A. N/A.	N/A. N/A.
Seeking employment	Family eligible for services for 60 working days per fiscal year.	Family eligible for services for 60 working days per fiscal year.	N/A.	N/A.
Vocational Training	1) Leading to a recognized trade, paraprofession, or profession. 2) Six year limit.	1) Leading to a recognized trade, paraprofession, or profession. 2) Six year limit.	N/A.	N/A.
Homeless	N/A.	Seeking permanent housing if State (General) funded.	N/A.	N/A.
Incapacitated	Yes, if State (General) funded; parent must be employed, seeking employment, or in training if Federal funded.	Yes, if State (General) funded; parent must be employed, seeking employment, or in training if Federal funded.	N/A.	N/A.
Other	Participation in job retention services as approved by the CWD.	N/A.	N/A.	Foster care and SSI categorically qualify. Other criteria established by community needs assessment.
<b>Absences/Leaves</b>				
<b>Excused Absences</b>				
Best interest of the child	N/A.	N/A.	N/A.	N/A.
Illness/Quarantine	N/A.	N/A.	N/A.	N/A.
Court Ordered Visitation	N/A.	N/A.	N/A.	N/A.
Family Emergency	N/A.	N/A.	N/A.	N/A.
Other	Contractors shall adopt a policy governing absences that include reasonable limitations for reimbursement purposes and shall reimburse providers in accordance with the provider's usual and customary policies regarding attendance.	Contractors shall adopt a policy governing absences that include reasonable limitations for reimbursement purposes and shall reimburse providers in accordance with the provider's usual and customary policies regarding attendance.	Space needs to be operational.	Grantees shall adopt a policy governing absences, and must monitor these policies.
<b>Limited Service Leave</b>	Shall not exceed twelve (12) consecutive weeks in duration except when the parent is on a maternity or a medically related leave absence from their employment or training.	Shall not exceed twelve (12) consecutive weeks in duration except when the parent is on a maternity or a medically related leave absence from their employment or training.	N/A.	N/A.
<b>Quality Measures</b>				
<b>Staff Qualifications</b>				

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>California State Preschool Programs</b>	<b>Center Based Child Care Programs</b>	<b>Family Child Care Home/Ed. Network</b>	<b>Migrant CDD Programs</b>
Program Director	1) Child Development Program Director Permit. 2) Children's Center Supervision Permit. 3) Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD program. 4) Administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization.	1) Child Development Program Director Permit. 2) Children's Center Supervision Permit. 3) Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD program. 4) Administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization.	<b>If contractor operates at two or more sites, a director with the following qualifications shall be employed:</b> 1) Child Development Program Director Permit. 2) Children's Center Supervision Permit. 3) Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD program. 4) Administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization	1) Child Development Program Director Permit. 2) Children's Center Supervision Permit. 3) Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD program. 4) Administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization.
Site Supervisor	1) Child Development Site Supervisor Permit. 2) Children's Center Supervision Permit. 3) Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD programs. 4) An administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization.	1) Child Development Site Supervisor Permit. 2) Children's Center Supervision Permit. 3) Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD programs. 4) An administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization.	N/A.	1) Child Development Site Supervisor Permit. 2) Children's Center Supervision Permit. 3) Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD programs. 4) An administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization.
Teacher	1) Regular Children's Center Instructional Permit. 2) Limited Children's Center Instructional Permit. 3) Emergency Children's Center Instructional Permit. 4) Child Development Master Teacher Permit. 5) Child Development Teacher Permit. 6) Child Development Associate Teacher Permit. 7) Current credential authorizing teaching service in an elementary school or single subject credential in home economics, and 12 units in ECE/CD or two years experience in ECE/CD program.	1) Regular Children's Center Instructional Permit. 2) Limited Children's Center Instructional Permit. 3) Emergency Children's Center Instructional Permit. 4) Child Development Master Teacher Permit. 5) Child Development Teacher Permit. 6) Child Development Associate Teacher Permit. 7) Current credential authorizing teaching service in an elementary school or single subject credential in home economics, and 12 units in ECE/CD or two years experience in ECE/CD program.	N/A.	1) Regular Children's Center Instructional Permit. 2) Limited Children's Center Instructional Permit. 3) Emergency Children's Center Instructional Permit. 4) Child Development Master Teacher Permit. 5) Child Development Teacher Permit. 6) Child Development Associate Teacher Permit. 7) Current credential authorizing teaching service in an elementary school or single subject credential in home economics, and 12 units in ECE/CD or two years experience in ECE/CD program.
Assistant Teachers	N/A.	N/A.	N/A.	N/A.

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>CalWORKSs Stage 2 and Stage 3</b>	<b>APP</b>	<b>First 5 Power of Preschool</b>	<b>Head Start</b>
Program Director	N/A.	N/A	<p><b>1)</b> Child Development Program Director Permit.  <b>2)</b> Children's Center Supervision Permit.  <b>3)</b> Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD program.  <b>4)</b> Administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization</p>	Locally specified qualifications, must meet minimum requirements in California Code of Regulations, Title 22 (§1012151) and Head Start Performance Standards (45 CFR 1304.52(c).
Site Supervisor	N/A	N/A	<p><b>1)</b> Child Development Site Supervisor Permit.  <b>2)</b> Children's Center Supervision Permit.  <b>3)</b> Current credential authorizing teaching service in an elementary school or a single subject credential in home economics, with six units in administration/supervision of ECE/CD and 12 units of ECE/CD or at least two years experience in an ECE/CD programs.  <b>4)</b> An administrative Services Credential authorizing administration or supervision in public schools that includes preschool authorization.</p>	Locally specified qualifications.
Teacher	N/A.	N/A	<p><b>Entry Level*:</b> 24 ECE units plus 16 GE units.  <b>Adv. Level*:</b> 60 units (or AA), including 24 ECE units.  <b>Quality Level*:</b> BA degree with 24 ECE units, multiple subject teaching credential, or Child Development Program Director Permit.                      *May consider quality levels developed by First 5 County Commissions that closely approximate the quality levels described.</p>	Locally specified qualifications, must meet minimum requirements in California Code of Regulations Title 22 (§101216.1)*. *50% of teachers nationwide must have an AA or BA degree.
Assistant Teachers	N/A.	N/A	<p><b>Entry Level*:</b> 6 ECE units.  <b>Adv. Level*:</b> 12 ECE units (30 total units recommended).  <b>Quality Level*:</b> AA degree (or equivalent BA coursework) with appropriate ECE credits (24 units recommended).                      *May consider quality levels developed by First 5 County Commissions that closely approximate the quality levels described.</p>	N/A

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>California State Preschool Programs</b>	<b>Center Based Child Care Programs</b>	<b>Family Child Care Home/Ed. Network</b>	<b>Migrant CDD Programs</b>
Other	N/A.	N/A.	Contractors shall develop and implement written policies and procedures for provider participation.	N/A.
<b>Staffing Ratios</b>				
Infants (birth-18 months)	N/A.	1) Adult/Child 1:3 2) Teacher/Child 1:18	N/A.	1) Adult/Child 1:3 2) Teacher/Child 1:18
Toddlers (18 mo.- 36 mo.)	N/A.	1) Adult/Child 1:4 2) Teacher/Child 1:16	N/A.	1) Adult/Child 1:4 2) Teacher/Child 1:16
Preschool (36 mo. to kinder.)	1) Adult/Child 1:8 2) Teacher/Child 1:24	1) Adult/Child 1:8 2) Teacher/Child 1:24	N/A.	1) Adult/Child 1:8 2) Teacher/Child 1:24
School Age	N/A.	1) Adult/Child 1:14 2) Teacher/Child 1:28	N/A.	1) Adult/Child 1:14 2) Teacher/Child 1:28
Other	N/A.	If most of children served are unsubsidized, programs only required to meet Title 22.	Providers must be licensed or registered child care providers.	If most of children served are unsubsidized, programs only required to meet Title 22.
<b>Quality Assurance/ Monitoring</b>				
<i>Minimum Hours of Operation</i>	<b>Part-day:</b> 3 hours per day. <b>Full-day:</b> N/A.	N/A.	N/A.	N/A.
<i>Minimum Days of Operations</i>	<b>Part-day:</b> 175 per year <b>Full-day:</b> As specified in continued funding application.	As specified in continued funding application.	As specified in continued funding application.	As specified in continued funding application.
<b>Indicators</b>	Desired Results Developmental Profile (DRDP).	Desired Results Developmental Profile (DRDP).	Desired Results Developmental Profile (DRDP).	Desired Results Developmental Profile (DRDP).
<i>Other</i>	ERS score of "Good" or better on each subscale.	ERS score of "Good" or better on each subscale.	ERS score of "Good" or better on each subscale.	ERS score of "Good" or better on each subscale.
<b>Reporting Requirements</b>				
<i>Attendance/Expenditure Report</i>	CDFS 8501.	CDFS 9500.	Online CalWORKs, APP or FCC fiscal report.	CDFS 9500.
<i>Frequency</i>	4 per year, monthly if contractor is on conditional or provisional status.	4 per year, monthly if contractor is on conditional or provisional status.	4 per year, monthly if contractor is on conditional or provisional status.	4 per year, monthly if contractor is on conditional or provisional status.
<i>Data Collection Reports</i>	1) Child Care Population Information (CD-801A) monthly. 2) Additional information from randomly selected families from qualifying program types are collected and submitted to DHHS/CF monthly.	1) Child Care Population Information (CD-801A) monthly. 2) Additional information from randomly selected families from qualifying program types are collected and submitted to DHHS/CF monthly.	1) Child Care Population Information (CD-801A) monthly. 2) Additional information from randomly selected families from qualifying program types are collected and submitted to DHHS/CF monthly.	1) Child Care Population Information (CD-801A) monthly. 2) Additional information from randomly selected families from qualifying program types are collected and submitted to DHHS/CF monthly.
<i>Entity submitting reports</i>	Contractor	Contractor	Contractor	Contractor
<b>Audits</b>				

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>CalWORKSs Stage 2 and Stage 3</b>	<b>APP</b>	<b>First 5 Power of Preschool</b>	<b>Head Start</b>
Other	Contractors shall develop and implement written policies and procedures for provider participation.	Contractors shall develop and implement written policies and procedures for provider participation.	Staff will participate in professional development to educate children with varied languages and cultures, and children with disabilities and other special needs.	N/A
<b>Staffing Ratios</b>				
Infants (birth-18 months)	N/A.	N/A.	N/A.	N/A.
Toddlers (18 mo.- 36 mo.)	N/A.	N/A.	N/A.	N/A.
Preschool (36 mo. to kinder.)	N/A.	N/A.	1) Adult/Child 1:8 2) Teacher/Child 1:24 or 3) a research-based alternative (e.g., 2:20)	1) Adult/Child 1:8 2) Staff*/Child 2:20 * 1 teacher and 1 aide
School Age	N/A.	N/A.	N/A.	N/A.
Other	Providers must be licensed or registered child care providers, or if exempt family child care or in-home providers (except grandparents, aunts and uncles), must complete a health and safety self-certification and Trust Line application process.	Providers must be licensed or registered child care providers, or if exempt family child care or in-home providers (except grandparents, aunts and uncles), must complete a health and safety self-certification and Trust Line application process.	N/A.	N/A.
<b>Quality Assurance/ Monitoring</b>				
<b>Minimum Hours of Operation</b>	N/A.	N/A.	3 hours per day.	3.5 hours per day.
<b>Minimum Days of Operations</b>	As specified in continued funding application.	As specified in continued funding application.	175 (or equivalent).	Required days of operation are determined by the number of days per week each program operates.
<b>Indicators</b>	N/A.	N/A.	In development.	Desired Results Developmental Profile (DRDP).
<b>Other</b>	Self-assessment using CMR instrument.	Self-assessment using CMR instrument.	ERS entry-level score for providers will be a "4" which is obtained by averaging the indicators. Within 24 months, providers must receive an overall score of "5" which is obtained by averaging the indicators. At entry-level and throughout their participation, providers must receive, at a minimum, an average of "3" on each sub-scale.	
<b>Reporting Requirements</b>				
<b>Attendance/Expenditure Report</b>	1) Online CalWORKs, APP, or FCC fiscal report. 2) CalWORKs Caseload report.	Online CalWORKs, APP or FCC fiscal report.	Form pending.	1) SF 269 Financial Report. 2) Program Information Report (PIR).
<b>Frequency</b>	Monthly.	4 per year, monthly if contractor is on conditional or provisional status.	Twice a year.	1) Twice a year. 2) Yearly.
<b>Data Collection Reports</b>	1) Child Care Population Information (CD-801A) monthly. 2) Additional information from randomly selected families from qualifying program types are collected and submitted to DHHS/CF monthly.	1) Child Care Population Information (CD-801A) monthly. 2) Additional information from randomly selected families from qualifying program types are collected and submitted to DHHS/CF monthly.	In development.	1) Program Information Report (PIR). 2) Child Outcomes (DRDP). 3) National Reporting System.
<b>Entity submitting reports</b>	Contractor	Contractor.	First 5 County Commission.	Grantee.
<b>Audits</b>				

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>California State Preschool Programs</b>	<b>Center Based Child Care Programs</b>	<b>Family Child Care Home/Ed. Network</b>	<b>Migrant CDD Programs</b>
<i>Requirements</i>	1) Submit "acceptable" financial and compliance audits. 2) Agencies that expend \$500,000 or more in federal funds are required to have an Organization Wide Audit. 3) Agencies receiving and expending less than \$500,000 in federal funds and any amount of State funds are required to have a Contractor Audit. 4) Specific requirements are contained in CDE's Audit and Investigations Division Audit Guide.	1) Submit "acceptable" financial and compliance audits. 2) Agencies that expend \$500,000 or more in federal funds are required to have an Organization Wide Audit. 3) Agencies receiving and expending less than \$500,000 in federal funds and any amount of State funds are required to have a Contractor Audit. 4) Specific requirements are contained in CDE's Audit and Investigations Division Audit Guide.	1) Submit "acceptable" financial and compliance audits. 2) Agencies that expend \$500,000 or more in federal funds are required to have an Organization Wide Audit. 3) Agencies receiving and expending less than \$500,000 in federal funds and any amount of State funds are required to have a Contractor Audit. 4) Specific requirements are contained in CDE's Audit and Investigations Division Audit Guide.	1) Submit "acceptable" financial and compliance audits. 2) Agencies that expend \$500,000 or more in federal funds are required to have an Organization Wide Audit. 3) Agencies receiving and expending less than \$500,000 in federal funds and any amount of State funds are required to have a Contractor Audit. 4) Specific requirements are contained in CDE's Audit and Investigations Division Audit Guide.
<i>Frequency</i>	Yearly, biennially if under \$25,000.	Yearly, biennially if under \$25,000.	Yearly, biennially if under \$25,000.	Yearly, biennially if under \$25,000.
<b>Point of Entry</b>				
<i>Where to Find Info.</i>	Local Resource and Referral Agency.	Local Resource and Referral Agency.	Local Resource and Referral Agency.	Local Resource and Referral Agency.
<i>Where to Apply</i>	Centralized Eligibility List	Centralized Eligibility List	Centralized Eligibility List.	Centralized Eligibility List.
<b>Exit Criteria</b>				
<i>Length of Eligibility</i>	Eligibility for part-day services is established annually upon admission. <b>Full-day:</b> Family eligible as long as eligibility and need exists.	Family eligible as long as eligibility and need exists.	Family eligible as long as eligibility and need exists.	Family eligible as long as eligibility and need exists.
<i>Reason for Termination</i>				
Maximum Income Level	<b>Part-day:</b> N/A <b>Full-day:</b> 75% of state median income adjusted for family size.	75% of state median income adjusted for family size.	75% of state median income adjusted for family size.	75% of state median income adjusted for family size.
Maximum Age of Child	5 on or before Dec. 2 of fiscal year services are rendered.	13, or 21 for children with exceptional needs.	13, or 21 for children with exceptional needs or under court order.	13, or 21 for children with exceptional needs or under court order.
Other	<b>Part-day:</b> Excessive unexcused absences (locally determined). <b>Full-day:</b> 1) Non-payment of parent fees. 2) Excessive unexcused absences (locally determined).	1) Non-payment of parent fees. 2) Excessive unexcused absences (locally determined).	1) Non-payment of parent fees. 2) Excessive unexcused absences (locally determined).	1) Non-payment of parent fees. 2) Excessive unexcused absences (locally determined).

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.

**MATRIX OF CHILD CARE PROGRAMS  
AND KEY VARIABLES INCLUDING HEAD START AND FIRST 5**

<b>KEY VARIABLES</b>	<b>CalWORKSs Stage 2 and Stage 3</b>	<b>APP</b>	<b>First 5 Power of Preschool</b>	<b>Head Start</b>
<i>Requirements</i>	1) Submit "acceptable" financial and compliance audits. 2) Agencies that expend \$500,000 or more in federal funds are required to have an Organization Wide Audit. 3) Agencies receiving and expending less than \$500,000 in federal funds and any amount of State funds are required to have a Contractor Audit. 4) Specific requirements are contained in CDE's Audit and Investigations Division Audit Guide.	1) Submit "acceptable" financial and compliance audits. 2) Agencies that expend \$500,000 or more in federal funds are required to have an Organization Wide Audit. 3) Agencies receiving and expending less than \$500,000 in federal funds and any amount of State funds are required to have a Contractor Audit. 4) Specific requirements are contained in CDE's Audit and Investigations Division Audit Guide.	County Commission responsibility, including records maintenance (progress reports, expenditure reports and invoices). Annual County Commission Audit; each Preschool Demonstration Project application outlines reporting requirements of preschool providers	Independent audit submitted to ACF Region IX.
<i>Frequency</i>	Yearly, biennially if under \$25,000.	Yearly, biennially if under \$25,000.	Yearly.	Yearly.
<b>Point of Entry</b>				
<i>Where to Find Info.</i>	County Welfare Departments and Local Resource and Referral Agency.	Local Resource and Referral Agency.	Varies: First 5 County Commission, COE, and LAUP.	Local Head Start grantee or resource and referral agency.
<i>Where to Apply</i>	Centralized Eligibility List.	Centralized Eligibility List.	Varies: First 5 County Commission, COE, and LAUP.	Local Head Start program.
<b>Exit Criteria</b>				
<i>Length of Eligibility</i>	<b>Stage 2</b> No more than 24 months total in Stage 1 and/or 2 after leaving cash aid or receiving diversion services. <b>Stage 3</b> Family eligible as long a eligibility and need exists.	Family eligible as long as eligibility and need exists.	Eligible for Kindergarten.	Eligible for current and succeeding enrollment year, through age 5.
<i>Reason for Termination</i>				
Maximum Income Level	75% of state median income adjusted for family size.	75% of state median income adjusted for family size.	N/A.	N/A.
Maximum Age of Child	13, or 21 for children with exceptional needs or under court order.	To 13, or 21 for children with exceptional needs or under court order.	Kindergarten admission.	Compulsory school attendance, unless special circumstances are documented.
Other	<b>Stage 2</b> 1) Non-payment of parent fees. 2) Exhausted 24 month eligibility in Stage 1 and/or 2. <b>Stage 3</b> 1) Non-payment of parent fees.	1) Non-payment of parent fees. 2) Excessive unexcused absences (locally determined).	N/A.	N/A.

This matrix is designed to provide a general overview of child care programs, any portion not supported by specific statutory and/or regulatory requirement is no prescriptive pursuant to EC 33308.5.