



February 5, 2018

Honorable Board of Supervisors
County of Alameda
1221 Oak Street, Suite 536
Oakland, California 94612-4305

Dear Board Members:

SUBJECT: APPROVE A PROPOSED CHILD CARE AND EARLY EDUCATION PLAN
AND ADOPT A RESOLUTION TO ADD TO THE BALLOT OF THE
ELECTION TO BE HELD ON JUNE 5, 2018

RECOMMENDATIONS:

1. Adopt a Resolution to add to the ballot of the election to be held on June 5, 2018 the question of whether the County of Alameda shall implement a 30-year, one-half percent sales tax providing an estimated \$140,000,000 annually with citizens' oversight, public disclosure of spending, and mandatory annual audits, to expand access to child care and preschool for low- and middle-income families; help homeless and at-risk children, including help preventing child abuse/neglect; attract/retain quality child care workers; add spaces for child care at existing facilities throughout the county; and
2. Approve the Program Plan to govern the use of the proceeds of the Child Care and Early Education Fund upon passage by two-thirds of the electorate voting on the Measure in the June 5, 2018 Primary Election.

SUMMARY:

Over the past year, County staff has engaged parents, child care providers, early educators and other relevant stakeholders to develop and refine program proposals for a potential child care and early education ballot initiative. The attached Resolution and Program Plan seeks to address the crisis in child care and early education by bringing to the voters a Measure allowing Alameda County to implement a one-half percent sales tax for thirty years to fund expanded access to child care for low- and middle-income families and to raise wages for child care providers and early educators to a minimum of \$15 per hour.

The Program Plan calls for an initial estimated allocation of 59% of the proceeds raised by this measure to be used towards funding new child care scholarships for children from low- and middle-income families. Within this allocation, 41.1% will focus on funding scholarships for homeless and other high priority families, and reduce child care and early education waiting lists

across Alameda County. An additional 17.9% will be used towards funding competitive grants to meet community needs and fund innovative programs. The Plan also allocates 3% to evaluate the program, and establish a reserve to protect against fluctuations in tax revenue.

The remaining 38% of the proceeds raised by the tax will fund efforts to improve quality and wages, with 1% allocated for the workforce pipeline and innovation, 2% allocated for facilities and 0.5% for mental health support services.

Plan Component	Initial Estimated Allocation	Estimated Annual Dollar Amount (millions)*
Evaluation & Reserve	3.0%	\$4.20
Improved Quality & Wages**	38.0%	\$53.20
<i>Base Quality/Wage Improvement</i>	<i>33.5%</i>	<i>\$46.90</i>
<i>Facilities</i>	<i>2.0%</i>	<i>\$2.80</i>
<i>Workforce Pipeline</i>	<i>1.0%</i>	<i>\$1.40</i>
<i>Innovation</i>	<i>1.0%</i>	<i>\$1.40</i>
<i>Mental Health Support Services</i>	<i>0.5%</i>	<i>\$0.70</i>
New Scholarships**	59.0%	\$ 82.60
<i>Base New Scholarships</i>	<i>41.1%</i>	<i>\$57.54</i>
<i>Regional Pools</i>	<i>17.9%</i>	<i>\$25.06</i>
* Based on \$140 million estimated annual revenue		
** Includes technical assistance, case management, program implementation, contract oversight & other administrative costs		

These allocations may be amended after a public process. The Program Plan does not address a cap on administrative costs which will be established in the contract between Alameda County and the Administering Agency.

The Program Plan requires participating child care and early education programs to allow employees to contribute part of their pay to a professional organization of the employees' choosing via payroll deduction.

Approval of the resolution today and the approval Child Care and Early Education Tax Ordinance on its second reading will place this Measure on the ballot in the June Primary Election. If approved by two-thirds of the voters, this tax will go into effect October 1, 2018. Alameda County is estimating this tax will raise approximately \$140,000,000 annually with that amount changing based on economic activity in the County.

BALLOT MEASURE LANGUAGE:ALAMEDA COUNTY CHILDCARE AND EARLY EDUCATION MEASURE.

To expand access to childcare and preschool for low- and middle-income families; help homeless and at-risk children, including help preventing child abuse and neglect; attract and retain quality childcare workers; and add spaces for childcare at locations throughout the county, shall the County of Alameda enact a 30-year ½% sales tax providing approximately 140 million dollars annually with citizens' oversight, public disclosure of spending, and mandatory annual audits?

DISCUSSION:

As your Board is aware, child care and early education in Alameda County has become increasingly scarce and expensive, to the point that it is now out of reach for many low- and middle-income families, including homeless families and vulnerable populations. The General Services Agency's Early Care and Education Program made presentations about the child care and early education crisis issue to your All In Committee at its October 2017 and January 2018 meetings, and to your Board at your September 19, December 12, and January 30 retreats. County staff was instructed to explore the possibility of placing a sales tax measure on the June 2018 ballot to provide funds to mitigate the quality child care and early education crisis.

From July 27, 2017 through January 11, 2018, a Steering Committee met bi-weekly to review and discuss child care and early education needs and possible programs to be funded from a sales tax measure. Your Board held eight listening sessions throughout Alameda County to solicit input from the public and stakeholders on both policy and programs related to the proposed measure. Representatives from labor, community, and child care and early education also sponsored six additional listening sessions. An Advisory Panel of 48 key child care and early education stakeholders and content experts met three times to further vet and provide feedback on the proposed program components.

In total, we conducted almost 100 group and one-on-one listening sessions reaching at least 1,000 individuals and collected and logged over 500 feedback forms to inform and improve the proposed plan. We also established a County webpage (www.acgov.org/ece/crisis) with relevant information and a dedicated phone number and email address to collect additional feedback. The overwhelming majority of stakeholders voiced support for the measure, especially its focus on improving child care and early education access, quality, and wages.

In addition, a consulting firm conducted two telephone surveys of 600 likely June 2018 voters to provide public opinion research and ballot initiative services to advise on the measure. Key findings from the polling data showed that 73% of voters would support the measure.

The proposed measure will help to mitigate the scarcity and cost of child care and early education within Alameda County, especially for low- and middle-income families and vulnerable

populations. It will also sustain and improve the quality of new and existing child care and early education, and improve wages for child care providers and early educators to at least \$15 an hour.

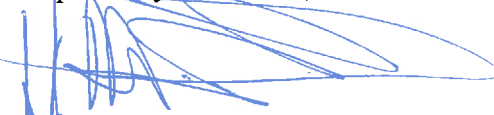
FINANCING:

Proceeds raised by this sales and use tax will be deposited into a special fund entitled "child care and early education tax fund". These funds will be restricted and shall be used exclusively to provide high quality child care and early education services to benefit low- and middle-income children and families in Alameda County and to improve wages for child care providers and early educators who provide these services.

We are currently estimating this tax will raise approximately \$140,000,000 annually with that amount fluctuating based on economic activity. Proceeds from this tax may not be used to replace the funding level for direct services established in the FY 2016-17 County budget to support child care and early education services unless State, federal, or other non-County sources of such funding have been reduced by the same amount.

Approval of this item will place the tax measure on the ballot for voter approval and will have no impact in net County cost.

Respectfully submitted,



Willie A. Hopkins, Jr.
Director, General Services Agency

BOS.02.06.18.CHC. Proposed Child Care and Early Education Plan and Resolution V.Letter

Attachments

cc: Susan S. Muranishi, County Administrator
Steve Manning, Auditor-Controller
Donna R. Ziegler, County Counsel
Meryl Klein, Office of the County Administrator
Pete Coletto, Office of the County Administrator
Kimberly Gasaway, GSA Chief Deputy, Administration
Andrea Weddle, Chief Assistant County Counsel
Kathleen Pacheco, Senior Deputy County Counsel
Farand Kan, Deputy County Counsel

BOARD OF SUPERVISORS, COUNTY OF ALAMEDA

STATE OF CALIFORNIA

RESOLUTION NO. 2018-57

A RESOLUTION ADDING TO THE BALLOT OF THE ELECTION TO BE HELD ON JUNE 5, 2018 THE QUESTION OF WHETHER THE COUNTY OF ALAMEDA SHALL IMPOSE A TRANSACTIONS AND USE TAX FOR THE PURPOSE OF PROVIDING ADDITIONAL SUPPORT FOR HIGH QUALITY CHILD CARE AND EARLY EDUCATION SERVICES FOR LOW- AND MIDDLE-INCOME CHILDREN AND FAMILIES IN THE COUNTY AND TO IMPROVE WAGES FOR CHILD CARE PROVIDERS AND EARLY EDUCATORS WHO PROVIDE THESE SERVICES.

WHEREAS, the children of Alameda County are our future and will provide the leadership, creativity, and productivity to strengthen and sustain the quality of life in our County; and

WHEREAS, research shows that a child's brain develops most dramatically during the first five years of life, and this critical period is a window of opportunity to lay the foundation for all of the years that follow; and

WHEREAS, children need access to quality early educators and child care programs that will give them the very best start in life during this critical period of their development; and

WHEREAS, the County of Alameda ("County") desires to provide the children living in Alameda County with every possible opportunity to be successful in school and beyond; and

WHEREAS, each student in Alameda County deserves to be supported by qualified, caring adults in safe and nurturing environments; and

WHEREAS, in 2016, only 44% of Alameda County children entered kindergarten fully ready for school, according to the most recent School Readiness in Alameda County report; and

WHEREAS, only 31% of Alameda County children with working parents have access to a space in a licensed child care or early education setting, according to the most recent California Child Care Portfolio; and

WHEREAS, child care and early education is more expensive than college, with average, full-time infant care costing more per year than tuition at the University of California Berkeley and almost three times the annual cost of California State East Bay, according to Parents and the High Cost of Child Care 2017 report; and

WHEREAS, the growing homeless population in Alameda County includes hundreds of children and their families who are not able to access quality child care and early education services; and

WHEREAS, 75% of Alameda County child care providers and early educators worry about paying monthly bills, and 54% worry about putting food on the table, as early educators' pay has not kept up with the rising cost of living in the Bay Area, according to a 2016 report from the Center for the Study of Child Care Employment; and

WHEREAS, low compensation and limited work supports disproportionately affect low-income women, as early educators are almost exclusively female, with large numbers of older women, women of color, recent immigrants, and first-generation college students and mothers; and

WHEREAS, low compensation of early educators drives turnover and hampers the ability to attract and retain skilled educators, which in turn undermines stable, continuous relationships essential to children; and

WHEREAS, in 2016-17, the state of California only reimbursed providers on average less than 70% of the true cost of providing high-quality preschool for 3- and 4-year-olds, per child per year, according to the 2016 San Francisco Office of Early Care and Education Comprehensive Fiscal Analysis; and

WHEREAS, a study by Nobel Laureate Economist James Heckman shows that investing in high quality early education yields a high return on investment up to 13%; and

WHEREAS, the Board of Supervisors deems it necessary and essential to approve a 30-year transactions and use tax to provide additional support for high quality child care and early education services to low- and middle-income children and families in Alameda County and to improve wages for participating child care providers and early educators so that they can earn at least \$15 per hour;

WHEREAS, the Board of Supervisors deems it necessary and essential to submit to the voters the question of whether the County of Alameda shall impose said transactions and use tax to provide additional support for high quality child care and early education services, as set forth in the proposed ordinance, attached hereto and incorporated herein; and

WHEREAS, it is the judgment of the Board of Supervisors to order an election to submit this measure to the voters and to consolidate such election with the other elections to be held on June 5, 2018;

NOW, THEREFORE, the Board of Supervisors of the County of Alameda resolves, determines and directs as follows:

SECTION I

The Registrar of Voters of the County of Alameda is hereby instructed to print on the sample ballots and on the official ballots and in the Voter Pamphlet for the State of California Election to be held June 5, 2018 the following measure to be voted upon at said election in the following form:

COUNTY OF ALAMEDA MEASURE ____

ALAMEDA COUNTY CHILDCARE AND EARLY EDUCATION MEASURE.	YES
To expand access to childcare and preschool for low- and middle-income families; help homeless and at-risk children, including help preventing child abuse and neglect; attract and retain quality childcare workers; and add spaces for childcare at locations throughout the county, shall the County of Alameda enact a 30-year ½% sales tax providing approximately 140 million dollars annually with citizens' oversight, public disclosure of spending, and mandatory annual audits?	NO

The Registrar is directed to take all steps necessary to hold the election in accordance with law and these specifications.

The Registrar is also directed and authorized to certify the results to the Board of Supervisors of the County of Alameda both for voters throughout the County and for those in the unincorporated areas of the County.

SECTION II

The purpose of this election is to comply with the requirements of Article XIIC, section 2 of the California Constitution and California Government Code sections 53720 *et seq.* that the voters of the County approve taxes.

SECTION III

If a two-thirds majority of the electors voting on the measure at the election held June 5, 2018 vote for County of Alameda Measure __ [Measure designation to be determined] then the Child Care and Early Education Tax, Alameda County General Ordinance Code chapter 2.08, Article VI, shall be added as provided above and in the attached proposed ordinance.

THE FOREGOING was **PASSED** and **ADOPTED** by the Alameda County Board of Supervisors this 27 day of February, 2018, to wit:

AYES: Supervisors: Haggerty, Miley, Carson, Valle & President Chan - 5

NOES: None

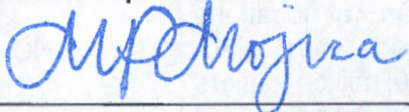
EXCUSED: None



PRESIDENT, BOARD OF SUPERVISORS

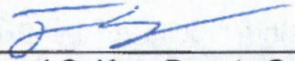
ATTEST:

Clerk, Board of Supervisors

By:  Deputy

APPROVED AS TO FORM:

DONNA R. ZIEGLER, COUNTY COUNSEL

By: 

Farand C. Kan, Deputy County Counsel

Alameda County Child Care and Early Education Initiative: A Countywide Revenue Measure



Board of Supervisors Meeting: February 27, 2018

Brain Development

90%

**of a child's brain
development
happens
before age 5**



- 90% Brain development before age 5
- 10% Brain development after age 5

Source: Harvard Center for the Developing Child

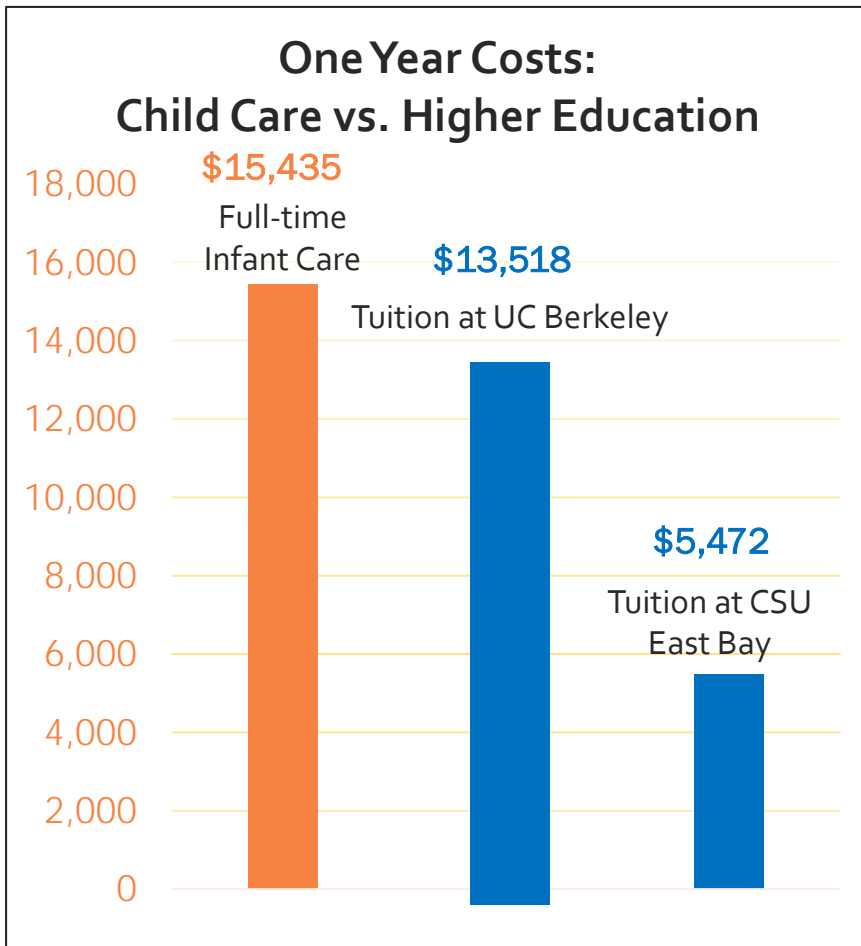
A Readiness Gap



In 2016, only **44%*** of Alameda County children entered kindergarten fully ready for school

Source: 2015 School Readiness Assessment conducted by Applied Survey Research

An Affordability Gap for Parents & Providers



\$17,069

True cost of high-quality preschool for 3 & 4-year-olds, per child per year



\$11,784

16-17 reimbursement rate for state preschool, per child per year

(only 69% of true cost)

A Wage Gap

- **75%** of child care providers and early educators worry about paying monthly bills
- **48%** of early educators rely on one or more government assistance programs





Our Proposed Solution:

County-Wide Half-Percent Sales Tax Measure

➡ **\$140 million/year** for child care & early education

Ballot Measure Language

ALAMEDA COUNTY CHILDCARE AND EARLY EDUCATION MEASURE.

To expand access to childcare and preschool for low- and middle-income families; help homeless and at-risk children, including help preventing child abuse and neglect; attract and retain quality childcare workers; and add spaces for childcare at locations throughout the county, shall the County of Alameda enact a 30-year ½% sales tax providing approximately 140 million dollars annually with citizens' oversight, public disclosure of spending, and mandatory annual audits?

90+ Stakeholder Meetings to Date

- Alameda County Early Care & Education Program
- Alameda Collaborative
- Alameda County Early Childhood Policy Committee (ACECPC)
- ACOE
- Alameda County School Board Association
- Alameda County SSA
- Alliance of Californians for Community Empowerment
- ALL-IN Committee
- ASES – After School Education & Safety Program
- Ashland Community Association
- Assemblymember Rob Bonta
- BAHIA Inc.
- Blue Skies 4 Children
- UC Berkeley GSE Center for the Study of Child Care Employment
- Chabot College Advisory Committee
- Child, Family and Community Services
- City of Oakland Department of Human Services
- Early Learning Fellowship
- East Bay Community Foundation
- East Bay Association for the Education of Young Children (EBAEYC)
- Emerging Leaders for Racial Equity
- Family Leadership Council at Education for Change
- Family Resource Navigators
- Fathers Corps of Alameda County
- First 5 Alameda County
- First Five Years Fund
- Forward Change
- Head Start – City of Oakland
- Housing & Community Development Department
- Inter-Agency Children's Policy Council
- Kaiser Permanente
- Kenneth Rainin Foundation
- Kidango
- Labor Center at UC Berkeley
- Las Positas Community College Planning Council
- LPC Advisory Board
- Mayors from: Albany, Berkeley, Emeryville, Dublin, Hayward, Livermore, Oakland, Pleasanton
- Library System of Alameda County
- Lotus Bloom Learning Center
- Oakland Preschool Providers
- Oakland Starting Smart and Strong Coalition
- Oakland Thrives Leadership Council
- OUSD CDC Instructional Assistant leadership
- Parent Leadership Action Network (PLAN)
- Parent Voices
- Partnership for Children and Youth
- Quality Counts
- Right Start Commission
- San Lorenzo School Board
- St. Mary's Center
- SEIU 521
- SEIU 1021
- Senator Nancy Skinner
- Superintendents from: Alameda County office of Education, Alameda, Albany, Berkeley, Castro Valley, Emeryville, Eden Area, Fremont, Newark, Oakland, Pleasanton, San Lorenzo
- Thomas J. Long Foundation
- Unincorporated County Technical Advisory Committee
- Unity Council
- YMCA of the East Bay providers
- YMCA Head Start providers

Expanding Access

- Homeless and other high priority families
- Reduce the waiting list
- Community grants



Increasing Wages

- Rate enhancement
- At least \$15/hour for providers and instructional assistants



Improving Quality

- Coaching
- Professional Development
- Mental Health Supports



Who Benefits?

Low- and middle-income families with children birth to 12 years throughout the County who utilize:

- Child care centers and preschools
- Licensed family child care providers
- Family, friend and neighbor providers



Polling: Early Support is Encouraging

74%



of Alameda County likely voters said
they would vote **YES** on this measure

Your “YES” Vote Today Means...

- The Child Care and Early Education measure will be placed on the June 5, 2018 ballot for voter approval
- The Program Plan will be approved, which will guide administration and expenditure of funds

Thank You!

acgov.org/ece/crisis

ece@acgov.org

(510) 208-9698



2018 ALAMEDA COUNTY CHILD CARE AND EARLY EDUCATION BALLOT MEASURE PROGRAM PLAN

February 27, 2018

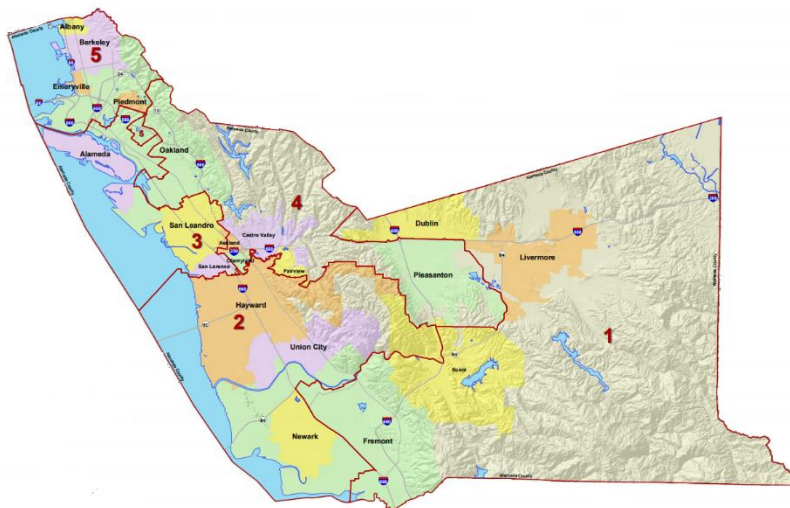


TABLE OF CONTENTS

SECTION I. EXECUTIVE SUMMARY	4
SECTION II. THE NEED FOR HIGH QUALITY, ACCESSIBLE AND AFFORDABLE CHILD CARE AND EARLY EDUCATION IN ALAMEDA COUNTY	7
SECTION III. BACKGROUND	11
PROGRAM COMPONENT 1: ADDING NEW HIGH QUALITY CHILD CARE AND EARLY EDUCATION SCHOLARSHIPS	17
a. SERVE HOMELESS AND OTHER HIGH PRIORITY FAMILIES:	17
b. REDUCE WAITING LISTS:	18
c. PROVIDE ADDITIONAL RESOURCES FOR HIGH NEED COMMUNITIES:	19
PROGRAM COMPONENT 2: IMPROVE AND SUSTAIN CHILD CARE AND EARLY EDUCATION QUALITY AND IMPROVE WAGES TO AT LEAST \$15 AN HOUR	21
a. EXPAND AND MAINTAIN CHILD CARE AND EARLY EDUCATION QUALITY:.....	21
b. IMPROVE WAGES TO AT LEAST \$15 AN HOUR:	23
c. EXPAND PROFESSIONAL DEVELOPMENT AND WORK SUPPORTS:	25
d. PROFESSIONAL ASSOCIATION MEMBERSHIP AND PAYROLL DEDUCTION:	26
e. ATTRACT AND RETAIN QUALITY CHILD CARE PROVIDERS AND EARLY EDUCATORS:.....	26
f. IMPROVE MENTAL HEALTH AND PARENT, FAMILY, FRIEND AND NEIGHBOR SUPPORT SERVICES:	28
g. IMPROVE CHILD CARE AND EARLY LEARNING FACILITIES:	30
h. USE INNOVATION TO RESPOND TO EMERGING NEEDS:	31
SECTION V. GOVERNING BODY AND ORGANIZATIONAL STRUCTURE	32
a. Administering Entity:	32
b. Citizens' Oversight Committee:	32
c. Planning and Advisory Council:.....	33

SECTION VI. IMPLEMENTING GUIDELINES..... 34

SECTION VII. ADDITIONAL RESOURCES..... 37



SECTION I. EXECUTIVE SUMMARY

We must address the child care and early education crisis in Alameda County. Limited access to quality, affordable child care and early education is taking its toll on families, educators, and communities across our county. Children can't get the early learning they need to be ready for kindergarten. Parents can't find child care that they can afford. Early educator pay is so low that it's difficult to provide the basics for their own families. Research shows that a child's brain develops most dramatically during the first five years of life. This critical period is a window of opportunity to lay the foundation for all of the years that follow. Yet thousands of Alameda County children are missing out. They need access to quality early educators and child care programs that will give them the very best start in life during this critical period of their development.

- **Affordable child care is out of reach.** The average cost of child care for middle-class families in Alameda County is almost a quarter of family income. For many, these are exorbitant costs comparable to funding a college education, with little assistance from employers or others. Many parents are forced to work two jobs, leave the workforce entirely, or depend on poor quality child care because that's all that they can afford.
- **Children in homeless families can't get access.** The growing homeless population in Alameda County includes hundreds of children who can't get access to quality child care services.
- **Early educators are in poverty.** Early educators' pay has not kept up with the rising cost of living. The average Alameda County child care center worker salary is \$29,000 per year, hardly enough to make ends meet for child care workers and their families. Family child care providers earn even less, often as little as \$5-8 an hour.
- **Access to care is limited.** More than 115,000 Alameda County children lack access to formal child care and early education. Only thirty-one percent (31%) of Alameda County children with working parents have a licensed child care and early education space available to them.
- **Thousands arrive NOT ready for kindergarten.** Fifty-six percent (56%) of Alameda County children are not fully prepared to start kindergarten when they arrive, and twenty percent (20%) of those are not even partially ready.

The Solution: A Countywide Local Revenue Measure: In June 2018, Alameda County voters will have an opportunity to direct more resources to address the child care and early education crisis by passing a one-half percent sales and use tax, the Child Care and Early Education Ballot Measure (the “measure”). The measure, which is expected to initially generate \$140 million annually, would build on the County’s existing child care and early learning system, creating thousands of new child care and early education scholarships, improve and sustain the quality of children’s care and early learning experiences, and increase wages for child care providers and early educators to at least \$15 an hour.

We listened to community members. This Program

Plan was developed after extensive input from the community. The Board directed the General Services Agency’s Early Care and Education Program to undertake a Child Care and Early Learning Listening Initiative in fall 2017. We conducted nearly 100 stakeholder meetings reaching over 1,000 people, including parents, community members, teachers, directors, family child care providers, family, friend and neighbor providers and elected officials. We also formed a 25 member Steering Committee, which



met bi-weekly from late July 2017 through January 2018. They reviewed draft program components and suggested changes after each round of Listening Sessions. These proposals were also vetted by a 48 member Advisory Panel which met three times to provide content expertise. We also collected, logged and analyzed over 500 feedback forms and several detailed proposals which further informed the development of these program components.

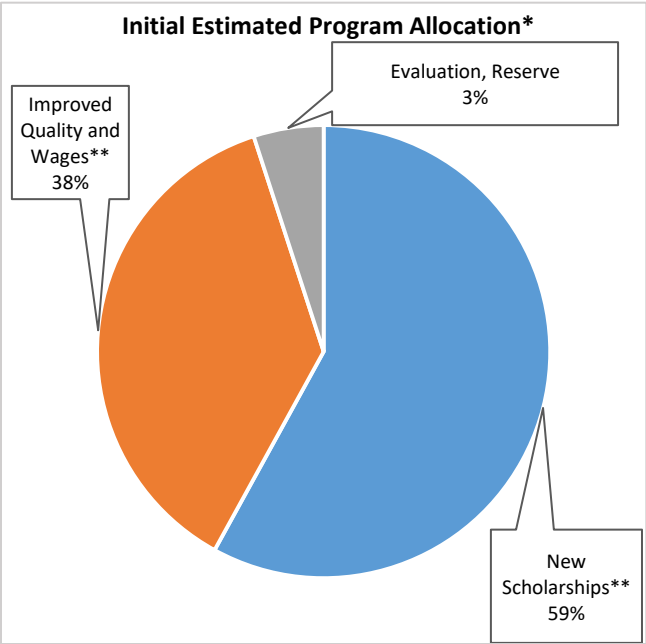
This Plan is intended to benefit low- and middle-income children, families and early

educators. Funds from the ballot measure would provide thousands of children with financial assistance, or scholarships, to attend high quality child care and early education programs, with a special emphasis on homeless and other high priority children and families. Once children are served, parents will be able to work

and go to school to provide for their families and pursue their educational and professional dreams. Early educators and child care providers will be able to earn at least \$15 an hour and rely less on government assistance. As a result, Alameda County will remain a family-friendly place with a strong, vibrant economy.

Oversight and community voice provide accountability. This 30-year measure includes accountability measures to validate that the proceeds from the measure are spent only on child care and early learning, as well as reasonable administrative expenses. It requires annual independent audits, a citizen’s oversight committee, and annual compliance reports that detail costs and how specific performance measures are met.

This Plan will add new scholarships, improve quality and increase wages. The Child Care and Early Education ballot measure proposes two primary components to support young children and working families: Adding New Scholarships, and Improving and Sustaining Quality and Increasing Wages. Below is an initial estimate of the Plan’s funding allocation. These allocations may be amended after a public process.



Plan Component	Initial Estimated Allocation	Estimated Annual Dollar Amount (millions)*
Evaluation & Reserve	3.0%	\$ 4.20
Improved Quality & Wages**	38.0%	\$ 53.20
Base Quality/Wage Improvement	33.50%	\$46.90
Facilities	2.00%	\$2.80
Workforce Pipeline	1.00%	\$1.40
Innovation	1.00%	\$1.40
Mental Health Support Services	0.50%	\$0.70
New Scholarships**	59.0%	\$ 82.60
Base New Scholarships	41.1%	\$ 57.54
Regional Pools	17.9%	\$ 25.06

* Based on \$140 million estimated annual revenue

** Includes technical assistance, case management, program implementation, contract oversight & other administrative costs

SECTION II. THE NEED FOR HIGH QUALITY, ACCESSIBLE AND AFFORDABLE CHILD CARE AND EARLY EDUCATION IN ALAMEDA COUNTY

The architecture of the brain is built in early childhood. The need for high quality, affordable and accessible child care and early education is well documented by researchers nationwide. Ninety percent (90%) of a child's brain develops in the first five years of life, and is the most significant from birth to age three. This makes the early years the most critical period for our youngest learners to engage in nurturing, stimulating environments with skilled teachers and caregivers. This critical period is a window of opportunity to lay the foundation for all of the years that follow. If children have what they need early in life, they are set on a path for future success.



Too many children arrive unprepared for kindergarten. Currently only forty-four percent (44%) of Alameda County children arrive at kindergarten fully ready. Children who are unprepared for elementary school are often the same children who lag behind in third grade reading and math scores. Studies show that children who benefit from high quality child care and early education are less likely to repeat a grade and more likely to graduate from high school. Additional studies show that even the next generation, the children

of the children who attended Head Start and other early childhood education programs also show improved outcomes, both in school and in life.

Children in homeless families are not able to get access. The needs of families experiencing homelessness require special consideration and immediate attention. A recent federal Policy Statement on Meeting the Needs of Families with Young Children Experiencing and At Risk of Homelessness shared that:

- Infants are the most likely age group to have stayed in an emergency shelter in the past year.
- Almost half of children in shelters are under age six.
- Homelessness during pregnancy and in the early years is harmful to children’s development.

The growing homeless population in Alameda County includes hundreds of children who are not able to access quality child care and early education. The funding from this measure would provide increased options for homeless families to obtain safe, high quality child care and early education and give homeless parents the opportunity to search for and find work while their child is receiving quality child care so the family can get back on its feet.

Parents cannot afford the high cost of child care and early education. Parents need child care for their children so they can work and earn a living and provide for their families. However, child care in Alameda County is expensive and costs more than a year of in-state tuition at the University of California - Berkeley. Federal and state programs do help more than 13,000 families, but thousands more remain on waiting lists because they cannot afford to pay the full rate.

The Bay Area is known for innovation and excellence, but we are not doing enough to ensure that local parents can compete for high quality jobs. It takes two incomes to



afford living in the Bay Area and by adding new quality child care and early education scholarships, parents can return to work, advance in their careers, and provide for their families.

Even though child care is expensive for families, most providers receive much less than the true cost of providing high quality services. A 2016 comprehensive fiscal analysis prepared for the San Francisco Office of Early Care and Education showed that it costs at least \$17,069 per year to care for and educate three and four year olds, and even more for infants and toddlers. However, the state reimbursement rate for subsidized preschool in 2016-2017 was less than 70% of that amount. Often the difference is made up by paying child care providers and early educators poor wages.

Child care provider and early educator wages are too low. The linchpin of quality in child care and early education is the early educator or child care provider. Their ability to establish nurturing, warm interactions with babies, to inspire curiosity in preschoolers by asking open-ended questions, and to be familiar with new educational approaches so they can assist school-age children with their homework requires dedication and skill. However, study after study show that the people doing this work (predominantly women

of color), despite having a higher level of education than the general workforce, remain severely underpaid.

Child care provider and early educator salaries have not kept up with the rising cost of living in Alameda County.

They earn \$29,000 a year on average, which is not nearly enough to pay rent, afford child care for their own children, and make ends meet in the Bay Area.

Family child care providers are earning as little as \$5-8 per hour and are not

In the U.S.,
the high cost of child care
is shouldered by parents
and a low paid workforce.



covered by worker protections like workers' compensation because they are considered independent contractors.

A recent survey of child care providers and early educators in Alameda County by the Center for the Study of Child Care Employment found that seventy-five percent (75%) were worried about paying their monthly bills and over half were worried about putting food on the table for their own families. Just under half of early educators across the state rely on some form of government assistance. Poor wages and working conditions lead to high turnover, which has negative outcomes on children's experiences.



SECTION III. BACKGROUND

This Alameda County Child Care and Early Education Program Plan (referred to throughout this document as the Plan) responds to the County's increasing need for high quality child care and early education through a locally generated and protected funding stream. The funding from this measure can only be used for the purposes listed in the measure, including expanding access, improving and sustaining quality child care and early education, and increasing wages and work supports in child care and early education. The funding from this measure cannot be taken or diverted by the State or by any other governmental agency, and over the life of this Plan can only be used for the purposes described in the measure and in this Plan, as it may be amended, as long as the Plan is consistent with the measure.

There are different types of child care and early education. Families make many important decisions about the child care arrangements that best meet their needs. They choose from the options available to them and generally select programs whose policies and practices are aligned with their beliefs, and are practical and feasible given work schedules, transportation needs, cost, and other factors. Alameda County families use three main types of child care and early education settings: center-based child care and preschools, licensed family child care providers, and informal arrangements with family members, friends or neighbors.



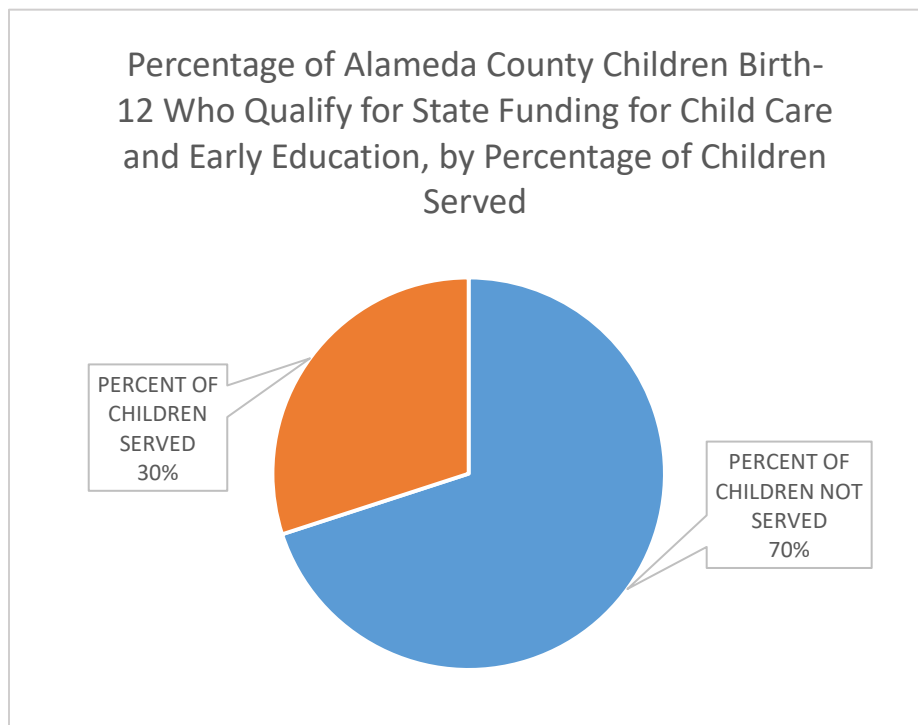
Center-based child care and preschools are located throughout the County and are generally required to meet basic health and safety standards and minimum staff-to-child ratios set by the state. There are over 560 centers in Alameda County.

Licensed family child care providers must operate out of a family home and serve no

more than 14 children at one time. They are also required to meet basic health and safety standards. Alameda County has over 1,500 licensed family child care providers.

Family, Friend, and Neighbor Care, also referred to as informal care, home-based care, kith and kin care, or relative care, is provided in the child's or caregiver's home by a person who is a relative, friend or neighbor, or an unlicensed babysitter or nanny. These arrangements do not require state licensing, and exact numbers of these arrangements are unknown. Families may choose license-exempt care in order to meet their particular needs that make using licensed care difficult, including requiring care at non-standard hours, flexibility around scheduling and transportation, or finding a provider who is a better cultural or linguistic match for their family. Families may also choose license-exempt care because there is a lack of licensed care available to them in their communities, as parents' choices are constrained by the options available to them.

State and federally-funded programs do not meet the child care and early education needs of low- and middle-income families. In fact, up to seventy percent (70%) of children who qualify are not receiving services due to lack of funding.



All types of child care and early education providers chosen by families are intended to benefit from this Plan. Centers, family child care providers and family, friend and neighbor providers who participate may be eligible to receive additional funds for the low-income children they serve as well as resources to offer quality early learning experiences and improve working conditions for themselves.

The Plan was developed with broad community input. From the beginning, strong community voice has shaped the creation and development of this Plan. The Board of Supervisors directed the General Services Agency's Early Care and Education Program to develop the plan in conjunction with a wide variety of community stakeholders, including child care and early education employees, providers, labor organizations, parents as well as senior and other community members, as well as child care and early education experts. A Planning Committee, Steering Committee, and Advisory Panel were convened and met multiple times to develop and review components of the Plan.

Nearly 100 one-on-one and group listening sessions touching over 1,000 people were held throughout the County from July through December 2017. More than 500 feedback forms were collected, logged and considered in the development of the plan. A dedicated webpage (www.acgov.org/ece/crisis), phone line and email address were established to encourage additional comments and input.

Extra efforts were made to enable labor organizations and parent groups to host six of the listening sessions. These sessions were attended by parents, grandparents and other family members, family child care providers, center-based teachers, center directors, and family, friend and neighbor providers. Some sessions were conducted in Spanish or with the assistance of translators.



The goals of the Plan are:

1. That Alameda County's children are prepared to succeed in kindergarten and later life, and live in stable, safe and supported families and communities;
2. That Alameda County is a family-friendly county and to support families as an important part of the county's population and civic culture;
3. That providers who serve and educate our County's children are able to be financially stable, supported in their work, and provide for their own families;
4. To focus on the prevention of problems and on supporting and enhancing the strengths of children and their families;
5. That children and youth with the highest needs receive maximum benefit from the Plan and that equity is a guiding principle of the funding process;
6. That collaboration among public agencies and community-based organizations around shared outcomes among all service providers for children and their families will be strengthened;
7. That children are provided with developmentally appropriate, gender-responsive and culturally competent services.

What this Plan is intended to do: It is anticipated that the one-half percent sales tax authorized in the Child Care and Early Education Ballot Measure (the "measure") would generate about \$140 million annually to improve and expand child care and early education for children and families in all Alameda County communities. For the first five year cycle, this Plan is designed to:

1. Establish the Alameda County Child Care and Early Learning Scholarship program, or ACCELS. This program would add thousands of new high quality child care and early education scholarships for Alameda County families by:
 - Providing child care and early education and additional supports for homeless families and children, and those who need it most;
 - Reducing child care and early education waiting lists throughout the County, especially for infants and toddlers;
 - Directing additional resources to high need communities to address their local needs.

2. Improve and sustain the quality of existing child care and early education settings and increase provider and educator wages and work supports, by:
- Increasing programs that provide training and coaching for the early childhood workforce and increase the quality of child care and early education, including mental health supports;
 - Expanding and maintaining high quality early childhood environments and facilities;
 - Raising early educator pay to at least \$15 per hour for participating providers, addressing wage compression and other work supports;
 - Using innovation funds to respond to emerging needs; and
 - Assisting in attracting and retaining quality child care and early education providers.



SECTION IV. PROGRAM COMPONENTS

This Plan projects revenue of almost \$140 million in annual funding over 30 years. The investments described in this Plan will be made from 2019 to 2048, if voters approve the ballot measure in 2018. These resources are critical to addressing the child care and early education crisis in Alameda County. The Plan reflects the best thinking of stakeholders to meet the diverse needs of children, families, child care providers and early educators in communities throughout the County. The projects in this Plan are designed to expand access, increase and sustain quality, and improve early educator wages to at least \$15 an hour.

The components of the Plan were developed with the following criteria in mind:

- Addresses critical child care and early education needs.
- Includes all types of child care and early education, including licensed centers, licensed family child care homes and family, friend and neighbor care.
- Includes infants, toddlers, preschoolers, as well as school age children.
- Makes investments that are developmentally appropriate and high quality, which drives improved child outcomes.
- Builds on the existing infrastructure, but allows for innovation.
- Is cost effective to administer.
- Leverages and maximizes existing state and federal funding to the greatest extent possible.



PROGRAM COMPONENT 1: NEW CHILD CARE AND EARLY EDUCATION SCHOLARSHIPS

a. SERVING HOMELESS AND OTHER HIGH PRIORITY FAMILIES:

This program component came directly from community requests to the Board of Supervisors to address the specific needs of families who are experiencing homelessness and need child care. This component targets 500 children from birth through 12 years of age. The goal of this component is to help stabilize a family's child care situation so they can locate housing and employment. Eligible families can receive scholarships for all children in their family through 12 years of age, for as many hours as they need, in the type of care and education that best meets their needs. Many high priority families may be working jobs that require odd hour care, which may be best met through family, friend or neighbor care.

Existing child care payment agencies located throughout the County will have the opportunity to apply for additional funds to serve these families. In addition to scholarships, navigators will be available to assist them in finding the care and education arrangement that best meets their needs. Funding for navigators will be identified and leveraged through existing funding whenever possible. The Plan will also undertake additional work to improve collaboration and cross-referrals between the child care and early education and housing sectors.

We will draw upon the existing community needs assessment process that Head Start agencies use to identify additional high priority families to receive additional services. The high priority category will be revisited every five years to address emerging populations that require additional supports. A future goal of this component is to develop a supported network of child



care and early education programs that specialize in serving homeless and high priority families.

b. REDUCING WAITING LISTS:

Thousands of income-eligible Alameda County families are waiting for financial assistance to help pay for child care and early education. However, federal and state funding is inadequate to meet the needs in our County. The goal of this program component is to place thousands of currently underserved children in high quality child care and early education settings. We plan to provide scholarships for approximately 2,000 children aged birth to five, with an emphasis on infants and toddlers, the group with the highest unmet need in the County. We anticipate that, for the first five year cycle, approximately seventy percent (70%) of the funds in this component will be for children up to three years of age, and thirty percent (30%) will be for children three and four years of age. Eligibility for scholarships during the initial five-year period will mirror state eligibility guidelines, which is income of less than \$71,000 per year for a family of four.

Family Income Eligibility Levels

(based on Fiscal Year 17-18 State Guidelines)

Family of 1-2	Family of 3	Family of 4
\$58,728	\$63,240	\$71,064

Expansion will begin with programs in all areas of the County that meet a baseline quality level and can accommodate more children using empty classrooms, filling vacancies, and expanding family child care capacity. We will approach these agencies first. They include a combination of center-based agencies and child care payment agencies working with family child care providers that have existing state and/or federal contracts and a long history of serving low income families. We will also engage private, non-contracted programs that show a commitment to and interest in serving low income children. We will also work toward creating additional capacity by recruiting and training more family child care providers and center-based educators, expanding existing facilities, and building new facilities. These strategies are addressed in later sections of this Plan.

All new and existing providers who choose to participate will be assigned a case manager/program financial specialist. This individual will work closely with the provider to understand their unique situation and assist in orienting them to the program and its goals, and helping them complete the necessary requirements to receive scholarship funds on behalf of eligible children.

To ensure more equitable access to new and existing scholarships, we will re-establish a centralized eligibility list, or CEL. Currently parents have to sign-up on over 30 different lists for the best chance at a child care or early education scholarship. With a CEL, a family only needs to sign-up one time, which will make them eligible to receive services at all participating locations of their choice. A CEL will also improve a program's ability to be fully enrolled. Additional resources will be dedicated to outreach and recruitment, to ensure families know about scholarships and can access them easily.



c. PROVIDING ADDITIONAL RESOURCES FOR HIGH NEED COMMUNITIES:

We recognize that individual communities have diverse needs and a range of child care and early education options. To reflect this diversity, this component of the Plan would allocate additional child care and early education resources to these communities to address their local needs. Children three through 12 years of age would be eligible for this component of the Plan. This component is expected to serve approximately 4,500 children, depending on local need, interest and capacity.

Communities are defined by school district catchment areas. A lead applicant would be required to submit proposals with involvement and signatures from the

entities such as the local governmental jurisdiction, the school district, community-based child care and early education providers and organizations that represent parents, child care providers and educators. A modest match may be required. Communities will have broad choices in how funds are allocated, with a menu of options provided, such as:

- Converting part-day preschool to full-day preschool to better meet the needs of working families;
- Expanding Transitional Kindergarten to more four year olds;
- Creating a family child care network to serve mixed age children;
- Including more children with special needs in school-age programs;
- Expanding community based school readiness experiences for children not enrolled in formal care.

Communities may be able to select a combination of all of the above, or other options to be developed.

Selection Process: Criteria for selecting high need communities will be developed during the planning period in 2018 and 2019. A panel of experts and community members will review and recommend proposals. Criteria that may be considered are:

- Unmet child care and early education need;
- Number of low-income children;
- Kindergarten readiness rates;
- Third grade reading and/or math levels;
- Number of children 3-12 years of age.

Regional Pool Allocations: Communities will be eligible to apply in one of four regional pools: North County (Albany, Berkeley, Emeryville, Oakland, Piedmont), Mid-County (Alameda, Castro Valley, Hayward, San Leandro, San Lorenzo), South County (Fremont, Newark, New Haven [Union City]) and East County (Dublin, Livermore, Mountain House, Pleasanton, Sunol). For the first five year cycle, 17.9%, anticipated to be approximately \$25 million, will be annually allocated for this component of the Plan. Sixty percent (60%), anticipated to be approximately fifteen million dollars will be available as follows: North County: fifty-eight percent (58%), anticipated to be approximately \$8.7 million, Mid-County: twenty-one percent (21%), anticipated to be approximately \$3.2 million, South County: thirteen percent (13%), anticipated to be

approximately \$2 million, and East County: seven percent (7%), anticipated to be approximately \$1.1 million. The remaining forty percent (40%), anticipated to be approximately ten million dollars, will be available to all communities in the County based on criteria referenced above.

Technical Assistance: Selected communities will receive technical assistance in areas such as centralizing outreach, enrollment and professional development, expanding transitional kindergarten (TK), principal training to support the integration of learning and support for preschool-aged children and district-based, preschool through third grade design teams.

PROGRAM COMPONENT 2: IMPROVE AND SUSTAIN CHILD CARE AND EARLY EDUCATION QUALITY AND IMPROVE WAGES TO AT LEAST \$15 AN HOUR

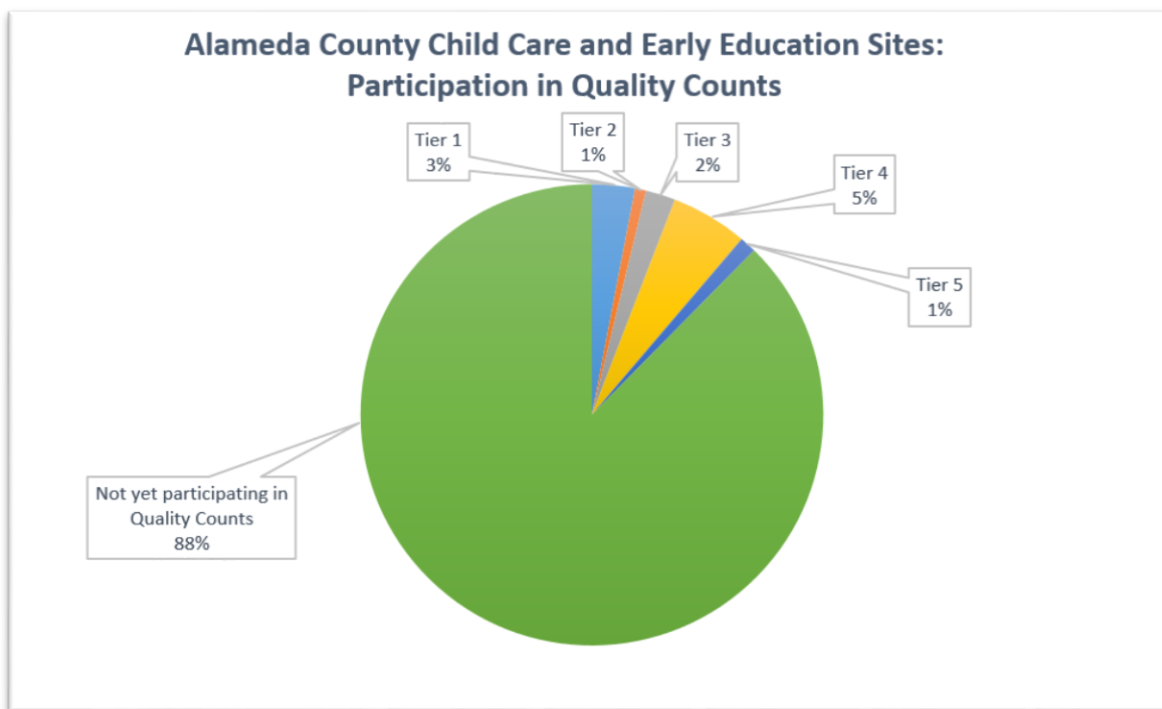
In addition to providing thousands of new scholarships, we must address the needs of existing children who already receive child care and early education services. These children deserve to spend their time in safe and healthy facilities, nurtured and taught by competent child care providers and early educators who earn at least \$15 an hour. Center-based programs and family child care providers who choose and qualify to participate will receive additional funds for every eligible child they serve. In return, they will be required to offer a quality program and pay child care providers and early educators at least \$15 an hour.

a. EXPAND AND MAINTAIN CHILD CARE AND EARLY EDUCATION QUALITY:

High quality early care and education is correlated with improved child outcomes, and therefore it is critical that programs and settings meet baseline quality standards. An abundance of research shows that children enrolled in high-quality early care and education programs that meet their developmental needs enter kindergarten prepared to succeed, in comparison to children in lower quality settings. Selected outcomes include better literacy and math skills, improved fine and gross motor development, and improved behavior. Long-term impacts of quality programs are higher cognitive and academic achievement and fewer behavioral problems in high school years, leading to increased graduation rates.

Alameda County has an existing system of quality supports called Quality Counts, which provides sites with individualized services like coaching and professional development. Over 250 family child care providers and preschools actively participate in Quality Counts. However, less than 14 percent (14%) of licensed providers are able to join due to lack of funding and other barriers. Through the Plan, hundreds of additional providers would benefit from Quality Counts. Providers must attain a Tier 3 (out of 5) on the Quality Counts' matrix within three years, and be able to maintain that level for the duration of the funding agreement. Alternative provisions will be made for family, friend and neighbor providers as well as child care providers for school-age children. The majority of Quality Counts sites in Alameda County that already serve our lowest-income children meet or exceed the Tier 3 baseline.

Participating licensed providers would receive a comprehensive assessment of their current practice measured against state quality standards. This rating, which includes one or two observational assessments and a program review, provides specific information about areas of excellence and areas that could be included in quality improvement plans. Rating reports are posted on a Quality Counts website for parents and consumers (www.qualitycountsalameda.org). Family child care providers may choose not to have their initial rating posted in order to allow ample time for implementing feedback and quality improvement before quality rating information is publicly posted.



Providers will have three years from the time they become eligible before they must meet the Tier 3 requirements. An array of individualized supports will be offered to support this level of quality. All participating centers and family child care programs will, with support, develop an individualized quality improvement plan (QIP), with the goal that participating organizations will have adequate resources to implement the QIP. For agencies and providers that do not have adequate resources to implement their plan, opportunities will still be available to participate in some programs to assist them in succeeding in meeting their QIP. Resources to support the QIP will be customized and may include:

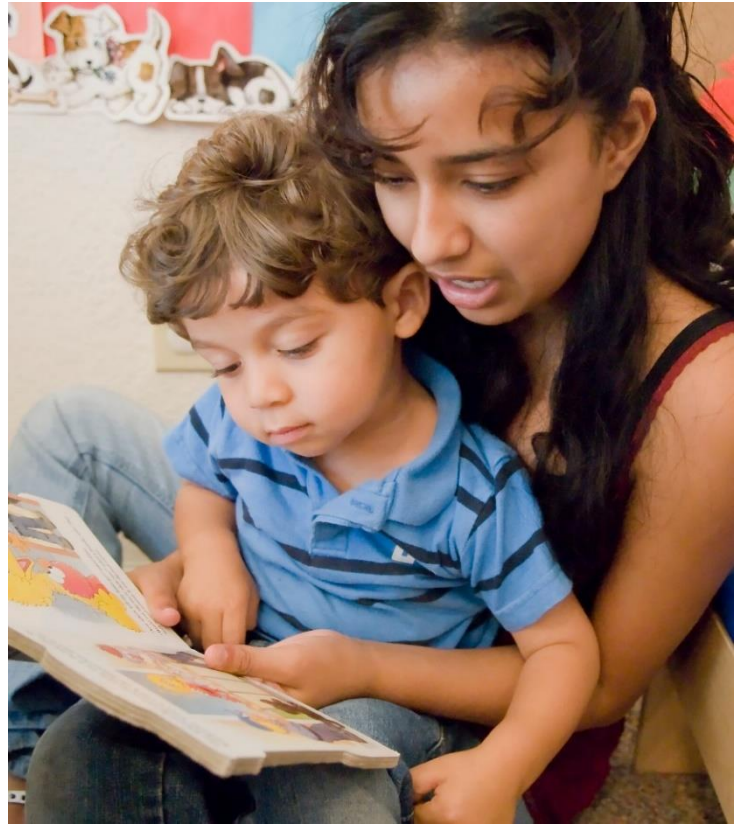
- Training and professional development aligned with the state quality framework;
- Participation in communities of practice – with a focus on linguistically and culturally specific learning communities for family child care providers;
- On site coaching and consultation;
- Quality Improvement grants to purchase materials and equipment;
- Specialty consultation and technical assistance in areas including business practices, social emotional learning and mental health, and integration of developmental and social emotional screening;
- Individual stipends to complete professional development in evidence-based topics.



b. IMPROVE WAGES TO AT LEAST \$15 AN HOUR:

Children get the very best start in life when they are nurtured and taught by well-trained, responsive caregivers and educators. One of the main drivers of quality is an adequately compensated teacher or provider. However, a recent study found that seventy-five percent (75%) of Alameda County child care workers and early educators worry about paying monthly bills and fifty-four percent (54%) worry about

putting food on their tables. Poor compensation of early educators drives turnover and hampers the ability to attract and retain skilled educators. This in turn undermines stable, continuous relationships essential to young children. This Plan would provide additional funds to participating providers to allow them to increase early educator pay to at least \$15 per hour for participating family child care providers, their assistants, and center-based teaching staff. Participating centers and family child care providers would receive additional funds for each qualifying child they serve, and in return they would be required to pay teaching staff and family child care assistants at least \$15 an hour. In subsequent years, efforts will



be made to extend existing resources to increase compensation towards parity with teachers and other professionals who have similar credentials, experience and job responsibilities. Participating family, friend and neighbor providers may also receive increased reimbursements.

In response to stakeholder feedback, a task force on wages will meet in 2018 to develop recommendations for more details on the wage component of the Plan, and develop strategies to go beyond \$15 an hour as resources allow, and address wage compression, benefits and other work supports. Wage levels will be revisited regularly. The Task Force will include discussion of:

- Create a reliable, consistent income stream that grows and keeps pace with inflation
- Result in an overall increase to a provider's income
- Set a minimum of \$15/hour for center-based and family child care providers, and address wage compression
- Dedicate at least 90% of wage funds to worker pay and benefits, including health care, retirement security and other supports until meeting agreed-to levels for pay and benefits

- Reach at least 50% of the workforce as resources allow
- Ensure educators' participation is equitable geographically, racially, culturally and by setting type
- Recognize education levels and years of experience in setting wage levels
- Provide flexibility to use funding for benefits but allow for worker choice in deciding on wages versus various benefits offered

Task Force recommendations will be considered for inclusion into implementation policies which will be developed in accordance with the five year planning cycle.

c. EXPAND PROFESSIONAL DEVELOPMENT AND WORK SUPPORTS:

As we increase the number of families with high needs in child care and early education, efforts should be made such that child care providers and early educators have the tools they need to successfully serve these families. This Plan would include investments in professional development resources in key topics like:

- Supporting Dual Language Learners
- Trauma-Informed Practices
- Family Engagement
- Inclusion of Children with Special Needs

The goal of developing these resources is to ensure that family culture and needs are welcomed and supported in all child care and early education settings, and that all children within the County are given opportunities to be successful. In addition, fundamental topics such as health and safety, teacher-child interactions, school readiness, child observation and assessment will continue to be offered.

Topics will be reviewed according to the five year planning cycle, and either investment will continue to be made on the same issues, or new topics will be developed in response to community feedback.





Family, friend, and neighbor providers will be offered training and peer support and will be informed about community based school readiness experiences such as library story times and school readiness playgroups. These community based school readiness providers will be supported to effectively reach out to and welcome family, friend and neighbor providers and the children in their care.

Not only do child care providers and early educators need to know the latest research and techniques to support and engage children and their families, they need time and support to implement what they learn. We will work with participants to establish a baseline of quality and work supports. We will use the results to provide

tailored technical assistance to increase work supports like paid professional development and planning time. We will also explore approaches like providing a navigator for child care providers and early educators.

d. PROFESSIONAL ASSOCIATION MEMBERSHIP AND PAYROLL DEDUCTION:

Funding agreements with participating child care and early education programs paid for with funds from the Measure will require these programs to honor their early educator employees' written, voluntary requests to contribute part of their pay via payroll deduction to a professional organization of their choosing. Professional organizations will be required to meet minimum criteria, including nonprofit status, connecting early educators to professional development and training opportunities, and improving the ability of early educators to advocate for improvement to the child care system. Funding agreements will require the participating child care and early education program operators to notify early educators about the programs' contractual obligation to honor their written request to contribute.

e. ATTRACT AND RETAIN QUALITY CHILD CARE PROVIDERS AND EARLY EDUCATORS:

An important component of this Plan is to encourage the recruitment and education of individuals to become child care providers and early educators. To be successful, we must develop and maintain a professionally

educated workforce in all child care and early education settings who are prepared to meet the needs of the diverse population of Alameda County families and who have opportunities for personal and career development.

One percent (1%) of funding in the Plan will be earmarked to fund efforts for recruitment, retention and education of child care providers and early educators. The goal of this component is to increase the County's capacity to educate students and those who are already working in the field through courses and practicum opportunities that fit their schedules, are earned through a sustained systems approach, and are linguistically and culturally responsive.

We are also committed to building equity in the workforce by developing and increasing leadership to match cultural, ethnic and linguistic populations of Alameda County and to prepare our workforce for succession planning as our current leaders reach retirement. We will build on the success of current local models of cohorts of emerging leaders.



f. IMPROVE MENTAL HEALTH AND PARENT, FAMILY, FRIEND AND NEIGHBOR SUPPORT SERVICES:



Caregivers and educators consistently share that managing children’s challenging behaviors and meeting the needs of children who have experienced trauma are some of their biggest challenges. Insufficient resources to meet the social-emotional and mental health needs of young children can result in lost opportunities to support parents and encourage “on track” development, disruptive behaviors that interrupt learning and critical relationships, and even expulsion. High quality child care arrangements can also reduce the risk of child abuse and neglect in multiple ways. Affordable, reliable, and developmentally supportive care may reduce parental stress and isolation and enables adults to focus on activities that support economic stability and securing basic needs. Further,

trained child care workers can play an important role in identifying and reporting suspected child abuse or neglect. Alameda County already uses a variety of approaches to address these needs, including:

- **Developmental Screening:** Access to developmental and social emotional screening in early care and education settings. Help Me Grow is Alameda County’s early identification and linkage program for young children where there are developmental and behavioral concerns. In 2016, Help Me Grow supported pediatricians, child care providers, community partners and parents to complete 12,500 developmental screenings – more than 3,000 of those completed through child care programs. When concerns are identified, a phone line service provides care coordination to link families to services, including mental health intervention and treatment for themselves and their children.
- **Social-Emotional Development Training for Educators:** Quality Counts provides training for early educators, both center-based and family child care providers, in the Teaching Pyramid. The Teaching Pyramid approach provides a systematic framework that promotes social and emotional development,

provides support for children's appropriate behavior, reduces challenging behavior, and addresses problematic behavior. Teaching Pyramid is based on evidence-based practice authorized by the California Department of Education (CDE), and aligned with California's Early Learning and Development System. Last year almost 100 caregivers who collectively serve more than 2000 children participated in the Teaching Pyramid training program.

- **Mental Health Consultation:** National research on the expulsion of children from preschool programs shows that early childhood mental health consultation can provide meaningful support to teachers and enable programs to retain and serve children who are presenting behavioral challenges. Within Alameda County there are several mental health organizations with expertise in early childhood mental health, which provide direct intervention and consultation services throughout the County. To address critical mental health needs of young children in child care and early education programs, the Plan will allocate up to one half of one percent (0.5%) towards resources to build capacity in the most underserved areas of the County and to expand:
 - Early identification of social-emotional and mental health concerns and linkage to appropriate support and follow up for the highest priority children served by this initiative;
 - Professional development for providers and educators to increase their ability to support mental health, identify concerns, and make effective referrals;
 - Early childhood mental health consultation in participating child care and early education settings using standards of practice; and
 - Family navigation to support families who need mental health treatment when indicated.

In addition, family, friend and neighbor providers have voiced a need for resources in their community that are high quality, accessible and promote optimal child development. We will invest in improving community-based child development programming for family, friend and neighbor care arrangements. We will build on the success of current informal care programming at locations like libraries and park and recreation programs.

g. IMPROVE CHILD CARE AND EARLY LEARNING FACILITIES:

Although quality child care and early education facilities significantly affect quality, decent physical spaces for children are in short supply. There is a need to devote resources to expanding and maintaining child care and early education spaces to fully realize the goals of this initiative. Therefore, two percent (2%) of proceeds from the fund will be allocated annually in the Plan to expand and maintain high quality early childhood facilities, equipment and supplies. In addition to the two percent commitment, a portion of funds collected during the first year of the measure will be devoted to facilities uses. The Plan would establish a Facilities Grant Program to provide capital financing to support program renovation, repair and expansion. Data collected from several child care providers reveal that many providers are burdened by costly repairs and equipment. While many providers have facility components they view as adequate, issues such as fire/earthquake safety require urgent attention. In addition, play structures, security systems, parking, exterior lighting, and storage were frequently identified as inadequate or substandard.

Non-profit or for-profit centers and family child care programs that need basic health and safety repairs, quality improvements, or are expanding or creating new programs would be eligible. To meet local and emerging needs, the Plan will establish grant levels and allowable fund uses and provide guidelines for governance and funding priorities. Procedures for prioritizing and reviewing project proposals and addressing CEQA (environmental) and other regulatory requirements will be developed in detail and will include community members, facilities experts, land use and community development representatives, and child care and early education direct operators and support organizations. Additional safeguards and grant conditions will be developed as part of the grant agreement.

Eligible uses will be capital costs associated with improving quality, and/or retaining and creating new child care and early education spaces, including expansion of capacity at existing facilities. Examples of these costs include:

- Planning and predevelopment costs, including feasibility studies and business plan development;
- Building or land purchases (for center-based programs only);
- Facility and site construction or renovation costs;

- Facility improvements to address licensing, fire and building code requirements associated with a large license;
- Furnishings, equipment and materials needed to serve additional children or improve quality;
- Other facility improvements including: space-expanding renovations, construction of Fire Code-compliant second exit, code-compliant conversion of garage into program space, or measures to improve accessibility to persons with special healthcare needs.

h. USE INNOVATION TO RESPOND TO EMERGING NEEDS:

One percent (1%) of proceeds from the tax will be allocated in the Plan to address emerging needs using innovative approaches. Eligible categories and uses for the funds will be determined during the planning period, according to the five year cycle described in Section VI. Potential areas for funding could be shared services like a substitute staff pool, reducing expulsion and suspension rates especially among boys of color, improving transportation options for families, creating informal care hubs, and other options to be determined.



SECTION V. GOVERNING BODY AND ORGANIZATIONAL STRUCTURE

a. **Administering Agency:** The Alameda County Children and Families First Commission, known as First 5 Alameda County, or a similar entity, will be identified by the Alameda County Board of Supervisors to administer the Child Care and Early Education Program, to be the Administering Agency. They will implement this Plan, including providing services, soliciting vendors, entering into and managing contracts with community agencies, community-based organizations and other vendors.

The Administering Agency and the County will negotiate a contract setting forth in detail the duties assumed by Administering Agency and the compensation they will receive for the performance of those duties, which will be paid for by the tax proceeds. The Board of Supervisors must and will retain final authority over all matters related to the enabling Ordinance and the expenditure of tax proceeds.

b. **Citizens' Oversight Committee:** A Citizens' Oversight Committee will annually review the expenditures of sales tax funds for the prior year and report to the Board of Supervisors on the conformity of the expenditures and the tax purpose. It is anticipated that the Committee will meet these responsibilities by the following:

- The Committee will hold meetings and issue reports on at least an annual basis to inform Alameda County residents about how the sales tax funds were spent. The meetings will be open to the public and held in compliance with the Brown Act, California's open meeting law, with meeting agendas posted in advance of the meetings, as required by the Brown Act.
- The Committee will publish an independent annual report, which will be presented to the Administering Agency and the Board of Supervisors, and be available to the public.

Committee members will be required to submit a statement of financial disclosure (Form 700) annually, and membership will be restricted to individuals with no disqualifying economic interest in any of the projects or programs funded by the Measure. Committee members will be appointed by the Board of Supervisors. The goal is that the Committee reflects the diversity of Alameda County, to provide a balance of viewpoints,

geography, age, gender, ethnicity, and income status, to represent the different perspectives of the residents of the county. The goal is to have the Committee established within six months of the initiative's passage.

c. Planning and Advisory Council: The Board of Supervisors will designate an entity whose members have expertise in early child care and education, such as the Alameda County Early Care and Education Planning Council (California Education Code sections 8499.3 et seq.) or a similar entity, to act as the planning and advisory council for the fund. The designated entity will provide planning and advice on following this Plan and the Ordinance to the Board of Supervisors and the Administering Agency.

The Alameda County Early Care and Education Planning Council was established in Alameda County over 25 years ago to provide a forum for the recommendation of local priorities for child care and early education funding and the development of policies to meet the needs identified within those priorities when appropriate and requested. The Council currently advises the Board of Supervisors on child care and early education program and policy issues pursuant to the California Education Code. California State Education Code mandates that the Council have equal representation from parents, child care and early education providers, as well as community and public agency representatives. The Council is already required to conduct a comprehensive needs assessment and plan every five years. Meetings of the Council are open to the public and subject to the Brown Act.

If designated to act as the planning and advisory council for the fund, the Council will work with existing grassroots parent, community and early educator groups to develop a robust orientation and support plan for newly appointed and ongoing members of the Council. This plan will be reviewed and revised periodically for effectiveness based on feedback from parents, community members and early educators and consistency with the Plan and Ordinance.

SECTION VI. IMPLEMENTING GUIDELINES

This Plan is guided by principles that the revenue generated by the sales tax pursuant to the Child Care and Early Education Tax Ordinance (the Ordinance) is to be spent only for the purposes outlined in this Plan, in the most efficient and effective manner possible, consistent with serving the child care and early education needs of Alameda County.

Amendments Require a Majority of Support: To modify this Plan, an amendment must be adopted by a majority vote of the Board of Supervisors.

Taxpayer Safeguards, Audits and Accountability: Accountability is of utmost importance in delivering public investments with public dollars. We are committed to transparency and accountability. Many safeguards are built into this Plan and the measure to provide accountability to voters regarding fund expenditures.

- 1. Establishment of a Citizen's Oversight Committee:** Establishment of a Citizen's Oversight Committee to provide ongoing monitoring and review of expenditures of the funds;
- 2. Annual Audits and Citizens' Oversight Committee Review:** All financial reports are subject to an independent audit by a Certified Public Accountant (CPA) firm, on an annual basis. Expenditures are also subject to an annual review by a citizen oversight committee. The Citizens' Oversight Committee will prepare an annual report on spending and progress in implementing the Plan that will be reviewed by the Administering Agency and the Board of Supervisors and made available in accordance with the California Public Records Act.
- 3. Geographic Equity and Unmet Child Care and Early Education Need:** Funding formulas for all programs will be revisited within the first five years of the Plan implementation for overall geographic equity based on population, unmet child care and early education need and/or other equity factors.
- 4. Planning and Advisory Body:** The Board of Supervisors will designate an entity whose members have expertise in child care and early education, such as the Alameda County Early Care and Education Planning Council (California Education Code sections 8499.3 et seq.) or a similar entity, to act as the

planning and advisory council for the fund. Their role will include providing community voice and input on the development of future funding priorities consistent with this Plan and the Ordinance;

5. **Five Year Planning Cycle:** Establishing a five-year planning cycle with consideration of broad community input. The five year cycle will be applied to the definition of high priority populations, providing additional resources to high need communities, determining key professional development topics, income eligibility for scholarships and innovation funding categories.
6. **Leveraging Funds:** One goal of this effort is to maximize initiative dollars by leveraging existing federal, state and local funding, by maximizing claiming, contracting and programmatic systems, and other means, by all eligible entities, including but not limited to: County departments, cities and Local Education Agencies (LEAs).
7. **Reserve Fund:** As a sound financial practice, two percent (2%) of funding will be set aside in a reserve fund, or rainy day fund, to accommodate unexpected financial needs.

Local funds can only be spent locally. Proceeds from this tax shall be deposited into a special fund and can only be used, consistent with the ballot measure, to provide high quality child care and early education services to low and middle income children and families in Alameda County and to improve wages for child care providers and early educators who provide these services.

Restrictions on Funds:

1. Proceeds may not be used to replace the funding level established in the Fiscal Year 2016-2017 County of Alameda (the baseline period) to support direct child care and early education services, unless the state, federal or other non-county sources of such funding levels have been reduced by the same amount.



2. Agreements for distribution of funds shall clearly require that proceeds may not be used by local public agencies, including cities and local education agencies, to supplant existing levels (Fiscal Year 2016-2017) of federal, state or local funding provided to the local public agencies to support child care and early education services, unless the state, federal or other local sources of such existing funding levels have been reduced by the same amount.
3. Proceeds may not be used for K-12 school day services except for the purpose of expanding transitional kindergarten eligibility to additional four-year old children.

Five Year Planning Cycle: The Plan includes a five year planning cycle.

Goals: The goals of a five year planning cycle are to:

1. Increase transparency, accountability, and public engagement;
2. Provide time and opportunities for community participation and planning;
3. Ensure program stability; and
4. Maximize the effectiveness of the services funded.

Components: The Five Year Cycle will contain the following components:

- Community Needs Assessment
- Services and Allocation Plan
- Selection of Contractors

Note on the first Five Year Cycle: In response to community feedback, and in recognition of work completed during the planning process leading up to the development of the Plan, it is our intention to complete contractor selection and begin the first service cycle in fiscal year 2019-2020.

Community Collaboration: The Administering Agency will regularly convene organizations representing parents and/or early educators, as appropriate, to receive input on program development and implementation. The Administering Agency will collaborate with parent and early educator organizations and providers and other stakeholders to disseminate information in public meetings or brochures or pamphlets to

families, child care providers and early educators and others about initiative-funded programs and to support robust involvement in Plan components.

EVALUATION: Programs and services receiving grants or other funding allocations through the Fund shall be regularly evaluated. In accordance with the five-year cycle, an evaluation process and plan for tracking the results of the County's investments in child care and early education, including the development of data sharing agreements (if and to the extent permitted by state and federal law), will be developed. Results for children, as well as results for families, child care providers and early educators, will be included.



SECTION VII. ADDITIONAL RESOURCES

Alameda County Board of Supervisors

District 1, Scott Haggerty

District 2, Richard Valle, Vice President

District 3, Wilma Chan, President

District 4, Nate Miley

District 5, Keith Carson

Steering Committee members and staff:

- Alexa Frankenberg, SEIU
- Angie Garling, Alameda County Early Care & Education Program
- Alia Phelps, Alliance of Californians for Community Empowerment
- Bahaar Tadjbakhsh, SEIU 521
- Bonnie Moss, Clifford Moss
- Briana Brown, Supervisor Keith Carson's office
- Caitlin Grandison, SEIU 521
- Carroll Fife, Alliance of Californians for Community Empowerment
- Cinthya Munoz, Supervisor Richard Valle's Office
- Clarissa Doutherd, Parent Voices Oakland
- Dave Brown, Supervisor Wilma Chan's office
- Dion Aroner, AJE Partners
- Erin Armstrong, Supervisor Nate Miley's office
- Jennifer Cabán, Alameda County Social Services Agency
- Jim Oddie, Assemblyman Rob Bonta's office
- Josh Thurman, Supervisor Scott Haggerty's office
- Karina Rivera, Supervisor Wilma Chan's office
- Kristin Spanos, First 5 Alameda County
- Laura Crotty, Clifford Moss
- Malia Ramler, First 5 Alameda County
- Mark Friedman, Thomas J. Long Foundation
- Meryl Klein, County Administrator's office
- Nancy Sa, Supervisor Richard Valle's office
- Pete Coletto, County Administrator's office
- Ramses Teon-Nichols, SEIU 1021
- Renee Herzfeld, Alameda County Early Care & Education Planning Council
- Sissy Wood, SEIU
- Sonya Mehta, Alameda County Early Care & Education Program
- Tonya Love, Assemblyman Rob Bonta's office

Advisory Panel members and staff:

All steering committee members listed above, plus:

- Aline Hankey, UC Berkeley Center for the Study of Child Care Employment
- Amy Chappelle, Davis Street Family Resource Center
- Amy Fitzgerald, East Bay Community Foundation
- Anissa Basoco-Villarreal, Alameda County Social Services Agency
- Angela Louie Howard, Lotus Bloom Learning Center
- Beatriz Leyva-Cutler, Bay Area Hispano Institute for Advancement, Inc.
- Brian Hickey, Alameda County Early Care & Education Program
- Caitlin Grandison, SEIU 521
- Camyle Allen, Alameda County Early Care & Education Program
- Carla Bryant, Rainin Foundation
- Christie Anderson, Oakland Unified School District Early Childhood
- Claire Bainer, Blue Skies 4 Children
- Carolyn Carpenter, Family Child Care provider
- David Silver, Oakland Mayor's office
- Demetria Huntsman, Parent Leadership Action Network
- Eileen Crumm, Family Resource Network
- Ellen Dektar, Alameda County Early Care & Education Program
- Elizabeth Crocker, Unity Council
- Frankie Izzo, SEIU 1021
- Gloria Lyons, Family Child Care provider
- India Alarcon, Alameda County Early Care & Education Program
- Janis Burger, First 5 Alameda County
- JoAnn Davis, Child Care Links
- Julie Nicholson, WestEd
- Julie Hadnot, Alameda County Interagency Children's Policy Council
- Kevin Bremond, Alameda County Fathers Corps
- Kristina Adams, Hayward Unified School District
- Kym Johnson Luqman, BANANAS, Inc.
- Kyra Mungia, Oakland Mayor's office
- LaWanda Wesley, Alameda County Early Care & Education Program
- Lea Austin, UC Berkeley Center for the Study of Child Care Employment
- Linda Olivenbaum, East Bay Agency for the Education of Young Children
- Lorita Riga, Alameda County Early Care & Education Program
- Marcy Whitebook, UC Berkeley Center for the Study of Child Care Employment
- Mary Anne Doan, Early Childhood Mentor Program
- Melinda Martin, Consultant
- Michael George, Consultant
- Michael Panori, Alameda County Early Care & Education Program
- Michelle St. Germaine, Early Childhood Mentor Program
- Nadiyah Taylor, Las Positas College Early Childhood Development Department
- Nancy Harvey, Family Child Care provider
- Natasha Hall-Sevilla, Child, Family, and Community Services
- Neva Bandelow, Alameda County Office of Education

- Pamm Shaw, YMCA of the East Bay
- Pepijn Van Houwelingen, Kidango
- Priya Jagannathan, Oakland Starting Smart and Strong
- Rory Darrah, Consultant
- Rosemary Almand, Community Association for Preschool Education
- Rozeena Jhinu, Alameda County Early Care & Education Program
- Ruth Obel-Jorgenson, California School-Age Consortium
- Sara Bedford, City of Oakland Department of Human Services and Oakland Head Start
- Scott Moore, Kidango
- Stacie Williams, Child, Family, and Community Services
- Tasha Henneman, Senator Nancy Skinner's office
- Veronica Ufoegbune, UC Berkeley Early Childhood Education Program
- Vivian Chang, East Bay Community Foundation

County Child Care and Early Education Crisis Website

www.acgov.org/ece/crisis

Quality Counts Website

www.qualitycountsalameda.org

