



To: Alameda County Board of Supervisors
From: Kristin Spanos, CEO, First 5 Alameda County
Date: February 19, 2025

SUBJECT: APPROVE THE CHILDREN'S HEALTH AND CHILD CARE INITIATIVE FOR ALAMEDA COUNTY (MEASURE C) CHILD CARE, PRESCHOOL, AND EARLY EDUCATION ACCOUNT EMERGENCY STABILIZATION FUND AND AUTHORIZE AN INITIAL APPROPRIATION IN THE AMOUNT OF \$165,827,520 TO FIRST 5 ALAMEDA COUNTY AS THE ADMINISTERING AGENCY

Dear Board Members:

RECOMMENDATION:

Approve the following recommendations:

- A. Approve the Children's Health and Child Care Initiative for Alameda County (Measure C) Emergency Stabilization Fund to provide critical short-term relief as part of the development of the full Five-Year Child Care, Preschool, and Early Education Program Plan and Budget;
- B. Authorize an initial appropriation for the Emergency Stabilization Fund from the Measure C Child Care, Preschool, and Early Education Account in the amount of \$165,827,520; and
- C. Authorize the Auditor-Controller to release Measure C Child Care, Preschool, and Early Education Account revenues to First 5 Alameda County (Principal: Kristin Spanos; Location: Alameda) as the Administering Agency for the Measure C Children's Health and Child Care Initiative Child Care, Preschool, and Early Education Account.

DISCUSSION/SUMMARY:

Measure C, the Children's Health and Child Care Initiative for Alameda County, was passed by Alameda County voters in March of 2020 and upheld by the State Supreme Court on April 24, 2024. Measure C promotes wellness, kindergarten readiness, and school success through investments in early care and education, access, provider wages, and the health care safety net. First 5 Alameda County (First 5) is the named Administering Agency of the Measure C Child Care, Preschool, and Early Education (CCPEE) account.

The Measure C CCPEE Emergency Stabilization Fund (Fund), totaling \$165.8 million, was developed by First 5 with the input of the Measure C CCPEE Community Advisory Council and public, and was approved by the First 5 Alameda County Commission on December 12, 2024. Your Board received the recommended appropriation request for the Fund at your January 28, 2025 Work Session.

Proposal Highlights

The Measure C Emergency Stabilization Fund represents a critical opportunity to support Alameda County's early care and education system. Approval of the proposal and appropriation of the funds will enable long-awaited resources to stabilize and strengthen the local early care and education system and



essential services for children and families across the County. By design the Fund is intended to address immediate needs within the early care and education system while laying the groundwork for a sustainable long-term plan, which will include a mandated minimum wage floor and child care subsidies for families.

The proposal totals \$165.8 million and will be administered in Fiscal Years 2024-25 and 2025-26. First 5 will bring the complete 5-Year Plan, which will incorporate the Fund's provisions, for approval to your Board in Spring/Summer 2025. *The Emergency Stabilization Fund includes \$141.8 million (over 85% of total) in programmatic and community investments in four areas:*

- **Providers:** \$84.6 million (60%): Distribute immediate relief grants to early care and education providers and staff, develop a strong workforce pipeline, and keep provider doors open.
- **Families:** \$25.3 million (18%): Provide enhanced family navigation support and family resources, invest in Family, Friend, and Neighbor caregivers, and increase ease and access to care for all children and families through a coordinated eligibility and enrollment technology system.
- **Facilities:** \$20.4 million (14%): Maintain and improve early childhood facilities to improve health and safety and increase capacity for infants and toddlers.
- **Capacity:** \$11.5 million (8%): Invest in data collection, quality early care and education program administration and evaluation, and Measure C planning and implementation.

For this initial phase of administration and planning, First 5 is proposing a 15% administrative fee totaling \$16.3 million for Fiscal Year 2024-25. The Fund also includes \$7.7 million to repay Proposition 10 for the expenses incurred over the past three years preparing for the administration of Measure C, for a total initial allocation of \$165.8 million.

Summary of Governing, Advisory, and Administrator Roles and Responsibilities

- **First 5 (Administrator)**
 - Develop Five-Year Program and Budget, Evaluation, and Annual Expenditure Plans
 - Administer programs and services, award funds
 - Staff the Community Advisory Council
 - Operate with transparency and public accountability, good fiscal stewardship
- **Community Advisory Council (Advisory to and staffed by First 5)**
 - Develop policy and programmatic recommendations, including for the 5-Year Plan
 - Promote transparency and public engagement
 - Review the annual audit
- **First 5 Commission (Governing)**
 - Approve the 5-Year Program Plan and Budget
 - Approve the Annual Expenditure Plan
- **Board of Supervisors (Governing)**
 - Establish the Community Advisory Council and appoint five of its 11 members
 - Conduct an annual independent financial audit
 - Approve Five-Year Program and Budget Plan



- Appropriate funds annually

Emergency Stabilization Fund: A Participatory Process

The proposal was developed through a transparent and collaborative process that incorporated data, public, family and provider input and recommendations based on existing research. Key steps in the development of this proposal include:

- **Community Advisory Council (CAC):** The CAC, the Brown Act Measure C CCPEE advisory body staffed by First 5, reviewed and refined the proposal, ensuring alignment with community needs and Measure C goals. The CAC held the following public meetings related to the proposal:
 - August 24: CAC Orientation
 - September 24: Data Walk
 - October 9: Prioritization of Quick Wins
 - November 6: Emergency Stabilization Fund proposal presented to CAC
- **Public Engagement:** All CAC meetings are Brown Acted; the meetings were facilitated to promote public participation in a hybrid format. Input was gathered from community members, child care providers, and families to identify priority areas for funding. In addition, prior survey, focus group and data analytics were used to leverage existing resources.
- **First 5 Alameda County Commission:** The Commission unanimously approved the proposal on December 12, 2024.
- **Alameda County Board of Supervisors:** On January 28, 2025, your Board received the Measure C Emergency Stabilization Fund proposal and recommendation to forward it to an upcoming Regular Meeting of your Board for initial appropriation of Measure C CCPEE Account funds.

Next Steps

Upon Board approval, the following steps will be implemented:

1. **Immediate Release of Funds:** Distribute initial funding to providers, teachers, and families to address urgent needs outlined in the Emergency Stabilization Fund. First 5 staff are currently working on implementation processes.
2. **Development of a Five-Year Plan:** A comprehensive plan will be presented to your Board in the Spring/Summer 2025. Community Listening Sessions are being held throughout the County to gather input on key investment areas. These sessions along with regular CAC meetings will complement existing data and prior engagement work and help inform the finalized plan.

Completed Community Listening Sessions

- Wednesday, December 4, 6 PM-8 PM: **Workforce Development** (D1 Dublin)

FIRST 5



- Wednesday, December 18, 6 PM-8 PM: **Access to Child Care** (D3 Fruitvale Oakland)
- Saturday, January 11, 9 AM-12 PM: **Wages and Compensation** (D2 Hayward)
- Saturday, February 1, 9 AM-12 PM: **Facilities** (D5 West Oakland)
- Wednesday, February 5, 6 PM-8:30 PM: **Quality, Family Supports, Coordination, Navigation, and Inclusion** (D4 Unincorporated Eden Area/Cherryland)

Upcoming Community Listening Sessions

- Saturday March 1, 9AM – 12PM: **Family Friend and Neighbor Caregivers** (D2 Hayward)
- Four additional sessions will be held in Oakland to coordinate with the Oakland Children's Initiative.

3. **Ongoing Monitoring and Reporting:** Regular updates will be provided to ensure accountability and transparency in Fund allocation.

FINANCING:

Funding for the recommended Measure C Emergency Stabilization Fund, \$165,827,520, comes from Measure C Child Care Preschool Early Education Account revenues. Approval of the recommendations will have no local fiscal impact on net County cost, as the existing sales tax revenues enacted through the passage of Measure C are available for appropriation to First 5 Alameda County for implementation of the Fund.

VISION 2026 GOAL:

Providing critical short-term relief to support Alameda County's early care and education system and essential services for children and families via the Children's Health and Child Care Initiative (Measure C) Emergency Stabilization Fund meets the 10X goal pathways of **Accessible Infrastructure**, **Employment for All**, **Eliminate Homelessness**, and **Eliminate Poverty & Hunger** in support of our shared visions of a **Healthy Environment**, **Prosperous & Vibrant Economy**, **Safe & Livable Communities**, and **Thriving & Resilient Population**.

Sincerely,

Kristin Spanos

Kristin Spanos
Chief Executive Officer
First 5 Alameda County



DECEMBER 2024

**EMERGENCY STABILIZATION FUND:
CHILDREN'S HEALTH & CHILD CARE
INITIATIVE FOR ALAMEDA COUNTY
(MEASURE C)**

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RECOMMENDATIONS

First 5 recommends the immediate launch of a two-year Emergency Stabilization Fund of \$165.8M.

As the Administering Agency of the early childhood portion of Measure C, the Children's Health and Child Care Initiative for Alameda County, First 5 Alameda County is required to engage in a planning process and submit to the First 5 Commission and Board of Supervisors a 5-Year Program Plan and Budget. As an initial phase of the 5-year planning process, this fund will provide critical short-term relief that is fully aligned with the objectives of Measure C. The proposal has been informed by the Measure C Community Advisory Council and the public. The Emergency Stabilization Fund totals \$165.8 million and will be administered in Fiscal Years 2024-25 and 2025-26. First 5 will bring the complete 5-Year Plan for approval in Spring 2025.

This Emergency Stabilization Fund includes \$141.8 million (over 85% of total) in programmatic and community investments in four areas:

► **PROVIDERS | \$84.6M (60%)**

Distribute immediate relief grants to early care and education providers and staff, develop a strong workforce pipeline, and keep provider doors open.

► **FAMILIES | \$25.3M (18%)**

Provide enhanced family navigation support and family resources, invest in Family, Friend, and Neighbor caregivers, and increase ease and access to care for all children and families through a coordinated eligibility and enrollment technology system.

► **FACILITIES | \$20.4M (14%)**

Maintain and improve early childhood facilities to improve health and safety and increase capacity for infants and toddlers.

► **CAPACITY | \$11.5M (8%)**

Invest in data collection, quality early care and education program administration and evaluation, and Measure C planning and implementation.

For this initial phase of administration and planning, First 5 is proposing a 15% administrative fee totaling \$16.3 million based on the Fiscal Year 2024-25 Annual Expenditure Plan (see Appendix B).

This administrative fee will cover First 5 indirect costs, including staffing, finance and administration, and early childhood systems building efforts. The total allocation requested includes \$7.7 million to repay Proposition 10 for the expenses incurred over the past three years preparing for the administration of Measure C.

BACKGROUND

Measure C, the Children's Health and Child Care Initiative for Alameda County, was passed by Alameda County voters in March of 2020 and upheld by the State Supreme Court on April 24, 2024. Measure C promotes wellness, kindergarten readiness, and school success through investments in early care and education, access, provider wages, and the health care safety net. Measure C is a 20-year ordinance.

First 5 Alameda County (First 5) is the public system administrator of the early childhood portion of the Measure. As outlined in Section 2.08.305.B of the Ordinance, First 5 is responsible for developing a 5-Year Child Care, Preschool, and Early Education Program Plan and Budget (5-Year Plan). We are also required to develop an Annual Expenditure Plan that will be brought to the First 5 Commission and Alameda County Board of Supervisors for approval. Funds have been collected from taxpayers since July 2021 but remained unavailable until the resolution of the litigation in April 2024. Approximately \$500 million is now available in escrow as of November 2024.

Measure C, in coordination with the Oakland Children's Initiative, is like no other investment we have experienced in early childhood in Alameda County. **The programming and financing will undoubtedly evolve and expand over time.** It will take deep partnership with the early care and education (ECE) field, families, and collaboration from public systems, non-profits, philanthropy, private business, and the faith-based community.

EMERGENCY STABILIZATION FUND

As an initial investment of the 5-Year Plan, First 5 with the input of the Community Advisory Council and public, is proposing an Emergency Stabilization Fund. The intention of the release of these funds is to quickly provide relief and stability to the ECE field, educators, and families, while simultaneously growing the administrative infrastructure to support the process as it moves to implementation.

Please note that the proposed Emergency Stabilization Fund **does not:**

- Set a minimum wage floor per the ordinance requirement
- Provide subsidies for child care slots

The minimum wage floor and subsidies for child care slots will be included in the 5-Year Plan informed by the Community Advisory Council and Community Listening Sessions. Both are administratively complex and require more planning and capacity building.

Components of the Emergency Stabilization Fund are as follows:

COMPONENT	AMOUNT	PROPOSED INVESTMENTS	ANTICIPATED IMPACT
► PROVIDERS \$84.6M			
Provider Relief Grants	\$81.6M	One-time grants to eligible early care and education providers to pay for operating expenses such as rent, utilities, and staffing.	
		Family Child Care (FCC) grants – \$44M <ul style="list-style-type: none"> • Small FCC – \$40K • Large FCC – \$50K 	Grants to an estimated 1,000 FCC sites, impacting up to 10,000 children and 1,400 teachers
		Child Care Center grants – \$27.1M <ul style="list-style-type: none"> • Small Center – \$50K • Medium Center – \$75K • Large Center – \$100K <i>\$500K cap on grants for agencies that operate multiple sites</i>	Grants to an estimated 400 Center sites, impacting up to 24,000 children and 3,500 teachers
		Additional Emergency set-aside for FCCs and centers at high risk of closure – \$10M*	Ongoing safety net for FCCs and centers at high risk of closure
		Grant implementation costs , including interpretation and translation, grant management platform, application development, and technical assistance – \$480K	Supports for successful planning and implementation of Provider Relief Grants
Workforce Development	\$3.0M	Early Care and Education (ECE) apprenticeship programs stabilization and enhancement – \$2.7M	Enhanced ECE apprenticeship experiences for more than 300 apprentices across five existing programs
		Prepare for implementing ordinance mandated minimum wage floor through implementation planning with the California Early Care & Education Workforce Registry – \$150K (leveraging an additional \$80K from California Department of Social Services (CDSS) Quality Counts California (QCC) Quality Improvement Grant to support Hubbe, Inc. database system enhancements)	Leverage existing technology to capture wage data, increased Workforce Registry participation, and improve data quality
		Research on local early educator workforce – \$40K (leveraging an additional \$200K from CDSS QCC Quality Improvement Grant)	Insight on workforce conditions from 4,500 ECE educators through a study that hasn't been conducted since 2016, before the COVID-19 pandemic
		Planning for ECE Pathways to Quality Jobs Learning Table – \$25K	Initiate improved cross-system coordination and the development of a landscape analysis of existing initiatives and gaps to inform future funding

► **FAMILIES | \$25.3M**

Family Navigation to Child Care and Family Supports	\$6.7M	Family Resource Center grants. Funding to support referrals, playgroup programming, basic needs, and parental/caregiver engagement, expand community partnerships, purchase furniture, develop and participate in training, and provide other supports for families and Family, Friend, and Neighbor (FFN) caregivers – \$5M*	40 grants to Family Resource Centers, impacting an estimated 1,300 children and their families
		Resource and Referral Child Care Navigation. Funding for increased family navigation and marketing to help families immediately connect to child care, and maximize existing child care subsidy programs <ul style="list-style-type: none"> Resource and Referral Agency Grants – \$1.5M 	<ul style="list-style-type: none"> Increased access to child care for families Expanded use of existing federal and state child care subsidies
		Inclusion Supports. Funding for a landscape analysis of County inclusion supports for families and community partners to identify gaps and inform future investments – \$150K	Increased understanding of available inclusion supports and gaps for children who are neurodiverse, gifted, or have developmental delays, disabilities, or other special needs and their families
		Maximize State and Federal Subsidies. Explore how to best maximize existing state and federal subsidies through incentives and reduction of perceived financial risk	Maximization of federal and state allocations and positioning Measure C to be the funding of last resort for child care subsidies
Grants for Family, Friend, and Neighbor (FFN) Caregivers	\$13.7M	Relief grants of \$4,000 for FFN caregivers – \$12.7M	Grants to an estimated 2,750 FFN caregivers who provide care for approximately 5,000 children ages 0-12
		Health and safety equipment for FFN caregivers – \$1M*	Increased access to health and safety equipment for an estimated 1,200 FFN caregivers, impacting approximately 1,500 children ages 5 and under
Technology to Support Access	\$5.0M	Coordinated Eligibility & Enrollment System – \$3.6M* (leveraging an additional \$1M from Alameda County Social Services Agency)	<ul style="list-style-type: none"> Coordinated and transparent access to child care for families via a mobile friendly web app Streamlined county eligibility determination and enrollment processes Administrative efficiencies for providers Improved data collection to inform local program design, investments, and effective use of resources to serve more families
		Landscape Analysis and Technology Consulting Services – \$340K	Technical assistance for building data and technology systems

		Data Systems, Integration, and Storage – \$1.1M* (leveraging an additional \$200K from the Oakland Children’s Initiative)	<ul style="list-style-type: none">• Structured data to support program design, policy advocacy, longitudinal analyses, and evaluation efforts• Data warehouse infrastructure to support tracking of program utilization across investments over time• Key integrations to support data flows to Alternative Payment agencies/Resource & Referral agencies as needed
► FACILITIES \$20.4M			
Facilities	\$20.4M*	Facilities grants for Centers, Family Child Care (FCC), and child-centered environments	Impacting approximately 2,000 children: <ul style="list-style-type: none">• Improved access to safe, high-quality spaces for children• Increased infant and toddler care spaces
		Centers – up to \$350K per grant	20 Center grants
		Family Child Care (FCC) – up to \$150K per grant	50 FCC grants
		Family Resource Centers (FRC) – up to \$150K per grant	10 FRC grants
		Family and Domestic Violence Shelters – up to \$150K per grant	10 Family and Domestic Violence Shelter grants
		In-depth technical assistance, prioritizing support to child care sites and existing FRCs and shelters that have not previously accessed capital investment	Increased access to facilities funding for providers who may experience barriers to other facilities funds and capital improvements
► CAPACITY \$11.5M			
Data and Evaluation	\$2.5M	Kindergarten Readiness Community Study (Early Development Instrument or EDI) – \$1.1M* (leveraging an additional \$100K from the Hellman Foundation)	<ul style="list-style-type: none">• Policy-level kindergarten readiness tool conducted with every kindergarten student in the county (12,000+)• In-depth understanding of public system and community and family conditions that result from public policy decisions to promote kindergarten readiness in Alameda County; Data collected to inform Measure C and broader County investments
		Measure C Evaluation – \$850K*	<ul style="list-style-type: none">• Leveraging the City of Oakland’s competitive procurement process to streamline and coordinate Measure C evaluation with the Oakland Children’s Initiative• Ordinance mandates an evaluation will be used to inform future program planning and effective administration

		Family, provider, and community partner engagement and data analysis (\$545K)	Enhanced community engagement to inform program investments, through participatory survey designs and data analysis to understand results and prioritize findings
CAC and Community Participation	\$1.1M	Community Advisory Council (\$600K) <ul style="list-style-type: none">Community Listening SessionsMeeting space and foodTranslation and interpretationChild care Communications: Outreach, branding, and policy advocacy (\$475K)	<ul style="list-style-type: none">Sufficient staffing and consultation support for Community Advisory Council and public participation in Measure C designEffective communication with families, the ECE field, public officials, philanthropic investors, federal/state leadership, and partners to generate awareness and participation in Measure CWebinars, community presentations, social media/strategic communications, listening sessions, and collaborative processes to inform program design and implementation
Direct Staffing & Consultation	\$8.0M	First 5 Direct Personnel: To support planning, program design and implementation, and direct services (\$7.4M)	<ul style="list-style-type: none">Sufficient First 5 staffing and consultation support for successful program planning and implementation of Measure C investments
		Contract and Program Costs: Planning, cost modeling, financial audit, equipment, and legal and compliance consultation (\$540K) (leveraging \$100K from Hellman Foundation and \$150K from Oakland Children’s Initiative to support planning, legal analysis, and coordination across the local ballot measures)	
TOTAL PROGRAMATIC & COMMUNITY INVESTMENTS	\$141.8M		
Administration and System Building	\$16.3M	Proposed 15% Administrative Fee: First 5 indirect costs, including staffing, operating costs, finance and administration, and early childhood systems building	
	\$7.7M	Proposition 10 Repayment: Reimburse for First 5 costs incurred to ready and plan for Measure C	
TOTAL	\$165.8M		

*Amounts shown include investments beyond Fiscal Year 2024-25.

Detailed budget available in the Appendix. Slight differences in totals are due to rounding.



PROVIDERS

STABILIZE & SUPPORT | \$84.6M

- ▶ Provider Relief Grants | \$81.6M
- ▶ Workforce Development | \$3.0M



PROVIDER RELIEF GRANTS | \$81.6M

~ 1,000 FCCs, 400 Centers, 3,800 teachers, serving 34,000 children

First 5 is proposing the following initial **one-time grants for early care and education (ECE) providers and programs that serve families with subsidies or provide care in communities with a concentration of poverty**. The investments are designed to offer immediate relief to stabilize the ECE system, be equity-centered, and respond to Community Advisory Council and community feedback.

In addition to these one-time relief grants, First 5 is proposing to set aside an additional \$10 million in emergency funding to be administered by a third-party to support ECE providers and programs at high risk of closure after relief grant funding has been expended. The goals, eligibility, vetting, prioritization criteria, and process for administering the additional Emergency Set Aside will be developed in the coming months.

► MAKING THE CASE

The COVID-19 pandemic, along with continued disinvestment in the field have created economic conditions that are sharply worsening child care shortages. In Alameda County:

- Between 2019-2021, the number of **licensed child care centers in Alameda County decreased by 21** (a 3% reduction) and the number of **Family Child Care Homes (FCCs) decreased by 270** (a 21% reduction)

► GRANT ALLOCATION AMOUNTS

INVESTMENT TYPE	PROVIDER TYPE	LICENSED CAPACITY	GRANT AMOUNT
FCC Relief Grants	Small	6-8 children	\$40,000
	Large	12-14 children	\$50,000
Center Relief Grants*	Small	<50 children	\$50,000
	Medium	50-99 children	\$75,000
	Large	100+ children	\$100,000
\$10M Emergency Set Aside**	TBD		

*\$500K cap on grants for agencies that operate multiple sites.

**To be developed in the coming months

► EQUITY CONSIDERATIONS

- Prioritize ECE providers and programs who serve families that use child care subsidies to ensure that Measure C resources are reaching families with low incomes and the child care programs that serve them.
- Ensure that providers and programs that are serving low-income families, but are disconnected from the subsidy system, can participate by expanding eligibility to Census tracts with concentrated levels of poverty.
- Prioritize funding for Family Child Care providers (giving more per child to FCCs) and cap the amount available for agencies that operate multiple sites at \$500K.

► ANTICIPATED IMPACT

- Grants to an estimated 1,000 FCC sites, impacting up to 10,000 children and 1,400 teachers
- Grants to an estimated 400 center sites, impacting up to 24,000 children and 3,500 teachers
- Provide general operating support to ECE providers and programs experiencing financial challenges.
- Stabilize Centers and FCCs so that families can continue to access child care services.
- Maintain Alameda County's current ECE capacity and prevent further closures.

► ADMINISTRATION AND ELIGIBILITY

- **Administration:** First 5 will directly administer the Provider Relief Grants to FCCs and centers. Doing so eliminates the need for a procurement process and streamlines with a single application for both the Relief Grants and Facilities Grants (see Facilities section).
- **Provider Relief Grant Eligibility:**
 - Currently open and operating in Alameda County with children ages 0-5 enrolled
 - Possess a valid child care license and "In Good Standing" with Community Care Licensing
 - Meet ONE of the following equity-based criteria:
 - Sites operating in a Census tract with 5% or higher poverty levels. For multi-site agencies, any site in the tracts would qualify for those specific sites only
 - FCC that has served at least one child 0-5 enrolled in an ECE subsidy program at any time between July 2022 and December 2024
 - Center with at least 25% of their 0-5 slots filled with children enrolled in an ECE subsidy program at any time between July 2022 and December 2024
 - Meet or exceed the minimum wage requirement for staff pay as determined by Measure C (\$16/hour)
 - Agree to comply with the requirement to pass funds on to teaching staff (minimum of \$1,000 to each early educator and assistant)
 - Operating in compliance with state and local regulations and Measure C legislation, once the wage floor is implemented, abiding by the Measure's wage and non-supplantation requirements
 - Current liability insurance or able to obtain insurance within designated grace period. For providers who do not have liability insurance at the time of application but are otherwise eligible, 50% of the grant amount will be provided prior to obtaining insurance.

NOTE: Both Title 5 and Title 22 providers and programs that meet the above criteria are eligible, including those that are non-profit, faith-based, and private. However, to ensure the resources stay local in Alameda County, national for-profit providers and programs will not be eligible.

- **Provider Relief Grants – 25% Subsidy Calculation.** The subsidy threshold for Centers will be calculated as follows: At any time between July 1, 2022 and December 31, 2024, at least 25% of their 0-5 slots were filled with children enrolled in an ECE subsidy program (measured across all sites for multi-site agencies). This can be calculated based on licensed capacity or the number of children enrolled at the time of application.
- **Emergency Set Aside Eligibility.** The eligibility, vetting, and prioritization criteria will be developed in the coming months.

WORKFORCE DEVELOPMENT | \$3.0M

~300 apprentices; ready data system; survey of 4,500 educators

First 5 proposes to use initial Measure C funds to invest in workforce development strategies to attract, train, and retain talented teaching staff and foster a skilled and stable workforce representative of the diversity of our county.

► MAKING THE CASE

Growing the workforce is an essential component to addressing the ongoing ECE workforce crisis. Alameda County's ECE sites are facing significant challenges providing care due to a dire combination of staff attrition, prolonged vacancies, and an insufficient pool of experienced teachers.

- The county has an estimated **2,000 early educator vacancies** annually.¹
- In the Oakland Children's Initiative, we see a gap between enrollment and slots with Oakland Unified School District and City of Oakland Head Start operating at **73% capacity**, in part due to the lack of qualified teachers.²
- **40% of the ECE workforce in Alameda County** is over 50 years old and nearing retirement age, contributing to attrition.³

► GRANT ALLOCATION AMOUNTS

The recommended workforce development funds will support the following efforts:

- **Enhance existing registered apprenticeship programs in Alameda County (\$2.7M):** These programs provide high-quality career pathways that offer hands-on training, mentorship, and on-the-job learning, helping meet the growing demand for skilled ECE educators, and leading to higher retention rates for existing educators. Stabilizing and enhancing existing registered apprenticeship programs will support apprentices' successful entry and advancement in the field and set the foundation to expand these programs moving forward. Funding will be used for participant stipends, coursework, tutoring, child care, and professional supports for more than 300 apprentices this academic year.
- **Prepare to implement ordinance-mandated minimum wage floor (\$150K):** Improving wages for ECE educators is a key component of Measure C legislation. In preparation for the 5-Year Plan, First 5 will contract with the California Early Care & Education Workforce Registry in FY 2024-25 to support implementation planning. This work will include preparing the registry data system for wage verification and certification processes and reporting. Having an accurate understanding of current educator wages is critical for successful implementation and this information is not readily available from other data sources.
- **Conduct research on local early educator workforce (\$40K):** Through the Supportive Quality Underlying Adult Learning (SEQUAL) study, developed and administered by the Center for the Study of Child Care Employment (CSCCE). SEQUAL evaluates the quality of work environments in ECE settings, aiming to identify improvements that can enhance both teacher well-being and instructional quality. The study was last conducted in Alameda County in 2016.
 - The study will focus on Center and FCC staff, with an emphasis on programs serving children enrolled in an ECE subsidy program.

- For this investment, First 5 will leverage an additional \$200,000 in state Quality Counts funding to support the total study cost of \$240,000. Funding from Measure C will be used to make updates to the study questions based on current needs in our county, develop outreach materials in multiple languages, and provide incentives for survey respondents.
- **Plan for an ECE Pathways to Quality Jobs Learning Table (\$25K):** In Fiscal Year 2025-26, First 5 plans to facilitate a learning table of workforce development partners to:
 - Examine ECE workforce gaps and barriers to entering the field
 - Identify potential career pathways
 - Enhance data collection and evaluation among partners
 - Identify recommendations for future investments

In preparation for the learning table, First 5 will engage in planning and information gathering in FY 2024-25 with consultant support, including an initial convening of key leaders in the field to inform the design.

► **EQUITY CONSIDERATIONS**

- Invest in career pathways that prioritize accessibility, career advancement, and a workforce representative of the diversity of the county.
- Understand workforce well-being, strengths, and needs directly from educators themselves.
- Establish double-bottom-line public policy, utilizing public funding to support workforce pathways while also creating broader access to secondary education in a highly specialized, educated labor market and long-term wage growth that might otherwise be unattainable due to longstanding structural barriers.

► **ANTICIPATED IMPACT**

- Enhanced ECE apprenticeship programs for more than 300 apprentices to support their entry and advancement in the field
- High quality data collection on workforce conditions from approximately 4,500 educators (approximately 60% of workforce) to inform future investments from a study that was last conducted in 2016
- Increased participation in the California ECE Workforce Registry to support data quality and administration of the mandated minimum wage floor
- Finalized plan for an ECE Pathways to Quality Jobs Learning Table to coordinate the current landscape and maximize resources

► **ADMINISTRATION AND ELIGIBILITY**

Administration: First 5 is proposing to contract with the following entities:

- Early Care & Education Pathways to Success (ECEPTS) to administer funding for the five registered apprenticeship programs in their network
- The California Early Care & Education Workforce Registry
- Center for the Study of Child Care Employment (CSCCE) for the SEQUAL study
- Procure a contractor to develop the ECE Pathways to Quality Jobs Learning Table plan



FAMILIES

ENROLL & SUPPORT | \$25.3M

- ▶ Resource and Referral Child Care Navigation, Family Supports & Inclusion | \$6.7M
- ▶ Family Friend & Neighbor (FFN) Caregiver Grants | \$13.7M
- ▶ Technology to Support Access | \$5M



FAMILY NAVIGATION TO CHILD CARE, FAMILY SUPPORTS & INCLUSION | \$6.7M

~40 FRC Grants serving 1,300 children; wraparound and inclusion supports; increased enrollment in subsidized care

First 5 is proposing investments in family supports, basic needs, and programming through grants to Family Resource Centers (FRCs), and enhanced Resource and Referral Child Care Navigation to immediately expand family access to child care and maximize existing subsidy programs. In addition to these initial investments, First 5 is exploring how to best incentivize full use of state and federal subsidies and coordinate existing resources so that Measure C is the funding of last resort.

► MAKING THE CASE

First 5's kindergarten readiness studies have consistently demonstrated that socioeconomic stability and access to community resources are correlated with kindergarten readiness. Family Resource Centers are connecting families with these supports through navigation and providing family-specific programming that benefits both families and Family Friend and Neighbor (FFN) caregivers. The child care system can be complicated and time-consuming to navigate, especially for families experiencing challenges like housing stability. There is both great need and simultaneously under enrollment in existing subsidy programs.

- **65% of families** said help connecting to resources was important to them, but only 12% said they had received this kind of help.⁴
- **75% of families** reported at least one barrier to accessing early care and education (ECE). Families with low incomes were most likely to say there was not a program nearby.⁵

► GRANT ALLOCATION AMOUNTS

- **Family Resource Center Grants (\$5M):** Grants of up to \$100K will be given to Family Resource Centers (FRCs) with experience serving families with children 0-5 to provide increased family supports, including playgroup and other community-responsive programming for families and FFN caregivers, referrals to resources, respite care and basic needs, and to expand community partnerships, purchase furniture, and develop and participate in training.
 - Estimated 10 grants by June 30, 2025, with an additional 30 grants to be made by June 30, 2026.
 - FRCs will be defined as a non-profit or public agency operated site that has provided programming and navigation services for children 0-5 and their families since July 2022 and has weekly, ongoing contact with children.
 - This definition is expected to be broadened as part of the 5-year planning process.
- **Resource and Referral Child Care Navigation (\$1.5M):** To support increased access to child care, including state and federal child care subsidies through Resource and Referral (R&R) agencies. This is intended to help families/caregivers immediately connect to child care, and to maximize currently unused state and federal subsidies in our local system. We anticipate continuing to explore and identify navigation needs in the 5-Year Plan given our complex local landscape.
 - This proposed investment is a continuation of work that First 5 has supported in Alameda County. Starting in 2018, First 5 funded the CARES Pilot that supported families on CalWORKs experiencing

or at-risk of homelessness in connecting to child care. After successful implementation of the pilot, Governor Newsom signed into law AB 2343: CalWORKs: childcare programs (Schiavo), a bill that codifies the CARES pilot model of family navigation support for CalWORKs programs across the state.

- **Inclusion Supports (\$150K):** Funding for the Alameda County Early Childhood Policy Council (ACECPC), a parent-led table, to engage with communities, gather information, and prepare policy recommendations on inclusion supports for children who are neurodiverse, gifted, or have developmental delays, disabilities, or other special needs and their families. This will inform future investments in the 5-Year Plan.
- **Maximize State and Federal Subsidies:** Explore how to best maximize existing state and federal subsidies, through incentives and reduction of perceived financial risk, to ensure that Measure C is the funding of last resort.

► EQUITY CONSIDERATIONS

- Address basic needs and family stability (housing, financial, legal, immigration, etc.).
- Prioritize supporting families who have barriers to child care, and/or are disconnected from the subsidy system, and are experiencing challenges accessing care.
- Prioritize neurodiverse families.

► ANTICIPATED IMPACT

- 40 grants to Family Resource Centers, impacting an estimated 1,300 children and their families
- Increased child care navigation support through R&R agencies to increase the number of families accessing child care
- Increased capacity for Family Resource Centers to provide critical wraparound services and programming to families and FFN caregivers, as well as increased referrals to R&Rs for families in need of child care
- Increased use of existing child care subsidies
- Increased understanding of inclusion resources and gaps for children who are neurodiverse, gifted, or have developmental delays, disabilities, or other special needs and their families to inform future investments

► ADMINISTRATION AND ELIGIBILITY

- **Administration:** First 5 will administer the grants to Family Resource Centers. First 5 is proposing to contract with the Resource and Referral Agencies to administer additional child care navigation and the Alameda County Early Childhood Policy Council (ACECPC) to engage communities in developing recommendations on inclusion supports.
- **Eligibility:**
 - For the purposes of these initial investments, FRCs will be defined as non-profit or public agency operated sites that have provided programming and navigation services for children 0-5 and their families since July 2022 and have ongoing, weekly contact with children.

- Faith-based FRCs who meet these criteria are eligible. In future years, this definition is expected to be broadened to a wider range of FRCs and other child-centered environments.
- To be eligible for a grant, FRCs must be operating in a Census tract with 5% or higher poverty levels and operate in compliance with Measure C legislation, including abiding by wage and non-supplantation requirements.

FFN CAREGIVER GRANTS | \$13.7M

**An estimated 2,750 FFN caregivers each receiving \$4,000 serving ~5,000 children
+ health and safety equipment for ~1,200 FFN caregivers serving ~1,500 children**

First 5 is proposing immediate supports to Family Friend and Neighbor (FFN) caregivers to provide relief and investment in a critical part of our child care system that is often the most under resourced.

► MAKING THE CASE

Many families choose FFN care because it is community rooted. Providing support to FFN caregivers is responsive to family preferences based on culture, language, schedule, and financial reality.

- A study of FFN caregivers by the Center for the Study of Child Care Employment found that these caregivers, particularly relative caregivers, often cover the cost of supplies for children in their care. Meanwhile, wages for FFN providers are very low, around \$8 per hour, and many do not receive benefits.⁶
- Over 1/3 of vouchers for Alameda County are used to access FFN care, totaling more than 4,500 children.⁷
- A 2017 study conducted by Parent Voices Oakland found:⁸
 - Families with the least stability are the most likely to have problems accessing child care and have higher levels of mistrust about formal child care and “strangers” watching their children.
 - A significantly higher proportion of Latino parents, parents who are students, and parents with nontraditional or unpredictable work hours rely on FFN caregivers for child care.

► GRANT ALLOCATION AMOUNTS

- **\$4,000 in relief funding (\$12.7M)** to all FFN caregivers caring for a child 0-12 who is receiving a child care voucher from an Alameda County Alternative Payment (AP) agency
- **Health and safety equipment (\$1M)** to fund cribs, car seats, baby gates, and other critical resources for all FFN caregivers caring for a child 0-5 who is receiving a child care voucher from an Alameda County AP agency

► EQUITY CONSIDERATIONS

- Support the variety of child care options available to families including Family, Friend, and Neighbor care.
- Families choose FFN care for cultural, language, schedule, and financial reasons; many families who access subsidies choose FFN care to keep resources within their extended families.
- FFN caregivers may have been traditionally disconnected from training and certification to provide formal ECE care.

► ANTICIPATED IMPACT

- Provide an estimated 2,750 FFN caregivers serving 5,000 children ages 0-12 with relief funding by June 30, 2025.
- Provide an estimated 1,200 FFN caregivers with critical health and safety equipment by June 30, 2026, impacting an estimated 1,500 children ages 5 and under.
- Estimated 400 FFN equipment grants to be made by June 2025, and an additional 800 equipment grants by June 2026, reaching 75% of FFN caregivers serving children 0-5 with a subsidy.

► ADMINISTRATION AND ELIGIBILITY

- **Administration:** First 5 is proposing to contract with the AP agencies to administer these relief funds as a voucher payment enhancement to eligible FFN caregivers. First 5 also proposes to contract with the APs for administration of health and safety equipment to create a seamless experience for FFN caregivers.
- **Eligibility:**
 - Relief funding: All FFN caregivers caring for a child 0-12 who is receiving a child care voucher from an Alameda County AP agency.
 - Health and safety equipment: All FFN caregivers caring for a child 0-5 who is receiving a child care voucher from an Alameda County AP agency.

TECHNOLOGY TO SUPPORT ACCESS | \$5M

Coordinated, streamlined, and transparent ECE eligibility and enrollment system

First 5 proposes the following investments in support of the ordinance-mandated Coordinated Eligibility and Enrollment System that will make child care easier for families to access, streamline marketing, certification, enrollment, and reporting processes for providers, and simplify access to subsidies. Centralizing key data and administrative functionality will also aid in system-wide improvements, e.g. making adjustments to investments based on family preferences and needs, improvements to operational efficiency, and scaling service delivery to reduce waiting times for child care.

► MAKING THE CASE

Navigating the complex child care subsidy system and eligibility waiting lists poses significant challenges for families attempting to access child care in Alameda County and for ECE providers attempting to connect with families and/or become subsidy-accepting programs.

- Only 9% of subsidy-eligible infants and toddlers are enrolled in subsidized care.¹⁰
- There are more than 35 agencies across the county that administer state and federal subsidies, each with separate application and enrollment processes for families. This fragmented approach results in a complicated system that is difficult to navigate and contributes to families being unaware of their full range of options.
- Many families report difficulties accessing necessary resources and support, with a large percentage highlighting barriers such as lack of information on all available subsidy programs, onerous paperwork, and unclear policies that vary by subsidy program type.¹¹

► GRANT ALLOCATION AMOUNTS

- **Coordinated Eligibility & Enrollment System (\$3.6M):** To improve access and efficiency for families and providers:
 - Convene a Design Team of approximately 25 participants, including families with young children, family navigators, ECE providers and staff, and R&R/AP staff.
 - Procure a Centralized Eligibility List (CEL) Technology Solution to streamline county eligibility determination and enrollment processes.
 - Procure an Enrollment Data Collection Tool/Interface for interoperability with the CEL, ensuring seamless data flow and integration.
 - Provide stipends for family participants and funding for system partner participation.
 - Conduct end-user testing to inform the customization and deployment of the technology solution.
 - Develop a branded and centralized website to host technology solutions, providing a user-friendly interface for families and providers.
- **Landscape Analysis and Technology Consulting Services (\$340K):** To advise on the integration and implementation of the technology infrastructure, ensuring that the systems are comprehensive, user-friendly, and aligned with the needs of all interest holders:
 - Conduct a comprehensive landscape analysis to better understand the local and national context of early childhood education, identifying best practices and gaps.
 - Engage national experts to support landscape analysis and advise on system design and technical infrastructure such as integration with other technology solutions, industry standards for system quality, security, and compliance.
 - Support capacity building on integrated data, understanding state and national trends in data integration, and preparing for future technology procurements.
- **Data Systems, Integration, and Storage (\$1.1M):**
 - Funding for emerging technology, modifications, or additional system needs to adapt to future requirements and innovations.
 - Procure a Data Warehouse to centralize data storage and management, supporting comprehensive data integration and reporting.

► EQUITY CONSIDERATIONS

- Address systems barriers to child care access and provide transparency for families and providers.
- Prioritize human-centered design and a participatory process that includes families with young children, family navigators, state and federally contracted ECE providers and staff, and R&R/AP staff.
- Incentivize technology design and user testing, including stipends for family participants and funding for system partner participation.

► ANTICIPATED IMPACT

- Coordinated and transparent access to child care for families via a mobile friendly web app
- Streamlined county eligibility determination and enrollment processes
- Structured data to support longitudinal analyses
- Data warehouse infrastructure to support tracking of enrollments and family supports over time
- Key integrations to support data flows to AP/R&R agencies, as needed
- Successful community engagement process to inform decision-making about features, functions, and overall design of technology solutions and family navigation business processes
- Throughout 2026, implementation of a year-long pilot program to centralize eligibility and enrollment for an initial group of providers

► ADMINISTRATION AND ELIGIBILITY

- **Administration:** First 5 will procure and administer the Coordinated Eligibility and Enrollment and Data Warehouse systems designed with the expertise of technology and data vendors and end users, including families with young children, family navigators, ECE providers and staff, and R&R/AP agency staff.



FACILITIES

**ADDRESS CRITICAL NEEDS
| \$20.4M**

► Facilities Grants | \$20.4M



FACILITIES GRANTS | \$20.4M

90 FCCs, Centers, FRCs and Family/Domestic Violence Shelters serving ~2,000 children

To fulfill Measure C's mandate to increase the quality and accessibility of early childhood environments, First 5 is proposing initial investments in health and safety improvements, converting facilities to expand access to infant and toddler care, and technical assistance to support identification of facilities needs, access to funding opportunities, reduction of permitting challenges, and implementation of improvements.

► MAKING THE CASE

Investments in facilities are critical to maintaining and growing access to child care. Alameda County's early care and education (ECE) infrastructure has been on perilous footing, with many sites lacking the resources needed for basic maintenance, let alone improvements and expansion. These issues have been exacerbated by the pandemic, leading to a loss of child care spaces throughout the county. There is great demand for child care for infants and toddlers, and business opportunities for providers to meet this need by converting spaces to serve younger children.

- Between 2017 and 2021, the county saw a 24% reduction in FCC spaces for children birth to 5, as well as an 8% reduction overall in infant and toddler spaces. Meanwhile, as of 2021, 91.2% of infants and toddlers eligible for subsidized care do not have access.¹²
- First 5's 2022 Facilities Needs Assessment revealed that 61% of the 324 ECE sites surveyed had at least one urgent or inadequate property component, such as HVAC/ventilation, outdoor play spaces, mold and lead issues, and security systems. 29% reported six or more urgent or inadequate components.¹³
- When asked what stopped sites from expanding, 69% identified a lack of funding, compared to 37% who identified a lack of available qualified staff. 56% expressed interest in expanding if resources were available.¹⁴

► GRANT ALLOCATION AMOUNTS

INVESTMENT TYPE	AVAILABLE GRANT TYPE(S)	MAXIMUM GRANT AMOUNT	ESTIMATED NUMBER OF GRANTS JAN '25 - JUNE '26
Centers	<ul style="list-style-type: none"> • Health and safety capital improvements • Infant and toddler conversion 	Up to \$350,000	20
Family Child Care	<ul style="list-style-type: none"> • Health and safety capital improvements • Infant and toddler conversion 	Up to \$150,000	50
Family Resource Centers	<ul style="list-style-type: none"> • Health and safety capital improvements 	Up to \$150,000	10
Family and Domestic Violence Shelters	<ul style="list-style-type: none"> • Health and safety capital improvements 	Up to \$150,000	10

► EQUITY CONSIDERATIONS

- Prioritize ECE providers who serve families that use child care subsidies to ensure that Measure C resources are reaching families with low incomes.
- Increase access to facilities-focused technical assistance for providers who have historically been marginalized from facilities improvements.
- Prioritize providers located in communities that have experienced disinvestment. This also ensures that providers who are serving low-income families but are disconnected from the subsidy system can participate.
- Support small facilities to participate in the grants, and in navigating compliance, licensing, and permitting issues.
- Include resources for families who may not have access to formal child care, via investments in child-friendly community spaces such as FRCs and family and domestic violence shelters, acknowledging that community resources are a critical element in supporting families and a key component of kindergarten readiness.

► ANTICIPATED IMPACT

- Improved access to safe, high-quality spaces for children and increased infant and toddler care spaces, impacting approximately 2,000 children
- Release 19 facilities grants for Centers, FCCs, Family Resource Centers, and family/domestic violence shelters by June 30, 2025, impacting an estimated 500 children.
- Release an additional 71 facilities grants for Centers, FCCs, Family Resource Centers, and family/domestic violence shelters by June 30, 2026, impacting an estimated 1,500 children.
- Increased access to facilities technical assistance

► ADMINISTRATION AND ELIGIBILITY

- **Administration:** The Low Income Investment Fund (LIIF), a national nonprofit community development financial institution, was selected through a competitive procurement process, and will administer the grants and provide in-depth equity-centered technical assistance to ensure that ECE providers and community-based sites have the necessary support to assess their facilities needs, apply for grant opportunities, and implement successful projects. Grants will be made between January 2025 and June 2026, with an estimated 19 health and safety and conversion grants by June 2025. This phased approach will allow for the provision of technical assistance to programs that require additional support, while also getting funding out quickly to those with identified urgent needs.
- **Eligibility:**
All applicants:
 - Currently open and operating in Alameda County
 - Serve children 0-5
 - Meet or exceed the minimum wage requirement for staff pay as determined by Measure C (\$16/hour)
 - Operate in compliance with state and local regulations and Measure C legislation, including abiding by the Measure's wage and non-supplantation requirements

- Additional criteria for **FCC and Center** applicants:
 - Posses a valid child care license and “In Good Standing” with Community Care Licensing
 - Meet ONE of the following equity-based criteria:
 - Operating in a Census tract with 5% or higher poverty levels
 - FCC that has served at least one child 0-5 enrolled in an ECE subsidy program at any time between July 2022 and December 2024
 - Center with at least 25% of 0-5 slots filled with children enrolled in an ECE subsidy program at any time between July 2022 and December 2024
 - Current liability insurance or able to obtain insurance within designated grace period

NOTE: Both Title 5 and Title 22 providers and programs that meet the above criteria are eligible, including those that are non-profit, faith-based, and private, however, sites operated by or co-located with a school district are not eligible at this time.

- Additional criteria for **Family Resource Center** applicants:
 - Non-profit or public agency operated site
 - Have provided programming and navigation services for children 0-5 and their families since July 2022
 - Have weekly, ongoing contact with children
 - Operating in a Census tract with 5% or higher poverty levels
- Additional criteria for **Family and Domestic Violence Shelter** applicants:
 - Non-profit or public agency operated site
 - Provide emergency shelter to children 0-5

NOTE: For FRCs, Family Homeless Shelters, and Domestic Violence Shelters, faith-based organizations who meet the above criteria are eligible.



CAPACITY

PREPARING FOR FUTURE INVESTMENTS | \$11.5M

- ▶ Data and Evaluation | \$2.5M
- ▶ CAC and Community Participation | \$1.1M
- ▶ Direct Staffing and Consultation | \$8.0M



DATA AND EVALUATION | \$2.5M

Countywide kindergarten readiness policy tool for more than 12,000 students; Measure C Evaluation; data to inform planning

First 5 is proposing investments that will establish infrastructure, build capacity in the field, and design processes to monitor Measure C's overall impact and progress over time. The complexity, fragmentation, and historic underinvestment in the local early care and education (ECE) system means that collection of uniform, accurate, and timely data across provider types is a significant system-level challenge.

► ALLOCATIONS

- **Implementation of Early Development Instrument (EDI) (\$1.1M):** In the school year 2025-26, First 5 will implement the Early Development Instrument (EDI) across all 18 public school districts as part of Alameda County's Kindergarten Readiness Community Study. In fiscal year 2023-24, First 5 partnered with Alameda County Office of Education to host a participatory process with school districts (13 of the invited 18 districts participated), including the California Teachers Association, to inform the adoption of a single, countywide policy level tool to measure kindergarten readiness. This countywide measurement tool will improve system-level coordination and inform policy advocacy and future investment across sectors with a whole community, whole family, whole child approach.
 - Development of an Alameda County EDI implementation plan
 - Customization of training materials, including an updated EDI teacher guide and training video, informed by the community and developed with an equity lens
 - Support for guided discussion with the community to identify EDI neighborhood boundaries and development of the story map
 - Establishment of data sharing agreements
 - Planning grants for districts to support the planning and implementation of the EDI
- **Measure C Evaluation (\$850K):** First 5 will select and onboard a lead entity to oversee the evaluation, leveraging the competitive procurement process used in the Oakland Children's Initiative evaluation RFP to support systems coordination.
 - In the initial phase, the evaluation will focus on the development and implementation of a formative evaluation and lay the groundwork for longitudinal and impact evaluations in later years.
 - Evaluator to begin establishing plans for data collection and developing relationships with the community, especially those involved in implementing and benefiting from Measure C.
- **Data to Inform Planning (\$545K):** To inform planning efforts for Measure C implementation, First 5 is gathering data and input from the community, including families and licensed and unlicensed providers.
 - In August 2024, First 5, in partnership with the research firm Applied Survey Research (ASR), developed and implemented a survey of licensed providers and families with children under 6, the results of which will be available by December 2024.
 - Building off a series of FFN caregiver focus groups held in Spring 2024, First 5 is planning additional data collection over the coming months to hear from a broader range of FFN caregivers across the county.
 - Additional data analysis to support planning and implementation.

► EQUITY CONSIDERATIONS

- Embed equity into the evaluation design via research questions related to disaggregated impacts on people (i.e., race/ethnicity, income, language, ability, etc.) and place (i.e., neighborhood).
- Use participatory and community-centered methods in the evaluation.
- Ensure community involvement in every step of the EDI process, from defining the boundaries for the Kindergarten Readiness Community Study to interpreting the findings and advising on the policy recommendations.

► GOALS

- Build a comprehensive and coordinated set of data collection and analysis practices, including:
 - Establish a structured accountability framework to assess the performance of external contractors and support continuous improvement.
 - Collect administrative data needed to implement the measure.
 - Disaggregate spending to identify how much providers are receiving for different program components across Measure C, along with measuring their impact.
- Develop an evaluation that will inform future program planning, effective administration of the initiative, policy advocacy, and system building.
- Use an equity and community-centered framework, aligned with First 5's equity statement principles, to design, implement, understand, and inform planning and action steps.^{xvi}
- Follow the specific data and evaluation requirements in the Measure C legislation, which include:
 - "The Administering Agency, with input from the Council, shall develop data collection strategies in the Plan. These strategies shall be designed to support Plan transparency, program evaluation, design and decision-making, as well as the following goals:
 - Increasing access to quality subsidies and slots;
 - Increasing wages and compensation;
 - Improving retention of early care and education staff; and
 - Improving the professional development and advancement of early educators."
 - "During the implementation period of each Plan and prior to the development of a new Plan, the Administering Agency (F5 Alameda) shall conduct an evaluation to determine the effectiveness of investments and to inform the next Plan."

► ADMINISTRATION

- The Early Development Instrument (EDI) will be administered by the UCLA Center for Healthier Children, Families & Communities with additional consulting support, community/family partnership, and First 5 staffing to resource best use of the data.
- For the Measure C evaluation, First 5 is seeking to piggyback off the contract with the Oakland Children's Initiative's competitively selected evaluator, American Institutes for Research (AIR), to support a coordinated measurement of the expansion of ECE in Alameda County.
- First 5 partnered with Applied Survey Research on the survey of licensed providers and families with children under 6.
- First 5 will administer additional focus groups and data collection.

CAC & COMMUNITY PARTICIPATION | \$1.1M

CAC and community voice in design and implementation; recruit participants; communicate importance of Measure C

First 5 is recommending investments in Agency capacity to implement a community-informed process to plan for Measure C investments, including the Community Advisory Council (CAC), providers, and families. These investments will also support strategic communication and broader awareness and participation in Measure C programs and resources. First 5 is also using professional consultation to support our planning process.

► ALLOCATIONS

- **Community Advisory Council (\$600K)**

- Facilitation costs for council meetings in fiscal year 2024-25
- Meeting costs to support the full participation of Community Advisory Council members and promote the public's ability to access and participate in meetings, including food, travel reimbursement, child care stipends, space rental/janitorial services, meeting supplies/equipment, printing, and interpretation and translation
- Community Listening Sessions: five community listening sessions to be held between December 2024 and February 2025 in each Alameda County Supervisorial District; synthesized feedback and input to inform the development of the Measure C 5-Year Plan

- **Communications (\$475K)**

- Public Awareness Campaign to raise ECE provider, family, and community awareness of the Measure C opportunity
- Strategic communications consultation to develop a Measure C communications plan and support implementation
- Other communications support including translation and interpretation and graphic design

► EQUITY CONSIDERATIONS

- Facilitate intentional community and provider engagement by hosting multilingual information gathering opportunities in different geographic areas of the county, and targeted outreach to people disconnected from the subsidy system, to ensure that Measure C investments are designed using input from community and the field.
- Use communications to intentionally reach and enroll families and providers who may be disconnected from the subsidy system or have barriers to accessing the resources from Measure C.

► GOALS

- Design Community Advisory Council meetings to include participatory processes and community engagement opportunities countywide, such as the Community Listening sessions.
- Communicate effectively with families, the ECE field, public officials, and partners to generate awareness and participation in design, implementation, measurement, and support of Measure C.

► ADMINISTRATION

- First 5 is working with Sloan Sakai Yeung & Wong LLP to facilitate the CAC, and West Ed to conduct the Community Listening Sessions; this ensures adherence with the Brown Act and Government Code 1090.
- First 5 is administering the communications campaign in consultation with contracted experts.

DIRECT STAFFING AND CONSULTATION | \$8.0M

These funds will support effective planning, program design and implementation, administration, facilitation, communication, outreach, engagement, project management, and measurement to support effectiveness of Measure C. None of First 5's Executive Leadership outside of the Chief of Programs is being directly charged to Measure C.

► GOALS

- Design programs and investments to remove barriers to participation for families, providers, and partners to maximize participation and scale.
- Create linkages across systems to improve results for children and families.
- Create financial architecture to maximize local investments and leverage state and federal funding.
- Use Measure C as a model, including documenting lessons learned, to inform other local, state, and federal policy related to early care and education.
- Advocate for policies that improve community conditions for children and families.
- Build and sustain First 5 staffing and infrastructure to support planning, program design and implementation, contracting, budget and financial analysis and forecasting, legal consultation, and cross-system coordination.

► EQUITY CONSIDERATIONS

- First 5 uses a surgical approach to ensure investments, infrastructure, design, implementation, and measurement of each Measure C investment center equity, excellence, and compliance.

► ALLOCATIONS

- **First 5 Direct Personnel (\$7.4M)** to support planning, program design and implementation, and direct service delivery
- **Contract and Program Costs (\$540K).** Expertise in design of public universal pre-k and universal T-K initiatives, writing support related to development of 5-Year Plan, equipment, financial audit, and legal and compliance consultation



ADMINISTRATION & SYSTEM BUILDING

- ▶ Administrative Fee | \$16.3M
- ▶ Proposition 10 Repayment | \$7.7M



ADMINISTRATIVE FEE | \$16.3M

First 5 indirect costs, including staffing, operating costs, finance and administration, and early childhood systems building

► ADMINISTRATIVE FEE

Indirect and Overhead Costs (\$16.3M) to support infrastructure to administer Measure C funding and sound fiscal stewardship. The proposed 15% administration fee is based on the fiscal year 2024-25 Annual Expenditure Plan to cover First 5 indirect costs and support building a robust and coordinated early care and education system that meets the needs of local children and families. This funding leverages the expertise and existing programming of the only agency in Alameda County focused on children ages 0-5 and the policies and systems that support their families and communities.

First 5 is also the contracted Implementation Partner for the Oakland Children’s Initiative (OCI) Early Education Fund. In this role First 5 supports planning, system coordination, contracting, budget and financial analysis, data collection, program design, and public outreach and education. Additionally, in FY 2024-25, First 5 is coordinating approximately \$32.5M in OCI revenue and over \$17M in other revenue that, alongside Measure C, supports the local early childhood system.

Implementation and coordination of the two local ballot measures and integration with the broader early childhood system requires an intentional public infrastructure approach that necessitates the administrative nimbleness of First 5. It requires close partnership with the public, private, and non-profit sectors, and a shared commitment to continuous improvement that centers the public good of early care and education over a long-term horizon. To ensure the best use of Alameda County’s taxes, we must reckon with our complicated landscape and build responsively to fulfill the requirements and vision of the legislation—to expand access to early childhood education, improve wages, and promote wellness, kindergarten readiness, and school success and support educators and families in the creation of a more effective and well-coordinated early childhood care and education system.

PROPOSITION 10 REPAYMENT | \$7.7M

Reimburse for First 5 costs incurred to ready and plan for Measure C

To prepare for future Measure C investments, First 5 borrowed funds from our reserve of California’s Proposition 10 to ready the Agency for implementation. Expenses include personnel and professional services to support planning, community engagement, and building organizational infrastructure. First 5 borrowed the following amounts by fiscal year (see Appendix C for examples of work undertaken to ready First 5 to administer Measure C):

- **FY 21-22: \$1.1M**
- **FY 22-23: \$2.2M**
- **FY 23-24: \$4.4M**

NEXT STEPS

► EMERGENCY STABILIZATION FUND APPROVAL PROCESS AND ANTICIPATED IMPLEMENTATION

First 5 aims to launch the Emergency Stabilization Fund application in February 2025.

- The Emergency Stabilization Fund will be considered by the First 5 Alameda County Commission in December 2024 for adoption.
- The proposal will then be brought to the Alameda County Board of Supervisors in January 2025 for adoption and appropriation of funds.
- Through this initial planning, First 5 is working to minimize the amount of time between application and receipt of grant funds; most providers are expected to receive Relief Grant funds between March and June 2025.
- Some of the investments in the Emergency Stabilization Fund, such as the grants to FRCs, cross fiscal years to allow for administrative feasibility. They will continue to be assessed and evolve as part of the 5-Year-Plan.

► COMMUNITY LISTENING SESSIONS TO INFORM 5-YEAR-PLAN

First 5 will begin holding **Community Listening Sessions** on December 4, 2024. The five Measure C listening sessions will be held throughout the county in each Board of Supervisor District. To support broad engagement and access, each session will be focused on an investment area crucial to the field and in compliance with the ordinance. These participatory sessions will complement existing data and prior engagement work and will inform the design of the **5-Year Plan to be finalized in the spring of 2025**. In addition to these five sessions, First 5 will hold two additional listening sessions in Oakland, to help inform areas of coordination with the Oakland Children's Initiative, a 30-year measure also requiring cross-systems partnership and planning. First 5 is also planning an engagement focused on Family, Friend, and Neighbor providers, to better understand their needs in the provider and family landscape.

- **Wednesday, December 4**, 6 PM-8 PM, Topic: Workforce Development
- **Wednesday, December 18**, 6PM – 8PM, Topic: Access to Child Care
- **Saturday, January 11**, 9AM – 12PM, Topic: Wages and Compensation
- **Saturday, February 1**, 9AM – 12PM, Topic: Facilities
- **Wednesday, February 5**, 6PM – 8PM, Topic: Quality, Family Supports, and Inclusion.

Two additional Community Listening Sessions will be held in Oakland this spring. These are to inform and support the implementation of the Oakland Children's Initiative and coordinating system-wide efforts. Dates to be determined.



APPENDIX

- a. **Emergency Stabilization Fund Budget (FY 2024-25 & FY 2025-26)**
- b. **Annual Expenditure Plan – FY 2024-25**
- c. **Proposition 10 Repayment by Fiscal Year**
- d. **Maps**
- e. **Reports Conducted in Anticipation of Measure C**
- f. **Recent Community Advisory Council Meetings Summary & Materials**



A. EMERGENCY STABILIZATION FUND BUDGET (FY 2024-25 AND FY 2025-26)

BUDGET LINE ITEMS	FY 24-25	FY 25-26	TOTAL
► PROVIDERS	\$ 74,553,000	\$ 10,000,000	\$ 84,553,000
Relief Grants	\$ 71,603,000	\$ 10,000,000	\$ 81,603,000
FCC Grants	\$ 44,000,000	\$ -	\$ 44,000,000
Center Grants	\$ 27,125,000	\$ -	\$ 27,125,000
Emergency Set Aside	\$ -	\$ 10,000,000	\$ 10,000,000
Grant implementation costs	\$ 478,000	\$ -	\$ 478,000
Workforce Development	\$ 2,950,000	\$ -	\$ 2,950,000
Apprenticeship Programs	\$ 2,735,000	\$ -	\$ 2,735,000
Workforce Registry	\$ 150,000	\$ -	\$ 150,000
ECE Workforce Research	\$ 40,000	\$ -	\$ 40,000
Learning Table planning	\$ 25,000	\$ -	\$ 25,000
► FAMILIES	\$ 18,210,373	\$ 7,124,627	\$ 25,335,000
Child Care & Family Supports	\$ 3,150,000	\$ 3,500,000	\$ 6,650,000
Family Resource Center Grants	\$ 1,500,000	\$ 3,500,000	\$ 5,000,000
Child Care Navigation	\$ 1,500,000	\$ -	\$ 1,500,000
Inclusion Supports analysis	\$ 150,000	\$ -	\$ 150,000
Family, Friend, and Neighbor (FFN) Caregivers	\$ 12,995,000	\$ 690,000	\$ 13,685,000
FFN Relief Grants	\$ 12,650,000	\$ -	\$ 12,650,000
FFN Equipment	\$ 345,000	\$ 690,000	\$ 1,035,000
Technology to Support Access	\$ 2,065,373	\$ 2,934,627	\$ 5,000,000
Coordinated Eligibility & Enrollment System	\$ 1,375,875	\$ 2,184,627	\$ 3,560,502
Technology Liaison Consulting Services	\$ 339,498	\$ -	\$ 339,498
Data Systems, Integration, & Storage	\$ 350,000	\$ 750,000	\$ 1,100,000

BUDGET LINE ITEMS	FY 24-25	FY 25-26	TOTAL
► FACILITIES	\$ 4,807,499	\$ 15,592,500	\$ 20,399,999
Grants for Centers, FCCs, FRCs, & Shelters	\$ 4,807,499	\$ 15,592,500	\$ 20,399,999
Planning Contract	\$ 149,999	\$ -	\$ 149,999
Facilities Grants	\$ 4,657,500	\$ 15,592,500	\$ 20,250,000
► CAPACITY	\$ 10,862,195	\$ 670,000	\$ 11,532,195
Data & Evaluation	\$ 1,799,501	\$ 670,000	\$ 2,469,501
Kindergarten Readiness Community Study (EDI)	\$ 900,000	\$ 175,000	\$ 1,075,000
Measure C Evaluation	\$ 355,000	\$ 495,000	\$ 850,000
Family and provider surveys and analysis	\$ 544,501	\$ -	\$ 544,501
Community Advisory Council & Community Participation	\$ 1,075,155	\$ -	\$ 1,075,155
Community Advisory Council	\$ 600,155	\$ -	\$ 600,155
Communications	\$ 475,000	\$ -	\$ 475,000
Direct Personnel & Consulting	\$ 7,987,539	\$ -	\$ 7,987,539
First 5 Direct Personnel	\$ 7,450,539	\$ -	\$ 7,450,539
Contract and Program Costs	\$ 537,000	\$ -	\$ 537,000
► PROGRAMATIC AND COMMUNITY INVESTMENTS	\$ 108,433,067	\$ 33,387,127	\$ 141,820,194
Administrative Fee	\$ 16,264,960		\$ 16,264,960
Total (without Prop 10 Repayment)	\$ 124,698,027	\$ 33,387,127	\$ 158,085,154
Proposition 10 Repayment	\$ -	\$ -	\$ 7,742,366
EMERGENCY STABILIZATION FUND TOTAL	\$ 124,698,027	\$ 33,387,127	\$ 165,827,520

B. ANNUAL EXPENDITURE PLAN – FY 2024-25

	► PROVIDERS			► FAMILIES			► FACILITIES		► CAPACITY			
	RELIEF GRANTS	WORKFORCE DEVELOPMENT	FAMILY NAVIGATION TO CHILD CARE & FAMILY SUPPORTS	FAMILY, FRIEND & NEIGHBOR CAREGIVER GRANTS	TECHNOLOGY TO SUPPORT ACCESS	FACILITIES	DATA & EVALUATION	CAC & COMMUNITY PARTICIPATION	SYSTEM BUILDING, PLANNING & ADMINISTRATION	TOTAL	%	
Personnel Costs	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,450,539	\$ 7,450,539	6%	
Program Contracts and Grants Costs	\$ 71,545,000	\$ 2,950,000	\$ 3,150,000	\$ 12,995,000	\$ 1,941,998	\$ 4,807,499	\$ 1,799,501	\$ 706,950	\$ 385,000	\$ 100,280,948	80%	
Program Operating Costs	\$ 58,000	\$ -	\$ -	\$ -	\$ 123,375	\$ -	\$ -	\$ 368,205	\$ 152,000	\$ 701,580	1%	
Administrative Fee	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 16,264,960	\$ 16,264,960	13%	
TOTAL EXPENSE	\$ 71,603,000	\$ 2,950,000	\$ 3,150,000	\$ 12,995,000	\$ 2,065,373	\$ 4,807,499	\$ 1,799,501	\$ 1,075,155	\$ 24,252,499	\$ 124,698,027	100%	

Note: This reflects the allocations from the Emergency Stabilization Fund for FY 2024-25. The funding allocations for FY 2025-26 will be included in the full 5-Year Plan and incorporated into the FY 2025-26 Annual Expenditure Plan.

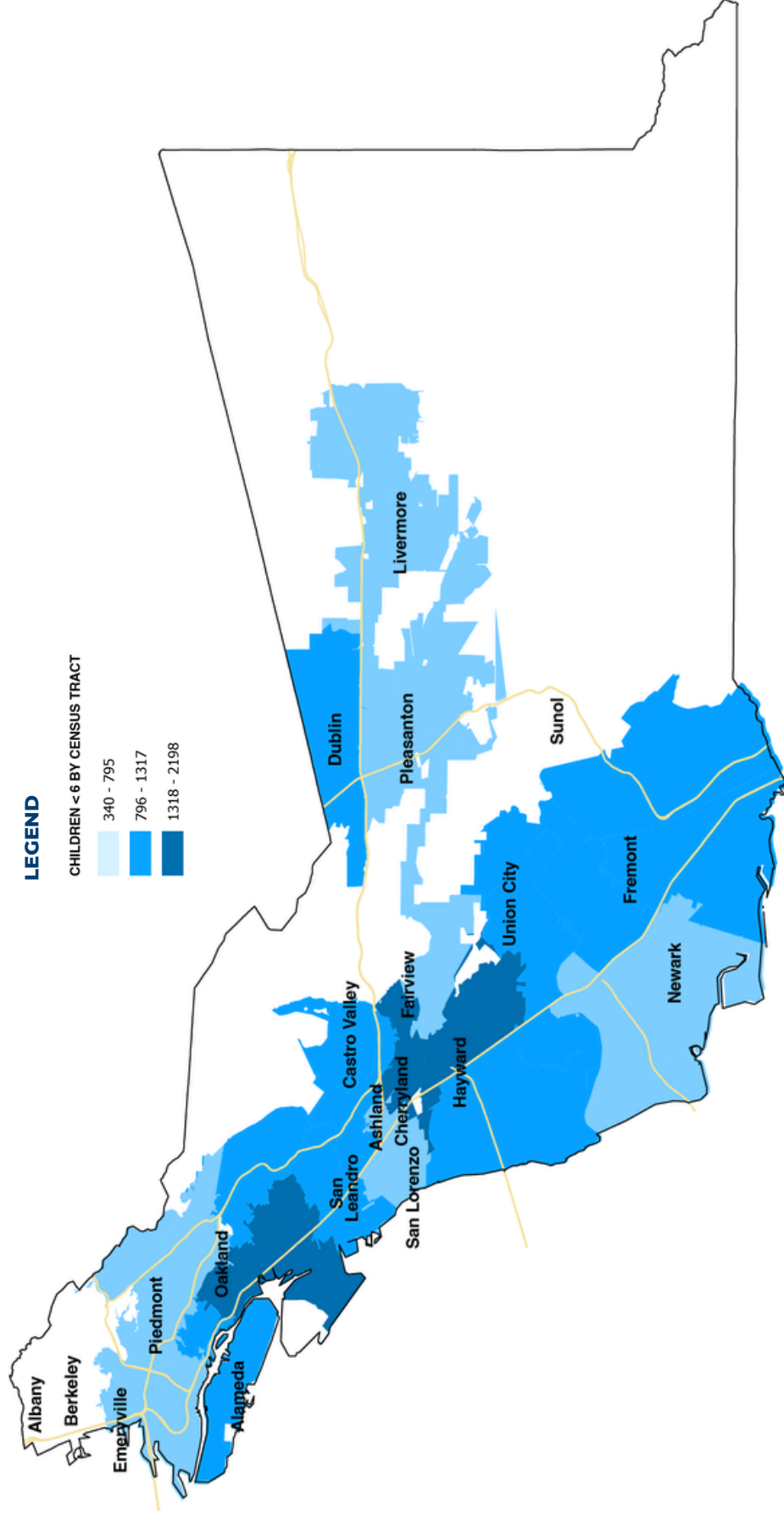
C. PROPOSITION 10 REPAYMENT BY FISCAL YEAR

	FY21-22	FY22-23	FY23-24	TOTAL	NOTES	EXAMPLES
PERSONNEL	528,783	1,683,266	3,047,515	5,259,564	Salary and benefit expenses to prepare the Agency to administer Measure C	<ul style="list-style-type: none"> • Chief of Programs* • Director of Early Care and Education • Eligibility and Enrollment Coordinator • Data and Policy Analyst • Strategic Initiatives and Planning Officer
CONTRACTS	492,196	372,147	945,500	1,809,843	Consultation to support First 5 with outside expertise and capacity to prepare for Measure C	<ul style="list-style-type: none"> • Legal Counsel • Strategic planning • Community engagement • Cost allocation planning, fiscal mapping and modeling • Classification and compensation study • Implementation planning
OPERATIONS	62,653	195,828	414,478	672,959	Share of First 5 Operations costs	<ul style="list-style-type: none"> • Office Space, Equipment, Utilities, and Maintenance • Supplies • Communications • Insurance
GRAND TOTAL	1,083,632	2,251,241	4,407,493	7,742,366		

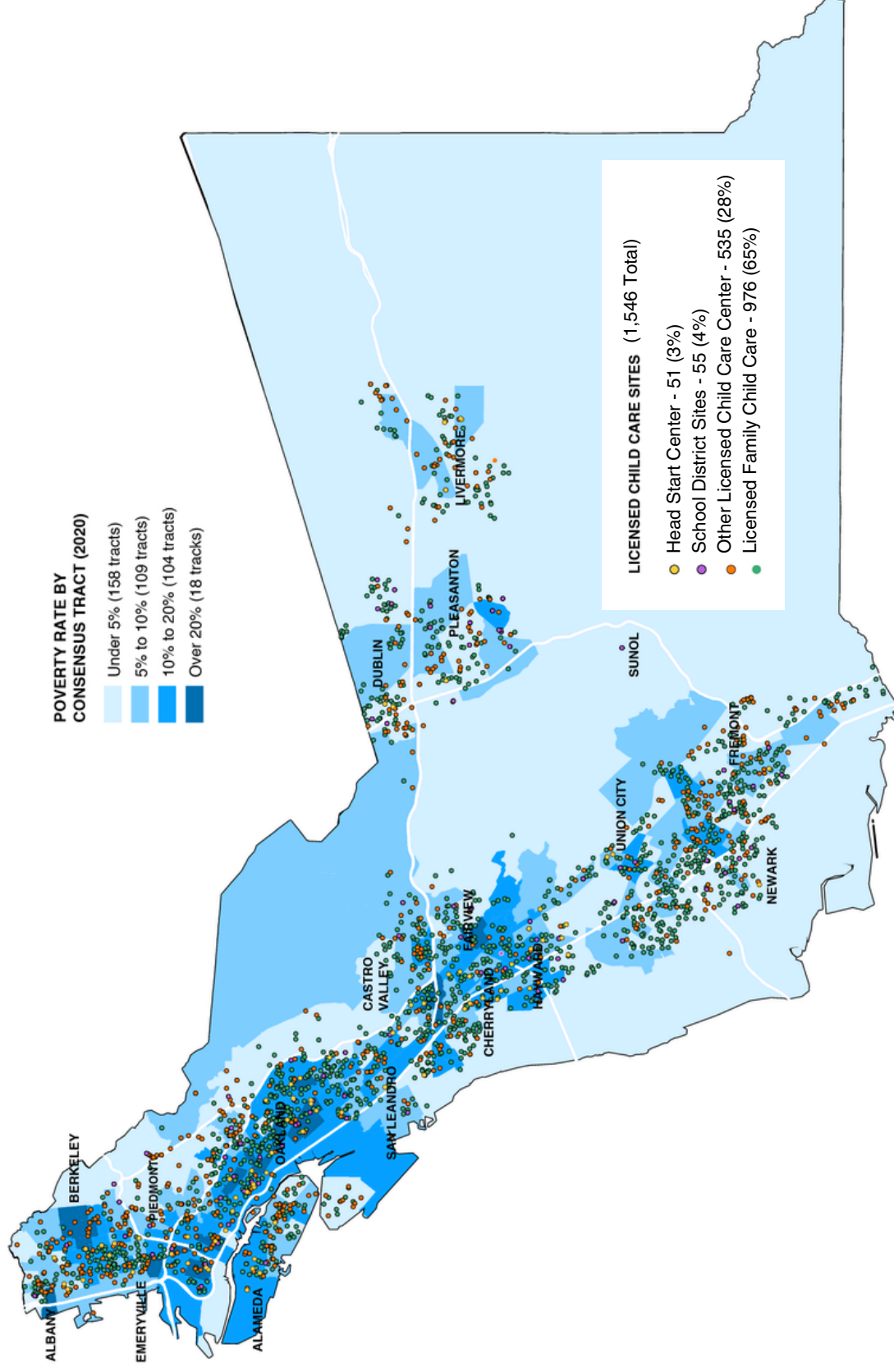
***NOTE:** the Chief of Programs is the only Executive Leadership Team member included in the repayment costs

D. MAPS

► CHILDREN UNDER THE AGE OF SIX WHO LIVE IN FAMILIES EARNING LESS THAN 85% THE STATE MEDIAN INCOME (2021)



► CHILD CARE SITES & NEIGHBORHOOD POVERTY



E. REPORTS CONDUCTED IN ANTICIPATION OF MEASURE C

► FIRST 5 SPONSORED

1. Alameda County Child Care Data Report (2021) [AC Child Care Data Feb 2021](#)

- Examined the impact of COVID on the cost and supply of child care in Alameda County.

2. Alameda County ECE Licensed Facilities Assessment (2022) [Facilities Needs Assessment 2022](#)

- In anticipation of potential new state, federal, and local facilities funding opportunities, First 5 Alameda developed the 2022 Alameda County Early Care and Education Licensed Facilities Needs Assessment. The goal was to take a facilities-focused lens on the Alameda County ECE landscape.

3. Worked with IMPACT Oakland and a facilities consultant to tour Black Churches and provide site reports on facility needs within the context of conversions to a licensed child care site and/or an FRC (2022-23).

- Abyssinian Missionary Baptist
- Mt Zion Missionary Baptist
- Oakland Word Assembly
- Center of Hope
- Oakland First AME
- True Vine

4. Workforce Development Analysis

a. Alameda County ECE CalWORKs Apprenticeship Brief (2022) [ECE factsheet](#)

- Provides an overview of the Alameda County Early Educators Apprenticeship program, a promising model to recruit, train, and credential for the child care field with an equity centered approach.

b. [ECE Workforce Development collaborative table and report facilitated by SPRA](#)

5. Alameda County Urban Unincorporated Area Early Care Needs Assessment (2024)

- Submitted to CDA on Friday, 9/13/2024. Not published yet.
- Funded by the Alameda County Community Development Agency and developed with the input of community partners in the urban unincorporated communities of Alameda County including ECE professionals, the Ashland Cherryland Food and Basic Needs Coordination Workgroup, Padres Unidos de Cherryland, Eden United Church of Christ, and affordable housing developers, Eden Housing and RCD Housing, this report examines the supply of licensed and affordable child care, kindergarten readiness, and the state of ECE facilities in the urban unincorporated areas of Ashland, Cherryland, San Lorenzo and Hayward Acres.

6. Undertook a participatory process to design and administer a Measure C Family and Provider Survey that was meant to serve as a direction check for Measure C planning and implementation

- Survey administered Aug 1 – Oct 22, 2024. Results anticipated early 2025.
- Over 1,000 responses collected (629 families; 426 providers). Reached 94% of the targeted family responses and 92% of the provider responses. To ensure representation across Alameda County, responses were monitored by key indicators, including geography (zip code), race/ethnicity, language, child age, and income.

Worked with a variety of community groups and organizations to inform and disseminate the surveys.

- 4Cs of Alameda
- Alameda Professional Child Care Association
- BANANAS
- Child care providers
- Davis Street
- EBAYC
- Hayward Promise Neighborhoods
- Hively
- Lincoln Families
- Lotus Bloom
- My Eden Voice
- Oakland Head Start (COOHS)
- Oakland Starting Smart and Strong (OSSS)
- OCI Accountability Officer (Jenn Caban)
- OUSD
- Parent Voices Oakland
- Roots Community Health Center
- Tandem, Partners in Early Learning
- Trybe
- Union City Family Center
- Valley Family Child Care Association

► **PARTNER SPONSORED** (NOT AN EXHAUSTIVE LIST)

*All titles are linked to their respective reports.

1. [Alameda County SEQUAL Report](#) (2016)
2. [Parent Engagement Study: Informal Care in East Oakland](#) (2017)
3. [Alameda County Measure A Program Plan](#) (2018)
4. [Alameda County Early Care & Education Needs Assessment](#) (First 5 co-sponsored; 2021)
5. [South Hayward Promise Neighborhood](#) (2021)
6. [Early Educator Compensation Report](#) (2022)
7. [Alameda County Unmet Need for Child Care Report](#) (2022)
8. [City of Oakland Early Childhood Ecosystem Opportunities](#) (2023)
9. [Black Californians United for ECE Policy Plan](#) (2024)
10. [Eastern Alameda County Human Services Needs Assessment](#) (2024)

F. RECENT COMMUNITY ADVISORY COUNCIL MEETINGS SUMMARY & MATERIALS

- August 2024: [Measure C CAC Orientation Agenda & Presentation](#)
- September 2024: [CAC Meeting Book](#)
- October 2024: [CAC Meeting Book](#)
- November 2024: [CAC Meeting Book](#)
- December 2024: [Community Listening Session on Workforce Development](#)

CITATIONS

1. Centers for Excellence for Labor Market Research – Teaching Occupations Demand Dashboard 2020 – 2025
2. First 5 Alameda County, Report to the Children’s Initiative Oversight Commission, 2024. Analysis of data from 52 OUSD sites and 3 COOHS sites for January – June 2023.
3. California Early Care and Education Workforce Registry, 2020. Note: Self-reported data for 2,348 people registered in the Alameda County Workforce Registry as of October 2020. The Workforce Registry only represents a subset of the ECE workforce as it is a voluntary database. The registry includes an overrepresentation of those working at child care centers and Title 5 programs compared to other child care program types.
4. First 5 Alameda County, 2021-22 Kindergarten Readiness Assessment, 2022.
5. First 5 Alameda County, 2021-22 Kindergarten Readiness Assessment, 2022.
6. Center for the Study of Child Care Employment, Caregiver Motivation, Identity, and Resilience – A Study of Family, Friend, Neighbor (FFN), and Nanny Care in California – Part Two, 2023.
7. Data provided directly by Alternative Payment (AP) organizations.
8. Parent Voices Oakland, Parent Engagement Study: Informal Care in East Oakland, 2017.
9. American Institute for Research, Early Learning Needs Assessment, 2020. Alameda County Alternative Payment Provider Child Care Site Data and 2023 Common Data File, 2023.
10. The Early Learning Lab, Maximizing Parental Choice and Knowledge of Options for Child Care through an Online Portal.
11. First 5 Alameda County, Alameda County Early Care and Education Licensed Facilities Assessment, 2022.
12. Alameda County Early Care and Education Planning Council, Alameda County Early Care and Education Needs Assessment, 2021.
13. First 5 Alameda County, Alameda County Early Care and Education Licensed Facilities Assessment, 2022.
14. First 5 Alameda County, Equity Statement.



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