



# San Francisco Citywide Plan for Early Care and Education and Out of School Time



**May 2012**



Dear Early Care and Education and Out of School Time Colleagues, Friends and Parents,

Welcome to the **San Francisco Citywide Plan for Early Care and Education (ECE) and Out of School Time (OST)**. The Plan seeks to ensure a local vision where "***Through equal access to safe, stimulating and nurturing early care and education and out of school time environments, San Francisco children and families of all cultural identities, economic backgrounds and special needs will thrive emotionally, intellectually and physically.***"

This Citywide Plan for ECE and OST - created by a dedicated collaboration of education professionals, community members, public agency representatives, and other key stakeholders - outlines a vision, defines specific goals, and lists desired outcomes for San Francisco to guide the ECE and OST fields over the next five years.

You will notice that the Citywide Plan establishes five primary goals in order to achieve this comprehensive vision. These goals provide a framework to determine next steps that could be taken locally towards this vision in light of the following focus areas: Availability, Accessibility, Affordability, Quality, Workforce, System Integration, and Family Involvement and Support.

The Citywide Plan reflects the result of almost three years of discussion and data gathering throughout the early care and education and out of school time fields in the City and County of San Francisco. Gathering our best local thinking for this plan, a vast collaborative effort contributed to producing this document. Organizations and individuals involved included various committees of the San Francisco Child Care Planning and Advisory Council (CPAC) and the Afterschool for All Council; local government stakeholders including First 5 San Francisco, Human Services Agency, and the Department of Children, Youth and Their Families; teachers and providers, center-based and family child care, and in out of school time programs; center directors; site supervisors; family service providers; parents; foundation officers; and many other interested individuals. Many of the participants worked tirelessly through evening hours and weekends via various sub-committees and community meetings.

On behalf of the Citywide Plan Steering Committee - Michele Rutherford, Program Manager of Child Care Policy and Planning at San Francisco Human Services Agency, and Graham Dobson, CPAC Coordinator—and myself, I would like to extend our warmest appreciation to all who have been involved in the development of the plan, especially to those who contributed countless hours and tireless thought. The commitment of the individuals involved in all aspects of our local early care and education and out of school time landscape is truly driving the ECE and OST agenda in San Francisco. Thanks to the collaborators and supporters who made this document possible, we hope that the entire community will benefit from the Citywide Plan for Early Care and Education and Out of School Time for many years to come.

Thank you,

Donna Cahill, Executive Director  
Holy Family Day Home



## **San Francisco Child Care Planning and Advisory Council**

The San Francisco Child Care Planning and Advisory Council (CPAC) is an advisory body established by state legislation to plan for child care and development services based on the needs of families in local communities.

In 1991, Congress established federal Child Care and Development Block Grants (CCDBG) through which each state was allocated funds to assist low-income families in obtaining child care and development services. As a result, a plan was developed to ensure that California would have a local voice to establish priorities in the allocation of CCDBG funds in each community. During this same year, Assembly Bill 2141 (Speier) passed establishing the creation of Local Planning Councils (LPCs) in local communities. LPC's memberships and responsibilities were revised in 1997 as mandated by AB 1542 (Ducheny) which passed that year, establishing welfare reform legislation (CalWORKS). There are currently 58 individual planning councils representing each county in California.

Members of the San Francisco Local Planning Council, known as CPAC, are appointed by the San Francisco County Board of Supervisors and the San Francisco County Board of Education, and they are required to conduct business in accordance with the Brown Act.

## **Local Planning Councils - Scope of Work**

The goal of LPCs is to support the child care and development infrastructure by coordinating services that are locally available, through collaboration with individuals and public agencies interested in the welfare of children and families in the county.

The scope of work and responsibilities of local planning councils are defined in welfare reform legislation and are included as part of the Education Code. As specified in the Education Code (Section 8499.3-8499.7), Local Planning Councils identify and determine local funding priorities for new state and federal funds and are mandated to conduct a child care Needs Assessment every 5 years.

In order to ensure effectiveness, councils are highly encouraged to strengthen the partnerships with both public and private organizations in each county. Furthermore, LPCs are intended to serve as a forum to address the child care and development needs of all families in the community, and all child care and development programs, both subsidized and non-subsidized.



## Purpose of the Citywide Plan

The San Francisco Child Care Planning and Advisory Council seeks to provide a Citywide Plan for ECE and OST to serve as a guide and resource that will drive the agenda of early care and education and out of school time services, in order to best meet the needs of San Francisco's children and families. The plan provides direction and priorities for the design and delivery of comprehensive, coordinated, developmentally and culturally appropriate quality early care and education and out of school time programs, for subsidized and non-subsidized families. It is intended to identify goals and outcomes for improving program delivery to all children and families in the county, serving as a strategic plan for the city as a whole. The goals and outcomes identified in this Citywide Plan will be accomplished through collaboration between public, private and community agencies, and the coordination of new and existing services and resources.

*This plan will guide the work of the City and County of San Francisco over the next five years in:*

**Early Care and Education (ECE):** *Out-of-home programs that provide care, education, and support for the development of children birth to 5 in settings for infants, toddlers and preschoolers, and family child care homes.*

**Out of School Time (OST):** *Programs before and after school, during school holidays and vacations, and in the summer that provide care and education and support the development of school-age children 6 to 12.*

San Francisco is a leader in technology, arts and culture, in its embrace of diversity; its care for the environment, cuisine, and more. But fewer are aware that San Francisco is also outstanding in its commitment to and investment in the wellbeing and healthy development of its children.

San Francisco pioneered a local commitment to children in 1991, when voters passed the Children's Amendment, establishing a property-tax set-aside for services to children and youth (the Children's Fund). Since then San Francisco has also:

- ◆ Renewed and increased the Children's Fund by 0.5% in 2000.
- ◆ In 2004, voters passed Proposition H (Public Education Enrichment Fund) a general fund set aside to support public schools beginning at preschool through 12th grade. One third of this funding is dedicated to implement a universal preschool system and provide access to all four-year-olds in San Francisco to a high-quality preschool experience one year prior to kindergarten.
- ◆ Established the San Francisco Afterschool for All effort which aims to create a citywide afterschool system that addresses challenges and fosters collaboration to achieve a central goal: providing quality afterschool programs for all elementary and middle school children.
- ◆ Created a funding strategy to provide financial scholarships to fee-based afterschool programs
- ◆ Established a Child Care Impact Fee through which property developers contribute to a fund to create additional licensed child care space.
- ◆ Included early care and education in the plans of many city departments
- ◆ Created and added to programs to improve the training and compensation for the early education workforce — WAGES+ and SF CARES
- ◆ Created special programs to subsidize the high-cost of care for infants and toddlers

Within this overall commitment, San Francisco has pioneered innovative and robust programs to develop and improve the availability, affordability, and quality of its early care and education system and its out of school time programs. These systems of care are integrated with health care, family support, economic development, housing, and other aspects of the community. San Francisco has also taken advantage of the state and federal programs available to help support child care and out of school time programs, including CalWORKs, Head Start, the federal Child Care and Development Fund, the federal 21<sup>st</sup> Century Community Learning Centers Program, state subsidies for child care for low-income families, state grants for afterschool and summer programs and more.



The recent financial crises of federal, state, and city government have posed new threats to San Francisco's ability to develop and sustain its programs for children. In addition, ongoing unresolved public policy challenges interfere with the city's ability to provide high-quality early care and out of school time programming for every child who needs it. The most serious include:

- ◆ The high cost of early care and education and out of school time programs, due to San Francisco's high cost of living, which makes it impossible for many families to pay the full cost of quality programs.
- ◆ A state subsidy system that:
  - reimburses programs far less than the cost of providing care
  - provides insufficient funding for less than the one-third of the families that qualify
- ◆ A serious shortage of licensed care for infants and toddlers
- ◆ Very low levels of compensation for the ECE and OST workforce, which makes it challenging to attract and retain qualified professionals.
- ◆ A state licensing system that suffers from under-funding, creating inadequately monitored health and safety conditions in licensed child care settings
- ◆ The complexity of multitude funding streams which come with different and often contradictory requirements.

There are new developments at the state and federal level that may offer opportunities for additional resources. On the federal level, these include increased funding for Head Start, the inclusion of an Early Learning Challenge in the federal Race to the Top education program, and the reauthorization of the Elementary and Secondary Education Act, which includes the 21<sup>st</sup> Century Community Learning Center Program. On the state level, the continuation of First 5, funded by a special tobacco tax, provides funds and programs to foster the healthy development of children birth to five. For the last several years there has been consideration, though no formal proposals, to modify the language of Proposition 49, which provides \$550 million in state funds to afterschool programs statewide. For two years the California Department of Education and the new Early Learning Advisory Council led a process that aimed to create a Quality Rating and Improvement System to assess and promote high quality in early childhood programs. This effort, however, was suspended when funding for its continuation was cut from the 2011-2012 state budget.

In the face of these challenges, San Francisco retains its commitment to leading the way for supporting our children and families through exemplary ECE and OST services throughout the city. This plan provides an overview of current programs, notes ongoing challenges and needs, and sets goals and objectives for the next five years, with specific actions needed to achieve them. The plan was developed through an inclusive, consultative process led by the San Francisco Child Care Planning and Advisory Council (CPAC), in collaboration with the Department of Children, Youth and Their Families (DCYF), First 5 San Francisco, and the Human Services Agency (HSA), and including the San Francisco Afterschool for All Council and dozens of ECE and OST funders, leaders, practitioners, consultants, and others who make up San Francisco's rich child and youth development community.



## Vision

Through equal access to safe, stimulating and nurturing early care and education and out of school time environments, San Francisco children and families of all cultural identities, economic backgrounds and special needs will thrive emotionally, intellectually and physically.

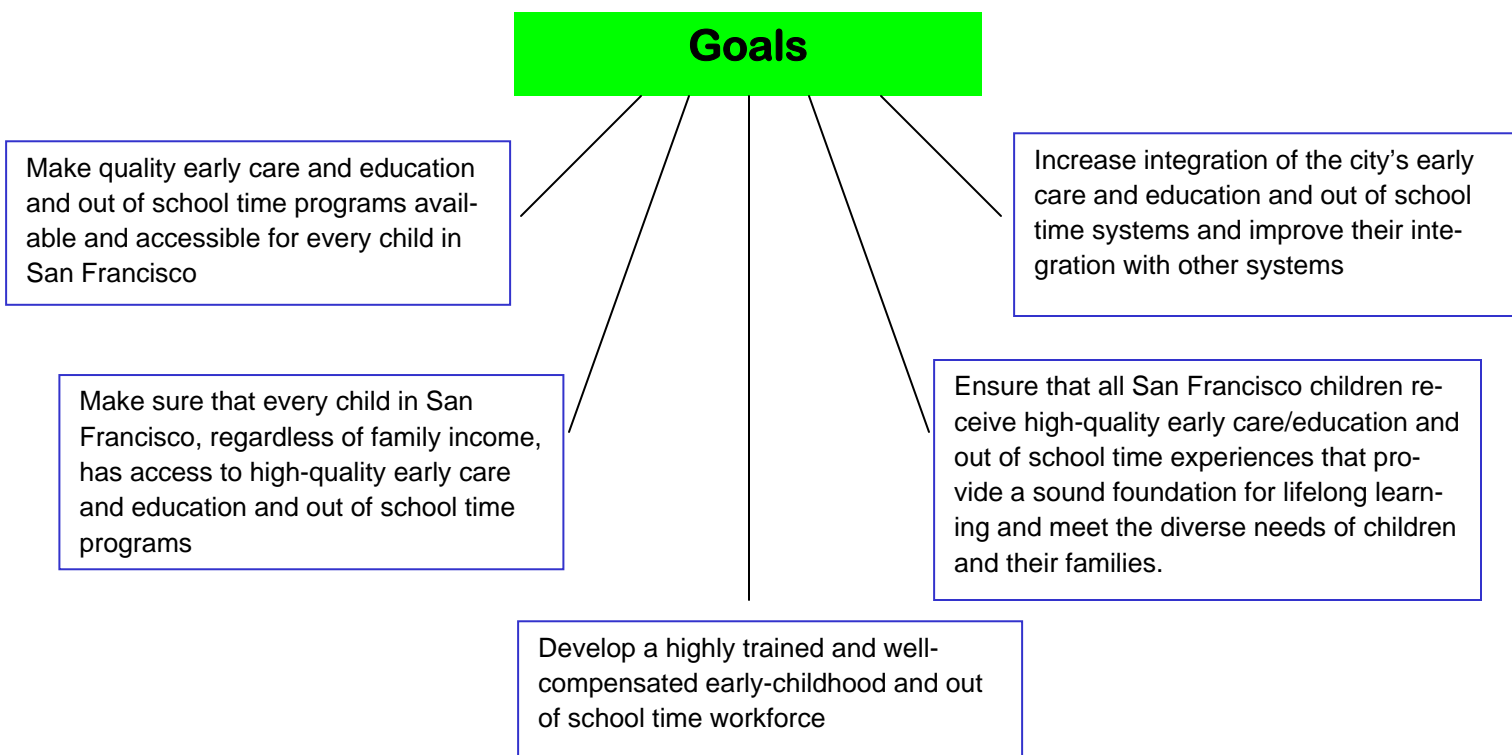
### Children and Families

- ◆ All children in San Francisco have access to quality early care and education and out of school time options that meet the diverse needs of children and their families.
- ◆ The quality of early care and education and out of school time experiences in San Francisco improves.
- ◆ Underserved populations have expanded access to quality early care and education and out of school time experiences.
- ◆ Early care and education and out of school time programs increase their inclusion of children with special needs
- ◆ All children are educated and cared for by a stable, professional, competent workforce.
- ◆ San Francisco children benefit from increased school readiness, successful kindergarten transition, and success in school.

### ECE/OST System

- ◆ Improved systemic supports for ECE and OST providers
- ◆ Improved city policies to support ECE and OST
  - as an economic support to the city; and
  - as a family support to the citizenry
- ◆ Improved linkages and strategies with other systems (e.g. family support, special needs) to improve care and improve family and children outcomes
- ◆ Improved information to support effective policy & planning
- ◆ Improved integration of ECE and OST programs with the San Francisco Unified School District (SFUSD).





## Focus Areas

- ◆ AVAILABILITY of licensed early care and education and OST options, based on determination of unmet need identified in CPAC Needs Assessment and other community planning processes
- ◆ ACCESSIBILITY to care that meets the needs of families and children at all income levels and in locations where families want it most
- ◆ AFFORDABILITY that addresses the cost barriers that affect all families.
- ◆ QUALITY of early care and education and out of school time experiences for all children
- ◆ WORKFORCE- development of professional, well-compensated workforce
- ◆ SYSTEM INTEGRATION and infrastructure, including within ECE/OST and between ECE/OST and other systems; as an economic driver and platform for family support and school success
- ◆ FAMILY INVOLVEMENT/SUPPORT that involves families as partners in their children's development and helps them connect to the support they need to build strong families.



## Goal 1: Make quality early care and education and out of school time programs available and accessible for every child in San Francisco

San Francisco has been a leader in focusing public policy and private resources on increasing the supply of licensed ECE and OST programs available to families with working parents. Between 2000 and 2006, San Francisco added 1,973 spaces in licensed ECE and OST programs:

- ◆ Licensed center-based care capacity grew by 7%, or 1,264 spaces <sup>1</sup>
- ◆ Family child care capacity grew by 7%, or 709 spaces

As of 2010, San Francisco's 302 licensed centers have spaces for 18,709 children ages birth to 12. Licensed family child care homes have spaces for 5,737 children ages birth to 12.

Despite these efforts, a 2009 report by the California Child Care Resource and Referral Network estimated that there is room in licensed ECE programs for only about half of San Francisco children, birth to 13, with working parents. Estimates gathered by the San Francisco Afterschool for All effort indicate that about 91% of youth ages 6 to 13 who want to participate have access to an afterschool program; not all of these programs are licensed. <sup>2</sup>

There is unmet need for programs for all age levels, but the greatest unmet need is for infant/toddler care.

### Facilities

Since the cost of acquiring, renovating, or maintaining facilities is a major capital investment that many ECE providers cannot afford, local efforts have focused on support for ECE facilities.

- ◆ The city's **Child Care Impact Fee** assesses developers of downtown commercial property to support expansion of ECE facilities to meet the increased need caused by their development.

- ◆ The **Child Care Facilities Fund (CCFF)** makes available loans, capital improvements, and grants to licensed centers and family child care providers. The fund is administered by the Low Income Investment Fund and funded jointly by the San Francisco Human Services Agency (HSA), the Department of Children, Youth, and Families (DCYF), and First 5 San Francisco. The fund also holds workshops and trainings for providers in English, Spanish, and Cantonese. From its beginning in 1998 to June 2011, the CCFF:

- ◆ created 4,868 spaces (new development)
- ◆ enhanced 24,442 spaces (quality improvement grants) <sup>4</sup>

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1 CPAC, *Child Care Needs Assessment 2007*

2 California Child Care Resource and Referral Network, *2009 Child Care Portfolio*

3 CPAC, op. cit.

4 Candace Wong, Director, California Child Development Programs, Low Income Investment Fund, email June 2, 2011





## Family Child Care

Family child care (FCC) is an important component of the licensed ECE system and may be more accessible for some families than center-based programs. Some FCC homes provide care during non-traditional hours, such as evenings and weekends. Through the **Child Care Initiative Project (CCIP)**, the Children's Council of San Francisco and Wu Yee Children's Services provide training and assistance for prospective family child care providers so they can begin licensed programs. In 2009-2010, the CCIP program at the Children's Council graduated 19 new licensed providers;

## Out-of-School Time (OST)

Much of out of school time programming in San Francisco is delivered on school sites. In addition, a number of OST programs operate off campuses in a variety of settings including city recreation centers, community centers, and other facilities operated by nonprofit organizations. Only a subset of OST programs is required to be licensed by the state. All programs operated by the city, such as those operated by the Recreation and Parks Department, and some programs operated by the public school system, such as certain Expanded Collaboratives for Excellence in Learning (ExCEL) afterschool programs, do not have to be licensed.

Anecdotal evidence indicates that OST programs based at schools could benefit from increasing the amount of space to which they have access. OST programs typically do not have dedicated space in schools, but instead use classrooms, libraries, gyms, cafeterias, play yards, and other spaces that are also primarily used during the school day. Some challenges arise from this joint use of space by school-day staff and OST staff, such as scheduling, cleanliness, and access. In addition, given the density and high cost of real estate in San Francisco, many summer programs rely on renting portions of school sites that are not being used by SFUSD to operate summer programs and camps.

Although to date no geographical analysis has been conducted to assess where access to OST programs is limited, DCYF and San Francisco Unified School District (SFUSD) have been working together for the last couple of years to revise the existing SFUSD joint-use policy and related procedures to incentivize use of school facilities by OST providers and other youth-serving and family-serving programs that are working to support the district's broad goals.

## Access for Children with Special Needs

Even when an ECE or OST program is available, special efforts are required to make it accessible to children with special needs. San Francisco has developed a network of support for families of children with special needs and for child care providers who work with them. As of 2011, this network included, for example:

- ◆ **The Special Needs Inclusion Project (SNIP)**, which builds the capacity of afterschool programs funded by DCYF to include children with special needs, ages 6 and up, by providing information, training, and technical assistance.
- ◆ **The Child Care Inclusion Challenge Project (CCICP)**, funded by DCYF, HSA, and the state Department of Education and administered by the Children's Council of San Francisco, Wu Yee Children's Services, the Child Care Law Center, and Support for Families of Children with Disabilities. The CCICP provides support for families and ECE providers serving children birth to 5, including training and technical assistance.
- ◆ **High Risk Infant Interagency Council (HRIIC)**, funded by First 5, which promotes family participation, inter-agency coordination, and public awareness/outreach. The council also sponsors the Round Table interagency coordinated referral process and the Multi-Agency Team.



- ◆ **Early Childhood Mental Health Consultation Initiative**, funded by the HSA, DCYF, and First 5 San Francisco which provides mental health and program consultation to 187 child care sites.
- ◆ **Preschool for All (PFA)**, funded by Prop H and administered by First 5 San Francisco, this initiative seeks to improve the quantity and quality of preschool through early childhood mental health consultation, developmental screenings and assessments, and occupational/speech therapy in its programs.
- ◆ **The CPAC Inclusion Steering Committee**, which coordinates the activities of all the agencies working to make ECE accessible to children with special needs.

### Infants and Toddlers

In particular, care for infants and toddlers is extremely expensive to provide because children this young require a low ratio of children to caregivers. In this area it is especially true that state ECE subsidies for low-income families come nowhere near the cost of providing quality — or even adequate — care.

Despite this problem, San Francisco increased the number of spaces for infants and toddlers in licensed ECE programs by 37%, or 290 spaces, between 2002 and 2006, bringing the total up to 1,076. This was accomplished through several city programs:

- ◆ **Section 108 Subsidized loans**, with city general funds subsidizing the loan repayment for up to 80% of 12 year loan repayments for 13 loans. Higher subsidies were directly linked to care of infants and toddlers, thereby resulting in the expansion of sites serving low and moderate income families with infants and toddlers.
- ◆ **Infant/Toddler Sustaining Grants** to help meet the cost of providing care in programs that serve low-income infants and toddlers and score 3 or more on an Environmental Rating Scale, with the amount of the grant depending on the score. These grants now cover care for more than 1,000 children.
- ◆ **Accessible Child Care Expedited for the Shelter System (ACCESS)** provides child care subsidies for children from birth to 3 and their siblings in families currently or recently in homeless or domestic violence shelters.
- ◆ **City ECE subsidy vouchers**, which have been directed specifically to serving infants and toddlers since 2003-04.

In addition, the city assists providers of infant/toddler child care by giving them priority for facilities loans and start-up grants, and by providing help with business strategies.

Despite these measures, a large unmet need for licensed care for infants and toddlers remains:

- ◆ 57% of the children enlisted on the San Francisco Child Care Connection (SF3C) waiting for subsidized care are infants and toddlers
- ◆ Less than 21% of the infants and toddlers eligible for subsidies are receiving them
- ◆ 62% of the requests for ECE referrals are for infant/toddler care
- ◆ Waiting lists at infant/toddler centers exceed twice their capacity



## ACTION 1.1

### Continue to support the development and expansion of early care and education and out of school time facilities, particularly in underserved neighborhoods

- ◆ Implement the Nexus study: extend developers' fees to all new residential and commercial development anywhere in the city.
- ◆ Advocate for state and federal funding to support facility development.
- ◆ Ensure that feasibility studies are conducted to explore the inclusion of on-site ECE in any new city facility developments.
- ◆ Conduct geographical analysis of need for OST capacity.
- ◆ Revise the SFUSD policy on joint use of facility space to incentivize use by high quality OST programs aligned with district goals, and enhance procedures to facilitate cooperative use of facilities by school day and OST staff.

#### Outcomes:

- ◆ Current ECE and OST capacity is retained.
- ◆ ECE and OST capacity expands in underserved neighborhoods.
- ◆ More new city facility developments will include on site ECE programming.
- ◆ More effective use of space for OST programs which are located in SFUSD facilities.

## ACTION 1.2

### Expand access to quality, inclusive ECE and OST programs for children with special needs

- ◆ Maintain current mental health consulting programs and target additional resources to support inclusive ECE and OST in underserved areas.
- ◆ Expand outreach and education for families of children with special needs to help them access the best ECE and OST options.
- ◆ Expand opportunities for education and support for providers in caring for children with special needs, including education about laws and regulations, additional college courses, increased participation in City College Special Education Certificates in Early Intervention, support groups, and a mentoring program.
- ◆ Increase resources to providers caring for children with special needs.
- ◆ Research and disseminate information on existing supports
- ◆ Advocate for additional supports, such as funding for necessary architectural changes and incentives for staff pursuing training in work with children with special needs.
- ◆ Extend and enhance strategic partnerships between child development providers, early intervention agencies, community-based agencies, funders, and policy makers.



- ◆ Conduct a public education campaign for ECE and OST programs, funders, and the general public for recognizing inclusion as a civil rights issue.

**Outcomes:**

- ◆ More services to support inclusion of children with special needs are embedded in ECE and OST settings.
- ◆ More children with special needs participate in high-quality ECE and OST programs.
- ◆ Licensed ECE and OST options for children with special needs are available in every neighborhood.
- ◆ Providers demonstrate inclusive practices and provide appropriate programming for all children.

## ACTION 1.3

### Expand access to quality developmentally appropriate care for infants and toddlers

- ◆ Develop closer collaboration with Early Head Start to craft strategies for expansion of the program to high-need neighborhoods not currently covered.
- ◆ Expand and strengthen Family Child Care subsidy networks as a strategy to increase capacity for infant-toddler care.
- ◆ Provide technical assistance for providers of infant/toddler care in business and financial planning and management, and quality improvement, including identifying funding sources and layering funding, and strategic use of funds to cover the high cost of infant/toddler care.
- ◆ Advocate for continuation and, when possible, expansion of city subsidy programs that support infant/toddler care.

**Outcomes:**

- ◆ Current supply of infant/toddler care is increased so that more families of infants and toddlers have access to developmentally appropriate care, including Early Head Start.
- ◆ Demonstrated improvement between city quality supports for center and family child care providers serving infants and toddlers and the enrollment of subsidized infants and toddlers.
- ◆ City funds are used in a way that increases the availability of high-quality licensed infant/toddler care.



## ACTION 1.4

### Expand access to high quality preschool, targeting resources to underserved areas and populations

- ◆ Reauthorize the Universal Preschool Initiative through a community planning process and campaign for Preschool for All (PFA).
- ◆ Analyze 2010 Census data associated with need for preschool and improve the distribution of city resources to underserved areas, families living in SFUSD low-test-score areas, and children with special needs or at risk, who are shown to benefit most from a quality preschool experience.
- ◆ Develop a variety of strategies to ensure children in foster care, HSA Family and Children Services (FCS) programs and CalWORKs families using license-exempt care, e.g. Family Child Care subsidy networks; continuity of care; have access to a high-quality preschool experience.
- ◆ Increase the number of children with special needs who are enrolled in quality preschool programs by ensuring families are connected to inclusive preschool settings, and, and assist providers to secure necessary resources and supports.

#### Outcomes:

- ◆ San Francisco's Universal Preschool Initiative (Prop. H) is expanded to serve additional children, and is reauthorized by voters to continue after its current sunset date of June 30, 2015.
- ◆ Universal access to preschool is achieved in low-test-score areas (over 80% participation).
- ◆ All low-income children and children with special needs have access to PFA.
- ◆ Significantly increase the participation of children in CalWORKs and FCS programs; whose families use license-exempt care; and with special needs high-quality preschool.

## ACTION 1.5

### Expand access to high quality out-of-school time (before-school, afterschool and summer programs) targeting resources to underserved areas and populations

- ◆ Analyze 2010 census data associated with need for before-school and afterschool and summer programs to target OST resources to underserved areas, families living in SFUSD low-test-score areas, and children with special needs or at risk.
- ◆ Develop a variety of strategies for providing a high-quality OST experience for children in CalWORKs, HSA Family and Children Services (FCS) programs and families using license-exempt care, e.g. family child care subsidy networks, continuity of care.
- ◆ Conduct outreach to families of children with special needs and to OST providers to increase the number of children with special needs who are enrolled in quality OST programs, and support efforts to ensure that every child has full access.



### Outcomes:

- ◆ Children in low-test-score areas have universal access to before-school and afterschool and summer programs.
- ◆ More children in CalWORKs, FCS programs, and whose families use license-exempt care, and with special needs enroll in high-quality before-school, afterschool and summer programs.

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### \* Definition of Inclusion

*Inclusion embodies the values, policies, and practices that support the right of every child and his or her family, regardless of ability, to participate in a broad range of activities and contexts as full members of families, communities, and society. The desired results of inclusive experiences for children with and without disabilities and their families include a sense of belonging and membership, positive social relationships and friendships, and development and learning to reach their full potential. The defining features of inclusion that can be used to identify high quality programs and services are access, participation, and supports.*

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5 From the Definition of Inclusion adopted by the CPAC Inclusion Committee.



## Goal 2: Make sure that every child in San Francisco, regardless of family income, has access to high-quality early care and education and out of school time programs

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At the time of the most recent needs assessment, 19,225 San Francisco children ages birth to 12 in low- and moderate-income families received child care subsidies:

- 0-2: 1,664
- 3-5: 5,865
- 6-12: 11,696

This number of subsidies falls seriously short of the number of families whose incomes are low enough to make them eligible. According to San Francisco's 2007 Child Care Needs Assessment, the percentage of children in eligible families who are currently receiving child care subsidies is approximately:

- 23% for infants and toddlers (age 0 to 2)
- 60% for preschoolers (age 3 to 5)
- 53% for school-age children (age 6 to 12)

Not all the eligible children need child care subsidies, since family members working different hours may be able to provide care for some children, and other publicly funded OST programs serve some eligible children. For example, San Francisco Afterschool for All estimates that 91% of all children ages 6 to 13 who wanted afterschool programs had access to a program. Still, the number of eligible children on the waiting list for subsidized child care has increased substantially in the last three years, from 3,220 in June 2007 to 4,441 in June 2011. <sup>8</sup>

In addition, many families whose incomes are slightly above the income ceiling for child care subsidies struggle with the costs. For example, the income ceiling for a three-person family to qualify for a state child care subsidy in San Francisco is \$42,216. A family earning more than that, say \$45,000, would have to pay, on average, more than one-fifth of their income (21%) for care in a center that meets the state's minimum standards. To pay the average cost of care in a center that meets the higher standard for Title 5 state contracts, they would have to spend almost one-third of their income (32%) <sup>9</sup>

The high cost of living is also a problem for program providers. Subsidies from the state and federal government do not provide enough funding per child to cover the cost of ECE and OST programs. This deficiency is especially true in counties like San Francisco, with higher labor and real estate costs. Center-based programs with state contracts (Title 5) receive the same amount per child throughout the state, and the family income ceiling for receiving subsidies (70% of the state median income) is the same throughout the state. In addition, state rates for child care subsidies have not been updated since Fiscal Year 06-07. Likewise, the state Prop. 49 grants for afterschool and summer programs provide the same amount per student per day throughout the state.

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6 CPAC, 2007 SF Child Care Needs Assessment

7 *ibid.*

8 Eileen Sugai, SFCEL Manager, email June 6, 2011

9 Lucich, M. & Lynch, K. Cost Models of Three Types of Early Care and Education/Child Care Centers in San Francisco: *What is the True Cost of High Quality Care?* San Francisco Department of Children, Youth, and Their Families. Summer, 2009



A 2009 report by the San Francisco Department of Children, Youth, and their Families shows that state child care subsidies cover only 66% to 85% of the actual cost of child care which meets the state's requirements.

This report points out that the shortfall would be even greater if early care and education teaching staff were paid salaries comparable to those of public school teachers. Higher compensation has been shown to result in higher program quality and thus better outcomes for children. <sup>11</sup>

There is anecdotal evidence that, since state subsidies do not cover the cost of child care, more families receiving subsidies have turned to unlicensed child care because they are not able to pay the family co-payment required by the subsidy program. In addition, for the first time, some providers have recently stopped serving children who have state child care subsidies, preferring to serve full-fee private paying families. These limitations demonstrate that suppressed subsidy reimbursement negatively impacts low income families access to the market, as required by the Child Care and Development Block Grant (CCDBG).

Similarly, one of the largest sources of state afterschool funding, the After School Education and Safety (ASES) Program, provides only \$7.50 per day per student. Analysis conducted by the San Francisco Afterschool for All program found that the actual cost per day per student is about \$16.41; the state grant covers only 46% of that cost. Many of these programs turn to other funders, such as the San Francisco Department of Children, Youth and Their Families, private foundations, PTAs, etc. to cover the remaining operating costs.

In response to these problems, San Francisco has developed several innovative programs:

- ◆ **The San Francisco Child Care Individualized County Subsidy Program (“the Pilot”)**. Under the Pilot, created by state legislation, participating San Francisco Title 5 child care and development contractors receive a slightly higher reimbursement rate, and families are able to retain their subsidies until their incomes reach 80% of the state median income. In addition, the Pilot allows San Francisco to voluntarily transfer contracted funds between programs to maximize the number of children served and the amount of contract funding earned in the county. Because of the Pilot, San Francisco has been able to maximize the use of state subsidy dollars, maintain state subsidies and retain contractors and care for low income families.
- ◆ **City child care subsidy programs**, which supplement state and federal subsidies to provide care for additional children. These programs include the City Child Care Subsidy Program (for low-income working families) and Access to Child Care Expedited for the Shelter System (ACCESS, for homeless families)

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10 Lucich et al., op. cit.

11 Whitebook, Howes and Phillips, National Child Care Staffing Study, 1990





- ◆ **Child care provider supports.** City investments support specific programmatic goals while also offsetting child care providers' general operating costs. Directly and indirectly, these investments support availability and affordability of care for both subsidized and unsubsidized parents and programs. Examples of such investments include: WAGES+, Infant Toddler Sustaining Grants, DCYF Operating Grants, and subsidized facilities loans. A small number of programs also receive support from the Mimi and Peter Haas Fund through the Model Center Initiative. The Fund also makes grants through its Program Materials and Equipment Grants Initiative that are available to center-based programs that serve low-income children and their families throughout the city.
- ◆ **Preschool for All (PFA).** PFA supports expanded access to quality preschool for all four-year-olds in San Francisco. PFA provides supplemental funding on a per-child basis for participating qualified programs to implement quality improvements and to make high-quality preschool more affordable to families, regardless of income. Participating programs agree to provide at least a part-day program to children free of charge, or a full-day program at a discounted rate. Both state-subsidized and tuition-paying children are eligible to participate in PFA.
- ◆ **DCYF Matching Funds for SFUSD ExCEL Afterschool Programs.** DCYF created a \$3.4 million funding strategy to provide matching grants to the state "seed" ExCEL afterschool grants (from state Prop. 49 funds) to help enhance the quality of the programs and to capture economies of scale for these programs by serving additional students on wait lists.



## ACTION 2.1

### Preserve and protect the San Francisco Individualized County Subsidized Child Care Pilot ('the Pilot')

- ◆ Work in partnership with the California Department of Education-Child Development Division to improve Pilot policies that support increased access to quality ECE and OST for more low-income children and maximize state subsidy dollars to San Francisco.
- ◆ Provide technical assistance and specialized training for contractors to maximize utilization of subsidy dollars.
- ◆ Advocate for the state to increase the standard reimbursement rate for Title 5 contractors so that it better reflects the cost of care in each region.
- ◆ Advocate for state legislation that will extend the Pilot for an additional five years.

#### Outcomes:

- San Francisco retains, expands, and continues to improve implementation of the Pilot program.
- Current Title 5 ECE and OST providers continue operating.
- Title 5 capacity is maximized and more children are served through the Pilot.
- More effective use of space for OST programs which are located in SFUSD facilities.

## ACTION 2.2

### Advocate for changes in the ECE and OST state subsidy system to better serve children and families

- ◆ Advocate for the state to adjust both families' eligibility for child care subsidies and subsidy payments to ECE and OST programs by using a regional Area Median Income (AMI), to reflect the true cost of living and providing child care in different regions of the state.
- ◆ Continue to advocate for accurate and up-to-date Regional Market Rate surveys that reflect the true market rate. Work locally to ensure that local investments do not artificially suppress the rates reflected in the market rate survey.
- ◆ Advocate for adding children in foster care to the Child Protective Services groups that receive priority for child care subsidies.
- ◆ Advocate for state child care subsidy regulations that ensure continuity of care for families served, and end policies that disrupt care for children due to fluctuating family circumstances.
- ◆ Advocate for the increase of Head Start funding to the City, and the ability to transfer Head Start funding to Early Head Start to meet local needs as necessary.



### Outcomes:

- ◆ The most vulnerable children receive stable licensed ECE and OST services.
- ◆ State subsidy criteria begin to more accurately reflect the cost of living and true cost of providing care.

## ACTION 2.3

Use existing ECE and OST subsidies and other resources in ways that will produce the greatest benefits for children

- ◆ Prioritize local resources to provide programming for the lowest-income and most vulnerable families first.
- ◆ Advocate to continue and to expand the City's investment in ECE and OST, e.g. Preschool for All, DCYF grants for OST programs, and other city supports such as local subsidies.
- ◆ Encourage ECE and OST programs to maximize income by combining different funding streams and by including both subsidized and fee-paying families. Provide technical assistance to help them develop a business plan with diverse funding.
- ◆ Work with San Francisco CalWORKs to make sure all eligible CalWORKs recipients are able to receive child care subsidies, and work with ECE and OST programs to maximize CalWORKS enrollment.

### Outcomes:

- Subsidies contribute to sustainable financing for ECE and OST programs, providing more stability for children and families.
- The most vulnerable children, those who can benefit most, receive child care subsidies.
- More children in CalWORKS families participate in quality ECE and OST programs.

## ACTION 2.4

Increase the use of additional sources of funding to support the alignment, strategic coordination, and expansion of before-school, afterschool and summer programs

- ◆ Access additional state and federal funding streams, such as supplementary education funds, to support OST care.
- ◆ Expand the integration of family fees into OST programs, while ensuring that inability to pay fees does not prevent participation.
- ◆ Align SFUSD's two afterschool and summer programs to enhance coordination and maximize state support.



- ◆ Consider the citywide landscape of OST programming when allocating discretionary city funds.
- ◆ Explore soliciting resources from the private sector to support summer programming.

**Outcomes:**

- ◆ Public funds support the alignment, strategic coordination, and expansion of before-school, after-school and summer programs.
- ◆ The numbers of spaces in before-school, afterschool and summer programs increases to better meet the need.
- ◆ More children have access to before-school, afterschool and summer programs, regardless of their families' ability to pay.
- ◆ More OST programs are fiscally sustainable.

## ACTION 2.5

### Increase the engagement of the private sector in providing support to ECE and OST programming

- ◆ Plan strategy for engaging and educating private businesses regarding providing support to ECE and OST.
- ◆ Engage corporate philanthropy to provide financial support for ECE and OST programs, e.g. funding for subsidies, facility improvement, teacher training, etc.
- ◆ Educate and encourage employers to contribute to supporting ECE and OST programs for their employees, e.g. donated space, child care benefits, neighborhood-based employer networks, etc.
- ◆ Advocate for tax incentives for businesses that invest in ECE and OST.
- ◆ Develop strategies for leveraging linkages to the business community through the boards of ECE and OST programs.

**Outcome:**

- ◆ Broader base of support provides ECE/OST programs with more needed resources and stability.



## Goal 3: Ensure that all San Francisco children receive high-quality early care/education and out of school time experiences that provide a sound foundation for lifelong learning and meet the diverse needs of children and their families.

A growing body of research conducted over the last 40 years shows that the quality of early care and education and out of school time programming has a powerful and lasting <sup>12</sup> impact on children's lives. Children who had the benefit of high-quality early care and education are more successful in school and less likely to require special services. As teens, they are less likely to participate in high-risk behavior, and as adults, they are likely to earn more and establish stable lives. Children attending high-quality out of school time programs do better academically and show improvements in discipline, safety, school attendance, and avoidance of risky behavior. In addition, afterschool <sup>13</sup> programs increase parental involvement, a key factor in children's success.

However, the quality of early care and education and out of school time programs in San Francisco, as in the rest of the state and the nation, is uneven. Many of our children do not have the opportunity to reap the benefits of high-quality programming. The variety of providers, shortages of funding, and high turnover of staff make consistent high quality difficult to achieve and maintain at all levels. In addition, early childhood program funding comes from a variety of systems with inconsistent or minimal quality standards.

The San Francisco early care and education community has addressed the challenge of improving program quality with energy and vision, creating an array of programs that have been working to support ECE programs in improving the quality of children's experiences. These include:

- ◆ Preschool for All, which has created high standards for participation in its program and provided assessment, technical assistance, coaching, and resources to help its participating programs at more than 100 sites continuously improve in quality. It also provides resources to assist state-subsidized programs (Title 5) that do not currently meet PFA standards in developing quality improvement plans.
- ◆ Gateway to Quality, an assessment, coaching, and technical assistance program that monitors and supports quality improvement in early care and education programs citywide
- ◆ Health and mental health consultation provided to PFA programs, participating Title 5 programs, Head Start and the majority of programs caring for low income children.
- ◆ The Citywide Technical Assistance System (CTAS), which coordinates technical assistance for quality improvement.
- ◆ The Early Literacy Initiative, which provides supplemental literacy programs for ECE programs.

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12 See, for example, Schweinhart, Lawrence, The High/Scope Perry Preschool Study Through Age 40, High/Scope Educational Research Foundation, <http://www.preschoolcalifornia.org/resources/resource-files/highscope-perry-preschool.pdf>; Peisner-Feinberg, Ellen et al, The Children of the Cost, Quality, and Outcomes Study Go to School, Executive Summary, Frank Porter Graham Child Development Center, 1999, <http://www.preschoolcalifornia.org/resources/resource-files/the-children-of-the-cost.pdf>; Bay Area Council, Key to Economic Success in the 21<sup>st</sup> Century: Investment in Early Childhood Programs, 2009, [http://www.bayareacouncil.org/docs/Early\\_Childhood\\_Report.pdf](http://www.bayareacouncil.org/docs/Early_Childhood_Report.pdf)

13 Afterschool Alliance, Evaluations Backgrounder, May 2011, <http://www.afterschoolalliance.org/documents/evaluationsBackgrounder2011.pdf>



- ◆ Workshops, courses, and technical assistance provided by child care resource and referral agencies (Children’s Council of San Francisco and Wu Yee Children’s Services) to ECE providers.
- ◆ Educational programs conducted by the San Francisco Child Care Providers Association and the Family Child Care Association of San Francisco.
- ◆ The Program for Infant and Toddler Care (PITC), provided by WestEd, which provides training and coaching for ECE providers.
- ◆ The Early Literacy and Dual Language Development Program, which provides training and coaching for ECE providers.
- ◆ The Child Care Inclusion Challenge Project, which provides consultation and educational programs for families and ECE providers.
- ◆ City College of San Francisco, which has responded to community interest by delivering courses in multiple languages, courses targeted to Family Child Care, and in growing interest areas such as Dual Language, Special Needs, and Sensory Integration. The college also has been able to offer some General Education courses needed for permit advancement and degree attainment through grants to the Child Development Department.
- ◆ The California Early Childhood Mentor Program, a mentoring program which provides quality, flexible mentoring to teachers, providers, Directors/Administrators, Site Supervisors and pre-service ECE students.

In addition, for two years the California Department of Education led a statewide effort to develop a quality rating and improvement system (QRIS) for early care and education programs. This project involved hundreds of people in creating draft quality standards and proposals for their implementation. The San Francisco ECE community has been looking forward to coordinating its quality-improvement efforts with this statewide project and also to providing leadership in its development. Unfortunately funding for the statewide QRIS project was eliminated in the 2011-2012 state budget, so this effort is suspended at the moment, but hopefully will resume when the state budget picture improves. In the interim, the state has secured the Race to the Top Early Learning Challenge Grant, which provides some limited opportunity for increased resources for training and systems development for a state Quality Rating Improvement System, with a focus on local Regional Consortia.

With fewer city resources for quality improvement, the San Francisco out of school time community has also created a range of programs to support quality programming:

- ◆ The SF Afterschool for All Initiative’s adoption of a common definition of afterschool program quality, which allows afterschool providers, families, school and OST staff, trainers, higher educational



- ◆ Training, coaching, technical assistance, and other resources provided by SFUSD Expanded Collaboratives for Excellence in Learning (ExCEL) for the 93 afterschool programs it oversees.
- ◆ SF Recreation and Parks Department’s training, technical assistance, and other supports for the 12 afterschool programs it operates.
- ◆ SFUSD and DCYF’s sponsorship of a regional afterschool conference each winter in collaboration with other private and public out of school time stakeholders throughout the region. More than 400 front line and other afterschool staff have attended the conference, called ‘Bridging the Bay’, each year.
- ◆ The DCYF-funded SF—Together Everyone Accomplishes More (TEAM) Initiative, which provides resources and coaching for out of school time programs to infuse literacy into their programs.
- ◆ The formal credit-bearing training offered by both City College of San Francisco, through their Youth Worker Certificate program, and by San Francisco State University, through the recently re-vamped Youth Work/Out of School Time concentration within its Child and Adolescent Development Department.

Despite the many accomplishments of San Francisco’s quality-improvement programs, more is needed to expand and coordinate these efforts so that every program receives the support it needs to provide high-quality experiences for children.



## ACTION 3.1

### Licensing and Program Environment:

Provide resources, including technical assistance, that support programs in complying with licensing standards and offering safe program environments

- ◆ Identify and provide tools and technical assistance strategies for supporting programs to meet licensing requirements.
- ◆ Funders of ECE and OST programs include standards and provide monitoring tools that address the quality of the program environment.
- ◆ Provide resources and ongoing training to support Family Child Care providers in accessing Community Care Licensing on computers and the internet, and participating in online information sharing and data collection.

### Outcomes:

- ◆ More San Francisco programs are compliant and in good standing with licensing.
- ◆ More San Francisco programs offer a physically safe environment for children and youth.
- ◆ Fewer serious (“Type A”) licensing violations.
- ◆ More FCC providers report that they use technology and computers to access information and operate their businesses.

## ACTION 3.2

### Program Leadership- Governance and Administration:

Develop strong leadership skills and capacity in ECE and OST that support and guide professionals in offering and sustaining high-quality environments for all children

- ◆ Develop resources to provide board training on roles, fiduciary responsibilities, and strategic planning, and a checklist of best practices for boards.
- ◆ Develop and provide training for administrators on the California Department of Education’s Early Childhood Educator (ECE) Competencies.
- ◆ Develop training for directors and managers on the SF Afterschool for All Core Competencies for Afterschool Staff.
  - ◆
- ◆ Introduce the Program Administrator Scale (PAS) to administrators of publicly funded ECE programs.
- ◆ Develop and provide in-depth training on financial and human resource management for program administrators.





- ◆ Develop and provide accessible in-depth business and financial management training for family child care providers and networks, using a consistent measure of management practices, e.g., Business Administration Scale (BAS).
- ◆ Support providers in adopting innovations aimed at improving quality and efficiency, such as new information technology; data collection, analysis, and dissemination; and research on best practices.

**Outcomes:**

- ◆ Early care and education and out of school time leaders have the organizational skills and capacity to lead high-quality, accountable, and efficient organizations.
- ◆ All publicly funded agencies can articulate a program philosophy, have a current strategic plan to implement it, have a current agency-wide budget based on program goals and objectives, and have in place current personnel policies and procedures.
- ◆ More agencies use the PAS scale in annual self-evaluation.

### **ACTION 3.3**

**Teaching and Learning Environment:**

**Support programs in providing access to early care and education and out of school time experiences that are developmentally appropriate; reflective of thoughtful observation and intentional planning; individually, culturally, and linguistically meaningful; and inclusive of children with disabilities and other special needs**

- ◆ Provide resources, technical assistance, staff development and coaching to programs in selecting and implementing evidence-based curriculums/approaches, e.g. CA Early Learning Foundations and Early Childhood Educator Core Competencies.
- ◆ Provide technical assistance and ongoing coaching to programs to develop and implement plans to enhance adult/child interactions.
- ◆ Assist programs in assessing their approach(es) to diversity and ways they support the uniqueness of each child and her or his family, and provide ongoing coaching and technical assistance on diversity and cultural responsiveness.
- ◆ Assist programs in assessing their capacity to include and support the rights of all members of the program community to participate actively, and provide ongoing coaching and technical assistance to improve their support of all children.
- ◆ Maintain current mental health consulting programs, and explore expanding access for ECE and OST providers.



- ◆ Provide resources and ongoing coaching and technical assistance on understanding and implementing developmental screening and assessment tools.

**Outcomes:**

- ◆ Teaching and learning standards are aligned with state and local Quality Rating and Improvement System (QRIS) efforts.
- ◆ Increased numbers of programs caring and educating children 0-12 are determined to be high quality and care for low-income children and children at risk who are determined to most benefit from the quality care experience.
- ◆ More publicly funded ECE and OST programs use evidence-based curriculums or approaches that meet children’s social, emotional, language, and cognitive developmental needs.
- ◆ Children are in rich engaging environments that exhibit best practices.
- ◆ Child learning outcomes and desired results are maximized by their experience of high quality learning environments and experiences.
- ◆ More programs assess and improve their support for every child’s cultural background, home language and family structure.
- ◆ More programs that serve subsidized children are offered mental health consultation, and receive developmental screening, assessment and referral services.
- ◆ ECE and OST programs are inclusive – supporting the rights of all children, regardless of their diverse abilities, to participate actively.
- ◆ OST programs use the 11 elements of quality as outlined in the Quality Self-Assessment tools developed by the Afterschool for All (AFA) Council.



## ACTION 3.4

### Parent and Family Involvement:

Support ECE and OST programs to partner with families in supporting children's success and development, including the development of children's programs and policies

- ◆ Encourage programs to take advantage of training and technical assistance opportunities on family-centered practice and the development of parent leadership.
- ◆ Weave the concept of 'partnering with families,' with an emphasis on cultural and linguistic appropriateness, into ongoing coaching and technical assistance.
- ◆ Encourage ECE and OST programs, through training and technical assistance, to make parent education available to families through their own resources or by partnering with family support programs.
- ◆ Introduce common articulated performance measures and family survey forms, aligned with state standards.
- ◆ Provide current lists of family resources and supports, and training and technical assistance on methods for supporting families to interact and share resources.

### Outcomes:

- ◆ More ECE and OST programs continually assess and improve their efforts to make families feel valued, nurtured, and relied upon as reciprocal partners in their children's learning and development.
- ◆ More families with children from birth to 12 will receive family support resources, parenting education which values the integral role that they play in their children's early learning experiences, and opportunities to participate in shaping the program and in advocacy.
- ◆ More programs give families formal and informal opportunities to network, interact, and support one another.
- ◆ Family surveys that are aligned with state standards are used by more city-funded programs.
- ◆ More programs are linked with an appropriate family resource center.



## ACTION 3.5

### Infant and Toddler Care: Develop policies, practices and partnerships that enhance quality infant-toddler care

- ◆ Encourage infant-toddler programs to use a “primary caregiver” model, to promote developmentally appropriate continuity of care.
- ◆ Encourage agencies to combine stand-alone infant/toddler programs with their preschool programs in order to better provide continuity of care in the children’s experiences, and improve agency long-term fiscal viability.
- ◆ Promote the development of FCC networks as a method for increasing quality, and encourage ECE center-based programs to create or connect to them.
- ◆ Develop strategies for including more FCC providers in quality improvement programs.
- ◆ Develop a model for cost-effective mental health, health and inclusion consultation

#### Outcomes:

- ◆ More infants and toddlers, especially the most vulnerable, have access to a high-quality, seamless early childhood experience, in both centers and in FCC settings
- ◆ More FCC providers participate in networks, both formal and peer-support, and form connections to licensed centers.
- ◆ More infants and toddlers, including those in FCC settings, have access to mental health and inclusion consultation.

## ACTION 3.6

### Preschool: Develop policies, practices and partnerships that enhance quality preschool care

- ◆ Improve and develop additional strategies to encourage programs which serve high numbers of children from low/moderate income families, particularly Title 5 and Head Start sites, to participate in Pre-school for All, providing resources to improve the quality of these programs.
- ◆ Develop financing strategies that enable existing Title 5 and Head Start sites to maintain subsidized preschool services.
- ◆ Identify and target private preschool programs serving low/moderate income families that receive public funding and are not participating in San Francisco’s Environmental Rating Scale assessment system, providing incentives and resources to increase participation.



- ◆ Prioritize participation in training and technical assistance programs to sites serving children from the identified populations.
- ◆ Identify and provide training and technical assistance on evidence-based preschool strategies for reducing the school readiness gap.

**Outcomes:**

- ◆ More low/moderate income families have access to high quality preschool programs.
- ◆ More preschool programs serving low-income and at-risk children improve in quality, meeting PFA baseline criteria, and any established state or local QRIS standards.
- ◆ Minimum of ninety percent of Title 5, Head Start and voucher-serving programs participate in Pre-school for All.
- ◆ More preschool programs utilize best practices, particularly for dual-language learners, children with special needs, and children from low-income communities, aimed at reducing the readiness gap.

## ACTION 3.7

### Preschool to Grade 3 (P-3): Develop policies and practices that align preschool and K-3 programs

- ◆ Regular updates on P-3 alignment are provided to the ECE community and the Afterschool for All Council.
- ◆ ECE and OST stakeholders, including community-based preschool and afterschool programs, collaborate with SFUSD to develop P-3 alignment policies and practices.
- ◆ Identify preschools with a feeder relationship to targeted elementary schools in the Superintendent Zones, and support the alignment of curriculum, teaching, family engagement and transition practices.
- ◆ Create cross-training opportunities between SFUSD and the ECE and OST communities.
- ◆ Provide opportunities for more kindergarten teachers to be trained in early childhood development.
- ◆ Adopt a common tool as a regular measurement of kindergarten readiness, e.g. Kindergarten Observation Form (KOF), and conduct regular community updates and forums on the results of assessments.
- ◆ Identify and implement preschool and school-based collaborative practices that support positive transitions to kindergarten for families and children.
- ◆ Identify and implement strategies that have proven successful in closing the readiness gap for children shown to be at risk by KOF results.



### Outcomes:

- ◆ SFUSD, the San Francisco preschool community, and the Afterschool for All (AFA) Council collaborate to ensure that children and families experience a developmentally continuous and inclusive learning experience from the preschool years to third grade (P-3).
- ◆ More children and families experience a smooth transition and greater continuity from their preschool to their kindergarten environments.
- ◆ Kindergarten readiness assessment results and other data are used to implement effective strategies for reducing the readiness gap.
- ◆ More preschool programs, particularly those serving targeted populations, offer rich family engagement, and kindergarten transition opportunities.

## ACTION 3.8

**Afterschool and Summer Programs:  
Develop policies and practices that enhance integration  
between the school day and out-of-school time**

- ◆ Work with SFUSD to develop a vision for afterschool and summer programs and work to align the programmatic elements of its two OST programs – SFUSD Early Education Department and SFUSD ExCEL.
- ◆ Identify and implement evidence-based strategies and systems-level reforms that will enhance integration between the school day and OST, e.g. School Loop.
- ◆ Promote the citywide 11 common elements of quality as outlined in the Afterschool for All Quality Self-Assessment tools, and other tools for OST programs to use to enhance their program quality.

### Outcomes:

- ◆ All children have access to OST programs that reflect the AFA QSA 11 common elements of quality, and are engaged in meaningful continuous program improvement efforts.
- ◆ More families benefit in a variety of ways from improved school day/OST integration, e.g. higher quality, seamless programming, improved access.



## ACTION 3.9

**Develop a tiered reimbursement system for ECE programs that supports higher quality, aligned with any local/state Quality Rating and Improvement System (QRIS)**

- ◆ Design a regional/local Quality Rating and Improvement System (Race to the Top-Early Learning Challenge).
- ◆ Identify and ensure systems are in place to prepare and support providers in meeting higher levels of quality.
- ◆ Implement a tiered reimbursement system for city funds, with rates increased for higher tiers.
- ◆ Adapt quality measures and supports specifically for family child care providers.

### **Outcome:**

- ◆ Providers are motivated and supported to improve the quality of their programs.

## ACTION 3.10

**Support families and caregivers in understanding the importance of quality programs, recognizing the elements of quality, and accessing information about how to find quality programs**

- ◆ Develop social media strategies for disseminating key messages about the importance of quality in ECE and OST programs, identifying quality indicators, and providing information about how to find quality programs, through resource and referral agencies and other community service providers.
- ◆ Monitor the local/state QRIS process, and use QRIS to educate families and caregivers.
- ◆ Explore conducting a public campaign about the importance of quality preschool in the year before a child enters kindergarten and its role in school readiness, especially targeting communities and audiences where preschool attendance is lagging.

### **Outcomes:**

- More families and caregivers understand the importance and characteristics of ECE and OST program quality.
- More families and caregivers enroll their children in high-quality ECE and OST programs.
- More families and caregivers, particularly low- and moderate-income families and families with children with special needs, understand the critical role of preschool in the year before kindergarten for developing children's school readiness and academic success.
- Families and caregivers are introduced to local/state quality rating systems for ECE programs and begin to use the information to make informed choices.



## Goal 4: Develop a highly trained and well-compensated early-childhood and out-of-school time workforce

A growing body of research shows that the quality of the early childhood workforce is a key factor in the quality of the children's experience, development, and learning in early care and education settings. Nationwide, however, the educational level of the early childhood workforce has declined over the past decade, largely because of low and declining pay in the field. Research has identified similar trends in the OST field. <sup>15</sup> <sub>16</sub>

San Francisco has been a leader in efforts to increase the professional learning of people who work in ECE and OST programs, as well as efforts to increase their compensation. San Francisco resources, public and private, have supported workforce development over the years through:

- ◆ **Incentive stipends:** San Francisco pioneered professional development stipends through a local SFCARES (Comprehensive Approaches to Raising Educational Standards) program, setting the stage for a statewide program. CARES supports current members of the early care and education workforce to increase their education. PFA has provided stipends, known as BA bonuses, to teachers with Bachelor degrees.
- ◆ **Compensation Support:** Over \$4 million dollars in local funds is provided annually through WAGES Plus wage augmentation for over 600 staff in participating centers and licensed family child care.
- ◆ **Career and educational counseling and advisement** for current and future members of the workforce, provided by San Francisco CARES and the Professional Development Project at City College of San Francisco through funding from the Mimi and Peter Haas Fund and SF CARES.
- ◆ **Coaching and experiential learning opportunities** provided through various citywide initiatives, including the Citywide Technical Assistance System (CTAS), the CTAS Administrator Academy, the Early Childhood Mentor Program, Gateway to Quality, SFUSD, Preschool for All, Afterschool for All Technical Assistance Collaborative, SF Together Everyone Accomplishes More (SF TEAM) and others.
- ◆ **Professional growth opportunities** including workshops, trainings, classes, and unit-bearing courses in a variety of topics in early care and education, provided by the Children's Council, Wu Yee Children's Services, WestEd, the San Francisco Child Care Providers' Association, the Family Child Care Association of San Francisco, Support for Families, and Preschool for All. OST professional growth opportunities are provided by DCYF, SFUSD, and several other capacity-builders.
- ◆ **Formal education and degree attainment** at City College of San Francisco and San Francisco State University, including the development of the Metro Academy, which supports early childhood education students moving from two- to four-year college programs, the City College Youth Worker Certificate, and SFSU's reorganization of its Child and Adolescent Development program.

15 Whitebook, M. Early Education Quality: Higher Teacher Qualifications for Better Learning Environments—A Review of the Literature, Center for the Study of Child Care Employment, 2003

16 Herzenberg, S., Price, M, and Bradley, D., Losing Ground in Early Childhood Education, Economic Policy Institute, 2005





- ◆ **Assistance to overcome barriers to educational attainment**, including language barriers, need for academic skills, schedule and transportation problems, and financial barriers.
- ◆ **Increased citywide training opportunities for the OST workforce**, including support for regional conferences, specific professional development requirements incorporated into city contracts with out of school time programs, and the provision of similar workforce supports to the ECE and OST workforce.

These multiple efforts have made meaningful improvements in the skills and compensation of San Francisco's ECE and OST workforce. In the context of the current economic downturn and the resulting public-financing de-investment, maintaining these critical supports and resources must be a priority. And still more must be done to ensure that the entire child and youth development workforce is highly educated and well compensated, since the workforce is the critical factor in achieving quality outcomes for children.



## ACTION 4.1

**Strengthen and coordinate the existing infrastructure to promote increased opportunities for professional education (formal education leading to degree attainment) and professional development (training on specific topics, which may or may not be unit-bearing)**

- ◆ Increase collaboration and coordination between City College of San Francisco and other ECE training efforts in order to maximize educational opportunities, e.g. explore the possibility of attaching credit-bearing units to technical assistance and training.
- ◆ Expand professional growth opportunities that provide an alternative and/or supplement to formal education, especially training models that link in-class sessions with ongoing experiential activities such as on-site coaching and mentoring.
- ◆ Create forums where coaches, mentors, and technical assistance providers can meet regularly to coordinate ECE and OST professional development, and for practitioners to meet in communities of learning.
- ◆ Increase the cross-training of coaches, mentors and technical assistance providers to ensure consistency amongst within the technical assistance system.
- ◆ Ensure institutions of higher learning are preparing students with information current in the field and consistent with coaching, mentoring and technical assistance provided the field.
- ◆ Increase marketing and outreach strategies to involve more practitioners in professional development programs, including surveys to assess the training needs of the field.
- ◆ Strengthen continuity between City College of San Francisco and San Francisco State University youth development programs, which train the out of school time workforce.

### Outcomes:

- ◆ The workforce development infrastructure is strengthened and coordinated, providing increased opportunities for professional education (formal education leading to degree attainment) and professional development (training on specific topics, which may or may not be unit-bearing).
- ◆ Professional development increasingly links classroom instruction with experiential and on-site learning opportunities.
- ◆ Clear education and professional development pathways are offered to ECE and OST practitioners.
- ◆ Professional development, training and technical assistance are consistent and coordinated.



## ACTION 4.2

### Create a system to address the disparate compensation levels of the workforce

- ◆ Redesign the City's compensation strategies to maximize resources and to more strategically impact as many providers as possible, addressing benchmarks to lift compensation.
- ◆ Promote the use of a rational staff salary schedule that rewards and/or incentivizes education and experience, provide technical assistance for ECE programs to develop them, and require all ECE programs receiving City funding to follow them.
- ◆ Expand compensation standards to cover more of the ECE workforce and to align with the City's Minimum Compensation Ordinance, working toward an interim goal of salaries comparable to those paid by Head Start, with a long-term goal of parity with K-12 education.
- ◆ Continue efforts to extend the Pilot in order to ensure an adjusted Standardized Reimbursement Rate for Title 5 providers, thereby better supporting the local cost of salaries for staff.
- ◆ Explore and identify workforce support and compensation programs for OST.

#### Outcomes:

- ◆ A rational and equitable system of compensation and an increase in the levels of compensation promote the stability and professional quality of the ECE workforce.
- ◆ ECE and OST educators have a clear career path and incentives for advancement.
- ◆ San Francisco practitioners remain longer in their jobs and in the field.

## ACTION 4.3

### Promote ongoing professional development of the early care and education and out-of-school time workforce

- ◆ Establish a Workforce Registry, incorporating local workforce investments and professional development inputs, individual, program, and training components, and clear standards for the trainers and trainings it includes.
- ◆ Increase supports that reduce and eliminate obstacles for the current and future members of the early childhood workforce in their educational pursuit, such as language barriers, academic skills barriers, time/scheduling problems, financial barriers, lack of desire, interest or commitment.



- ◆ Create guiding principles for professional development best practices, aligned with state and federal guidelines and funding opportunities, and create common quality standards, including trainer qualifications, for agencies delivering professional development.
- ◆ Encourage all local funders to include professional development and training requirements in their contracts with ECE and OST programs.

**Outcomes:**

- ◆ The Workforce Registry is established, providing centralized access to individualized education plans, training opportunities, and compensation information, and improving citywide planning and coordination.
- ◆ Members of the ECE and OST workforce at all levels have access to all needed information and professional development advisement to assist them in planning their educational and career pathways.
- ◆ Members of the ECE and OST workforce at all levels have access to a variety of professional growth opportunities that meet both individuals' goals for career development and the training needs of the field.

## ACTION 4.4

### Expand coaching, mentoring and other professional development supports for people in leadership positions

- ◆ Expand academic programs and other professional development opportunities for classroom teachers that prepare them to transition into leadership positions.
- ◆ Align curriculum in leadership training programs, including those in institutions of higher education, with national best-practices models.

**Outcomes:**

- ◆ ECE and OST professionals are adequately prepared for and supported to succeed in effective leadership positions; both program leadership and agency management.
- ◆ More lead teachers, site supervisors, program directors and executive directors have the education and support they need to provide effective leadership.
- ◆ Increased leadership retention as people are motivated by new challenges in new roles.



## ACTION 4.5

### Promote peer support, advocacy, and coordination of the ECE and OST workforce

- ◆ Support the work of the San Francisco Child Care Providers' Association and the Family Child Care Association of San Francisco and their efforts to collaborate.
- ◆ Support the work of the San Francisco Out of School Time Coalition.
- ◆ Encourage greater participation by practitioners in the committee work of the Child Care Planning and Advisory Council and the Afterschool for All Council.
- ◆ Increase opportunities for advocacy training and development.

#### Outcome:

- ◆ More ECE and OST practitioners are engaged in professional activities and committed to advocate for change as needed.



## Goal 5: Increase integration of the city's early care and education and out of school time systems and improve their integration with other systems

San Francisco is fortunate to have a rich and diverse community of early care and education and out of school time programs, but this array can be confusing to families. In addition, children and families are best served when child and youth development programs are efficiently and effectively linked to health and social service agencies, and when they are integrated with other city programs. Meanwhile, many agencies providing early childhood and out of school time programs struggle with the financial burden of maintaining their administrative, technological, and program-support services. For these reasons, the San Francisco child and youth development community has already taken many steps toward integration and resource-sharing among agencies and integration of these agencies with other programs. These steps have included:

- ◆ **Blending funding streams and leveraging public and private dollars**, with local contracts administered by staff of the lead agency.
- ◆ **Centralized access and information for families on subsidized child care.** With the 2011 loss of state funding for counties to maintain Centralized Eligibility Lists for subsidized child care, San Francisco has maintained its own centralized eligibility program, now called San Francisco Child Care Connection (SF3C).
  - ◆ SF3C maintains a list of families eligible for subsidized child care and facilitates enrollment into Title 5 and Head Start programs.
  - ◆ Afterschool for All (AFA) has created an online database of all OST programs in the city, to provide a central information source for families.
- ◆ **Automated data reporting** for Title 5 California Department of Education contractors, PFA providers, and other early care and education agencies contracting with First 5 San Francisco, through a web based database program, COCOA.
- ◆ **Linkages with other programs serving children and families**, including
  - ◆ Mental health, health, and inclusion consultation programs, and referrals that connect families of children with special needs with appropriate care and other support services
  - ◆ Connections between family support agencies and child care programs working with the same families, to engage these families in early learning and development, health, and family support activities.
- ◆ **Development of effective kindergarten transition strategies** for children moving from preschool to elementary school, by partnering with the San Francisco Family Support Network, SFUSD EDD, community providers, and other early care and education stakeholders to engage families in kindergarten readiness activities.
- ◆ **Implementation of an SFUSD Transitional Kindergarten program, in accordance with state law, and improvement of child development practices in kindergarten and transitional kindergarten classrooms.**



Similarly, the San Francisco OST community has already taken many steps toward integration and resource-sharing for OST agencies and integration of OST with other programs. These steps have included:

- ◆ **Work toward integration of afterschool programs**, including development of models for joint funding and planning for the integration of all afterschool programs provided by the San Francisco Unified School District. Currently separate programs are funded by different sources, with afterschool programs at most sites split between free and low-cost programs for low-income families and private, fee-based programs.
- ◆ **Alignment of afterschool and school-day programs**, through program practices such as conducting grade-level meetings between teachers and afterschool staff, and by systems-level efforts such as promoting the use of School Loop technology to share school-day information with OST staff.
- ◆ **DCYF's creation of city matching grants** for state-funded, SFUSD-administered afterschool programs.



## ACTION 5.1

### Increase the integration of citywide administration of ECE programs to achieve greater efficiency and effectiveness

- ◆ Expand and improve citywide shared services and technology solutions for improved efficiency and accountability:
  - Extend the Preschool for All computerized reporting system (COCOA) to other city and state agencies, and expand the capacity of early care and education programs to use technology such as COCOA to streamline reporting.
  - Implement the Workforce Registry to include all ECE workforce members funded through city initiatives to streamline reporting for programs, monitoring for city agencies and to decrease redundancies in worker qualification verification.
  - Establish pre-eligibility determination and screening by enrollment specialists for families ranking high on the City's eligibility list, 'SF3C'.
- ◆ Streamline and integrate city funding of ECE:
  - Continue the ongoing planning process to streamline contracting and reporting for community-based organizations contracting with city departments, with a goal of consolidating funding into master contracts with providers where possible.
  - Improve alignment of citywide early care and education administration, funding, and oversight.
- ◆ Review progress on implementing the Citywide Plan for ECE and OST at regular intervals at CPAC and appropriate committee meetings.

#### Outcomes:

- ◆ Citywide administration, funding and oversight of early care and education are streamlined for greater efficiency, effectiveness and economy.
- ◆ Reporting burdens on contracting agencies are reduced.
- ◆ Expanded and improved citywide technology solutions improve efficiency, accountability and provide improved data for plan-

## ACTION 5.2

### Increase the integration of citywide administration of OST programs, including the alignment of afterschool programs with the school day

- ◆ Increase information-sharing between school-day and after-school staff.
- ◆ Complete integration of all the afterschool programs provided by the SFUSD and create a centralized enrollment system with 39





- ◆ Expand the use of joint-funding models and single administration for more programs.
- ◆ Develop shared services, such as administrative services, training, and bulk purchasing, which reduce costs for afterschool programs (economies of scale).
- ◆ Coordinate afterschool programs with programs funded by the Recreation and Parks Department.
- ◆ Continue to use the Afterschool for All Council as the central coordinating forum for OST resources.
- ◆ Explore expanding the Workforce Registry to include the OST workforce.

**Outcomes:**

- ◆ Citywide administration, funding and oversight of out-of-school time are streamlined for greater efficiency, effectiveness and economy.
- ◆ Reporting burdens on contracting agencies are reduced.
- ◆ OST programs are able to offer more programming and use more resources while spending less money.

## ACTION 5.3

### Increase the integration of ECE and OST programs with other city systems

- ◆ Strengthen collaboration between early childhood programs and the SFUSD to improve school readiness, transition to kindergarten, and increased alignment of curriculum and instruction. Conduct joint professional development activities for ECE programs and elementary schools.
- ◆ Support closer cooperation between early childhood programs and others serving families and children, such as expanding the use of PFA’s model of linkages between ECE programs and nearby family resource centers to other ECE and OST programs.
- ◆ Integrate ECE and OST with city workforce development programs:
  - Include training in ECE and OST careers
  - Consolidate access to child care resources and subsidies for the children of participants in all city workforce development programs.
- ◆ Further integrate early care and education into city planning by developing a written strategy for a land-use advocacy plan, including:
  - Implementation of the ECE Nexus study, expanding the developer’s fee to all new housing and commercial developments.
  - Adding ECE to housing as a priority use for surplus city land being sold.
  - Developing ECE-friendly planning and land-use regulations, such as changes in use review by the planning department.
  - Legislation requiring all new city buildings to include child care for city employees and the surrounding community.



### Outcomes:

- Relationships are strengthened and optimized between ECE and OST programs and other city systems, benefitting children, families, the workforce and communities.
- ECE and OST programs can identify neighborhood family support resources.
- The number of trained ECE and OST workforce increases.
- Licensed and license-exempt ECE and OST program capacity is retained and expanded.
- Workforce development participants have easy and consistent access to subsidized child care.

## ACTION 5.4

Educate ECE and OST providers on the benefits and models of shared services, and provide support in developing them

- ◆ Help ECE and OST programs form Shared Service Alliances, networks of small centers and/or family child care homes that share costs and receive a set of business and program services provided by a hub. With the economies of scale made possible by these alliances, programs can use more of their resources to provide high-quality services.
- ◆ Support providers in adopting and using innovations aimed at improving quality and efficiency, such as new information technology; data collection, analysis, and dissemination; and research on best practices.

### Outcomes:

- ◆ Explore and support the use of shared services to help ECE and OST programs achieve greater efficiency and effectiveness.
- ◆ Economies of scale enable more resources for programs to provide high-quality services.



## ACTION 5.5

### Develop strategies for increasing the public will to fund ECE and OST programs

- ◆ Plan an effective, coordinated campaign to reauthorize the Children's Fund and Prop H, and mobilize the child and youth community to become engaged advocates for funding reauthorization.
- ◆ Explore links with the business community and engage business partners as advocates and champions for ECE and OST, reaching out both to other businesses and to public officials with messages about the return on investments in ECE/OST programs.
- ◆ Develop a public outreach/marketing campaign to increase awareness of the importance of ECE and OST care.
- ◆ Conduct outreach to elected officials about the importance of ECE and OST.

#### Outcomes:

- ◆ The Children's Fund and Prop H are both reauthorized by voters.
- ◆ Increased awareness of the importance of ECE and OST by the wider community, including business partners.
- ◆ Individual elected officials and business leaders emerge as champions for ECE and OST.



## Moving Forward: CPAC Role

CPAC strives to set and drive the early care and education agenda for San Francisco's children and their families on behalf of the early care and education community, and in collaboration with its out of school time partners. This Citywide Plan represents the best thinking of the San Francisco early care and education and out of school time community leaders and stakeholders - delineating where we are and affirming where we want to be.

This Citywide Plan is designed to mobilize public and private resources to address identified needs, and enhance and strengthen collaboration among public agencies, children's advocacy groups and service providers. Through a unified implementation of this plan, San Francisco can become an environment that:

- ◆ Values early care and education and out of school time professionals and educators;
- ◆ Ensures that all children have access to high quality, affordable care;
- ◆ Supports families and assures that children have access to opportunities for healthy development;
- ◆ Values parental choice; and
- ◆ Respects the diversity of cultures and needs represented in the community.

CPAC will sponsor and support inclusive processes to implement and refine the goals and outcomes in this document. In its role as a community convener and coordinator, CPAC is charged to encourage independent yet coordinated action to achieve the common vision detailed in the Citywide Plan. CPAC is committed to helping the community reach its shared vision by convening existing committees, groups and forums related to the goal areas, and continuing to seek active partners for the implementation of specific outcomes.

In developing and publishing this plan, CPAC aims to encourage the cooperative efforts of all programs related to the support and provision of developmentally and culturally appropriate quality early care and education and out of school time programs in the county. The main objective of this Citywide Plan is to establish a dynamic and cohesive local plan for early care and education and out of school time services:

- ◆ That supports comprehensive services to all children and families;
- ◆ That supports continuous improvement of integrated service delivery systems; and
- ◆ That fosters commitment and partnership to provide and enhance access to child development services for children and families.

The hope is that this plan will be revisited on a regular basis and will be used to increase awareness of the importance of quality early care and education and out of school time experiences for all children, families and communities, and provide all stakeholders with a common frame of reference for future action.



# Common Acronyms

ACCESS	Accessible Child Care Expedited for the Shelter System
AFA	Afterschool For All
ASES	After School Education and Safety Program
BAS	Business Administration Scale
CaWORKS	California Work Opportunity and Responsibility to Kids
CCDBG	Child Care and Development Block Grant
CCFF	Child Care Facilities Fund
CCICP	Child Care Inclusion Challenge Project
CCIP	Child Care Initiative Project
CCSF	City College of San Francisco
CDE	California Department of Education
COCOA	Not an acronym - web-based database
CPAC	San Francisco Child Care Planning and Advisory Council
CPS	Child Protective Services
CTAS	Citywide Technical Assistance System
DCYF	Department of Children, Youth and Their Families
ECE	Early care and education
ECMHCI	Early Childhood Mental Health Consultation Initiative
ERS	Environmental Ratings Scale
ExCEL	Expanded Collaboratives for Excellence in Learning
FCC	Family Child Care
FCCASF	Family Child Care Association of San Francisco
GTQ	Gateway to Quality
HRIIC	High Risk Infant Interagency Council
HSA	San Francisco Human Services Agency
KOF	Kindergarten Observation Form
LIIF	Low Income Investment Fund
LPC	Local Planning Council
OST	Out of school time
P-3	Preschool to 3rd Grade
PAS	Program Administration Scale
PFA	Preschool For All
PITC	Program for Infant and Toddler Care
QRIS	Quality Rating Improvement System
RTT-ELC	Race to the Top - Early Learning Challenge
SF CARES	San Francisco Comprehensive Approaches to Raising Educational Standards
SF TEAM	San Francisco Together Everyone Accomplishes More
SF3C	San Francisco Child Care Connection
SFCCPA	San Francisco Child Care Provider's Association
SFSU	San Francisco State University
SFUSD	San Francisco Unified School District
SNIP	Special Needs Inclusion Project



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