



Alameda County Measure C

Child Care, Preschool, and Early Education Program Plan and Budget 2025-2030



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Executive Summary



Measure C, the Children's Health and Child Care Initiative, presents a transformative moment for children, their families, early care and education providers, and all of Alameda County's communities—positioning child care as the public good that it is. Child care provides learning and enrichment for kids, affords families the ability to work and earn, promotes workforce stability for employers, and strengthens the local economy. Each dollar invested in ECE generates as much as \$1.88 in increased economic activity.¹

Access to early education experiences have shown to contribute to kindergarten readiness, which is a well-documented and powerful predictor of how children do academically in later grades,² and their quality of life through adulthood. In Alameda County, two out of three children were assessed by educators and parents as not ready for kindergarten in 2021-22, a persistent trend since 2008 that worsened during the pandemic.³ These outcomes are influenced by the conditions that surround children and their families as they grow and develop, for example, access to child care, quality jobs, food, housing, health care, safety, transportation, and community resources. Children's outcomes are also influenced by the wellbeing of the educators and caregivers in the early care and education field—including low wages.

The investments from Measure C are foundational for our local economy, the resilience of our communities, and the long-term wellbeing of our children and families.

MEASURE C IN CONTEXT

Measure C will raise approximately \$150 million annually through 2040. These new funds, along with \$30 million a year expected from the Oakland Children's Initiative, will result in immediate and lasting impacts. First 5 Alameda County is the named administrator and worked closely with the 11-member appointed Community Advisory Council and broader field and public to develop the inaugural Measure C Child Care, Preschool, and Early Education Program Plan and Budget 2025-2030 (5-Year Plan).

Led by parents and child care providers, the effort to pass Measure C was a long time in the making. Measure C was first conceptualized by a group of parent leaders and child care providers—primarily women of color—who organized with local labor unions and community partners to get the issue in front of voters and ensure its successful passage. Their vision, leadership, and tireless work are the reason for the additional revenue that is now available to support providers, families, and children through the approval and implementation of this plan.

The development and passage of Measure C would not have succeeded without a shared sense of purpose and responsibility towards the children of Alameda County. The successful implementation of this measure will require the same continued commitment.

¹Anna Powell, Sarah Thomason, and Ken Jacobs, "Investing in Early Care and Education: The Economic Benefits for California," UC Berkeley Labor Center (2019). Accessed at: <https://laborcenter.berkeley.edu/investing-early-care-education-economic-benefits-california/>

²ASR and First 5 Alameda County, "Kindergarten Readiness and Later Achievement: A Longitudinal Study in Alameda County, Comprehensive Report 2018." Accessed at: <https://www.first5alameda.org/wp-content/uploads/2018/11/2018-Kindergarten-Readiness-Study-KRA-Study-2018-1.pdf>

³ASR and First 5 Alameda County, "2021-22 Kindergarten Readiness in Alameda County." Accessed at: https://www.first5alameda.org/wp-content/uploads/2024/11/2021-22-Kindergarten-Readiness-Assessment-KRA_2022-1.pdf

A COMMUNITY-INFORMED PLAN FOR LEVERAGING A HISTORIC OPPORTUNITY

The 5-year Plan reflects deep community input, as it was built through a participatory process grounded in listening and collaboration.

COMMUNITY INPUT OPPORTUNITIES:

Community Advisory Council appointed by the Alameda County Board of Supervisors and the Alameda County Early Care and Education Planning Council

GOVERNANCE BY

- Alameda County Board of Supervisors
- First 5 Commission



39+ HRS
community advisory council meetings



63+ HRS
public meetings



15+ HRS
community listening sessions



600+
attendees



~1,000 RESPONSES
from family and provider-
focused surveys

PRIORITIZING NEED

Due to the long-standing inequities that affect the provision, receipt, and funding of child care, the Measure C ordinance includes equity as a guiding principle, with children and youth of the highest needs prioritized in the use of Measure C funds.

And as generous as the county's taxpayers are in approving these measures, the demand still outstrips the resources. First 5's estimates show that even prioritizing based on equity if only those with the very highest needs received support, with prioritizing equity, it would still require more than:



**\$1 BILLION
ANNUALLY**

to fully meet the needs of the early care
and education system in Alameda County.

Measure C alone, even when the resources are prioritized with an equity lens, can not close this gap, but it represents a meaningful step in the right direction.

Though Measure C's funding is significant—even transformational—it is insufficient to meet all the ECE needs in Alameda County. Thus, the 5-year Plan should prioritize high-leverage opportunities to improve the system in long-term ways rather than investing in opportunities that are short-term or do not result in lasting systems improvement.

MEASURE C GOALS

The Measure C 5-Year Plan and Budget will leverage Measure C funds to make key investments in the ECE system by: increasing access to early care and education for our families; establishing a minimum wage floor for providers; making key community investments to support neighborhood-based early learning; and improving the physical infrastructure for more than half of our existing child care sites.

In the first five years of Measure C implementation, First 5 will leverage taxpayer funds towards the following goals:



GOAL 1
Increasing Access to
Child Care Services



GOAL 2
Recruiting, Retaining,
and Supporting Early
Educators



GOAL 3
Enhancing Child-
Serving Spaces

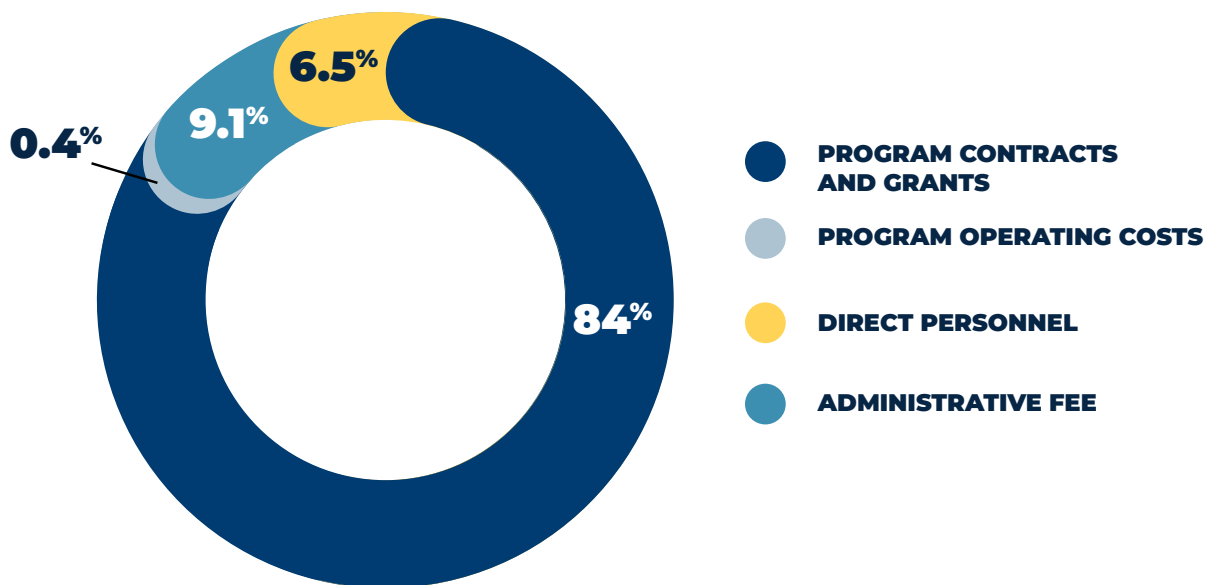


GOAL 4
Accountability and
Measuring Impact



GOAL 5
Effective Administration
and System Improvements

5-YEAR PLAN BUDGET BY EXPENDITURE CATEGORY



HIGHLIGHTS OF ESTIMATED IMPACTS IN YEARS 1 AND 2

The investments made through Measure C over the next 5 years will make a tremendous difference for children, families, and providers throughout the county. Highlights from anticipated Year 1 and Year 2 impacts include:

- ~80% of providers are eligible to receive one-time Emergency Grants between \$40,000 - \$100,000 for a total investment of over \$80 million
- Establish a wage floor of at least \$25/hour in Year 2 and raise wages for an estimated 3,000 early educators (estimated annual wage increases up to \$25,000)
- Create 2,400 new subsidized child care slots, expanding access to care for families and increasing income for local providers
- Increased funding for Family, Friend, and Neighbor caregivers, including \$4,000 Relief Grants in Year 1 and a ~\$500 monthly voucher enhancement in Year 2 for an estimated 2,500 caregivers
- In Year 1, significant family-serving investments, including \$1 million for inclusion supports, \$5 million for community-based Family Resource Centers and \$1.5 million for navigation to connect families to child care and other resources

EARLY CARE AND EDUCATION LANDSCAPE AND ALAMEDA COUNTY'S MOMENT

While decades of underfunding, lasting impacts of the COVID pandemic, and the current threat of federal and state budget cuts have left the ECE landscape deeply fragmented, we have a local opportunity to repair, make smart public investments, and evolve our programs. In Alameda County, an area more populous than 11 states and one of the 10 most diverse counties in the nation,⁴ we find ourselves with a historic opportunity. Measure C will help to build a more coordinated and effective early care and education system. Achieving a lasting, systemic change will rely on continued collaboration across the entire ecosystem that supports children, families, parents, and child care providers.

The pages that follow detail a community-informed 5-Year Plan and Budget for the use of Measure C funds. Taken together, it will expand access to child care for families, improve conditions for teachers and providers, and begin to fundamentally transform the way Alameda County families and children are supported.

It is a privilege to steward public resources, which comes with a responsibility to operate with transparency, measure impact, and adjust approach and investment based on results. First 5 Alameda County is proud to serve as the public administrator entrusted by, and in partnership with, the community to implement the vision of Measure C.

⁴ USA Facts, "Where has diversity changed in recent years?" March 13, 2025, based on an analysis of the U.S. Census Bureau's Diversity Index. Accessed at <https://usafacts.org/articles/where-has-diversity-changed-in-recent-years/>



Introduction

Measure C: Meeting the Moment



Measure C, the Children’s Health and Child Care Initiative for Alameda County, presents a transformative moment for families, early care and education providers and all of Alameda County’s communities — treating child care as the public good that it is. Due to decades of underfunding, lasting impacts of the COVID pandemic, and the current threat of federal and state budget cuts, including staffing and administrative reductions to cornerstone programs like Head Start, the Early Care and Education (ECE) landscape is deeply fragmented. It is insufficient to meet the developmental needs of children, the care needs of working families, the compensation needs of ECE educators, and the stability needs of employers to ensure against workforce disruptions.

But in Alameda County, an area more populous than 11 states and one of the 10 most diverse counties in the nation,ⁱ we find ourselves with a historic opportunity to address some of these structural issues.

With Measure C, through a community centered design process, we will:

- 1 Increase access to early care and education for our families;
- 2 Establish a minimum wage floor for ECE providers;
- 3 Make key community investments to support neighborhood-based early learning; and
- 4 Improve the physical infrastructure for more than half of our existing child care sites.

In the first five years of implementation, we anticipate that approximately 80% of the county’s sites serving children birth to age 5 will benefit from Measure C funding, including an estimated 5,500 early educators caring for up to 37,000 children. Additionally, an estimated 2,400 children and their families will benefit from new subsidized child care slots available countywide.

THE BEGINNING AND CONTEXT

Measure C was first conceptualized by a group of parent leaders and child care providers — primarily women of color — who organized with local labor unions to get the issue in front of voters, and to ensure its successful passage. The community’s vision, leadership, and tireless work are the reason for the vital resources that will become available to providers and families, in service to our children, through the approval and implementation of this plan.

Measure C will raise approximately \$150 million annually in revenue. These new funds, along with \$30 million a year expected from the Oakland Children’s Initiative (OCI), will result in immediate and lasting impacts. As generous as the county’s taxpayers are in approving these measures, the need still outstrips the resources.

First 5 Alameda County, the administrator of Measure C, estimates it would require more than \$1 billion annually to address the full needs in the ECE system — including family access to child care, workforce development, provider wages, and facilities. We know families and ECE providers are struggling under long-standing inequitable structural conditions that do not give children the full support they need to thrive or compensate providers in recognition of their important work.

IN ALAMEDA COUNTY:

FAMILIES STRUGGLE TO MAKE ENDS MEET

It costs a family of four:



\$171,000

to meet basic expenses:
child care, housing, and
food in Alameda Countyⁱⁱ



~34%

of the County's children under
age 18 are enrolled in Medi-Cal,
California's Medicaid program.ⁱⁱⁱ

The inflation-adjusted median cost
per month of preschool care is:^{iv}



\$1,850

for licensed
center-based care

\$1,566

for licensed
family child care

The cost of infant care per month is:

\$2,338

for licensed
center-based care

\$1,635

for licensed
family child care

Care costs continue to increase in Alameda County and have outpaced even the growth in the cost of housing.^v

ECE EDUCATORS STRUGGLE TO MAKE ENDS MEET



\$47,630^{vi}

mean annual wage for a
local child care worker



75%

worry about
paying the bills

54%

worry about
food security.^{vii}

These figures are exacerbated by pay disparities for Black (76%) and Hispanic (85%) women when compared to White non-Hispanic early educators nationally.^{viii}

UNMET NEED FOR CHILD CARE

Children eligible for subsidized care that are not accessing it are:



90%

(23,300) for infant
and toddler



68%

(18,300) for preschool
age children^{ix}

Unmet need is even greater in certain areas of the county, such as urban unincorporated Alameda County, where unmet need is:



96%

(3,200) for infant/
toddler care



71%

(1,900) for preschool-
aged care^x

PRIORITIZING CHILDREN AND FAMILIES WITH SIGNIFICANT NEEDS

Based on the Alameda County 2024 Point-in-Time Count, on any given night in Alameda County, an estimated:


237

families are
experiencing
homelessness

~400

children
under the
age of 18

The majority of these
families are living in
shelters.^{xi}

As of March 2025, there were


1,117

children under 18 in the
Child Welfare system(CWS)
in Alameda County^{xii}


76%

of the children and families involved
with CWS in 2022 nationwide were
engaged due to neglect^{xiii}

Access to basic needs such as child care provides financial stability, reduces stress, and creates family conditions that support family well-being and reduces CWS involvement.^{xiv}

KINDERGARTEN READINESS

Since 2008, First 5 has conducted school readiness studies in Alameda County, finding that **2 out of 3 children were not ready for kindergarten in 2021-22 as assessed by parents and educators.**^{xv} National research indicates that kindergarten readiness is important for both early learning and later life:



4 out of 5 kids who are not ready at kindergarten do not catch up and are behind at third and sixth grade, which are markers for educational, professional earnings, and life outcomes.^{xvi}

FIRST 5 ALAMEDA COUNTY

First 5 Alameda County is the public administrator entrusted by the community with implementation of Measure C. First 5 is also the contracted Implementation Partner for the Oakland Children’s Initiative (OCI) Early Education Fund, which presents a real opportunity for system alignment. First 5 began its mission in 1998 with California voters’ passage of Proposition 10 with the express intent “to facilitate the creation and implementation of an integrated, comprehensive, and collaborative system of information and services to enhance optimal early childhood development and to ensure that children are ready to enter school.”

First 5 is focused on the entire ecosystem that impacts parents/caregivers and their children and uses a whole community, whole family, and whole child approach to its “North Star,” — that **all children are ready for kindergarten**.^{xvii} First 5’s work is to ensure that policies, systems, communities, and schools support families and children **by creating the conditions that position all for success**, as visualized in the graphic below. See more in First 5’s Strategic Plan in **Appendix D.IV.iii**.



To secure lasting and systemic change, the entire system partnering and supporting children and families must work collaboratively towards common goals. The *development and passage* of Measure C would not have succeeded without a shared sense of purpose and responsibility towards the children of Alameda County. The successful *implementation* of this measure will require the same continued commitment.

Background and Overview of Measure C

Measure C, the Children’s Health and Child Care Initiative for Alameda County, presents an opportunity for Alameda County’s parents, children, child care providers — and our communities as a whole — to begin moving towards a more equitable, coordinated system that supports children and their families, promotes early education and school readiness, and builds a skilled workforce to fill higher-quality jobs throughout the entire early care and education landscape — from Child Care Centers and Family Child Care (FCCs) programs to Family, Friend, and Neighbor (FFN) care.

Alameda County voters approved Measure C in the March 3, 2020 election by a nearly 2:1 margin. After a delay due to legal challenges, California’s Supreme

Court upheld the measure on April 24, 2024. The 20-year ordinance promotes wellness, kindergarten readiness, and school success through investments in early care and education access, provider wages, and the health care safety net.

Measure C is funded through a 0.5 percent sales tax in Alameda County, including internet-based purchases. Of the funds collected each year, 80% is placed into an account dedicated to child care, preschool, and early education activities, and the other 20% goes into an account to be used for pediatric health care.

It is anticipated that approximately \$150 million per year will be collected for early care and education, though the actual amount will vary over time due to changes in the economy.

USES OF MEASURE C FUNDING

The three primary uses of Measure C funding for ECE services are:

- 1 To increase the number of low- and middle-income children from birth to age 12 with access to safe, nurturing, affordable, and high quality child care, preschool, and early education services across the County, with priority for children who (1) are age 5 and younger, (2) are homeless, (3) are from historically underserved communities, or (4) have other high priority needs as designated in the Plan
- 2 To improve the compensation and benefits of Family Child Care providers and early educator employees who provide services under Measure C, by providing rate increases and enhancements to participating providers to support the wage requirements set forth in the Measure
- 3 For reasonable expenditures by First 5 for the efficient administration of the early childhood account, including implementing obligations imposed by the Measure

MEASURE C ROLES AND RESPONSIBILITIES

The Measure sets forth a governance and oversight structure that calls for broad community input into the design and implementation of the investments made pursuant to the Ordinance, while also ensuring accountability throughout the Measure’s 20-year lifespan.

FIRST 5 ALAMEDA COUNTY – THE SYSTEM ADMINISTRATOR

As outlined in Section 2.08.305. of the Ordinance, First 5 is the Administering Agency for the Child Care, Preschool, and Early Education Program. First 5 is accountable to two publicly appointed or elected governing bodies related to the Measure, the First 5 Alameda County Commission and the Board of Supervisors.

RESPONSIBILITIES OF FIRST 5 ALAMEDA COUNTY UNDER MEASURE C

- Development of a 5-Year Program Plan and Budget and Annual Expenditure Plan
 - ▶ Approved first by the First 5 Commission and second by the Board of Supervisors
 - ▶ Annual Appropriation by the Board of Supervisors
 - ▶ Annual Expenditure Plan also shared with the Alameda County Early Care and Education Planning Council
- Allocating funds pursuant to the Annual Expenditure Plan
- Developing, implementing, administering, and overseeing all programs and services
- Staffing the Community Advisory Council (CAC)
- Developing the Evaluation
- Ensuring transparency and public accountability, good stewardship of public resources
- Awarding funds pursuant to contracting requirements of First 5 and the Ordinance

In addition, the Ordinance permits First 5 to maintain a prudent reserve and to reduce the level of service to respond to reduced revenues from the tax.

COMMUNITY ADVISORY COUNCIL – AN APPOINTED SOUNDING BOARD

Measure C also required the creation of an 11-member Brown-Acted Community Advisory Council (CAC) (see **Appendix C.III.**) to develop policy and programmatic recommendations for the implementation of the early childhood-related aspects of the Measure. The deliverables of the CAC listed in the Measure include, but are not limited to:

- 1 Recommendations to First 5 regarding programmatic and fiscal planning
- 2 Initiatives to improve the quality and capacity-building of service providers
- 3 Initiatives to evaluate and improve the administration of programs, particularly including the use of technology to streamline and integrate services
- 4 Strategies to enhance community engagement in the planning and implementation of policies

MEASURE C'S EQUITY AIM

The ECE landscape is fraught with structural inequities, tied to the labor history of Black, Indigenous, People of Color (BIPOC) and poor women as child care providers for wealthier, mostly White, families. Due to gender disparities and the undervaluing of “women’s work,” the body politic has not recognized or resourced child care as a public good and has historically underinvested in the child care infrastructure and workforce. In addition, the locations and resourcing of early care and education programs are deeply tied to the socioeconomics of a neighborhood. Most of the time, inclusion supports are significantly under-resourced, and such services are more challenging to find outside of the private, fee-for-service marketplace. Further, all these factors exist within the context of economic segregation. As a society, to the detriment of our own future, we don’t support families, in particular working-class families, and women and children in accordance with need and to achieve optimal population-based outcomes.

In an important 2024 Guest Essay in the New York Times, Dr. Vivek H. Murthy, the nation’s 19th and 21st Surgeon General, called attention to the stress and mental health concerns facing parents and caregivers, noting these challenges as a public health concern for the country. His prescription? Safe, affordable before- and after-school care programs, playgrounds, libraries, and community centers; predictable work schedules for parents; and workplace leaders who are more understanding of the complexities parents face. As he put it, “parenting is a team sport.”^{xviii}

WHY EQUITY MATTERS IN EARLY CHILDHOOD EDUCATION

The early years are critical for brain development, learning, and socio-emotional growth. Every child has great potential, but disparities children encounter in these early years can be difficult to overcome.



EARLY GAPS CAN LAST A LIFETIME. Poverty, racism, and lack of access to healthcare and early learning opportunities are the socially constructed/malleable conditions that create barriers and stresses for families that can result in developmental gaps. Without equitable conditions, these socioeconomic inequities may lead to developmental delays that widen overtime without intervention and supports, as well as create opportunity and access gaps that widen over time, leading to disparities in academic achievement, employment, health, and well-being.^{xix}



EVERY CHILD DESERVES A FAIR START. Equitable treatment means every child gets what they need to thrive. Some children might need language instruction, inclusion supports, or caregivers that reflect them to feel like they belong and to succeed. Having quality teachers also matters, found economics professor Raj Chetty and his colleagues: “A good kindergarten teacher raises your kindergarten test scores by teaching you skills like how to be a disciplined student. Those skills don’t necessarily show up in later academic tests, but they end up having a big pay-off in the long run.”^{xx}



EQUITABLE ACCESS TO RECREATION OPPORTUNITIES, SERVICES AND OTHER FAMILY SUPPORTS ACROSS COMMUNITIES AND ECONOMIC BACKGROUNDS ALSO PLAYS AN IMPORTANT ROLE. When children across a variety of communities have access to safe outdoor spaces like parks and playgrounds, libraries, and transportation options, their learning and development is enriched.^{xxi}



DIVERSE EXPERIENCES STRENGTHEN LEARNING. When early learning environments are inclusive and responsive to children from all backgrounds, everyone benefits. Diversity enriches the learning environment.^{xxii} For example, researchers have found a broad range of cognitive, health, economic and other personal benefits of early multilingualism.^{xxiii} In Alameda County, 1,753 children in TK and 4,191 children in kindergarten were considered English Learners in the 2023-24 school year, with the majority of children speaking Spanish, Cantonese, and Mandarin.^{xxiv} We have an opportunity to resource our early education settings to more readily leverage Alameda County’s asset of language diversity.



LONG-TERM SOCIETAL RETURNS. Investing in equitable ECE pays off with better individual and community outcomes in terms of health, educational attainment, and economic productivity. The UC Berkeley Labor Center found that this return on investment includes not just benefits to children, but also to the ECE workforce and to parents, all of whom are able to increase their economic outputs through investments in ECE.^{xxv} Some examples of this include:

- For the workforce, these investments will enable the Alameda County ECE system to make strides to narrow the well-documented racial wage gaps in the field and to track and document those shifts using data gathered over time, a strategy recommended by experts in the field.^{xxvi}
- From an individual perspective, a study by Nobel-prize winning economist James Heckman in collaboration with researchers at the University of Chicago and University of Southern California found that high-quality ECE programs can repay upfront costs by 13% per child annually through improvements related to education, health, employment, and social behavior in the following decades.^{xxvii}

EQUITY IN MEASURE C

In recognition of the importance of equity, Measure C addresses people and place-based equity in Pediatric Health and Early Care and Education in Alameda County (2.08.300 and 2.08.303). The Ordinance identifies equity as a guiding principle and calls for the prioritization of funds for children and youth with the highest needs (2.08.300.C.4). The Child Care, Preschool, and Early Education Account (2.08.305.A) is intended to increase the number of low- and middle-income children with access to safe, affordable, and high-quality child care services, with priority for children 0-5, children experiencing homelessness, and those from historically underserved communities (2.08.303.A.1).

The First 5 Commission has adopted a comprehensive [Equity Statement and Principles \(Appendix D.I.\)](#), developed via a participatory staff process, that informs its work. First 5 Alameda County is committed to being an equity-centered, anti-racist, and anti-classist organization.

KEY SYSTEMIC GOAL: BUILDING CONDITIONS THAT SUPPORT SCHOOL READINESS IN ALAMEDA COUNTY

Previously collected data regarding kindergarten readiness in Alameda County has shown that disparities among young learners are largely based on socioeconomic factors such as family income and access to child care and community resources, which have intersectional connections to structural racism.

Local and national data have illustrated the importance of kindergarten readiness, and it is clear children's positioning as they enter kindergarten has a lasting impact on their quality of life through adulthood.



4 in 5 kids who are not ready for kindergarten perform below grade level in 3rd & 6th grade.^{xxviii}

UNIVERSAL COUNTYWIDE TOOL TO ASSESS KINDERGARTEN READINESS

In anticipation of the local ballot measures for early care and education — the Oakland Children's Initiative and Measure C — First 5 engaged in a participatory process to select a tool that will help better understand kindergarten readiness among the county's youngest learners. On behalf of young children, their families, and communities, and with the support of 13 school districts, the California Teachers Association, and in partnership with the Alameda County Office of Education, the Early Development Instrument (EDI) was selected as the standardized assessment tool that will help First 5, in partnership with these and other organizations, collect data on kindergarten readiness across the county.

The rollout of this new tool marks an evolution of data collection and the availability of information about what our communities' children are experiencing in early

childhood. As school districts adopt the EDI, we will have a holistic and comprehensive dataset measuring the **systemic conditions that shape school readiness and may inform budget and policy decision-making.**

At a time when cultural and linguistic bias and chronic underinvestment limit the ability of public institutions to fully support families with young children, the interpretation and prioritization of this data, in partnership with the community, will support a more intentional understanding of local assets and needs. This deeper understanding, along with more resources, collaboration across systems, and new programs and policies, can help establish a more equitable early childhood system that serves all of Alameda County.

ALAMEDA COUNTY'S ECE ECOSYSTEM: A BILLION DOLLAR NEED

First 5 estimates the cost of fully meeting the needs of providers and families in the county requires more than \$1 billion in new spending per year. First 5 estimates the following costs to address system needs at scale:

ECE SYSTEM COMPONENT	TYPE	ESTIMATED NEED (#)	AVERAGE COST (\$)	ESTIMATED COST TO ADDRESS GAPS
Access to Child Care/Slots	Infant/Toddler Care	~23,500 slots	~\$19,700 = \$460M+	\$600 million or more to expand care to all children birth to age 5 eligible for a subsidy
	Preschool Care	~8,200 slots	~\$18,000 = \$150M+	
Wage Floor	Difference in wage w/ Kindergarten salary	~7,000 teachers	~\$60,000	\$400 million or more to bring early educator pay to parity with kindergarten teachers
Workforce (Apprenticeship)	Number of Apprentices	900 (Low) to 1,900 (High) apprentices	\$17,400	\$16 million to \$33 million to provide apprenticeship programs to 1,000 – 2,000 individuals
Facilities	Number of Slots	36,000 (Low) to 80,000 (High) slots	\$50,000	\$2 billion to \$4 billion or more to retain, improve, and expand early care and education facilities
TOTAL ESTIMATED FULL SYSTEM NEED				OVER \$1 BILLION ANNUALLY

The anticipated \$150 million annual revenue from Measure C, added to the funds already collected during the legal process, translates into about \$180 million available for annual expenditures across the remaining life of the Measure. This amount, coordinated with other local investments such as OCI, will only partially address the above needs, creating inherent tradeoffs across the key components of the ECE system. The 5-Year Plan attempts to thoughtfully balance these tradeoffs and ensure that each component of the system benefits from Measure C.

PLAN DEVELOPMENT PROCESS: COMPREHENSIVE, COMMUNITY-INFORMED

Measure C requires the CAC to “promote and facilitate transparency in the administration of the Child Care, Preschool, and Early Education account, including opportunities for public testimony and a community engagement process with parent, provider, and early educator organizations and other stakeholders to receive input and support robust involvement in program development and implementation.” (Section 2.08.304.F).

MEASURE C COMMUNITY LISTENING SESSIONS

To meet the Measure C transparency and community engagement requirements, support the CAC’s learning, and inform the 5-Year Plan, First 5 held more than 63 hours of meetings, with 15 hours of Community Listening Sessions via formal CAC meetings between December 2024 and March 2025. First 5 contracted with WestEd, a nonpartisan research, development, and service agency, to facilitate the sessions, analyze CAC feedback and public testimony, and produce a final report with themes and recommended areas for consideration culled from the listening sessions. This work was concurrent with WestEd’s work conducting similar listening sessions to inform the implementation of the Oakland Children’s Initiative, as well as developing a report for First 5 Alameda County on opportunities for system alignment across the various ECE funding efforts and landscape. (See **Appendix D.IV.vi**)

PARTICIPATORY PROCESS TO INFORM PLANNING

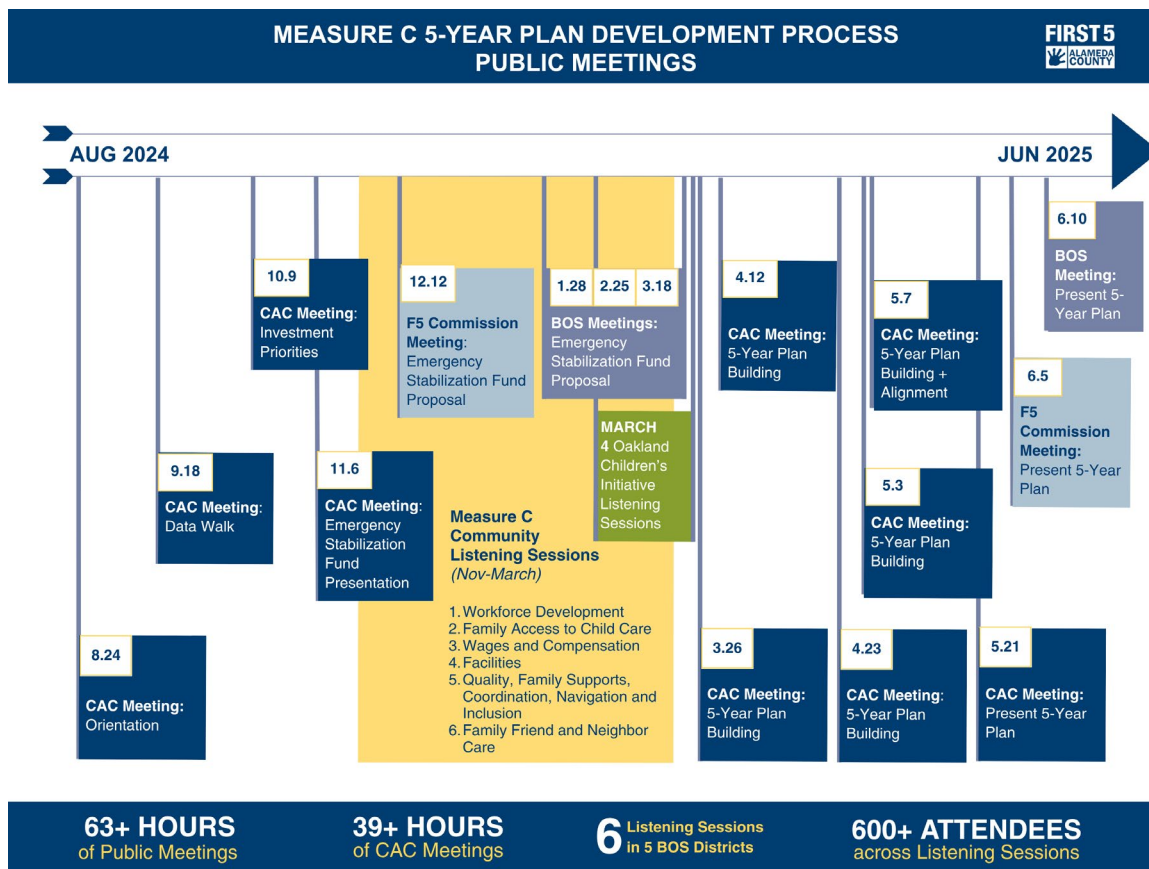
- The six Community Listening Sessions occurred at community-based sites geographically spread across Alameda County, in all five Board of Supervisor Districts, with over 600 (duplicated) attendees across all the sessions.
- While all of the listening sessions focused on the types of expenditures and improvements that could be made using Measure C funds, such as facilities improvements and workforce development, the sixth also specifically focused on the needs of families and caregivers participating in Family, Friend and Neighbor care.
- Attendees at the meetings included center and Family Child Care (FCC) providers, parents, representatives of Alternative Payment and Resource & Referral agencies, county agency staff, and community-based organization (CBO) representatives from throughout the county.
- Each meeting had a Zoom component to allow for remote participation, with live interpretation in Spanish and Chinese as well as written materials available in Cambodian, Chinese, Farsi, Spanish, Tagalog, and Vietnamese.

PLANNING PROCESS

The CAC members, with support from First 5 staff and input from providers, families, and other community interest holders via the listening sessions and public comment opportunities at CAC meetings, spent months considering how to balance important, but potentially competing, priorities in their recommendations to inform the 5-Year Plan.

In December 2024, in response to the CAC for an immediate response to the deep needs of families and providers, First 5 submitted an initial set of investments of the 5-Year Plan, the Emergency Stabilization Fund (ESF; see **Appendix D.IV.iv.**), for approval to the First 5 Commission, and to the Board of Supervisors (BOS). Under threat of litigation, First 5 incorporated the ESF into the full 5-Year Plan. All ESF investments are incorporated into the 5-Year Plan.

As part of the 5-Year Plan process, First 5 staff developed an interactive tool for the CAC to better illustrate the tradeoffs between major investment components. The CAC advised First 5 to seek a balance of investments across the major budget areas of 40% to subsidized child care slots, 40% to provider wages, and 20% to Family, Friend, and Neighbor caregivers (see **Appendix B.IV.**).



The CAC's work ultimately spanned 16 meetings between August 2024 and May 2025, including two day-long retreats. All these meetings were open to the public and administered according to California's open meetings requirements (a.k.a. the Brown Act).

In addition to the process outlined above, and to ensure this 5-Year Plan is responsive to community needs and builds off local assets, First 5 employed several methods to gather ideas, priorities, and questions from members of the community. These included:

- Referenced **community-led and participatory data and research insights** (See “Listening to Community Voices” on page **24** and **Appendix C.IV.**) that were highlighted for the CAC.
- Conducted a **formal survey process** informed by community partners and delivered by Applied Survey Research (ASR) that collected responses from more than 600 parents and nearly 400 providers throughout the county, results of which were presented to the CAC. Launched a **provider outreach call campaign** that reached more than 812 FCCs and centers to gather information about provider needs and share updates about Measure C planning.
- Delivered a total of **41 community presentations** to almost 1,000 participants to introduce and explain Measure C to a variety of audiences.

BUILDING ON COMMUNITY EFFORTS

Measure C was not the first effort to pass a countywide sales tax to provide support for early care and education. Between 2017 and 2018, Alameda County residents built Measure A, an Alameda County Child Care and Early Education Ballot Measure, which aimed to address major issues with the local ECE system. As part of these efforts, advocates across the county developed the Measure A Program Plan informed heavily by community input.

In 2017, the Alameda County Board of Supervisors directed the General Services Agency’s Early Care and Education Program to undertake a Child Care and Early Learning listening initiative, which consisted of almost 100 stakeholder meetings with more than 1,000 invested community members including parents, teachers, directors, providers, and elected officials. A 25-member Steering Committee was formed and met bi-weekly from July 2017 through

January 2018 and revised Program Plan draft components after each round of listening sessions. These proposals were also vetted by a 45-person Advisory Panel, which met three times to provide content expertise. During this time more than 500 feedback forms were collected, vetted, and used to inform the Program Plan components.

While Measure A did not garner the support needed at the ballot box, Measure C and this 5-Year Plan build on the work that Measure A advocates and leaders completed in 2017-2018 and incorporates community feedback collected during that process and components from the Program Plan.

LISTENING TO COMMUNITY VOICES

While accurate ECE data can be difficult to access due to the fragmented nature of the system and years of disinvestment, the field at a local level has been working to assess the Alameda County ECE landscape to better effectuate change. Several local community organizations, government agencies, and advocacy groups have gathered and used data to improve local understanding of the reality of early care in the county. First 5 also sought to incorporate timely input from local ECE coalition Oakland Starting Smart and Strong on the preliminary findings and recommendations from their UPK Impact Project, and consulted the Oakland Fund for Children and Youth (OFCY) strategic plan.

In September 2024, the CAC reviewed a number of these reports illustrating the level of need in the county's ECE system and related systems and services. First 5 is grateful to the community members and organizations who have worked hard to build these community data and research insights.

INCREASING ACCESS TO CHILD CARE SERVICES



Families with the least stability face the greatest difficulties accessing child care.¹

Families emphasized that dependable, affordable child care is crucial for them to sustain their employment and ensure their economic stability.²



Families surveyed in Oakland:

63% rely on Family, Friend, and Neighbor (FFN) care¹

Parents that especially rely on FFN:

- Latino parents
- Student parents
- Those with irregular work hours¹



Statewide estimates indicate approximately 1 in 4 families with children under 5 rely on FFN care.⁴



Oakland Unified School District data indicate that:

39.4% of children entering OUSD kindergarten programs in 2023 had received FFN care³

HIGHER THAN AVERAGE RATE:

41.4% English Learners
46.9% Asian
41.4% Latino families
47.7% Newcomers to the city³

¹ Parent Voices Oakland, Parent Engagement Study: Informal Care in East Oakland, 2017

² Eastern Alameda County Human Services Needs Assessment, 2024

³ Oakland Unified Preschool Experience Study, 2023

⁴ Center for the Study of Child Care Employment, Parent Preferences in Family, Friend, Neighbor, and Nanny Care, 2023

32%
of working families said childcare needs prevented a household member from working or re-entering the workforce²



Kindergarten readiness decreased during the COVID-19 pandemic:

44% of children rated as fully ready in 2019³

33% of children rated as fully ready in 2021-22³



FAMILIES CHILD CARE NEEDED:

- Practical
- Easy to find
- Reliable ways to find child care
- Ways to pay for care⁵



FAMILIES WITH HIGH NEEDS:

1. Homeless families
2. Those with access issues due to transportation or other barriers

are shut out [of the current subsidy system] or ‘fall between the cracks’⁶

PARENTS ARE CHILDREN’S “FIRST TEACHERS ”

Thoughtful and robust parent engagement programs can help parents build knowledge and skills about early childhood development, increase engagement with their children, support early learning through playgroups and parent workshops, help connect parents with one another through new social connection and peer support, help them identify more ways to contribute to their communities and neighborhoods, and connect their families to supportive services.⁷

TOP CONCERNS AROUND CHILDCARE:

1. Housing instability
2. Enrollment challenges
3. Transportation
4. Employment constraints¹

KEY STRATEGIES FOR PROMOTING KINDERGARTEN READINESS INCLUDE:

1. Supporting families with housing resources
2. Investing in family-friendly unhoused infrastructure
3. Cultivating early childhood champions
4. Strengthening funding streams with a focus on equity⁴

CREATE INCENTIVES FOR PROVIDERS TO OFFER CARE:



1. Evening
2. Overnight
3. Weekend⁵

1. Increase capacity for developmental screening
2. Early intervention services across all ECE settings.
3. Expand programs such as Help Me Grow to work more extensively with providers and FFN caregivers.⁵

¹ Parent Voices Oakland, Parent Engagement Study: Informal Care in East Oakland, 2017

² South Hayward Promise Neighborhood survey, 2021

³ Kindergarten Readiness Assessment, First 5 Alameda County, 2021–2022

⁴ Oakland Starting Smart and Strong (OSSS), City of Oakland Early Childhood Ecosystem Opportunities, 2023

⁵ Preliminary Findings and Policy Recommendations from OSSS’s UPK Impact Project, April 2025

⁶ Alameda County Early Care and Education Needs Assessment, 2021

⁷ Oakland Fund for Children and Youth Strategic Plan, 2025-2028

RECRUITING, RETAINING, AND SUPPORTING EARLY EDUCATORS

Emphasized need to eliminate compensation gaps and expand workforce development.¹

Advocated for a mixed delivery system offering culturally affirming care and access through language justice.¹

Called for strengthening data systems to better inform policies and eliminate anti-Black language in data usage.¹

In Dublin, Pleasanton, and Livermore, there has been a reported disruption to the informal care network due to many relocating away from the region.²

Fund comprehensive training programs for all ECE providers focused on issues related to the needs of the Oakland younger child population and families. This includes best practices in multi-lingual learning, special needs inclusion, and trauma-informed practices. Providers should be paid for participation and classroom coverage.³

Targeted funding specifically for programs shifting to care for younger children can help programs adjust to survive.³

ENHANCING CHILD SERVING SPACES

Between 2017 and 2021, the county saw a



24%

reduction in FCC spaces for children birth to 5⁴



8%

reduction overall in infant and toddler spaces⁴

What stopped sites from expanding:



69%

identified a lack of funding⁵



37%

lack of available qualified staff⁵

56% expressed interest in expanding if resources were available⁶

INADEQUATE PROPERTY COMPONENT:²

1. HVAC/ventilation
2. outdoor play spaces
3. mold and lead issues
4. security systems

Of the 324 ECE sites surveyed:

61%

had at least one urgent or inadequate property component⁵

29%

reported six or more urgent or inadequate components⁵

FUNDING FOR ASSISTANCE WITH: facilities upgrades, new equipment, toys, and supplies that are suitable for infants and toddlers is needed.³

¹ Black Californians United for ECE Policy Plan, 2024

² Eastern Alameda County Human Services Needs Assessment, 2024

³ Preliminary Findings and Policy Recommendations from OSS's UPK Impact Project, April 2025

⁴ Alameda County Early Care and Education Planning Council, Alameda County Early Care and Education Needs Assessment, 2021

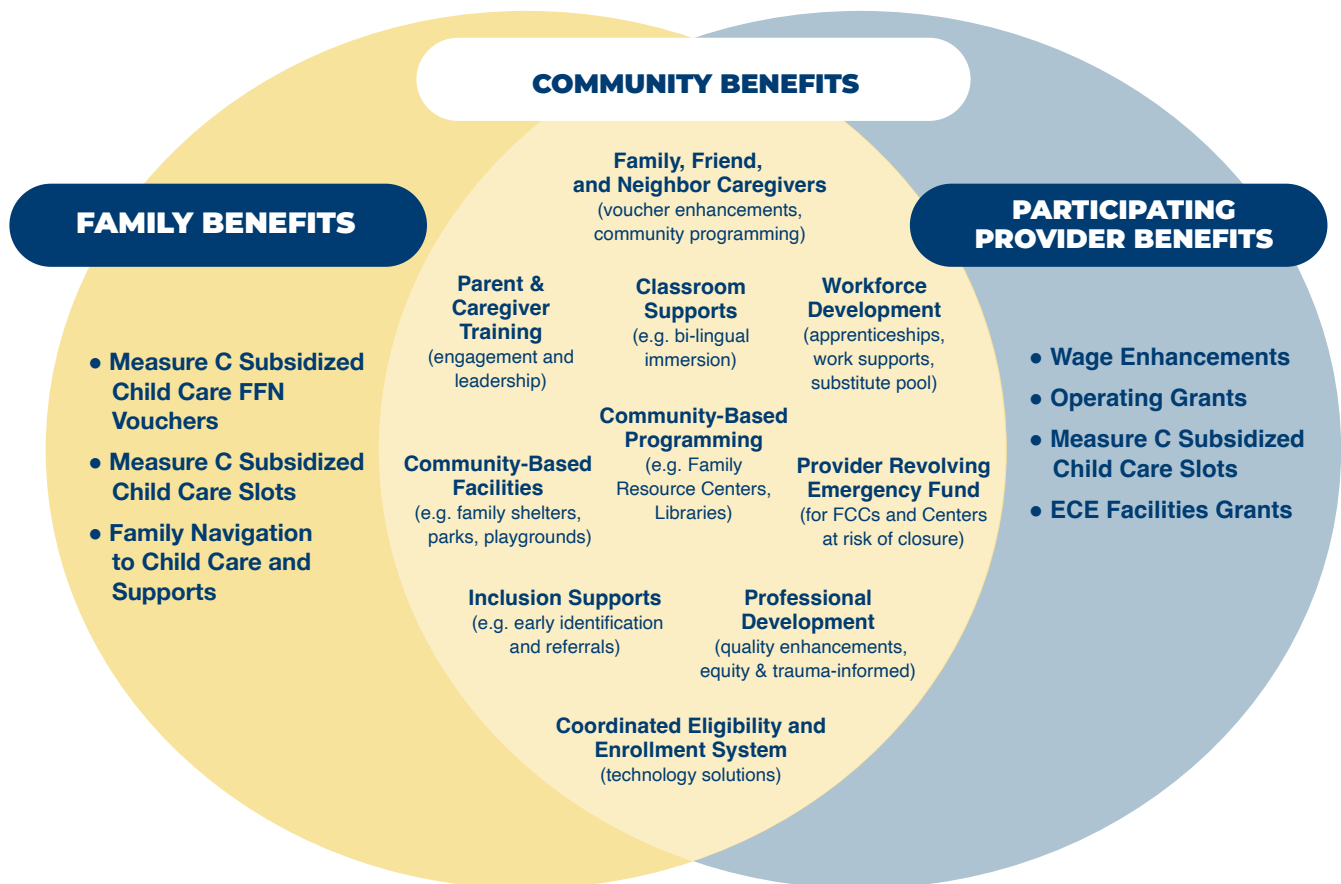
⁵ First 5 Alameda County, Alameda County Early Care and Education Licensed Facilities Assessment, 2022

⁶ Preliminary Findings and Policy Recommendations from OSS's UPK Impact Project, April 2025

Key Components of the 5-Year Plan

5-YEAR PLAN'S INITIAL APPROACH AND FUTURE GOALS

Measure C is a landmark investment in the future of children and families, as well as the ECE infrastructure, in Alameda County. The Ordinance has a strong emphasis on equity, with First 5 embracing a transparent community-driven approach. First 5, informed by the CAC and community partners, has developed a set of strategic investments that will address needs across the landscape of child-serving organizations — from direct service providers such as Family Child Care providers, Child Care Centers, and Family, Friend, and Neighbor caregivers, to critical supporting organizations like Alternative Payment agencies, Resource and Referral agencies, Family Resource Centers, labor, and numerous city and county agencies.



Years 1 and 2 are the most detailed, with Years 3 – 5 continuing and building on initial investments, learning at existing and new tables, and continuing open dialogue on the best approaches to ensuring inclusion, family support, child success, and provider growth and sustainability, among other aspects.

Additionally, we acknowledge the moment of uncertainty at which this Plan arrives. With significant changes already occurring at the federal level, fragmented and incomplete data, the potential for additional economic instability, and a change in state administration set to take place halfway through the implementation of this initial 5-Year Plan, in addition to local shifts in administrative leadership and elected officials, the Plan takes a measured approach allowing for the potential of out-year growth and refinement as the landscape is better understood. Ideally, the creation and implementation of key infrastructure, data reporting, and other supportive services will continue to allow for early successes that we can build upon together moving forward through the life cycle of Measure C.

Throughout the 5-Year plan, and particularly in Years 3 – 5, First 5 will refine strategies and investments based on:

- Data insights to gain a clearer understanding of the landscape and respond to community needs
- Finances and capacity to ensure full utilization of federal and state funding
- Community engagement of families and providers to inform evolution
- Audit and preliminary evaluation findings, compliance with all Ordinance mandates
- Coordination of the bundle of resources and supports available to participating providers and the broader community

The Plan contains investments in 21 strategy areas, grouped among five broad goals that are responsive to the mandates of the Ordinance and community priorities (see **Appendix C.V.**).



GOAL 1
Increasing Access to
Child Care Services



GOAL 2
Recruiting, Retaining,
and Supporting Early
Educators



GOAL 3
Enhancing Child-
Serving Spaces



GOAL 4
Accountability and
Measuring Impact



GOAL 5
Effective Administration
and System Improvements

ORDINANCE REQUIREMENT(S)	5-YEAR PLAN GOAL	5-YEAR PLAN STRATEGY	Year 1 \$190M	Year 2 ~\$185M	TOTAL 5 YEAR INVESTMENT ~\$930M	ESTIMATED IMPACT
2.08.303.A.1.	<div>GOAL 1 INCREASING ACCESS TO CHILD CARE SERVICES</div>	<ul style="list-style-type: none">• 1A'. Measure C FFN Subsidized Child Care Vouchers• 1B'. Measure C Subsidized Slots at Centers and FCCs• 1C. Inclusive Supports for All Children• 1D. Connecting Families & Caregivers to Resources• 1E. Use of Technology to Support Access• 1F. Parent and Caregiver Training and Engagement	\$30 M (16%)	\$65 M (35%)	~\$290 M (31%)	<ul style="list-style-type: none">• ~1,000 children gain access to subsidized child care through FFN vouchers• ~1,400 children gain access to child care through new subsidized slots at Centers and FCCs• Engage the community to inform investments in inclusion enhancements• Increased access to child care through increased child care referral and navigation supports and increasing draw-down of state and federal child care subsidies• Engage the community in design of a Centralized Eligibility and Enrollment System to make it easier for families to navigate, providers to fill vacancies, and the efficient use of system resources• Support expertise in parent/caregiver engagement for ECE providers and community-based organizations, promote parent/caregiver engagement activities and leadership opportunities• Increased inclusion via training, screening tools, classroom modifications, materials
2.08.303.A.2. 2.08.306. C. and D.	<div>GOAL 2 RECRUITING, RETAINING, AND SUPPORTING EARLY EDUCATORS</div>	<ul style="list-style-type: none">• 2A. Emergency Grants• 2B'. Minimum Wage Floor and Operating Grants• 2C. Provider Emergency Revolving Fund• 2D. Workforce and Professional Development• 2E'. Family, Friend, and Neighbor Caregiver Supports	\$113 M (60%)	\$86 M (46%)	~\$460 M (49%)	<ul style="list-style-type: none">• ~80% of providers are eligible for \$40K - \$100K payments starting in July 2025<ul style="list-style-type: none">▶ ~1,225 FCC sites, serving up to 13,000 children, with an estimated 1,900 teachers▶ ~400 Center sites, serving up to 24,000 children, with an estimated 3,600 teachers• Raise wages for early educators at Measure C providers to at least \$25/hour (Year 2)<ul style="list-style-type: none">▶ ~225 Center sites with over 1,900 teaching staff that care for an estimated 10,000 children▶ ~700 FCC Owners and over 400 FCC assistants that care for an estimated 7,000 children▶ Estimated annual wage increase up to \$25,000• FCC and Center providers at risk of closure will be able to remain open• Access to apprenticeship and other workforce pathways for more than 300 educators supporting paid entry into the field• Access to substitutes for early educators to take time off and participate in professional development• Engage the community to define quality ECE and inform quality improvement investments• ~2,750 FFN caregivers serving approximately 5,000 children will receive \$4K relief grants• ~1,200 FFN caregivers serving approximately 1,500 children will benefit from new health and safety equipment• ~\$500 monthly voucher enhancement for FFN caregivers (Year 2)
2.08.306.D.	<div>GOAL 3 ENHANCING CHILD-SERVING SPACES</div>	<ul style="list-style-type: none">• 3A. Early Care and Education Facilities• 3B. Community Spaces	\$21 M (11%)	\$11 M (6%)	~\$65 M (7%)	<ul style="list-style-type: none">• Estimated 2,000 children gain greater access to safe, high-quality spaces• Increased infant/toddler care spaces to meet demand• Expand and improve child-serving facilities at FRCs, shelters, and other community spaces including parks, playgrounds, and libraries
2.08.307.C.2 2.08.307.D.	<div>GOAL 4 ACCOUNTABILITY AND MEASURING IMPACT</div>	<ul style="list-style-type: none">• 4A. Measure C Evaluation• 4B. Kindergarten Readiness Community Study• 4C. Data and Technology to Improve Systems• 4D. Measure C Audit and Compliance	\$6 M (3%)	\$5 M (3%)	~\$25 M (3%)	<ul style="list-style-type: none">• Support evaluation of Measure C expenditures and impacts• Compliance with ordinance mandate, and evaluate broader system impact in coordination with OCI evaluation, organized labor, and community partners• Implementation of Early Development Instrument (EDI) to analyze kindergarten readiness, inform planning, investments, and policy advocacy• Develop robust data systems to support transparency, program evaluation, design and decision-making• Ensure First 5 continues to have clean audit findings as we grow our role in the early childhood system
2.08.303.A.3. 2.08.307. B.	<div>GOAL 5 EFFECTIVE ADMINISTRATION AND SYSTEM IMPROVEMENTS</div>	<ul style="list-style-type: none">• 5A. Community Advisory Council (CAC) and Community Participation• 5B. Measure C Early Educator Orientation Sessions• 5C. Communications• 5D. Administration	\$19 M (10%)	\$18 M (10%)	~\$90 M (10%)	<ul style="list-style-type: none">• Ensure sufficient administrative capacity to administer programs• Ensure robust and diverse participation to inform Measure C investments• Support strategic communication and broader awareness and participation in Measure C programs and resources• Enable effective participatory planning, implementation, administration, engagement, and measurement to ensure Measure C's success• Leverage and coordinate local, state, and federal funds in service to a more effective and synchronized early childhood system that makes smart use of public dollars

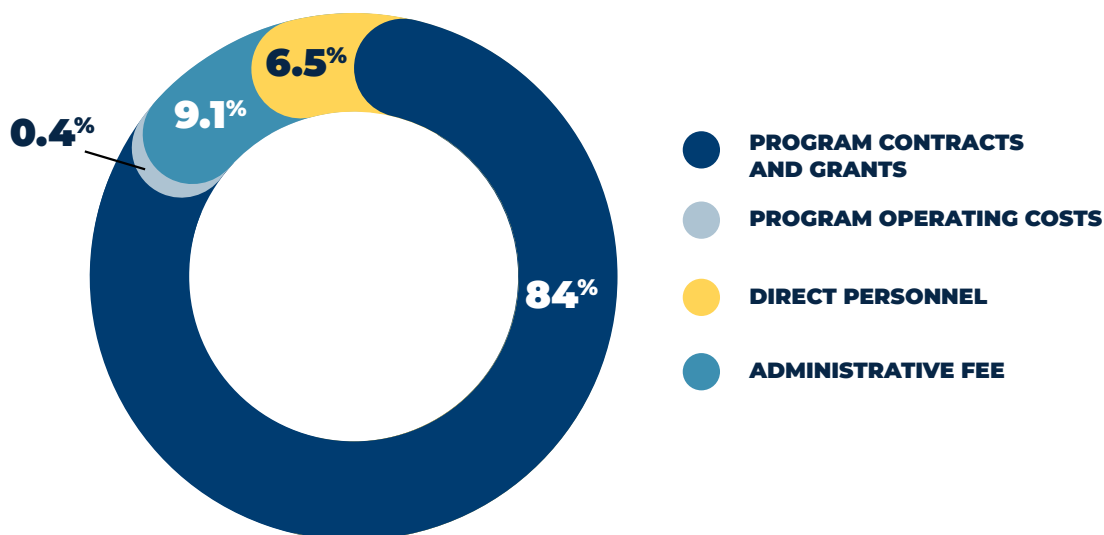
*As part of the 5-Year Plan process, the CAC advised First 5 to seek a balance of investments across the major budget areas of 40% to subsidized child care, 40% to provider wages, and 20% to Family, Friend, and Neighbor caregivers. The 5-Year Plan aligns with that guidance with the following proposed annual funding amounts starting in Year 2: 40% - GOAL 1: Increasing Access to Child Care Services via •1A. ~\$15M and •1B. ~\$35M; 40% - GOAL 2: Recruiting, Retaining, and Supporting Early Educators via •2B. ~\$50M; and 20% - GOAL 2: Recruiting, Retaining, and Supporting Early Educators via •2E.~\$25M

5-YEAR BUDGET BY GOAL

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	5-YEAR TOTAL	
GOAL 1. Increasing Access to Child Care Services	\$30.0 M	\$64.8 M	\$64.9 M	\$64.6 M	\$64.7 M	\$289.0 M	31%
GOAL 2. Recruiting, Retaining and Supporting Early Educators	\$113.3 M	\$86.0 M	\$86.1 M	\$86.2 M	\$86.3 M	\$457.9 M	49%
GOAL 3. Enhancing Child-Serving Spaces	\$21.0 M	\$10.8 M	\$10.8 M	\$10.8 M	\$10.9 M	\$64.3 M	7%
GOAL 4. Accountability and Measuring Impact	\$6.4 M	\$5.2 M	\$4.9 M	\$5.9 M	\$4.8 M	\$27.2M	3%
GOAL 5. Effective Administration and System Improvements	\$19.0 M	\$18.4 M	\$18.2 M	\$18.6 M	\$18.6 M	\$92.8 M	10%
TOTAL	\$189.7 M	\$185.2 M	\$184.9 M	\$186.1 M	\$185.3 M	\$931.2 M	100%

The initial appropriation of \$209.6 million includes the Year 1 annual budget of \$189.7 million and up to \$19.9 million for repayment to the First 5 Proposition 10 Sustainability Fund (see **Appendix B**). Years 2 – 5 are planning estimates that are subject to change.

5-YEAR PLAN BUDGET BY EXPENDITURE CATEGORY



Throughout the document, the following definitions apply:

FISCAL YEAR	BEGIN AND END DATES	REFERRED TO AS
2025-26	July 1, 2025 – June 30, 2026	YEAR 1
2026-27	July 1, 2026 – June 30, 2027	YEAR 2
2027-28	July 1, 2027 – June 30, 2028	YEAR 3
2028-29	July 1, 2028 – June 30, 2029	YEAR 4
2029-30	July 1, 2029 – June 30, 2030	YEAR 5



GOAL 1

Increasing Access to Child Care Services

- STRATEGY 1A** Measure C Family, Friend, and Neighbor Subsidized Child Care Vouchers
- STRATEGY 1B** Measure C Subsidized Child Care Slots at Centers and Family Child Care
- STRATEGY 1C** Inclusion Supports for All Children
- STRATEGY 1D** Connecting Families & Caregivers to Resources
- STRATEGY 1E** Use of Technology to Support Access
- STRATEGY 1F** Parent and Caregiver Training and Engagement



BACKGROUND

Measure C requires the 5-Year Plan to **increase access to child care, preschool, and early care services by increasing the number of subsidized and enhanced spaces/slots to serve children.**

Beginning in Year 1 and continuing through Year 5, the 5-Year Plan calls for increased investment in child care access through the creation of new subsidized slots in centers, FCCs, and for families seeking FFN care. In Year 1, approximately 1,000 additional children will gain access to subsidized care. This number is expected to grow to an estimated 2,400 children in Year 2.

In addition to creating new subsidized child care slots, the Plan invests resources to maximize use of existing state and federal subsidized child care funding to expand access and ensure Measure C is the funding of last resort. Families will get increased help finding care that meets their needs from the county's contracted Resource and Referral (R&R) organizations, supplemented by a network of supported Family Resource Centers across the county. Caregivers will receive targeted training and access to resources to support the inclusion of children with special needs, while families will benefit from enhanced mental health services for both children and parents.

RESPONDING TO COMMUNITY-DEFINED PRIORITIES

(Please see **Appendix C.V.** for WestEd report and crosswalk of Goals and Strategies with community priorities from Measure C listening sessions).

The following priorities relate to the theme of FAMILY ACCESS AND SUPPORTS:

- **SUBSIDY SYSTEM:** Simplify and improve the subsidy process to better serve more families and providers. Families face long waitlists, and providers struggle to place subsidized children. Both groups find the application process, eligibility rules, and slow payments difficult to manage.
- **COORDINATION OF FAMILY RESOURCES:** Coordinate efforts across child- and family-serving systems to boost family access and improve child learning and development. This includes early care, education, food, housing, job support, and mental health services.
- **EARLY INTERVENTION AND INCLUSION:** Provide stronger support for families and ECE providers to ensure children receive early intervention services and inclusive care.
- **PARENT AND FAMILY LEADERSHIP:** "Parents are the first and best teachers and advocates for their children, so I would like to see supports for families prioritized, with parents both included in the services and valued as the experts."



STRATEGY 1A MEASURE C FAMILY, FRIEND, AND NEIGHBOR SUBSIDIZED CHILD CARE VOUCHERS

As noted in the Community Listening Session on FFN care (**Appendix C.V.**), and in focus groups conducted by First 5^{xxix}, as well as the Los Angeles report on Family Friend and Neighbor (FFN) care^{xxx}, many families choose FFN care because it is rooted in the community and responsive to the needs of parents and children who have varying schedules, speak a language other than English at home, or may prefer to have their child in the care of a family member or friend for whom there is a personal or cultural connection. FFN care also supports families economically — for example, a child care voucher payment may go to a grandparent, keeping the resource within the family. Measure C recognizes the important role of FFN caregivers in the county and the need for additional investments that support families and caregivers.

SUMMARY OF INVESTMENTS

YEAR 1 - \$15M	YEAR 2 - \$15M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$15M <i>*annual planning estimates subject to change</i>
~1,000 new subsidized vouchers to families with children birth to age 5 for FFN care	Continue ~1,000 subsidized vouchers to families with children birth to age 5 for FFN care	Explore phasing out vouchers for FFN care over time, transition to slots for licensed providers

YEAR 1

Quickly respond to the needs of families for access to care, while a longer-term structure is developed for implementing Measure C contracted slots at licensed providers which are anticipated to provide more stability in the overall system.

- Distribute ~1,000 new subsidized child care vouchers to families with children birth to age 5 for license-exempt, informal care from families, friends, and neighbors across the county (see **Appendix A** for eligibility criteria and anticipated methodology).
 - ▶ Prioritize high-needs groups, including infants and toddlers, families needing after-hour care, children with special needs, families experiencing homelessness, and those in the foster care system.
- We estimate that ~1,000 children will benefit from access to subsidized child care, enhancing early learning outcomes and supporting working families. At the same time, this funding will provide a new income source for around ~800 Family, Friend, and Neighbor caregivers.

YEAR 2

Continue to implement FFN vouchers while ramping up Measure C Subsidized Child Care Slots (Strategy 1B).

- Continuation of ~1,000 FFN vouchers to families with children birth to age 5.
- Assess continued need for FFN vouchers and adjust voucher distribution accordingly.

YEARS 3 – 5

Assess the level of investment in FFN vouchers with the intention to phase out over time as Measure C Child Care Slots (see Strategy 1B) are more fully implemented to create greater stability in the system.



STRATEGY 1B

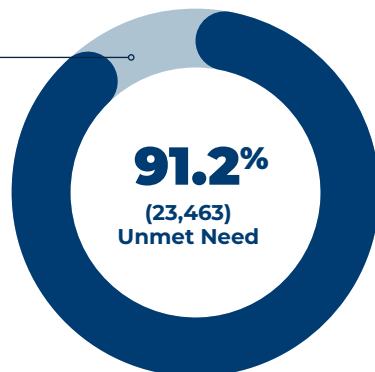
MEASURE C SUBSIDIZED CHILD CARE SLOTS AT CENTERS AND FAMILY CHILD CARE

Findings from the Alameda County Early Care and Education Needs Assessment (2021) found unmet need in both infant/toddler and preschool care. The gap was particularly significant in infant and toddler care, in which only 8.8% of eligible children were found to be accessing subsidized care.

Infant/Toddler Unmet Need for Subsidized Care (2021)

8.8%

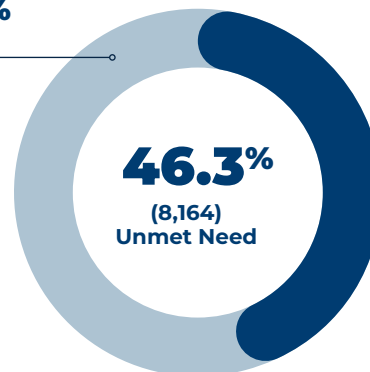
(2,257)
Number of Eligible Children accessing Subsidized Care



Preschool Unmet Need for Subsidized Care (2021)

53.7%

(9,465)
Number of Eligible Children accessing Subsidized Care



Source: Alameda County Early Care and Education Planning Council (2021) *Alameda County Early Care Education Needs Assessment*.

SUMMARY OF INVESTMENTS

YEAR 1 - \$550K	YEAR 2 - \$35M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$35M <i>*annual planning estimates subject to change</i>
Prepare to implement subsidized child care slots for children birth to age 5 at centers and FCCs	Distribute ~1,400 new Measure C subsidized child care slots for children birth to age 5 at centers and FCCs	<ul style="list-style-type: none"> • Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement • Consider increased investments to slots should funding for FFN vouchers transition to licensed providers

YEAR 1

Prepare for the creation of new subsidized Measure C Child Care Slots for children birth to age 5 at **centers and Family Child Care (FCCs)** to launch in Year Two.

- Identify contractor(s) through a procurement process to administer Measure C Subsidized Child Care Slots.
- Develop a plan to ensure Measure C Slots are equitably distributed across the county. (see **Appendix A** for eligibility criteria and anticipated methodology.)
- Provide technical assistance and financial support to help providers prepare to accept subsidized slots, including assistance with strengthening business practices and funding for ECE staff to obtain required infant/toddler units and certifications so they can shift to serving younger children.
- Analyze data on enrollment and expenditures in existing publicly-funded child care systems and provide technical assistance and supports to maximize the use of state and federal funding prior to tapping into Measure C-funded slots.
- Develop data sharing agreements with local and state partners to monitor usage and recommend changes in slot distribution and other aspects of the Program over time.

YEAR 2

Implement new Measure C Subsidized Child Care Slots for children birth to age 5 **at centers and FCCs for an estimated 1,400 children annually across the county.**

- Distribute 1,400 new subsidized Measure C slots at centers and FCC sites across the county. (see **Appendix A** for eligibility criteria and allocation methodology).
 - ▶ Half the slots will be distributed to providers who meet the subsidy eligibility requirements for wage enhancements (see Strategy 2B).
 - ▶ The other half will be available for providers who do not meet the subsidy threshold. The intent is to increase the number of sites offering subsidized child care and to create paths for additional providers to become eligible for the Measure C wage enhancements and operating grants.
- Provide continued technical assistance to support providers with accepting and maintaining subsidized slots.

YEARS 3 – 5

Use learnings from implementation to better coordinate, build capacity, and leverage state and federal funding.

- Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.



STRATEGY 1C INCLUSION SUPPORTS FOR ALL CHILDREN

Building inclusive environments for all children entails centering inclusion in the ECE system and emphasizing consistent quality improvements in classrooms (see Strategy 2D).

Centering inclusion in ECE settings supports development, learning, and a sense of belonging for all children. Research shows that while all children benefit from high-quality ECE, children with disabilities in inclusive classrooms benefit in particular.^{xxxi} Emphasizing inclusion also ensures that children with disabilities or developmental differences can access the same learning experiences, relationships, and environments as their peers.

Finally, inclusion in early childhood lays the foundation for a more inclusive society, where diversity is seen as a strength, not a barrier.

SUMMARY OF INVESTMENTS

YEAR 1 - \$1M	YEAR 2 - \$2M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$2M <i>*annual planning estimates subject to change</i>
<ul style="list-style-type: none"> Fund community-based research through the Alameda County Early Childhood Policy Council (ACECPC) Implement inclusion supports 	Continue and expand inclusion supports based on recommendations from the ACECPC and other stakeholders	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement

YEAR 1

Engage the community to better understand the need for providing high-quality care and services to children with special needs and inform future investments.

- Fund community-based research through the Alameda County Early Childhood Policy Council (ACECPC), a parent-led table, to engage with communities, gather information, and prepare policy recommendations on inclusion supports.

- Implement initial inclusion supports, including:
 - ▶ Offer free screening tools (e.g., Ages & Stages Questionnaires) and provide training to ECE providers on screening tool administration, scoring, and referral processes to strengthen early detection and referral pathways for developmental delays, particularly in under-resourced areas.
 - ▶ Provide resources for ECE providers to improve inclusive practices, such as classroom modifications and adaptive materials.
 - ▶ Expand access to culturally and linguistically responsive Help Me Grow services in ECE settings, including navigation, developmental guidance, and parent support.
- Partner with community groups and system leaders to advocate for improved resources and services for children with special needs across systems.

YEAR 2

Implement based on recommendations of the ACECPC and other community engagement.

- Continue investments in free screening tools and related training for ECE providers, resources for ECE providers to improve inclusive practices, and expansion of Help Me Grow services in ECE settings. Refine investments based on ACECPC recommendations.
- Implement additional inclusion investments informed by ACECPC recommendations, such as partnering with expert community agencies to provide hands-on coaching and technical assistance to ECE providers on adapting classroom environments, routines, and curricula for inclusion.
- Continue partnering with community groups and system leaders to advocate for improved resources and services for children with special needs across systems.

YEARS 3 – 5

- Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.



STRATEGY 1D CONNECTING FAMILIES & CAREGIVERS TO RESOURCES

Listening sessions with families and providers revealed the need for increased navigation supports to ensure that children and their families are matched with available and appropriate child care, as well as critical wraparound services such as food, housing, and transportation.

Community and faith-based organizations play a critical role in providing these navigation services. For example, Family Resource Centers (FRCs) operating across the county help families and caregivers navigate complex systems like child care, education, and other public benefits. Resource and Referral Agencies (R&Rs) also serve an important role in connecting families with child care resources that are accessible, available, and meet their needs.

5-Year Plan investments in this area reflect a continuation of work that First 5 has supported in Alameda County for many years. Starting in 2018, First 5 has supported the CARES Pilot that helped families on CalWORKs experiencing, or at risk of, homelessness connect to child care services.

First 5 intends to continue to partner with public sector agencies such as Alameda County Social Services, Health Care Services, city and county departments, and the Alameda County Office of Education to coordinate existing funding, streamline metrics, and simplify reporting.

SUMMARY OF INVESTMENTS

YEAR 1 - \$6.5M	YEAR 2 - \$6.5M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$6.5M <i>*annual planning estimates subject to change</i>
<ul style="list-style-type: none"> • Fund R&Rs to enhance child care referral and navigation services • Grants for FRCs and shelters to provide basic needs and navigation supports to families and caregivers 	Continued funding for R&Rs, FRCs, and shelters	<ul style="list-style-type: none"> • Continued funding for navigation and community partners • Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement

YEAR 1

- Fund Resource & Referral Agencies (R&Rs) to enhance child care referral and navigation services, including for state and federal child care subsidies, and to increase outreach.
- Grants for shelters and FRCs to support:
 - ▶ Enhanced referrals for families to child care and other basic resources, including additional family navigator positions
 - ▶ Basic needs for families
 - ▶ Family and caregiver engagement and programming, such as playgroups, fatherhood initiatives, and trainings
 - ▶ Expanded community partnerships, including creating, expanding, or enhancing community and neighborhood collaboratives
 - ▶ Training for staff serving children birth to age 5 to enhance service provision
- In collaboration with community partners, establish a Navigator Network to support the sharing of knowledge and resources for Family Navigators working across Alameda County to support children birth to age 5 and their families accessing the services and support they need.
- Explore system coordination with public partners to coordinate funding, streamline metrics, and simplify reporting.

YEAR 2

- Continued funding for FRCs, shelters, and R&Rs to provide navigation and other services.
- Continued implementation of the Navigator Network.
- Continued system coordination.
- Assessment of Year 1 investments to address ongoing navigation and community services needs and strengths, which may include funding for additional partners.

YEARS 3 – 5

- Continued funding for navigation and community programming partners.
- Continued system coordination.
- Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.



STRATEGY 1E USE OF TECHNOLOGY TO SUPPORT ACCESS

SUMMARY OF INVESTMENTS

YEAR 1 - \$2M	YEAR 2 - \$1M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$800K <i>*annual planning estimates subject to change</i>
Design a Coordinated Eligibility and Enrollment System based on robust community engagement and prepare for implementation	<ul style="list-style-type: none"> Pilot program to coordinate eligibility and enrollment for an initial group of providers Continued implementation and improvement of system based on ongoing community engagement 	Ongoing implementation and administration of the system based on available resources, data insights, and community engagement

Measure C requires the 5-Year Plan to include **use of technology** and **data collection strategies** designed to support Plan transparency, program evaluation, design, and decision-making. To support data collection, improve access, and streamline eligibility processes, the Measure provides that the *“Plan may include programs to improve the efficiency and accessibility of early care and education services in the County, and to streamline the administration of the program for parents and providers, including, but not limited to, **technology and data systems to promote the effectiveness of the initiative, integrate information on subsidies, quality and the early care and education workforce, including the development of a centralized eligibility list.**”*

The stated goals of Measure C include improvement of **program accessibility and administrative efficiency for parents and providers, including, where appropriate, the use of technology.**

The current fragmentation of the ECE landscape is difficult to navigate for parents, guardians, and administrators alike. More than 35 agencies in Alameda County support state and federal subsidies, each with separate intake and enrollment processes. Coordinated eligibility and enrollment streamlines access to early care and education services, making the process more equitable and easier for families to navigate through increased partnership and technology solutions. It supports subsidy administrators by reducing administrative burdens and helping fill vacancies, while enabling systems to use resources efficiently, inform planning with data, and improve outcomes through greater coordination.

Given that the goal is to provide increased access for families, administrative streamlining for providers, data and use of technology will be an expected condition of participation in the program.

As part of a robust community engagement strategy to inform the goals, features, and overall design of the coordinated eligibility and enrollment system, First 5 hosted a series of nine monthly workshops with a “Design Team” assembled to reflect the various intended users of the system. This group consisted of 12 parents/primary caregivers of young children and 10 system partners. The purpose of this group is to provide diverse “end user” perspectives to help shape the resulting system that will ultimately streamline the process by which families choose their preferred child care program. First 5 will continue to engage directly with users to inform the design and implementation of the Coordinated Eligibility and Enrollment System.

Visioning Phase Engagement

Design Team	Broader Engagement	Implementation Partner Engagement
<ul style="list-style-type: none"> • Method: collaborative team • Timeline: Oct 2024 – May 2025 • Participation: <ul style="list-style-type: none"> • Families • Family navigators • ECE state and federally contracted staff • Alternative Payment Agency staff 	<ul style="list-style-type: none"> • Method: surveys, interviews, and focus groups • Timeline: Survey completed in Sep 2024; more engagement to begin in early 2025 • Participation: <ul style="list-style-type: none"> • Families • ECE professionals • Internal First 5 staff 	<ul style="list-style-type: none"> • Method: Interviews and focus groups • Timeline: Potential start in Feb 2025 with ongoing engagement • Participation: <ul style="list-style-type: none"> • ECE state and federally contracted staff • Resource & Referral/Alternative Payment agency staff



Design Team Composition

12 Families:

City of Residence	Number of Family Design Team Members
Berkeley	1
Cherryland	1
Dublin	1
Emeryville	1
Fremont	1
Hayward	2
Livermore	1
Oakland	4
Total	12

10 System Partners:

- 2 family navigators
- 4 ECE state and federal contractors
- 4 Alternative Payment Agency staff



YEAR 1

In Year 1, foundational technology investments will support the creation of a more accessible, user-friendly, and secure interface for families seeking child care, featuring all available subsidized program options.

- Launch a mobile-first website with family search options and backend processing for subsidy administrators.
- Conduct a marketing campaign to increase visibility for providers, contractors, and subsidy administrators.
- Establish ongoing user engagement strategy with families, subsidy administrators, providers, and other key partners to guide system design and implementation.
- Begin technology development to solve problems with the fragmented intake processes. This includes robust data collection and quick wins for interoperability with subsidy intake, eligibility, and enrollment data systems in use across the county.

YEAR 2

Launching the subsequent phases of the Coordinated Eligibility and Enrollment System.

- Design and deploy connections between systems to support a more streamlined process for subsidy administrators and improve data collection.
- Release new functionality that meets specific needs identified through ongoing community engagement (user research), with a focus on enhancing coordination and supporting streamlined eligibility and enrollment processes.
- Conduct a year-long pilot with an initial group of subsidy administrators to utilize the identified modules for their eligibility and enrollment process.
- Continue to market the system and boost visibility of providers.

YEARS 3 – 5

- Develop additional core features determined through ongoing user research.
- Sustained user research and system design and delivery to evolve the core functions to meet the complex needs of the various partners across the county.
- Ongoing implementation and administration of the system.
- Continued efforts to market the system and boost visibility of providers.



STRATEGY 1F PARENT AND CAREGIVER TRAINING AND ENGAGEMENT

The stated goals of Measure C include improving **parent engagement as the child's first teacher and as partners and leaders in the programs, services, and policies that support young children's learning and healthy development.**

SUMMARY OF INVESTMENTS

YEAR 1 - \$350K	YEAR 2 - \$350K <i>*planning estimates subject to change</i>	YEARS 3-5 - \$350K <i>*annual planning estimates subject to change</i>
Training for ECE providers and other partners and opportunities for parent/caregiver leadership and ongoing development.	Continued training and leadership opportunities.	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.

YEAR 1

- Fund training opportunities for ECE providers, community organizations, and other entities on parent/caregiver engagement strategies. Specific topics will be informed through a community needs assessment and may include supporting parent-child and/or provider interactions, promoting parent/caregiver mental health, early identification and screening for child development, and father engagement.
- Fund and promote leadership and skill development opportunities for parents/caregivers by meeting families where they are and building on existing relationships and trusted partners, such as Neighborhoods Ready for School partners, Fathers Corps, and other community-based groups, to establish co-learning opportunities.^{xxxii}

YEAR 2

- Continued funding for parent and caregiver leadership and engagement training and skill-building opportunities.
- Assessment Year 1 investments to address ongoing training needs and opportunities, which may include collaborating with additional partners.

YEARS 3 – 5

- Continued funding for parent and caregiver leadership and engagement training and skill-building opportunities.
- Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.



GOAL 2

Recruiting, Retaining, and Supporting Early Educators

- STRATEGY 2A** Emergency Grants
- STRATEGY 2B** Minimum Wage Floor and Operating Grants
- STRATEGY 2C** Provider Emergency Revolving Fund
- STRATEGY 2D** Workforce and Professional Development
- STRATEGY 2E** Family, Friend, and Neighbor Caregiver Supports



BACKGROUND

This 5-Year Plan adopts a multi-pronged approach to support a strong, resilient ECE workforce across all provider types and in partnership with other organizations working towards shared goals. These investments will support efforts to:

- 1 Recruit and retain a skilled workforce and pay staff a competitive wage, while also reducing persistent wage gaps between K-12 educators and ECE educators, as well as comparatively lower wages for Black and Latino/a educators
- 2 Understand and improve work conditions for existing ECE staff
- 3 Create pathways to enter and advance within the ECE workforce, including training and mentorships
- 4 Define and invest in high-quality settings and practices
- 5 Develop and strengthen partnerships across systems to support education, recruitment, and advancement in the field

The strategies proposed to meet this goal include several initiatives to boost operational capacity, pay competitive wages to ECE staff, and support entry into the workforce by new education professionals, as well as retaining and boosting the skills of existing educators.

RESPONDING TO COMMUNITY-DEFINED PRIORITIES

(Please see **Appendix C.V.** for WestEd report and crosswalk of Goals and Strategies with community priorities from Measure C listening sessions.)

The following priorities relate to the themes of **WORKFORCE DEVELOPMENT** and **WAGES AND COMPENSATION**:

- **WORKFORCE DEVELOPMENT:** Address the entire career pathway for providers, including recruitment, professional development, and retention. Invest in career ladder frameworks and stipends for degree programs, mentorships, and paid apprenticeships.
- **PROFESSIONAL DEVELOPMENT AND SUPPORT:** Provide and ensure accessibility of professional development to support high-quality early care and education (i.e., online and in-person learning with flexible schedules and in multiple languages). Create and maintain networks to share resources, advice, and support.
- **GRANTS AND WAGE ENHANCEMENTS:** Provide direct financial support (i.e., grants) and wage enhancements that are competitive with other industries and keep up with the cost of living in the Bay Area.

To keep good teachers, we need clear career pathways and better wages.



STRATEGY 2A EMERGENCY GRANTS

As an immediate investment, the 5-Year Plan includes one-time **Emergency Grants** for centers and FCCs to help stabilize providers during this challenging time (originally called Provider Relief Grants in the Emergency Stabilization Fund).

SUMMARY OF INVESTMENTS

YEAR 1 - \$82M	YEAR 2 - N/A <i>*planning estimates subject to change</i>	YEARS 3-5 - N/A <i>*annual planning estimates subject to change</i>
One-time Emergency Grants for eligible FCCs and centers.	Emergency Grants will be one-time. For other emergency funding opportunities for providers see Strategy 2C .	Emergency Grants will be one-time. For other emergency funding opportunities for providers see Strategy 2C .

YEAR 1

The Emergency Grants application will launch following approval of the 5-Year Plan and release of Measure C funding by the Alameda County Board of Supervisors.

- Emergency Grants for eligible Centers and Family Child Care providers, with the size of the grant based on provider type and licensed capacity. (See **Appendix A** for grant amounts, eligibility criteria, and grant requirements.)
- Requirement to pass funds on to teaching staff (minimum of \$1,000 to each early educator)
- Estimated impact:
 - ▶ 1,225 FCC sites, serving up to 13,000 children, with an estimated 1,900 teachers
 - ▶ 400 center sites, serving up to 24,000 children, with an estimated 3,600 teachers

PROVIDER TYPE	SIZE	LICENSE CAPACITY (children birth to age 5)	GRANT AMOUNT
FAMILY CHILD CARE	Small	6-8 children	\$40,000
	Large	12-14 children	\$50,000
CHILD CARE CENTER*	Small	1-49 children	\$50,000
	Medium	50-99 children	\$75,000
	Large	100+ children	\$100,000

*\$500,000 cap on grants for agencies that operate multiple sites.

Note: The Plan includes an additional \$10.5 million in Emergency Grant funding above the amount in the Emergency Stabilization Fund due to new data on the number of eligible FCCs in the county.

YEAR 2

- Emergency Grants are one-time. The Plan includes ongoing investments to support child care providers, including wage enhancements and operating grants (2B), contracted slots (1B), and a Revolving Emergency Fund (2C).

YEARS 3 – 5

- Provider benefits include wage enhancements and operating grants, contracted slots, and Revolving Emergency Fund.



STRATEGY 2B

MINIMUM WAGE FLOOR AND OPERATING GRANTS

Improving early educator wages is a key component of Measure C. Despite their critical role, ECE educators often earn low wages, affecting the quality of education and workforce retention. Competitive wages are crucial for retaining skilled educators and attracting new talent.^{xxxiii} Low wages lead to higher turnover, disrupting children's learning and development. Additionally, many educators lack access to essential benefits like health insurance, retirement plans, mental health supports, and paid sick leave, undermining their financial security and job satisfaction. Addressing these issues is essential for stabilizing the sector, improving education quality, supporting educators' well-being, and promoting equity.

Measure C requires the establishment of a **wage floor** for early educator employees. Consistent with the Measure, this Plan sets a wage floor that all participating providers will be **required to meet or exceed** for early educator employees, including Family Child Care assistants. (See more on the wage floor in **Appendix D.V.ii.**)

SUMMARY OF INVESTMENTS

YEAR 1 - \$1M	YEAR 2 - \$50M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$50M <i>*annual planning estimates subject to change</i>
Prepare for successful implementation of wage enhancements and operating grants for FCCs and centers.	Provide wage enhancements and operating grants to eligible FCCs and centers. Proposed initial wage floor of \$25/hour.	Ongoing analysis of penetration, implementation, compliance, impact, and potential for expansion based on available resources, data insights, and community engagement.

YEAR 1

Section 2.08.307(A) of the Ordinance requires the wage floor for early educators and assistants to begin at \$15 per hour, increased annually beginning January 1, 2022, by the San Francisco-Oakland-Hayward Consumer Price Index (CPI) or the percentage increase in revenues raised during the previous calendar year, whichever is less ("Adjustment for Inflation"). Based on the required calculation, the wage floor for 2025 is below the current California minimum of \$16.50 per hour, and many local cities have higher minimum wage requirements. All entities that receive Measure C funding in Year 1 will be required to abide by applicable state and local minimum wage requirements.

Year 1 investments will focus on preparation for successful implementation of wage enhancements and operating grants for FCCs and Child Care Centers in Years 2 – 5.

- Identify contractor(s) through a procurement process to administer wage enhancements and operating grants.
- Prepare the infrastructure and contracts needed to implement the wage enhancements and operating grants in Year 2.
- Build capacity through business supports, networks, and trainings to help providers implement payroll processes, tax management, and benefits tracking. This may include the development of shared services to enhance capabilities that ECE providers (especially small centers and FCCs) might lack today.
- Prepare the California Early Care & Education Workforce Registry to support implementation of the wage floor, including for wage verification and certification processes and reporting.

YEAR 2

Use data insights from Year 1 and Emergency Grants (2A) to develop infrastructure, including accurate data, to implement wage enhancements and operating grants for participating providers.

Beginning in Year 2, the proposed wage floor for Measure C participants is \$25/hour for early educator employees, including FCC assistants and center lead teachers, assistant teachers, and associate teachers. The Plan includes a set wage enhancement amount comparable to \$27/hour for FCC owners starting in Year 2.

Initial investments in wage enhancements will be targeted to sites serving children birth to age 5 enrolled in an Alameda County ECE subsidy program (see **Appendix A** for eligibility criteria). Sites that participate in the Measure C Subsidized Child Care Slots will also be eligible for wage enhancements and operating grants. Initial estimates for eligible providers in Year 2 are:

- 225 center sites with more than 1,900 teaching staff that care for an estimated 10,000 children
- 700 FCC owners and more than 400 FCC assistants that care for an estimated 7,000 children

Investments include:

- Wage enhancements for teaching staff at eligible FCCs and centers, with the amount calculated based on the difference between current wages and the wage floor.
- Operating grants to eligible FCCs and centers to address wage compaction, payroll taxes, and discretionary benefits:
 - ▶ Amounts for centers will be based on staffing structure and the wage enhancement amount for teaching staff.
 - ▶ Amounts for FCCs will be based on the wage enhancements for the FCC owner and any assistants teachers.

- Continued technical assistance and business supports to ensure providers who wish to participate in Measure C can meet all necessary requirements and reporting rules.
- Continued partnership with the California Early Care & Education Workforce Registry to support wage verification and compliance with the wage floor.

YEARS 3 – 5

- Ongoing analysis of penetration, implementation, compliance, impact, and potential for expansion based on available resources, data insights, and community engagement.



STRATEGY 2C PROVIDER EMERGENCY REVOLVING FUND

The Community Advisory Council requested an ongoing fund to support emergency needs such as overdue payments on rent, mortgage, or utilities to prevent closures of existing providers.

SUMMARY OF INVESTMENTS

YEAR 1 - \$10M	YEAR 2 - \$10M* <i>*planning estimates subject to change</i>	YEARS 3-5 - \$10M* <i>*annual planning estimates subject to change</i>
Design criteria and processes and launch Emergency Revolving Fund as an additional emergency set-aside for FCCs and centers at risk of closure.	Continue to implement Emergency Revolving Fund, maintaining an annual budget of \$10 million. *Annual contribution adjusted as needed based on Fund utilization	*The intention is for Emergency Revolving Fund to be replenished annually.

YEAR 1

- Design criteria and administrative processes and launch \$10 million Emergency Revolving Fund as an additional emergency set-aside for FCCs and centers at risk of closure.

YEAR 2

- Continue to implement the Emergency Revolving Fund, maintaining an annual budget of \$10 million, adjusted as needed based on Fund utilization.

YEARS 3 – 5

- Intend for Emergency Revolving Fund to be replenished annually.



STRATEGY 2D WORKFORCE AND PROFESSIONAL DEVELOPMENT

Measure C requires development of a comprehensive training and professional development system, including support for educational advancement and degree attainment. A stated goal for the proceeds of the tax created under the Measure is to **improve the economic well-being of the early education workforce** and providers who educate the county's children. This strategy intends to attract and retain teaching staff and support a skilled and stable workforce reflecting our diverse county. This is also an equity strategy, to disrupt wage gaps for providers of color^{xxxiv} and foster leadership pipelines in the ECE field.

SUMMARY OF INVESTMENTS

YEAR 1 - \$3M	YEAR 2 - \$6.5M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$6.5M <i>*annual planning estimates subject to change</i>
<ul style="list-style-type: none"> Invest in existing registered apprenticeship programs. Collect data and engage with community to inform future investments in quality and professional development. 	Continue to invest in promising strategies based on available resources, data insights, and community engagement.	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.

YEAR 1

Build on existing successful models and understand the landscape for scale to meet the system needs.

- Survey to assess workplace conditions of ~4,500 educators (~60% of the workforce) through the Supportive Environmental Quality Underlying Adult Learning (SEQUAL) study to identify improvement opportunities and inform future investments.^{xxxv}
- Invest in registered apprenticeship programs to attract and retain teaching staff and support a skilled, stable, and diverse workforce.
 - Funding is expected to support more than 300 apprenticeship participants.
- Plan for an ECE pathways to quality jobs learning table to coordinate the current landscape, understand gaps, and maximize resources across organizations, such as the Alameda County Office of Education, higher education institutions, and local and state partners.

- Engage with families, educators, ECE providers, directors, and administrators, and other system partners to define “quality early care and education” (see **Appendix D.V.iii.** for Issue Brief on Improving Quality ECE) and identify appropriate measurements and supports. This engagement will inform the development of a comprehensive plan for implementing quality investments in Year 2.
 - ▶ Recommended Measure C investments will supplement and leverage work being done at the state level through Quality Counts (QC), at the federal level, and through other efforts. Quality Counts supports ECE providers through professional development (PD), on-site coaching, and financial incentives to help improve their programs and ensure that children are prepared for kindergarten and to succeed in school and life.^{xxxvi}
- Building from many years of First 5 investment in Quality Counts, fund Resource and Referral (R&R) agencies to continue QC services for centers, FCCs, and FFN caregivers, including training and coaching to support ECE providers with reaching their individualized quality improvement goals. This investment will leverage state QC funding.

YEAR 2

Continue to invest in promising strategies and implement practices based on lessons learned and insights from partners.

- Implement the ECE pathways to quality jobs learning table.
- Continue investment in registered apprenticeship programs and make new investments in other Earn-to-Learn programs, including pathways for FCCs and youth to enter and advance in the ECE field, and for ECE inclusion.
- Create a substitute pool to support ECE educators when they participate in professional development, take vacation or sick leave, or engage in other activities that require them to be out of the classroom. The substitute pool can also serve as an entry point into the ECE field.
- Fund resources to provide, promote, and maintain the highest degree of physical, mental, and social well-being for ECE educators and staff.
- Implement community-informed quality improvement investments, which may include expansion of training offerings, coaching, technical assistance, communities of practice, mentoring, consultation, and funding for ECE sites to support their implementation of quality elements and best practices.
- Continue to engage stakeholders to inform quality supports, measurement, and standards in Years 3 – 5.

YEARS 3 – 5

- Continue implementation of Years 1 – 2 investments in workforce development and quality improvement and refine investments based on available resources, data insights, and community engagement.
- Explore additional workforce development investments informed by data collection and stakeholder engagement in Years 1 and 2, which may include:
 - ▶ Public awareness campaign on the value and professionalism of ECE educators
 - ▶ Investment in additional career pathways, which could include leadership fellowships, access to subsidized higher education, and strategies to recruit career navigators, mentors, and other workforce support positions
 - ▶ Support for ECE workforce scholarship programs
 - ▶ Developing a centralized hub for ECE workforce pathways, services, and resources in Alameda County
 - ▶ Ongoing data collection to inform workforce development needs and uplift professionalism of the field



STRATEGY 2E FAMILY, FRIEND, AND NEIGHBOR CAREGIVER SUPPORTS

It has been noted that the greatest challenge FFN caregivers face is financial. Wages for these caregivers are very low, many do not receive benefits, and some are unpaid. A study of FFN caregivers by the Center for the Study of Child Care Employment found that these caregivers, particularly relative caregivers, often cover the cost of supplies for children in their care.^{xxxvii}

Measure C provides that improving compensation and support for FFN caregivers is an allowable use of funds to address early care and education workforce compensation. See Strategy 1A for more on FFN vouchers in the 5-Year Plan. In the FFN Community Listening Session (see **Appendix C.V.**), FFN caregivers identified themes and desired supports:

- Education, training, professional development, and incentives for participating
- Bringing together FFNs for greater community and to overcome isolation
- Outreach and information about the definition and benefits of being designated as FFN caregivers
- Significant economic gaps between center and FCC providers
- Support with transportation is needed for caregivers and the children in their care

SUMMARY OF INVESTMENTS

YEAR 1 - \$14M	YEAR 2 - \$25M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$25M <i>*annual planning estimates subject to change</i>
Distribute relief grants and health and safety equipment to eligible FFN caregivers.	<ul style="list-style-type: none"> • Provide monthly voucher enhancements to eligible FFN caregivers. • Continue to provide health and safety equipment. • Invest in community programming for FFN caregivers and children in their care. 	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.

YEAR 1

Provide immediate financial relief through grants and supplies to support existing FFN caregivers caring for children receiving an Alameda County subsidized child care voucher (see **Appendix A** for eligibility criteria).

- Distribute one-time relief grants of \$4,000 for FFN caregivers serving children birth to age 12 receiving an Alameda County subsidized voucher.
 - ▶ An estimated 2,750 caregivers serving approximately 5,000 children will receive relief grants.
- Provide health and safety equipment, such as cribs, car seats, and baby gates, for FFN caregivers serving children birth to age 5 receiving an Alameda County subsidized voucher.
 - ▶ An estimated 1,200 FFN caregivers serving approximately 1,500 children will benefit from new health and safety equipment.

YEAR 2

Implement sustained investments to increase the financial stability of FFN caregivers and honor the value of FFN care.

- Provide voucher enhancements of ~\$500 per child per month to existing FFN caregivers of children birth to age 5 receiving an Alameda County subsidized child care voucher.
 - ▶ This investment will reach approximately 2,500 FFN caregivers who care for an estimated 3,300 children. The majority of FFN caregivers provide care for one child.
- Continue to provide health and safety equipment for eligible FFN caregivers to support children in their care.
- Fund community programming for FFN caregivers and children in their care, such as playgroups, child development and child rearing workshops, and child enrichment opportunities. This investment may also include funding for transportation to and navigation of these opportunities to ensure equitable access to programming and resources.
 - ▶ This investment will also benefit families and other ECE providers who will be able to participate in many of these opportunities.
- Launch a public awareness campaign to inform the community about the role and value of FFN care.

YEARS 3 – 5

- Continue Year 2 investments and assess and refine investments based on available resources, data insights, and community engagement.



GOAL 3 **Enhancing Child-Serving Spaces**

STRATEGY 3A Early Care and Education Facilities

STRATEGY 3B Community Spaces



BACKGROUND

Investing in facilities — upkeep, improvements, renovations, and even building from scratch — is a critical aspect of maintaining and growing access to child care. Alameda County’s early care and education infrastructure has been on perilous footing, with many sites lacking resources needed for even basic maintenance, let alone improvements or expansion. The pandemic exacerbated these issues, leading to a loss of child care spaces throughout the county.

Measure C requires funds to be used to **increase the number of low- and middle-income children from birth to age 12 with safe, nurturing, affordable, and high-quality child care, preschool, and early education services across the county**. The measure further states that the 5-Year Plan may include activities designed to **retain, improve, and expand early care and education facilities**.

RESPONDING TO COMMUNITY-DEFINED PRIORITIES

(Please see **Appendix C.V.** for WestEd report and crosswalk of Goals and Strategies with community priorities from Measure C Listening Sessions, and report from OCI listening sessions).

The following priorities relate to the theme of FACILITIES AND INFRASTRUCTURE:

- 1 UPKEEP & REPAIR:** Address the significant wear and tear on child care facilities, which is expensive for providers to address; fund basic repairs, safety upgrades, and compliance with the Americans with Disabilities Act (ADA).
- 2 IMPROVEMENT AND EXPANSION:** Invest in long-term infrastructure upgrades at child care facilities, such as infant and toddler conversions, inclusive environments, play structures, and climate resiliency; convert existing spaces such as faith-based facilities into child care spaces.
- 3 CHILD-FRIENDLY COMMUNITY SPACES:** Invest in parks, playgrounds, and public spaces that are safe and appropriate for early learning activities.
- 4 SIMPLIFY PROCESS:** Coordinate with government agencies to address zoning restrictions, fire safety requirements, and licensing hurdles.
- 5 TECHNICAL ASSISTANCE:** Provide resources and training to support navigating facilities improvements.



STRATEGY 3A EARLY CARE AND EDUCATION FACILITIES

SUMMARY OF INVESTMENTS

YEAR 1 - \$17M	YEAR 2 - \$7M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$7M <i>*annual planning estimates subject to change</i>
<ul style="list-style-type: none"> Facilities grants for centers and FCCs for urgent health and safety and infant/toddler conversion projects Provide equity-focused facilities technical assistance. 	<ul style="list-style-type: none"> Continue and expand focus of facilities grants for FCCs and centers. Continue providing technical assistance. 	<ul style="list-style-type: none"> Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement. Explore innovative models.

First 5's 2022 facilities needs assessment study found that the facilities cost to build enough supply to meet demand for licensed care in the county is likely in the range of \$2 billion to \$4 billion.^{xxxviii}

- 61% of ECE sites had at least one urgent or inadequate property component.
- 69% of respondents identified lack of funding as a reason for not being able to expand their operations, with 56% expressing interest in expanding capacity if resources were available.

Many sites lack funding to keep up with basic maintenance, let alone improvements or expansion. Typical facilities needs include HVAC/ventilation improvements, outdoor play space upkeep, mold and lead abatement, and installation and maintenance of security systems.

YEAR 1

Make immediate investments in health and safety and in infant and toddler conversions and lay the groundwork for longer term expansion and evolution of funding.

- Estimated 50-70 facilities grants for FCCs and Child Care Centers to address urgent health and safety needs and convert more spaces to serve infants and toddlers (see **Appendix A** for eligibility criteria and allocation methodology).

TYPE	MAXIMUM GRANT AMOUNT
CENTERS	Up to \$350,000
FAMILY CHILD CARE	Up to \$150,000

- In-depth, equity-centered technical assistance to support ECE providers with identification of facilities needs, access to funding opportunities, permitting challenges, and implementation of improvements. This will include trainings, workshops, and one-on-one support.
- Report on land use, permitting, and fire marshal regulations for FCCs and Child Care Centers in Alameda County cities and unincorporated areas.
- Community engagement to better understand ECE facilities needs across the county and inform future investments.

YEAR 2

Continue investment in child care facilities and plan for broader community investments and leveraging other public funding.

- Continuation of FCC and child care center facilities grants, with additional focus in the following areas:
 - ▶ High-quality indoor and outdoor spaces.
 - ▶ Inclusive spaces for children and families with special needs.
 - ▶ Spaces that support educator wellness.
- Continuation of in-depth, equity-centered technical assistance, including trainings, workshops and one-on-one support.
- Conduct fiscal landscape mapping to better understand the available funding sources that may contribute to or be leveraged to support facilities investments.
- Develop and leverage partnerships with public agencies, foundations, and other funders to inform investments; coordinate technical assistance; and engage in policy advocacy at the local, state, and federal levels.

YEARS 3 – 5

- Adjust ECE facilities grants based on available resources, data insights, and community engagement, including possible grants for site expansions, conversions, and development of new sites.
- Assess and build upon technical assistance resources.
- Explore innovative models such as community land trusts and other asset-building strategies for ECE; connections between housing and ECE, including for the ECE workforce; and capacity-building efforts for community development intermediaries.



STRATEGY 3B COMMUNITY SPACES

SUMMARY OF INVESTMENTS

YEAR 1 - \$3M	YEAR 2 - \$3M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$3M <i>*annual planning estimates subject to change</i>
<ul style="list-style-type: none"> Facilities grants for FRCs and shelters for urgent health and safety projects. Provide equity-focused facilities technical assistance. 	<ul style="list-style-type: none"> Continue and expand facilities grants for community spaces. Continue providing technical assistance. 	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement.

First 5's Kindergarten Readiness Studies have found that children are more prepared for kindergarten when they live in neighborhoods with more community supports, including sidewalks, a park or a playground, a library, or a recreation center. Families earning at least \$50,000 per year were significantly more likely than lower income families to report the availability of these assets in their neighborhood.^{xxxix} Support for community spaces was further reinforced by the Alameda County Early Care and Education Licensed Facilities Assessment, which recommends funding for "license-exempt care facilities, including family, friend, and neighbor care program settings, Family Resource Centers, drop-in child Care, license-exempt onsite child care in shelters or homeless supportive housing, and playgroup settings."^{xl}

In the Community Listening Sessions (**Appendix C.V.**), many providers and caregivers spoke about the need for more safe, available, and accessible public spaces such as playgrounds, parks, and libraries for them to visit with the children in their care to learn and have enriching experiences. Providers noted that these opportunities could play an important role in their overall child care and early learning approach, without adding significant costs to their operating budgets. Providers and caregivers also expressed concern about the high cost of transportation to these sites.

YEAR 1

Make immediate facilities investments in child and family-serving community organizations; engage community to inform longer term investments.

- Estimated 10-20 facilities grants up to \$150K each for Family Resource Centers and shelters serving children and families, focused on addressing urgent health and safety needs (see **Appendix A** for eligibility criteria and grant requirements).

- In-depth, equity-centered technical assistance to support community spaces with identification of facilities needs, access to funding opportunities, permitting challenges, and implementation of improvements. This will include trainings, workshops, and one-on-one support.
- Community engagement to inform future place-based investments.

YEAR 2

- Adjust facilities grants for community spaces based on available resources, data insights, and community engagement, which may include expanding grant offerings to other community spaces, such as parks and playgrounds, mobile services, and libraries to improve accessibility and quality. Grant offerings may also be expanded to include expansion and new development of community spaces.
 - ▶ In Year 2, facilities grants may be paired with additional funding for programming at community spaces to support their use and sustainability of these spaces.
- Continuation of in-depth, equity-centered technical assistance, including trainings, workshops, and one-on-one support.
- Continued community engagement to inform future investments.

YEARS 3 – 5

- Continued refinement of facilities grants and programming funds for community spaces based on community engagement.
- Assess and build upon technical assistance resources.



GOAL 4 **Accountability and Measuring Impact**

- STRATEGY 4A** Measure C Evaluation
- STRATEGY 4B** Kindergarten Readiness Community Study
- STRATEGY 4C** Data and Technology to Improve Systems
- STRATEGY 4D** Measure C Audit and Compliance



BACKGROUND

Ensuring accountability on the use of Measure C funds and determining the impacts of investments made with and leveraged by the Measure are overarching priorities for First 5. Ensuring wise stewardship of taxpayers' support for these significant and critically needed investments in children, families, and providers is fundamental to the ongoing success of the Measure and its ability to improve the entire ECE system.

RESPONDING TO COMMUNITY-DEFINED PRIORITIES

(Please see **Appendix C.V.** for WestEd report and crosswalk of Goals and Strategies with community priorities from Measure C Community Listening Sessions.) In WestEd's report based on the Community Listening Sessions, recommendations were identified that are aligned with First 5's intentions related to accountability and that measure impact in our role as administrator:

- 1 EQUITY:** Continue to ensure that the 5-Year Plan adheres to the equity aim of Measure C.
- 2 COMMUNITY-INFORMED:** Continue to integrate participatory approaches into Measure C's implementation.
- 3 SYSTEM-BUILDING:** Take an ecosystemic approach to impact.
- 4 SYSTEM COORDINATION:** Continue to seek opportunities for alignment and coherence with other major policies and initiatives and for system building in partnership with local and state leaders.
- 5 PRIORITIZE:** Continue to prioritize promising, effective, and enduring solutions.

First 5 Alameda could work with local elected officials and city and county administrators to leverage local tax investments; include consideration of ECE in policies that impact families and their care providers (e.g., economic development, city planning, public transportation); share school readiness data to inform investment in social and health and human services; and elevate policy priorities to state and federal government.



STRATEGY 4A MEASURE C EVALUATION

SUMMARY OF INVESTMENTS

YEAR 1 - \$450K	YEAR 2 - \$500K <i>*planning estimates subject to change</i>	YEARS 3-5 - \$800K <i>*annual planning estimates subject to change</i>
Establish foundation for the Measure C evaluation and help clarify the activities and structure of Measure C to meet the Ordinance goals.	Implement evaluation methodologies and share initial reports to inform implementation of the 5-Year Plan.	Produce an evaluation report in Year 4 as mandated by the ordinance to support the next 5-Year Plan.

Measure C requires a Program Plan Evaluation during the implementation period of each 5-Year Plan and prior to the development of a new Plan (Section 2.08.307(D)). First 5 has retained American Institutes for Research (AIR) to consult, scope, and design a comprehensive evaluation of Measure C. AIR was selected based on the City of Oakland's competitive procurement for the Oakland Children's Initiative (OCI) evaluation. First 5 sought to align the Measure C evaluation with OCI to support coordinated assessment and evaluation of impact across the Alameda County ECE system, efficiently using public resources by selecting a single contractor to evaluate both initiatives. This evaluation will be conducted with input from the CAC and used to inform future program planning and effective administration. It will be presented publicly to the Board of Supervisors and the Alameda County Early Care & Education Planning Council, as mandated by the Measure C Ordinance.

YEAR 1

AIR will lay the foundation for the Measure C evaluation and help clarify the activities and structure of Measure C to meet the Ordinance goals

- Review data sources and conduct interviews; create a map of interest holders and the corresponding activities funded by Measure C. Develop a data consultation plan to advise on methodology for calculating demand and unmet need for services throughout the county and improving data systems.
- Document the context of the countywide ballot initiative, goals, and interest holders/beneficiaries, which will inform future evaluation plans.

YEAR 2

Implement evaluation methodologies and share documentation to inform implementation of the 5-Year Plan and provide clarity for First 5 Alameda County, the CAC, and the public on how the initiative is designed and implemented.

- Continue to establish data collection systems to support long-term evaluation.
- Establish logic model, monitoring, and impact framework with outcomes of interest and corresponding metrics.
- Establish necessary data collection to support long-term evaluation, with guidance on design and implementation of the data warehouse model to support this aim.
- Produce documentation of key indicators and performance measures, including a public-facing brief on programmatic and financial data collected, logic model, monitoring, and evaluation framework.

YEARS 3 – 5

Produce an evaluation report in Year 4 as mandated by the Ordinance to inform the next 5-Year Planning cycle, supported by the following:

- Implement process study to gauge program implementation and quality of investments.
- Administer surveys, focus groups, and other data collection methods determined by evaluation plan.
- Leverage improved data systems to analyze progress toward outcomes established in logic models.
- Conduct impact analysis using the Kindergarten Readiness Survey (Early Development Instrument) as a core measure of success.
- Produce a formative process study to examine the effectiveness of the current 5-year cycle of investments and inform the next 5-Year Plan and an EDI impact analysis.



STRATEGY 4B KINDERGARTEN READINESS COMMUNITY STUDY

In preparation for the Oakland Children's Initiative and Measure C, First 5 led a collaborative process to select a tool that will strengthen our understanding of kindergarten readiness across Alameda County. With support from 13 school districts, the California Teachers Association, and the Alameda County Office of Education, we selected the Early Development Instrument (EDI) as our countywide assessment (see **Appendix D.IV.v.**).

First 5 will use EDI data in partnership with communities to analyze and share insights to inform policy, guide investments, and help shape conditions that improve school readiness for all children. School districts will be expected to participate in the EDI as part of their participation in Measure C, with the intention of achieving universal use for all participating partners by the second 5-Year Plan.

SUMMARY OF INVESTMENTS

YEAR 1 - \$2M	YEAR 2 - \$2M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$1.5M <i>*annual planning estimates subject to change</i>
Implement the Early Development Instrument (EDI).	Use data gathered from the EDI to provide an in-depth understanding of public system and community investment needs and inform future investments.	<ul style="list-style-type: none"> Continue to implement the EDI every 3 years. Use data gathered from the EDI to provide an in-depth understanding of public system and community investment needs and inform future investments.

YEAR 1

Implementation of the Early Development Instrument (EDI). This includes training educators, establishing data-sharing agreements, engaging families and communities, and the following activities, in partnership with educators, community members, school districts, and administrators of the county's education system:

- Fund school districts through EDI Planning and Implementation Grants to support an EDI coordinator. The EDI coordinator will serve as the primary liaison between the school district and First 5, ensuring smooth communication, coordination, and data transfer for the successful implementation of the EDI study.
- Kindergarten teachers across participating districts will complete the EDI observation tool for each child in their classroom.
- Collect complementary data, such as neighborhood indicators, assets, and the administration of a parent survey.

YEAR 2

Highlight key trends and disparities across the county, supporting stakeholders in making informed decisions about investments, policy advocacy, and program improvements.

- Support districts that faced implementation challenges in Year 1.
- Publish accessible and actionable findings through interactive maps and tailored reports.
- Use data gathered to provide an in-depth understanding of public system and community investment needs and inform future investments.
- Engage with and support community interest holders and systems partners to review findings and co-create strategies.
- Participate in local, regional, and/or national learning communities.
- Create a community innovation fund to spark local use of the EDI data.

YEARS 3 – 5

- Implement the second countywide EDI study.
- Use findings to support system building, policy advocacy, and guide resources to support equitable outcomes for young children.
- Incorporate findings into our evaluation framework for Measure C to assess progress toward strategic goals and equitable outcomes, support continuous quality improvement, and strengthen program effectiveness.
- Design community data programs to train local leaders to take action with these data.



STRATEGY 4C DATA AND TECHNOLOGY TO IMPROVE SYSTEMS

Measure C provides for, and the success of the Measure depends on a more robust, accurate, and reliable set of data on the local ECE system. The complexity, fragmentation, and historic underinvestment in the local ECE system means that collection of uniform, accurate, and timely data across provider types is a significant system-level challenge. Section 2.08.307.C.2 of the Ordinance calls for **data collection strategies to support Plan transparency, program evaluation, design and decision-making**, as well as the following goals:

- | | |
|--|---|
| <p>1 Increasing access to quality subsidies and slots</p> | <p>3 Improving retention of early care and education staff</p> |
| <p>2 Increasing wages and compensation</p> | <p>4 Improving the professional development and advancement of early educators</p> |

To meet this mandate, it is critical to build capacity for:

- Coordinated data sharing across the network of Alternative Payment agencies and Resource and Referral agencies
- Collection of structured, consistent data to support program design, policy advocacy, longitudinal analyses, and evaluation efforts
- Development and deployment of a data warehouse infrastructure to support tracking of program utilization across investments over time

SUMMARY OF INVESTMENTS

YEAR 1 - \$1.6M	YEAR 2 - \$435K <i>*planning estimates subject to change</i>	YEARS 3-5 - \$410K <i>*annual planning estimates subject to change</i>
<ul style="list-style-type: none"> Design and implement a data warehouse and data security program. Conduct Family, Friend, and Neighbor survey. 	Develop and enhance data systems, integration, and storage.	Develop and enhance data systems, integration, and storage.

YEAR 1

Develop data infrastructure and collect data to support transparency, evaluation, design, and decision-making.

- Conduct a survey to help identify the needs, strengths, and challenges of FFN caregivers to inform policies, resources, and programs that promote safe, nurturing environments and engaging enrichment activities for young children in FFN care. The survey will build on a series of six focus groups conducted in Spring 2024 with 27 FFN caregivers in partnership with 4Cs of Alameda County, Bananas, and Hively.
- Develop Phase I of the data warehouse to increase efficiency and ease-of-use reporting, monitoring, and operational data systems. Include both First 5 internal and external data systems from ECE programs, partners, and sites. Components may include:
 - ▶ Child-level demographic and program participation data (e.g., enrollment, developmental assessments)
 - ▶ Ability to link child-level data across programs and services, by unique child identifier
 - ▶ Program site data, including data on structural, quality, and workforce demographics
 - ▶ Privacy protection and security policies
 - ▶ Interoperability capacity with other partner data systems
- Conduct a security and risk assessment of technology systems and implement a modern security operation.

YEAR 2

- Implement Phase II of the data warehouse to increase functionality and interoperability.
- Implement data integrations connected to the Coordinated Eligibility and Enrollment System (Strategy 1E).
- Design and implement a data science practice to facilitate advanced analysis of the data collected via Measure C activities, utilizing Machine Learning and modern statistical tools to analyze increasingly large, complex datasets that describe the inputs and impacts of Measure C.

YEARS 3 – 5

- Develop data integrations into local and state data systems.
- Invest annually in a data science program to conduct more sophisticated analyses and build automated analyses processes and leveraging AI when appropriate.



STRATEGY 4D MEASURE C AUDIT AND COMPLIANCE

Measure C (section 2.08.301E) requires that the Board of Supervisors “shall cause to have conducted an independent financial audit on an annual basis,” and for the findings to be shared with the CAC, the Board of Supervisors, and made available to the public. First 5 also has an annual independent audit, and since our inception in 1998, has a record of clean audits, with no findings. The 5-Year Plan includes investment in the administrative costs required to complete the audits.

In addition, First 5 is investing in ongoing compliance monitoring activities and legal services for Measure C.

SUMMARY OF INVESTMENTS

YEAR 1 - \$600K	YEAR 2 - \$600K <i>*planning estimates subject to change</i>	YEARS 3-5 - \$600K <i>*annual planning estimates subject to change</i>
<ul style="list-style-type: none"> Establish infrastructure. Conduct annual independent financial audit. Ongoing compliance monitoring and legal services. 	<ul style="list-style-type: none"> Conduct annual independent financial audit. Ongoing compliance monitoring and legal services. 	<ul style="list-style-type: none"> Conduct annual independent financial audit. Ongoing compliance monitoring and legal services.

YEAR 1

- Establish infrastructure for compliance tracking and monitoring.
- Conduct annual independent financial audit.
- Communicate findings.
- Ongoing compliance monitoring and legal services.

YEAR 2

- Conduct annual independent financial audit and communicate findings.
- Ongoing compliance monitoring and legal services.

YEARS 3 – 5

- Conduct annual independent financial audit and communicate findings.
- Ongoing compliance monitoring and legal services.



GOAL 5

Effective Administration And System Improvement

STRATEGY 5A Community Advisory Council and Community Participation

STRATEGY 5B Measure C Early Educator Orientation Sessions

STRATEGY 5C Communications

STRATEGY 5D Administration



BACKGROUND

First 5 Alameda County is honored to be the Administering Agency for the Child Care, Preschool, and Early Education Account. As required by the ordinance, the Administering Agency fulfills a number of critical roles in ensuring timely, efficient, and effective administration of the Measure, including serving as the primary point of contact and accountability for the public, named oversight agencies, the CAC, affected parents, and participating providers.

The strategies under this goal will help to ensure the Measure is implemented with integrity and in compliance with the Ordinance and coordinate and leverage other local (e.g., the Oakland Children’s Initiative (OCI)), state, and federal funding in a way that improves and enhances the ECE system in Alameda County and serves as a model for other systems in California and nationwide.

RESPONDING TO COMMUNITY-DEFINED PRIORITIES

(Please see **Appendix C.V.** for WestEd report and crosswalk of Goals and Strategies with community priorities from Measure C Listening Sessions.) In WestEd’s report based on the Community Listening Sessions, recommendations were identified that are aligned with First 5’s vision of our role as administrator to improve the broad ECE system:

- 1 EQUITY:** Continue to ensure that the 5-Year Plan adheres to the equity aim of Measure C.
- 2 COMMUNITY-INFORMED:** Continue to integrate participatory approaches into Measure C’s implementation.
- 3 SYSTEM-BUILDING:** Take an ecosystemic approach to impact.
- 4 SYSTEM COORDINATION:** Continue to seek opportunities for alignment and coherence with other major policies and initiatives and for system building in partnership with local and state leaders.
- 5 PRIORITIZE:** Continue to prioritize promising, effective, and enduring solutions.

Though Measure C’s funding is significant—even transformational—it is insufficient to meet all of the ECE needs in Alameda County. Thus, the 5-Year Plan should prioritize high-leverage opportunities to improve the system in long-term ways rather than investing in opportunities that are short-term or do not result in lasting systems improvement.



STRATEGY 5A COMMUNITY ADVISORY COUNCIL (CAC) AND COMMUNITY PARTICIPATION

First 5 is committed to participatory public engagement process in Measure C. This includes intentional community and provider engagement by hosting multilingual information gathering opportunities in different geographic areas of the county, and targeted outreach to ensure that Measure C investments are designed using input from the community and the field. First 5 supports the full participation of CAC members, and adherence with the Brown Act and Government Code Section 1090. This strategy promotes the public's ability to access and participate in meetings, including providing food, travel reimbursement, child care stipends, space rental/janitorial services, meeting supplies/equipment, printing, participatory facilitation, applicable summary reports, legal advisement and facilitation, and interpretation and translation.

SUMMARY OF INVESTMENTS

YEAR 1 - \$300K	YEAR 2 - \$200K <i>*planning estimates subject to change</i>	YEARS 3-5 - \$400K <i>*annual planning estimates subject to change</i>
Support CAC meeting costs and community engagement.	Continued CAC public process to inform evolution of implementation.	Additional resources allocated in Years 4 and 5 to support listening sessions and planning for the next 5-Year Plan.

YEAR 1

Support CAC meeting costs and community engagement.

- Design CAC meetings to inform implementation of the plan as data insights and lessons emerge.
- Include participatory processes and community engagement opportunities countywide, such as the Community Listening Sessions.
- Continue to provide meeting supports such as child care, translation, interpretation, and food to promote access for all families and providers.

YEAR 2

- Continued CAC public process to inform evolution of implementation.

YEARS 3 – 5

- Additional resources are allocated in Years 4 and 5 to support listening sessions and community engagement to inform planning for the next 5-Year Plan.



STRATEGY 5B MEASURE C EARLY EDUCATOR ORIENTATION SESSIONS

First 5 is committed to meeting the legal requirements mandated in Measure C (section 2.08.307.B of ordinance in **Appendix C.I.**) for orientation sessions “to ensure that participating child care and early education program staff understand the new programs, are informed of their rights, and best serve the interests of Alameda County families and children.” These sessions will be designed in partnership with labor to be accessible and informative for program staff.

All entities that receive Measure C funding will be required to have their program staff attend an informational orientation session. Staff required to attend include, but are not limited to, Family Child Care providers, their assistants, Family, Friend, and Neighbor caregivers, and center-based early education staff. Regular, in-person orientation sessions shall be conducted on at least a bi-annual basis.

SUMMARY OF INVESTMENTS

YEAR 1 - \$250K	YEAR 2 - \$250K <i>*planning estimates subject to change</i>	YEARS 3-5 - \$100K <i>*annual planning estimates subject to change</i>
Host Measure C Orientation Sessions for all participating providers.	Host Measure C Orientation Sessions for all participating providers.	Host Measure C Orientation Sessions for all participating providers.

YEAR 1

For Fiscal Year 2025-26, all program staff of Family Child Care programs (FCCs), Child Care Centers, and Family, Friend, and Neighbor (FFN) caregivers that receive Measure C funding will be required to attend in-person orientation sessions, specifically:

- FCC owners/providers and assistants
- Center teachers, lead teachers, associate teachers, and assistant teachers
- FFN caregivers

YEAR 2

- Continue to meet ordinance mandates related to orientation.

YEARS 3 – 5

- Continue to meet ordinance mandates related to orientation.



STRATEGY 5C COMMUNICATIONS

These investments will support strategic communication and broader awareness and participation in Measure C programs and resources. The intention is to communicate effectively with families, the ECE field, public officials, and partners to generate awareness and participation in design, implementation, measurement, and support of Measure C. This includes using communications to intentionally reach and enroll families and providers who may be disconnected from the subsidy system or have barriers to accessing the resources from Measure C. The intention is to partner and co-design processes as is administratively feasible recognizing the ethnic and geographic diversity of providers and families.

SUMMARY OF INVESTMENTS

YEAR 1 - \$475K	YEAR 2 - \$300K <i>*planning estimates subject to change</i>	YEARS 3-5 - \$300K <i>*annual planning estimates subject to change</i>
Launch communications strategies to develop Measure C branding, build awareness, and generate participation.	Continue communications strategies to build awareness of Measure C branding and generate participation from providers and families.	Continue communications strategies to build awareness of Measure C branding and generate participation from providers and families.

YEAR 1

Launch Measure C communications strategies to build awareness and generate participation.

- Public awareness campaign to raise ECE provider, family, and community awareness of Measure C and the opportunities it will provide.
- Strategic communications consulting to develop a Measure C communications plan and support implementation.
- Other communications support, including translation and interpretation and graphic design and social, print, and multi-media outlets.

YEAR 2

- Continue building Measure C awareness, supporting program implementation, and language accessibility.
- Introduce impact storytelling to support qualitative evaluation, program monitoring, policy advocacy, and program planning.

YEARS 3 – 5

- Implement and adapt communication strategies to support adoption and success of initiatives, e.g., to support participation in workforce development programs, communications with families about participation in kindergarten readiness assessment, and spreading awareness about new subsidy and enrollment tools and platforms.
- Continue impact story gathering and amplification to support broader Measure C goals.



STRATEGY 5D ADMINISTRATION

As Administrator of Measure C, First 5 must maintain sufficient staff capacity to implement, monitor, and support the Measure's investments. This includes providing technical assistance, programming across agencies and communities, and fiscal policy through the leveraging and coordination of local, state, and federal funding streams. These funds will enable effective planning, implementation, administration, engagement, and measurement to ensure Measure C's success. First 5 will:

- Design programs and investments, through participatory processes as administratively feasible, to remove barriers for families, providers, and partners to maximize participation and scale.
- Design a mandated orientation program, with input from partners, to be attended by all educators employed by participating providers.
- Develop Requests for Proposals, lead procurement processes and awards, and develop scopes of work with performance metrics.
- Establish and operationalize a compliance plan that ensures compliance with the objectives of the Ordinance and ensures successful audits.
- Create linkages across systems and initiatives, such as First 5's Neighborhoods Ready for School, the Oakland Children's Initiative (OCI), Oakland Starting Smart and Strong, Oakland Fund for Children and Youth (OFCY), Hayward Promise Neighborhood, Rise East, My Eden Voice, and Tri-Valley, to improve results for children and families.
- Create financial architecture to maximize and coordinate local funding streams such as OCI and OFCY and leverage state and federal funding, such as CalWORKs, Medi-Cal, California State Preschool Program, Community Development Block Grant, and Head Start.
- Use administrative infrastructure to create efficiencies and coordinate resources with other public agencies (e.g., Alameda County Social Services Agency, Health Care Services Agency, Alameda County Office of Education), such as via procurement, streamlined metrics, and simplified reporting.
- Use Measure C as a model, including documenting lessons learned, to inform other local, state, and federal policy related to early care and education and seek out and leverage lessons learned for efforts occurring in other municipalities in the country.
- Advocate for policies that improve community conditions for children and families.
- Build and sustain First 5 staffing and infrastructure to support planning, program design and implementation, contracting, budget and financial analysis and forecasting, legal consultation, and cross-system coordination.
- Use a surgical approach to ensure investments, infrastructure, design, implementation, and measurement of each Measure C investment center equity, excellence, and compliance.
- Develop and monitor budgets, ensure accurate financial accounting and reporting, oversee annual audits, ensure compliance with internal controls, develop a financial model forecasting revenue and expenses.

Direct personnel costs are reflected in the in the 5-Year Budget across all goals for staff involved in supporting the effective planning, program design and implementation, facilitation, communication, outreach, engagement, project management, and evaluation of Measure C investments. **No members of First 5’s Executive Leadership team—other than the Chief of Programs—are directly charged to the Children’s Health and Child Care for Alameda County Fund.**

A 10% administrative fee for Year 1 is based on the FY 2025-26 Annual Expenditure Plan and will cover First 5’s indirect costs and support building a robust and coordinated early childhood system that meets the needs of local children and families. This funding leverages \$63 million in Prop. 10, OCI, and other federal and state philanthropic sources. By having First 5 administer, it also places the administration with the only agency in Alameda County focused on children birth to age 5 and the policies and systems that support their families and communities.

SUMMARY OF INVESTMENTS

YEAR 1 - \$17M	YEAR 2 - \$17M <i>*planning estimates subject to change</i>	YEARS 3-5 - \$17M <i>*annual planning estimates subject to change</i>
10% administrative fee based on Annual Expenditure Plan to cover First 5’s indirect costs and support systems building. Direct personnel costs are included across goals.	Administrative fee based on Annual Expenditure Plan to cover indirect costs, including general operating expenses, finance and administrative staffing, and support for early childhood systems-building efforts.	Administrative fee based on Annual Expenditure Plan to cover indirect costs, including general operating expenses, finance and administrative staffing, and support for early childhood systems-building efforts.

YEAR 1

- Staffing and infrastructure to support effective administration of Measure C investments.
- Administrative fee to cover First 5’s indirect costs, including general operating expenses, contracts, compliance, finance and administrative staffing, and support for early childhood systems-building efforts.
- Repayment of Proposition 10 for funds advanced to ready for Measure C implementation (see **Appendix B.III.**)

YEAR 2

- Continue to support effective administration of Measure C investments.
- Administrative fee to cover First 5's indirect costs, including general operating expenses, finance and administrative staffing, and support for early childhood systems-building efforts.

YEARS 3 – 5

- Continue to support effective administration of Measure C investments.
- Administrative fee to cover First 5's indirect costs, including general operating expenses, finance and administrative staffing, and support for early childhood systems-building efforts.

LEVERAGING FUNDING AND SYSTEMS BUILDING

First 5 is also the contracted Implementation Partner for the Oakland Children's Initiative (OCI) Early Education Fund. In this role First 5 supports planning, system coordination, contracting, budget and financial analysis, data collection, program design, and public outreach and education. In FY 2025-26, First 5 is coordinating approximately \$45 million in OCI revenue and over \$18 million in other revenue that, alongside Measure C, supports the local early childhood system. To support investments in the Measure C 5-Year Plan, First 5 will continue to leverage and coordinate investments across Prop 10, local, state, and federal revenues, and philanthropic funding to further enhance the Plan's reach and impact through coordinated, multi-source funding.

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

Honoring Supervisor and First 5 Commissioner Wilma Chan



As we embark on the next steps of fulfilling the promise of Measure C and honoring the leadership of all those who worked to get the measure on the ballot and approved by the voters of Alameda County, we ask you to take a moment to lift up the memory of County Supervisor Wilma Chan and her tireless work for this cause. She understood the role of public policy and public investment in disrupting unacceptable disparate life outcomes. Her commitment to community partnership, coalition building and collective impact provides the values and the road map for Measure C implementation.

As the Honorable Supervisor Chan noted on January 17, 2018 at an All In Committee hearing:

"This isn't just about child care. This is about equality, about diversity, about a decent wage so that people can stay here – not just the child care workers but the moms and dads who need the child care in order to stay here. It's about the success of the children. It's really about where we are in Oakland, it's about where we are in Alameda County today. It's so important."

-The Late Honorable Supervisor and First 5 Commissioner, Wilma Chan

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A. ALLOCATION METHODS & ELIGIBILITY CRITERIA BY STRATEGY

Proposed eligibility criteria and allocation methods for Years 1 and 2 are outlined below and are subject to change. They were developed in consultation with the Community Advisory Council and may be adjusted based on uptake, available resources, data insights, and community engagement. As the administrator, First 5 has the authority to adjust eligibility criteria and allocations. Participating providers will be asked to provide programmatic and financial data, use technology, and participate in mandated orientations. Additionally, school districts will be asked to participate in the EDI.

YEAR	ELIGIBLE CRITERIA	ALLOCATION METHOD
1A. MEASURE C FAMILY, FRIEND, AND NEIGHBOR SUBSIDIZED CHILD CARE VOUCHERS		
YEAR 1	Family eligibility for vouchers for children birth to age 5 will align with income requirements for state subsidized child care.	Distributed based on unmet need (proportion of infants and toddlers eligible but not accessing subsidized care) in each Supervisorial District, with no District getting fewer than 100 slots.
YEAR 2	Eligibility criteria will be assessed and adjusted based on Year 1 as needed.	Allocation will be assessed and adjusted based on Year 1 as needed.
1B. MEASURE C SUBSIDIZED CHILD CARE SLOTS AT CENTERS AND FCCS		
YEAR 1	Not applicable – slots will be implemented in Year 2	Not applicable – slots will be implemented in Year 2
YEAR 2	<p>Family eligibility for subsidized slots for children birth to age 5 will align with income requirements for state subsidized child care.</p> <p>Group A: ~50% of slots (~700) will be available to Child Care Centers and FCCs that meet the subsidy eligibility requirements for wage enhancements (see Strategy 2B).</p> <p>Group B: ~50% (~700) will be available to centers and FCCs that do not meet the subsidy eligibility requirement for wage enhancements (see Strategy 2B).</p>	<p>Group A: Distribution of slots across the county will be informed by unmet need (the proportion of infants and toddlers eligible but not accessing subsidized care).</p> <p>Group B: Distribution of slots across the county will be based on the proportion of sites initially ineligible for Measure C wage enhancements</p> <p>First 5 will explore setting a minimum number of slots per Supervisorial District to ensure that no District gets less than designated minimum.</p>
1D. CONNECTING FAMILIES & CAREGIVERS TO RESOURCES		
YEAR 1	<p>All entities must operate in Alameda County and comply with all grant, data reporting, and legal requirements.</p> <p>Family Resource Center criteria:</p> <ul style="list-style-type: none"> Non-profit or public agency operated site that has provided programming and navigation services for children birth to age 5 and their families since July 2022 at minimum Ongoing, weekly contact with children birth to age 5 	Due to the limited funding available, grantees will be prioritized based on factors including numbers served, impact on families and children and geographic spread across the county and administrative capacity.

YEAR	ELIGIBLE CRITERIA	ALLOCATION METHOD
1D. CONNECTING FAMILIES & CAREGIVERS TO RESOURCES (CONT.)		
YEAR 1	<p>Shelter criteria:</p> <ul style="list-style-type: none"> • Non-profit or public agency operated shelter that has provided programs and navigation services to families with children birth to age 5 since July 2022 at minimum • Ongoing, weekly contact with children birth to age 5 <p>Note: Faith-based organizations who meet the above criteria are eligible.</p>	Due to the limited funding available, grantees will be prioritized based on factors including numbers served, impact on families and children and geographic spread across the county.
YEAR 2	Eligibility criteria will be assessed and adjusted based on available resources, data insights, and community engagement.	Prioritization criteria will be assessed and adjusted based on available resources, data insights, and community engagement
2A. EMERGENCY GRANTS		
YEAR 1	<ul style="list-style-type: none"> • Currently open and operating in Alameda County with children birth to age 5 enrolled • Possess a valid child care license and “In Good Standing” with Community Care Licensing • Meet ONE of the following equity-based criteria: <ul style="list-style-type: none"> - Sites operating in a Census tract with 5% or higher poverty levels. For multi-site agencies, only sites in the tracts qualify - FCC that has cared for at least one child birth to age 5 enrolled in an Alameda County ECE subsidy program at any time between July 1, 2022 and June 11, 2025 - Single-site center in which at least 25% of children birth to age 5 enrolled at the site was participating in an Alameda County ECE subsidy program at any time between July 1, 2022 and June 11, 2025 - Multi-site agency in which at least 25% of children birth to age 5 enrolled across the agency were participating in an Alameda County ECE subsidy program at any time between July 1, 2022 and June 11, 2025 	Budgeted at a level to provide funding for all eligible Child Care Centers and Family Child Care providers.

YEAR	ELIGIBLE CRITERIA	ALLOCATION METHOD
2A. EMERGENCY GRANTS (CONT.)		
YEAR 1	<ul style="list-style-type: none"> • Agree to comply with the requirement to pass funds on to teaching staff (minimum of \$1,000 to each early educator) • Agree to meet or exceed California state or applicable local city minimum wage requirements for early educators. • Comply with all grant, data reporting, and legal requirements • National for-profit providers and programs, and publicly funded transitional kindergarten programs operated by a school district or charter school, are not eligible for funding. 	Budgeted at a level to provide funding for all eligible Child Care Centers and Family Child Care providers.
YEAR 2	Not applicable – Emergency Grants are a Year 1 investment	Not applicable
2B. MINIMUM WAGE FLOOR AND OPERATING GRANTS		
YEAR 1	Not applicable – minimum wage floor and operating grants will be implemented in Year 2	Not applicable
YEAR 2	<p>Meet subsidy threshold:</p> <ul style="list-style-type: none"> • Family Child Care providers: cared for at least one child birth to age 5 enrolled in an Alameda County ECE subsidy program at any time since July 2022. • Single-site Child Care Centers: sites in which at least 25% of children birth to age 5 enrolled were participating in an Alameda County ECE subsidy program at any time since July 2022. • For multi-site agencies: at least 25% of children birth to age 5 enrolled across the agency were participating in an Alameda County ECE subsidy program at any time since July 2022. All sites that serve children birth to age 5 would be eligible. <p>Note: Subsidy eligibility will evolve to a two-year look back in Years 3-5.</p> <ul style="list-style-type: none"> • Agree to pay all early educator employees, including Family Child Care assistants, at least the minimum wage floor. • Comply with all grant, data reporting, and legal requirements. 	Budgeted at a level to provide wage enhancements and operating grants to all eligible providers, enabling them to meet the minimum wage requirements per the ordinance.

YEAR	ELIGIBLE CRITERIA	ALLOCATION METHOD
2C. PROVIDER EMERGENCY REVOLVING FUND		
YEAR 1	Informed by CAC recommendations for the emergency revolving fund, First 5 will develop a proposed process for requesting funding and documentation of urgent need.	Allocation methodology to be designed in Year 1.
YEAR 2	Eligibility criteria will be assessed and adjusted based on available resources, data insights, and community engagement.	Prioritization criteria will be assessed and adjusted based on available resources, data insights, and community engagement.
2E. FAMILY, FRIEND, AND NEIGHBOR CAREGIVER SUPPORTS		
YEAR 1	<p>Relief grants: FFN caregivers caring for a child birth to age 12 who is receiving a child care voucher from an Alameda County Alternative Payment agency.</p> <p>Health and safety equipment: FFN caregivers caring for a child birth to age 5 who is receiving a child care voucher from an Alameda County Alternative Payment agency.</p>	<p>Budgeted for all eligible FFN caregivers to receive a relief grant.</p> <p>All eligible FFN caregivers will be offered health and safety equipment.</p>
YEAR 2	<p>FFN Voucher Enhancement: FFN caregivers caring for a child birth to age 5 who is receiving an Alameda County subsidized voucher. Monthly enhancement will be per voucher.</p> <p>Health and safety equipment: Eligibility criteria will be assessed and adjusted based on Year 1 and available resources.</p> <p>Relief grants are a Year 1 investment</p>	Budgeted for all eligible FFN to receive the voucher enhancement.
3A. EARLY CARE AND EDUCATION FACILITIES		
YEAR 1	<p>Child Care Centers and FCCs must meet the Year 1 Emergency Grant eligibility (2A) criteria to be eligible for a Facilities Grant.</p> <p>Sites operated by or co-located with a school district will not be eligible in Year 1.</p>	Due to the limited number of grants available, grantees will be prioritized based on factors including urgency of need, impact on high-needs populations and areas, and geographic spread across the county.
YEAR 2	Eligibility criteria will be assessed and adjusted based on available resources, data insights, and community engagement.	Prioritization criteria will be assessed and adjusted based on available resources, data insights, and community engagement.

YEAR	ELIGIBLE CRITERIA	ALLOCATION METHOD
3B. COMMUNITY SPACES		
YEAR 1	<p>All entities must comply with all grant, data reporting, and legal requirements</p> <p>Family Resource Center criteria:</p> <ul style="list-style-type: none"> • Non-profit or public agency operated site that has provided programming and navigation services for children birth to age 5 and their families since July 2022 at minimum • Ongoing, weekly contact with children birth to age 5 <p>Shelter criteria:</p> <ul style="list-style-type: none"> • Non-profit or public agency operated family or domestic violence shelter • Provides emergency shelter to children birth to age 5 <p>Note: Faith-based organizations who meet the above criteria are eligible.</p>	<p>Due to the limited number of grants available, grantees will be prioritized based on factors including urgency of need, impact on high-needs populations and areas, and geographic spread across the county.</p>
YEAR 2	<p>Eligibility criteria will be assessed and adjusted based on available resources, data insights, and community engagement.</p>	<p>Prioritization criteria will be assessed and adjusted based on available resources, data insights, and community engagement</p>

B. BUDGET AND ADMINISTRATION

I. FY 2025-26 ANNUAL EXPENDITURE PLAN

	GOAL 1 Increasing Access to Quality Child Care Services	GOAL 2 Recruiting, Retaining, and Supporting Early Educators	GOAL 3 Enhancing Child-Serving Spaces	GOAL 4 Accountability and Measuring Impact	GOAL 5 Effective Administration and System Improvements	TOTAL	%
Direct Personnel	\$4,438,029	\$3,639,737	\$770,612	\$1,704,964	\$762,003	\$11,315,345	6%
Program Contracts and Grants	\$25,429,000	\$109,520,000	\$20,250,000	\$4,293,000	\$498,200	\$159,990,200	84%
Program Operating Costs	\$121,000	\$150,000	\$ -	\$351,000	\$529,850	\$1,151,850	1%
Administrative Fee					\$17,245,739	\$17,245,739	9%
TOTAL EXPENSE	\$29,988,029	\$113,309,737	\$21,020,612	\$6,348,964	\$19,035,792	\$189,703,134	100%
					Proposition 10 Repayment	\$19,857,450	
					TOTAL APPROPRIATION	\$209,560,584	

II. 5-YEAR BUDGET

The 5-Year Budget includes amounts for Year 1 aligned with the FY 2025-26 Annual Expenditure Plan. Years 2 – 5 are planning estimates that are subject to change. Given the economic uncertainty and fragmented and incomplete local data, the Plan maintains level funding across strategies for Years 3- 5.

The budget estimates were developed in consultation with the Community Advisory Council and may be adjusted based on uptake, available resources, data insights, and community engagement. On an annual basis, the First 5 Commission will approve an Annual Expenditure Plan and the Board of Supervisors will appropriate funding. Within budget years, First 5 may shift funding between goals and strategies.

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	5-YEAR TOTAL
Goal 1: Increasing Access to Child Care Services	\$29,988,029	\$64,806,169	\$64,943,304	\$64,584,553	\$64,730,040	\$289,052,095
1A. Measure C FFN Subsidized Child Care Vouchers	\$15,000,000	\$15,000,000	\$15,000,000	\$15,000,000	\$15,000,000	\$75,000,000
1B. Measure C Subsidized Slots at Centers and FCCs	\$550,000	\$35,250,000	\$35,250,000	\$35,250,000	\$35,250,000	\$141,550,000
1C. Inclusion Supports for All Children	\$1,150,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$9,150,000
1D. Connecting Families & Caregivers to Resources	\$6,500,000	\$6,500,000	\$6,500,000	\$6,500,000	\$6,500,000	\$32,500,000
1E. Use of Technology to Support Access	\$2,000,000	\$1,135,000	\$1,135,000	\$635,000	\$635,000	\$5,540,000
1F. Parent and Caregiver Training and Engagement	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000	\$1,750,000
Direct Personnel	\$4,438,029	\$4,571,169	\$4,708,304	\$4,849,553	\$4,995,040	\$23,562,095
Goal 2: Recruiting, Retaining and Supporting Early Educators	\$113,309,737	\$86,023,929	\$86,061,397	\$86,177,239	\$86,296,556	\$457,868,858
2A. Emergency Grants	\$81,660,000	Emergency Grants are one-time; ongoing provider emergency funding in 2C				\$81,660,000
2B. Minimum Wage Floor and Operating Grants	\$1,025,000	\$50,550,000	\$50,475,000	\$50,475,000	\$50,475,000	\$203,000,000
2C. Provider Emergency Revolving Fund	\$10,000,000	Annual contribution adjusted as needed based on Fund utilization				\$10,000,000
2D. Workforce and Professional Development	\$3,300,000	\$6,500,000	\$6,500,000	\$6,500,000	\$6,500,000	\$29,300,000
2E. FFN Caregiver Supports	\$13,685,000	\$25,225,000	\$25,225,000	\$25,225,000	\$25,225,000	\$114,585,000
Direct Personnel	\$3,639,737	\$3,748,929	\$3,861,397	\$3,977,239	\$4,096,556	\$19,323,858

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	5-YEAR TOTAL
Goal 3: Enhancing Child-Serving Spaces	\$21,020,612	\$10,793,730	\$10,817,542	\$10,842,069	\$10,867,331	\$64,341,284
3A. ECE Facilities	\$17,250,000	\$7,000,00	\$7,000,000	\$7,000,000	\$7,000,000	\$45,250,000
3B. Community Spaces	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000	\$15,000,000
Direct Personnel	\$770,612	\$793,730	\$817,542	\$842,069	\$867,331	\$4,091,284
Goal 4: Accountability and Measuring Impact	\$6,348,964	\$5,198,613	\$4,868,796	\$5,903,060	\$4,828,952	\$27,148,385
4A. Measure C Evaluation	\$450,000	\$500,000	\$800,000	\$800,000	\$800,000	\$3,350,000
4B. Kindergarten Readiness Community Study	\$1,994,000	\$1,907,500	\$1,250,000	\$2,230,000	\$1,100,000	\$8,481,500
4C. Data & Technology to Improve Systems	\$1,600,000	\$435,000	\$410,000	\$410,000	\$410,000	\$3,265,000
4D. Measure C Audit & Compliance	\$600,000	\$600,000	\$600,000	\$600,000	\$600,000	\$3,000,000
Direct Personnel	\$1,704,964	\$1,756,113	\$1,808,796	\$1,863,060	\$1,918,952	\$9,051,885
Goal 5: Effective Administration and System Improvements	\$19,035,792	\$18,372,848	\$18,220,609	\$18,613,774	\$18,562,848	\$92,805,871
5A. CAC and Community Participation	\$303,050	\$202,050	\$202,050	\$461,050	\$461,050	\$1,629,250
5B. Measure C Early Educator Orientation Sessions	\$250,000	\$250,000	\$100,000	\$100,000	\$100,000	\$800,000
5C. Communications	\$475,000	\$300,000	\$300,000	\$300,000	\$300,000	\$1,675,000
5D. Administration	\$17,245,739	\$16,835,935	\$16,810,150	\$16,920,063	\$16,844,157	\$84,656,044
Direct Personnel	\$762,003	\$784,863	\$808,409	\$832,661	\$857,641	\$4,045,577
TOTAL	\$189,703,134	\$185,195,289	\$184,911,648	\$186,120,695	\$185,285,727	\$931,216,493
Proposition 10 Repayment	\$19,857,450					
GRAND TOTAL	\$209,560,584	\$185,195,289	\$184,911,648	\$186,120,695	\$185,285,727	\$951,073,943

III. PROPOSITION 10 REPAYMENT

To prepare for future Measure C investments, First 5 advanced funds from Proposition 10 to ready the agency for implementation. Repayment amounts for personnel and professional services to support planning, community engagement, and building organizational infrastructure for Fiscal Years 2021-22, 2022-23, and 2023-24 were included in the approved Emergency Stabilization Fund (see **Appendix D.IV.iv.**). In Fiscal Year 2024-25, First 5 scaled operations to implement Measure C, prepare for the release of community investments outlined in the Emergency Stabilization Proposal, and develop the 5-Year Plan.

Examples of the specific activities First 5 staff have undertaken include:

COLLABORATION & PLANNING

- **COMMUNITY ADVISORY COUNCIL (CAC):** Staffed the Community Advisory Council and launched Measure C planning through a participatory process, including six Community Listening Sessions across the County to engage families, providers, and partners.
- **COMMUNITY ENGAGEMENT**
 - ▶ Held engagement meetings with key stakeholders, including the Valley Family Child Care Association (VFCCA), Oakland Starting Smart and Strong (OSSS), AP and R&R agencies, school districts, and Head Start.
 - ▶ Delivered a total of 41 community presentations to almost 1,000 participants to introduce and explain Measure C to a variety of audiences
 - ▶ Launched a provider outreach call campaign that reached over 812 FCCs and Centers to gather information about provider needs and share updates about Measure C planning.

PROGRAM DESIGN & READYING

- **EMERGENCY GRANTS:** Designed ECE Emergency Grants (Strategy 2A) to launch as soon as the 5-Year Plan is approved by the BOS. Including the design of the technology portal, contract and compliance and data collection practices, outreach to partners for beta testing and piloting.
- **WORKFORCE DEVELOPMENT**
 - ▶ Expanded and evaluated the Early Education Apprentice Program—an “earn and learn” model providing tuition support, training, and stipends for early educators.
 - ▶ Launched the SEQUAL study to evaluate provider working conditions and family needs
- **FACILITIES**
 - ▶ Completed a countywide Facilities Needs Assessment to identify infrastructure needs for high-quality child care countywide, and one for urban unincorporated areas in collaboration with the County Community Development Agency.

- ▶ Secured the Low-Income Investment Fund (LIIF) as the contractor for the Early Childhood Facilities Fund and Technical Assistance Program, supporting capital distribution, technical assistance, and policy recommendations.
- Toured churches with IMPACT Oakland, and First 5 completed a needs assessment to understand opportunities to convert those sites into child care facilities.

DATA, EVALUATION & TECHNOLOGY

- **KINDERGARTEN READINESS:** Adopted the Early Development Instrument (EDI) as the new Kindergarten Readiness assessment tool through a collaborative decision-making process with school districts, co-hosted by the Alameda County Office of Education.
- **DATA COLLECTION:**
 - ▶ Conducted a series of six focus groups in Spring 2024 with 27 FFN caregivers in partnership with 4Cs of Alameda County, BANANAS, and Hively to better understand their needs, strengths and challenges.
 - ▶ Conducted a formal survey process informed by community partners and delivered by Applied Survey Research (ASR) that collected responses from more than 600 parents and nearly 400 providers throughout the county, results of which were presented to the CAC.
- **DATA AND TECHNOLOGY SYSTEMS**
 - ▶ Secured technology liaison consultants to support the building of a data warehouse, and the Coordinated Eligibility and Enrollment system.
 - ▶ Hosted a series of nine monthly workshops with a “Design Team” of 12 parents/primary caregivers of young children and 10 system partners to inform goals, features, and design of the Coordinated Eligibility and Enrollment System.
 - ▶ **EVALUATION:** Established a contract with AIR for the Measure C evaluation. AIR is the same evaluator selected through a competitive process for the Oakland Children’s Initiative.

OPERATIONS, INFRASTRUCTURE & TECHNOLOGY

- Restructured the agency and hired staff across programs, finance, compliance, tech, communications, and policy to support Measure C administration.
- Reviewed and revised governance, financial, and compliance policies.
- Conducted cost modeling and data analysis with national experts to inform Measure C investments.
- Accessed legal services to ensure program implementation aligns with Measure C and legal requirements.

- Conducted an RFP and secured a new auditing firm Eide Bailly.
- Secured VIVA Consulting to conduct a review of governing policies and procedures documents to ensure compliance with the increased complexity, growth in revenues, and administration of Measure C.
- Contracted with expert consultants on early childhood systems, cost modeling, strategic planning facilitation, strategic communication, agency growth and infrastructure development, including:
 - ▶ **Band Together Communications:** Strategic communications, design and branding.
 - ▶ **Catbird Strategies:** Research and writing of the 5-Year Plan.
 - ▶ **Child Trends:** Advised on cross-system early childhood data integration and data warehouse development.
 - ▶ **Exygy:** to co-build and beta test the Emergency Grant application portal.
 - ▶ **Hickman Strategies:** First 5 Strategic Plan FY22-27, organizational change.
 - ▶ **Orchestra:** Support with organizational growth and change, strategic communication.
 - ▶ **Prenatal to Five Fiscal Strategies:** Governance and financial modeling.
 - ▶ **School Readiness Consulting:** Community engagement and planning for the Centralized Eligibility and Enrollment System.
 - ▶ **Sloan Sakai and Wong:** Facilitation of the CAC and advisement on compliance with the Brown Act.
 - ▶ **SRI:** Technology liaison for eligibility and enrollment system development.
 - ▶ **VIVA Consulting:** Review of governance policies and procedures.
 - ▶ **Wellbrook Partners:** Implementation readiness for ECE Emergency Grants.
 - ▶ **WestEd:** Led Listening Sessions and synthesized findings for the 5-Year Plan.

First 5 advanced the following amounts by fiscal year:

- FY 21-22: **\$1.1 million**
- FY 22-23: **\$2.3 million**
- FY 23-24: **\$4.4 million**
- FY 24-25: **\$12.1 million***

**The amount for Fiscal Year 2024-25 is a projection of anticipated expenditures aligned with the Emergency Stabilization Fund. Repayment to the First 5 Proposition 10 Sustainability Fund will be based on actual expenditures reconciled at year-end close. Total repayment amount will not exceed \$19.9 million.*

PROPOSITION 10 REPAYMENT BY FISCAL YEAR

	FY21-22	FY22-23	FY23-24	FY24-25	TOTAL	NOTES	EXAMPLES
PERSONNEL	\$528,783	\$1,683,266	\$3,047,515	\$8,548,951	\$13,808,515	Salary and benefit expenses to ready to administer Measure C. In FY 24-25, staffing the CAC and community process to design the 5-Year Plan and prepare for implementation.	<ul style="list-style-type: none"> • Chief of Programs • Director of Early Care and Education • Eligibility and Enrollment Coordinator • Data Analyst • Compliance Officer • Finance Analyst
CONTRACTS AND PROGRAM COSTS	\$492,196	\$372,147	\$945,500	\$2,730,042	\$4,539,884	Contracts to prepare for Measure C including consultants to support First 5 with outside expertise. In FY 24-25, planning for Emergency Grants, Facilities Grants, EDI, and Coordinated Eligibility and Enrollment System	<ul style="list-style-type: none"> • Legal Counsel • Governance Review • Community Engagement • Cost modeling, fiscal mapping, and data analysis • Implementation design • Technology Liaison Consultants
OPERATIONS	\$62,653	\$195,828	\$414,478	\$836,092	\$1,509,051	Share of First 5 operations costs	<ul style="list-style-type: none"> • Office space, Equipment, Utilities, and Maintenance • Supplies • Communications • Insurance
GRAND TOTAL	\$1,083,632	\$2,251,241	\$4,407,493	\$12,115,084	\$19,857,450		

IV. ALLOCATION PLANNING

As part of the 5-Year Plan process, First 5 developed an interactive tool to better illustrate trade-offs across investments. Excluding ~\$50 million for annual investments in workforce and professional development, connecting families to resources, technology solutions, facilities grants, measuring impact, staffing, and administration, the CAC voted on how to allocate the remaining ~\$130 million. The CAC advised First 5 to seek a balance of investments across the budget areas of 40% to subsidized child care, 40% to provider wages, and 20% to Family, Friend, and Neighbor caregivers. On May 21st, 2025, First 5 reported back to the CAC on the mapping of investments in the 5-Year Plan to that guidance, with the following annual budget amounts:

40% GOAL 1: Increasing Access to Child Care Services

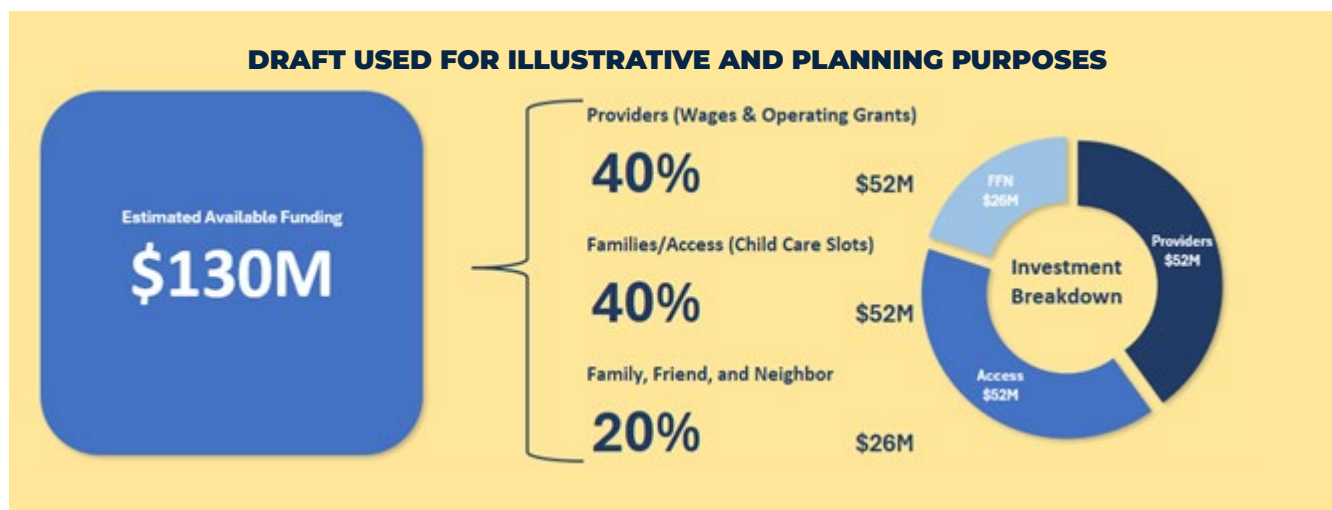
- Strategy 1A. ~1,000 vouchers for families utilizing FFN care - \$15M
- Strategy 1B. ~2,400 Subsidized Child Care slots at Centers and FCCs - \$35M

40% GOAL 2: Recruiting, Retaining, and Supporting Early Educators

- Strategy 2B. Wage Enhancements and Operating Grants - \$50M

20% GOAL 2: Recruiting, Retaining, and Supporting Early Educators

- Strategy 2E. FFN Caregiver Supports - \$25M



C. MEASURE C 5-YEAR PLAN PROCESS AND COMPLIANCE

I. LEGISLATION

For the full Measure C Children’s Health and Child Care Initiative for Alameda County Ordinance, go to [acgov.org: ROV_288363.pdf](https://acgov.org/ROV_288363.pdf)

II. 5-YEAR PLAN REQUIREMENT AND COMPLIANCE

Measure C requires the development and approval of a Five-Year Plan. In the ordinance, several key items are listed as **required elements of the 5-Year Plan**, specifically:

- A. Increasing access to child care, preschool and early care services by **increasing the number of subsidized and enhanced spaces/slots** to serve children.
- B. Ensuring that rates **align with the costs of providing high quality child care services** and **provide for improved wages** for child care providers and early educators.
- C. Including provisions **supporting professional development** and setting forth **best practices** and **improved outcomes** for children and families.

Additionally, the plan may include programs that **address early care and education workforce wages**, including but not limited to:

- 1 Maintaining and enhancing the **quality** of participating early care and education settings.
- 2 Mitigating **wage compression**.
- 3 Moving toward the goal of **parity** with public K-12 educators with similar experience and responsibilities.
- 4 Developing a **comprehensive training and professional development** system, including support for education advancement and degree attainment.
- 5 Improving **compensation and quality supports** for participating family, friend and neighbor providers.
- 6 Providing **other work supports and benefits**.

The plan may also include programs to **improve the efficiency and accessibility** of early care and education services and to **streamline the administration** of the program for parents and providers, including but not limited to:

- 1** Technology and data systems to **promote and monitor the effectiveness** of the initiative, **integrate information** on subsidies, quality, and the early care and education workforce, including the development of a **centralized eligibility list**.
- 2** Retaining, improving and expanding **early care and education facilities**.
- 3** Early education **system enhancements** and comprehensive systems building.
- 4** **Community education** and rights.
- 5** Developing **parent leadership** and parent **engagement and networking**.

The 5-Year Plan must be approved by the First 5 Alameda County Commission and, following that, the County Board of Supervisors. First 5 also must develop an Annual Expenditure Plan to effectuate the 5-Year Plan, subject to approval by the First 5 Commission.

The ordinance authorizes First 5 to reduce the level of service provided for in the 5-Year Plan or Annual Expenditure Plan to respond to reduced revenues for services generated from the tax (2.08.305C)

GOAL 1: Increasing Access to Child Care Services ~\$289M (31%) <i>(2.08.303.A.1)</i>						
STRATEGY	YEAR 1 Investments & Impact		YEAR 2 Investments & Impact <i>*planning estimates subject to change</i>		YEARS 3-5 Investments & Impact <i>*annual planning estimates subject to change</i>	
Strategy 1A. Measure C Family, Friend, and Neighbor Subsidized Child Care Vouchers	\$15M	~1,000 new subsidized vouchers to families with children birth to age 5 for FFN care	\$15M	Continue ~1,000 subsidized vouchers to families with children birth to age 5 for FFN care	\$15M	Explore phasing out vouchers for FFN care over time, transition to slots for licensed providers
Strategy 1B. Measure C Subsidized Child Care Slots at Centers and FCCs	\$0.5M	Prepare to implement subsidized child care slots for children birth to 5 at centers and FCCs	\$35M	Distribute ~1,400 new Measure C subsidized child care slots for children birth to 5 at centers and FCCs	\$35M	<ul style="list-style-type: none"> Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement Consider increased investments to slots should funding for FFN vouchers transition to licensed providers
Strategy 1C. Inclusive Supports for All Children	\$1M	Fund community-based research through the Alameda County Early Childhood Policy Council (ACECPC) Implement inclusion supports	\$2M	Continue and expand inclusion supports based on recommendations from the ACECPC and other stakeholders	\$2M	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement
Strategy 1D. Connecting Families & Caregivers to Resources	\$6.5M	<ul style="list-style-type: none"> Fund R&Rs to enhance child care referral and navigation services Grants for FRCs and shelters to provide basic needs and navigation supports to families and caregivers 	\$6.5M	Continued funding for R&Rs, navigation, FRCs, and shelters	\$6.5M	<ul style="list-style-type: none"> Continued funding for navigation and community partners Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement
Strategy 1E. Use of Technology to Support Access	\$2M	Design a Coordinated Eligibility and Enrollment System based on robust community engagement and prepare for implementation	\$1M	<ul style="list-style-type: none"> Pilot program to coordinate eligibility and enrollment for an initial group of providers Continued implementation and improvement of system based on ongoing community engagement 	\$800K	Ongoing implementation and administration of the system based on available resources, data insights, and community engagement
Strategy 1F. Parent and Caregiver Training and Engagement	\$350K	Training for ECE providers and opportunities for parent/caregiver leadership and ongoing development	\$350K	Continued training and leadership opportunities	\$350K	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement

GOAL 2: Recruiting, Retaining, and Supporting Early Educators ~\$458M (49%) <i>(2.08.303.A.2. and 2.08.306. C and D)</i>						
STRATEGY	YEAR 1 Investments & Impact		YEAR 2 Investments & Impact <i>*planning estimates subject to change</i>		YEARS 3-5 Investments & Impact <i>*annual planning estimates subject to change</i>	
Strategy 2A. Emergency Grants	\$82M	One-time Emergency Grants for eligible FCCs and centers	N/A	Emergency grants will be one-time. For other emergency funding opportunities for providers see Strategy 2C	N/A	Emergency grants will be one-time. For other emergency funding opportunities for providers see Strategy 2C
Strategy 2B. Minimum Wage Floor and Operating Grants	\$1M	Prepare for successful implementation of wage enhancements and operating grants for FCCs and centers	\$50M	Provide wage enhancements and operating grants to eligible FCCs and centers. Proposed initial wage floor of \$25/hour.	\$50M	Ongoing analysis of penetration, implementation, compliance, impact, and potential for expansion based on available resources, data insights, and community engagement
Strategy 2C. Provider Emergency Revolving Fund	\$10M	Design criteria and processes and launch Emergency Revolving Fund as an additional emergency set-aside for FCCs and centers at risk of closure	\$10M	Continue to implement Emergency Revolving Fund, maintaining an annual budget of \$10 million, annual contribution adjusted as needed based on Fund utilization	\$10M	Intend for Emergency Revolving Fund to be replenished annually
Strategy 2D. Workforce and Professional Development	\$3M	<ul style="list-style-type: none"> Invest in existing registered apprenticeship programs Collect data and engage with community to inform future investments in quality and professional development 	\$6.5M	Continue to invest in promising strategies based on available resources, data insights, and community engagement	\$6.5M	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement
Strategy 2E. Family, Friend, and Neighbor Caregiver Supports	\$14M	Distribute relief grants and health and safety equipment to FFN caregivers	\$25M	<ul style="list-style-type: none"> Provide monthly voucher enhancements to eligible FFN caregivers Continue to provide health and safety equipment Invest in community programming for FFN caregivers and children in their care 	\$25M	Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement

GOAL 3: Enhancing Child-Serving Spaces ~\$64M (7%) <i>(2.08.306.D)</i>						
STRATEGY	YEAR 1 Investments & Impact		YEAR 2 Investments & Impact <i>*planning estimates subject to change</i>		YEARS 3-5 Investments & Impact <i>*annual planning estimates subject to change</i>	
Strategy 3A. Early Care and Education Facilities	\$17M	<ul style="list-style-type: none"> Facilities grants for centers and FCCs for urgent health and safety and infant/toddler conversion projects Provide equity-focused facilities technical assistance 	\$7M	<ul style="list-style-type: none"> Continue and expand focus facilities grants for FCCs and centers Continue providing technical assistance 	\$7M	<ul style="list-style-type: none"> Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement Explore innovative models
Strategy 3B. Community Spaces	\$3M	<ul style="list-style-type: none"> Facilities grants for FRCs and shelters for urgent health and safety projects Provide equity-focused facilities technical assistance 	\$3M	<ul style="list-style-type: none"> Continue and expand facilities grants for community spaces Continue providing technical assistance 	\$3M	<p>Ongoing assessment and refinement of investments based on available resources, data insights, and community engagement</p>

GOAL 4: Accountability and Measuring Impact ~\$27M (3%) <i>(2.08.307.C.2 and 2.08.307.D)</i>						
STRATEGY	YEAR 1 Investments & Impact		YEAR 2 Investments & Impact <i>*planning estimates subject to change</i>		YEARS 3-5 Investments & Impact <i>*annual planning estimates subject to change</i>	
Strategy 4A. Measure C Evaluation	\$450K	Establish foundation for the Measure C evaluation and support clarity about the activities and structure of Measure C to meet the Ordinance goals	\$500K	Implement evaluation methodologies and share initial reports to inform implementation of the 5-Year Plan	\$800K	Produce an evaluation report in Year 4 as mandated by the ordinance to support the next 5-Year Plan
Strategy 4B. Kindergarten Readiness Community Study	\$2M	Implement the Early Development Instrument (EDI)	\$2M	Use data gathered from the EDI to provide an in-depth understanding of public system and community investment needs and inform future investments	\$1.5M	<ul style="list-style-type: none"> Continue to implement the EDI every 3 years Use data gathered from the EDI to provide an in-depth understanding of public system and community investment needs and inform future investments
Strategy 4C. Data and Technology to Improve Systems	\$1.6M	<ul style="list-style-type: none"> Develop and enhance data systems, integration, and storage Family, Friend, and Neighbor survey 	\$435K	Develop and enhance data systems, integration and storage	\$410K	Develop and enhance data systems, integration and storage
Strategy 4D. Measure C Audit and Compliance	\$600K	<ul style="list-style-type: none"> Establish infrastructure Annual independent financial audit Legal services 	\$600K	<ul style="list-style-type: none"> Conduct annual independent financial audit Ongoing legal services and compliance monitoring 	\$600K	<ul style="list-style-type: none"> Conduct annual independent financial audit Ongoing legal services and compliance monitoring

GOAL 5: Effective Administration and System Improvements ~\$93M (10%) <i>(2.08.303.A.3. and 2.08.307.B)</i>						
STRATEGY	YEAR 1 Investments & Impact		YEAR 2 Investments & Impact <i>*planning estimates subject to change</i>		YEARS 3-5 Investments & Impact <i>*annual planning estimates subject to change</i>	
Strategy 5A. Community Advisory Council (CAC) and Community Participation	\$300K	Support CAC meeting costs and community engagement	\$200K	Continued CAC public process to inform evolution of implementation	\$400K	Additional resources are allocated in Years 4 and 5 to support listening sessions and planning for the next 5-Year Plan
Strategy 5B. Measure C Early Educator Orientation Sessions	\$250K	Host Measure C Orientation Sessions for all participating providers	\$250K	Host Measure C Orientation Sessions for all participating providers	\$100K	Host Measure C Orientation Sessions for all participating providers
Strategy 5C. Communications	\$475K	Launch communications strategies to develop Measure C branding, build awareness, and generate participation	\$300K	Continue communications strategies to build awareness of Measure C branding and generate participation from providers and families	\$300K	Continue communications strategies to build awareness of Measure C branding and generate participation from providers and families
Strategy 5D. Administration	\$17M	10% administrative fee based on Annual Expenditure Plan to cover First 5 indirect costs and support systems building. Direct personnel costs are included across Goals.	\$17M	Administrative fee based on Annual Expenditure Plan to cover indirect costs, including general operating expenses, finance and administrative staffing, and support for early childhood systems-building efforts	\$17M	Administrative fee based on Annual Expenditure Plan to cover indirect costs, including general operating expenses, finance and administrative staffing, and support for early childhood systems-building efforts

III. CAC OVERVIEW

i. BACKGROUND

“The Council shall promote and facilitate transparency in the administration of the Child Care, Preschool, and Early Education account, including opportunities for public testimony and a community engagement process with parent, provider, and early educator organizations and other stakeholders to receive input and support robust involvement on program development and implementation.” [Measure C, Section 2.08.304(F)]

Consistent with the Measure, First 5 Alameda County successfully solicited nominations for the CAC from the Alameda County Board of Supervisors and the Alameda County Local Planning Council, and officially seated the Council on August 24, 2024. Members are listed below, including date of appointment and term. Initial terms were selected by random assignment at the initial meeting.

ii. COMMUNITY ADVISORY COMMITTEE MEMBERS (current as of 5/20/2025)

NAME	SEAT	APPOINTED BY	APPOINTMENT	TERM
Mitch Sigman	1	Board of Supervisors (BOS)	8/6/2024	4yr
Robert Williams	2	BOS	8/6/2024	4yr
Heidi Gerard	3	BOS	8/6/2024	4yr
Bry’Ana Wallace	4	BOS	4/29/2025	4yr
Kym Johnson	5	BOS	8/6/2024	2yr
Paulene McCarthy	6	Local Planning Council (LPC)	7/19/2024	2yr
Maeva Marc	7	LPC	7/19/2024	2yr
Tracey Black	8	LPC	7/19/2024	2yr
David Padilla	9	LPC	7/19/2024	4yr
Nancy Harvey	10	LPC	7/19/2024	4yr
Savitha Moorthy	11	LPC	7/19/2024	2yr

iii. MEETING BOOKS

Find all previous meeting books and upcoming CAC meeting information on the First 5 website at www.first5alameda.org/cac/

IV. LISTENING TO COMMUNITY VOICES CONTINUED

Local organizations and reports focusing on ECE data that were used to inform this 5-Year Plan included, but are not limited to:

1. South Hayward Promise Neighborhood (2021)
2. Parent Voices Oakland: Parent Engagement Study: Informal Care in East Oakland (2017)
3. Oakland Starting Smart and Strong (OSSS): City of Oakland Early Childhood Ecosystem Opportunities (2023)
4. Black Californians United for ECE Policy Plan (2024)
5. Center for the Study of Child Care Employment: Alameda County SEQUAL Report (2016)
6. Center for the Study of Child Care Employment: Parent Preferences in Family, Friend, Neighbor, and Nanny Care (2023)
7. Early Care and Education Planning Council: Alameda County Early Care and Education Needs Assessment (2021)
8. California Budget and Policy Center: Unmet Need for Child Care in Alameda County Report (2022)
9. Center for the Study of Child Care Employment: Early Educator Compensation Report (2022)
10. Oakland Fund for Children and Youth: Community Needs Assessment Report (2024)
11. Eastern Alameda County Human Services Needs Assessment (2024)
12. Oakland Starting Smart and Strong: OSSS UPK Impact Project (2025)

V. WESTED REPORTS

First 5 contracted with WestEd to facilitate both the Measure C and OCI Community Listening Sessions and produce reports based on their findings that were used to inform this plan. WestEd also facilitated key portions of the CAC 5-year planning process using their expertise and community insights. Their involvement provided a high level of expertise in early childhood systems, objectivity in the participatory process, and ensured that First 5 had a legal separation via anonymity of feedback of any potential future contractors.

REPORTS

1. [OCI Report](#)
2. [Systems Alignment WestEd Report](#)
3. [Measure C Listening Session Report](#)

MEASURE C / FIVE YEAR PLAN CROSSWALK

The themes and recommendations from the Measure C Community Listening Sessions informed the CAC's input, and First 5's design of the 5-Year Plan. What follows is a crosswalk of themes from Listening Sessions with Five-Year Plan components.

LISTENING SESSION THEME	FIVE YEAR PLAN COMPONENT(S) MEETING OR RESPONDING TO THEME
WORKFORCE DEVELOPMENT	
The size of the ECE workforce is not sufficient to meet demand, so it is important to address the entire career pathway for providers, including recruitment, professional development, and retention.	<ul style="list-style-type: none"> • This is addressed in Strategy 2D – Workforce and Professional Development. <ul style="list-style-type: none"> ▶ Measure C requires development of a comprehensive training and professional development system, including support for educational advancement and degree attainment. ▶ This strategy intends to attract and retain teaching staff and support a skilled and stable workforce reflecting our diverse County.
WAGES AND COMPENSATION	
Wages and other types of compensation are not keeping up with the cost of living in the Bay Area.	<ul style="list-style-type: none"> • This is addressed in Strategy 2B – Wage Enhancements and Operating Grants. <ul style="list-style-type: none"> ▶ Improving early educator wages is a key component of Measure C. Wage enhancements will begin in Year 2. ▶ The Plan includes wage enhancements and operating grants, along with a set wage floor of \$25/hour for early educators. ▶ The Plan includes a set wage enhancement amount comparable to \$27/hour for FCC owners.

LISTENING SESSION THEME	FIVE YEAR PLAN COMPONENT(S) MEETING OR RESPONDING TO THEME
FAMILY ACCESS AND SUPPORTS	
<p>The whole ecosystem of organizations and agencies that serve young children and their families are essential partners for improving the ECE system.</p>	<ul style="list-style-type: none"> ● A major systemic goal of Measure C and the Five-Year Plan is to build conditions that support kindergarten readiness in Alameda County, in partnership and collaboration with communities, public and private agencies, school districts, parents and providers. <ul style="list-style-type: none"> ▶ Strategy 1D includes funding for Family Resource Centers to support navigation to a broad array of family-supporting services ● This is addressed in Strategy 1D – Connecting Families & Caregivers to Resources. <ul style="list-style-type: none"> ▶ Grants will be made available to Resource & Referral programs, Family Resource Centers, and shelters to provide basic needs and navigation supports to families and caregivers.
<p>Barriers to family access include the complicated subsidy system, child care “deserts,” and the need for care during nontraditional hours.</p>	<ul style="list-style-type: none"> ● The need for additional child care access is addressed in Strategy 1A - Family, Friend, and Neighbor Subsidized Child Care Vouchers and Strategy 1B - Measure C Subsidized Slots at Centers and FCCs. <ul style="list-style-type: none"> ▶ An estimated 2,400 additional children will gain access to care through ~1,000 FFN vouchers created in Year 1 and ~1,400 subsidized Center and FCC slots to be created in Year 2. ● This is also addressed in Strategy 1D – Connecting Families & Caregivers to Resources. <ul style="list-style-type: none"> ▶ Grants will be made available to Resource & Referral agencies, Family Resource Centers, and shelters to provide basic needs and navigation supports to families and caregivers.
<ul style="list-style-type: none"> ● ECE settings need to be equipped to serve linguistically and culturally diverse families. ● ECE settings need to be equipped to provide additional support—such as early intervention strategies and referrals to specialists—for families with young children who are neurodiverse; are gifted; or have developmental delays, disabilities, or other special needs. 	<ul style="list-style-type: none"> ● This is addressed in Strategy 1C – Inclusive Supports for All Children. <ul style="list-style-type: none"> ▶ In Year 1, this includes implementation of inclusion supports such as screening tools, training to providers, resources for ECE providers to be more inclusive in their practices, and access to culturally and linguistically responsive Help Me Grow services in ECE settings.
<p>There is a need for stronger coordination between preschools and elementary schools.</p>	<ul style="list-style-type: none"> ● In addition to the systems-level work described above, First 5 will be spearheading implementation of a countywide Kindergarten Readiness Assessment (KRA) that will collect data and inform best practices for inclusion and engagement of children both inside and outside their ECE settings.

LISTENING SESSION THEME	FIVE YEAR PLAN COMPONENT(S) MEETING OR RESPONDING TO THEME
FACILITIES AND INFRASTRUCTURE	
Facilities experience significant wear and tear, which is expensive for providers to address.	<ul style="list-style-type: none"> ● Add bullet at top: - Eligible FFN caregivers will receive \$4K Relief Grants in Year 1 and a monthly enhancement of ~\$500 per voucher in Year 2. ● This is addressed in Strategy 3A – Early Care and Education Facilities. <ul style="list-style-type: none"> ▶ In Year 1, Centers and FCCS can apply for grants for urgent health and safety issues and infant/toddler conversion projects. ▶ In Year 2, grants will continue and may expand focus to include high-quality indoor and outdoor spaces, inclusive spaces for children and families with special needs, and spaces that support educator wellness. ▶ In-depth, equity-centered technical assistance will be provided throughout the process to support identification of facilities needs, submission of proposals, and implementation of improvements.
Families and providers share a desire for more parks, playgrounds, and public spaces that are safe and appropriate for early learning activities.	<ul style="list-style-type: none"> ● This is addressed in Strategy 3B. Community Spaces. <ul style="list-style-type: none"> ▶ In Year 1, grants will be available to Family Resource Centers and shelters for urgent health and safety needs. ▶ In Year 2, grants will be adjusted based on available resources, data insights, and community engagement and may include grants to parks, libraries, and playgrounds. Facilities grants may be paired with funds for programming at community spaces to further support and enhance the use and sustainability of these spaces. ▶ These grants will also be accompanied by high-quality technical assistance.

LISTENING SESSION THEME	FIVE YEAR PLAN COMPONENT(S) MEETING OR RESPONDING TO THEME
THE PERSPECTIVES OF FAMILY, FRIEND AND NEIGHBOR CAREGIVERS	
<ul style="list-style-type: none"> Additional education, training, professional development, and incentives for participating in educational opportunities are desired. There is a desire to bring together FFNs for greater community and to overcome isolation. Additional outreach and information about the definitions and the benefits of being designated as FFN caregivers are desired. 	<ul style="list-style-type: none"> These issues are addressed in Strategy 2E. Family, Friend and Neighbor Caregiver Supports. <ul style="list-style-type: none"> Eligible FFN caregivers will be able to receive health and safety equipment beginning in Year 1 and continuing during Year 2, such as cribs, car seats, and baby gates. In Year 2, the Plan will begin funding community programming for FFN caregivers and children in their care, such as playgroups, child development and child rearing workshops, and child enrichment opportunities. Also in Year 2, it is proposed to launch a public awareness campaign to inform the community about the role and value of FFN care.
There are significant economic gaps between center and Family Child Care (FCC) providers.	<ul style="list-style-type: none"> This is addressed in Strategy 2B with the establishment of the wage floor of at least \$25 p/ hour for Center and FCC providers
There is a need for support with transportation.	<ul style="list-style-type: none"> The investments in Strategy 2E also may include funding for transportation to community opportunities to ensure equitable access to programming and resources.

VI. FAMILY AND PROVIDER SURVEY RESULTS

Separate but related to the listening sessions and other community engagement efforts, First 5 contracted with Applied Survey Research (ASR) to develop and implement surveys for both families and providers in the county. Respondents were offered incentives of a \$25 gift card to Target or Safeway (for parents) or a \$50 gift card to Target or Safeway (for providers, whose survey was more detailed).

The goals of these surveys differed somewhat depending on the type of respondent.

GOALS FOR PROVIDER SURVEY: Improve understanding of ECE licensed providers in Alameda County, including:	
<ul style="list-style-type: none"> • Capacity to be part of potential Measure C-funded grants and initiatives • Challenges/barriers to reaching their goals • Priorities for how we can best support them 	
GOALS FOR FAMILY SURVEY: Improve understanding of Alameda County's families and caregivers with children birth to age 5, which included:	
<ul style="list-style-type: none"> • Needs • Priorities • Child care/ECE utilization 	<ul style="list-style-type: none"> • Child care/ECE access • Challenges

ASR developed and vetted the survey with input from 22 local organizations and entities including:

- | | |
|---|---|
| <ul style="list-style-type: none"> • My Eden Voice • Union City Family Center • Lotus Bloom • Trybe • Parent Voices Oakland • EBAYC • Oakland Starting Smart and Strong • Roots Community Health Center • Lincoln Families • Hayward Promise Neighborhoods • Alameda Professional Child Care Association | <ul style="list-style-type: none"> • 4Cs of Alameda • Hively • Valley Family Child Care Association • Tandem, Partners in Early Learning • Davis Street • Oakland Head Start • OUSD • OCI CIO • BANANAS • Two FCC providers |
|---|---|

After developing and vetting the survey instruments with the aforementioned 22 entities, ASR asked 86 organizations across the county to help disseminate the survey, beginning in August 2024. First 5 led a phone outreach campaign to increase response rates, with survey responses tracked on a weekly basis and outreach adjusted in real time. Outreach to Spanish-speaking families was conducted via text message in partnership with El Timpano. Provider and family surveys were both offered in English, Spanish and Traditional Chinese, while family surveys were also offered in Vietnamese, Tagalog, and Arabic.



Investing in Early Childhood: Strengthening Early Care and Education in Alameda County



In Alameda County, programs and services designed to help young children and their families have long been underfunded and disconnected from each other. With new funding from Measure C, First 5 Alameda County has a unique opportunity to strengthen and transform the early childhood system. To ensure we use Measure C funds to address the biggest challenges, we are gathering extensive community input. First 5 partnered with Applied Survey Research (ASR) to conduct two surveys: one with families and another with licensed ECE providers, including those from Family Child Cares (FCCs) and Centers. **This report highlights key findings from the surveys.**

Survey Development & Participation

620 families with children ages 0-5 completed the Family survey.

399 licensed ECE providers completed the Provider survey, including 305 FCCs and 94 Centers.

First 5 partnered with the community to develop and distribute both surveys, ensuring diverse voices—spanning different geographic areas, cultural backgrounds, racial compositions, and languages—were represented across Alameda County. In total, 86 organizations helped distribute the surveys.

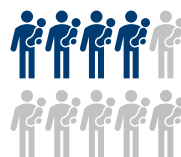
Access to Care

- **Challenge:** Twice as many families need and qualify for ECE subsidies than were enrolled.
- **Opportunity:** With need exceeding the use of subsidies, explore how to expand subsidy availability in some areas and maximize existing resources through better outreach, streamlined enrollment, and increased ECE capacity.
- **Challenge:** One possible reason for low enrollment in subsidized child care may be lack of available spots, especially for infants, as over half of all FCC providers serving this age group were at full capacity.
- **Opportunity:** Understanding what affects capacity for FCCs and Centers, especially for infant care—such as staffing, funding, or licensing constraints—can help identify strategies to expand access.



84%

of surveyed families are **eligible** for an ECE subsidy, based on household income/size.

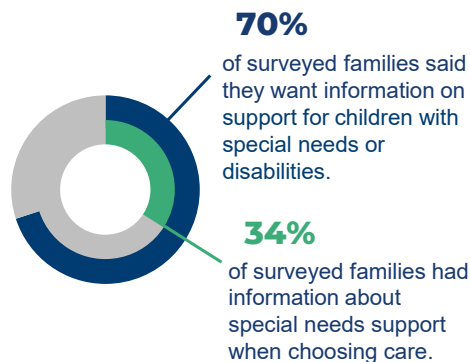


42%

of surveyed families report currently being **enrolled** in an ECE subsidy program.

Quality of Care & Inclusion

- **Challenge:** The majority of Latino, Black, Asian, and Multiracial families said they want a provider who respects their culture and speaks their language. However, many also said they didn't have this information when selecting an ECE program.
- **Opportunity:** Expanding access to information on providers' cultural backgrounds and languages can help families make informed decisions.
- **Challenge:** Many families said they wish they had information on support for children with special needs, but many lack access to this information.
- **Opportunity:** Increasing the visibility of ECE programs' support for children with special needs can help families find the right care for their child.



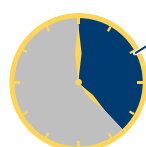


Investing in Early Childhood: Strengthening Early Care and Education in Alameda County



Family Supports, Coordination & Navigation

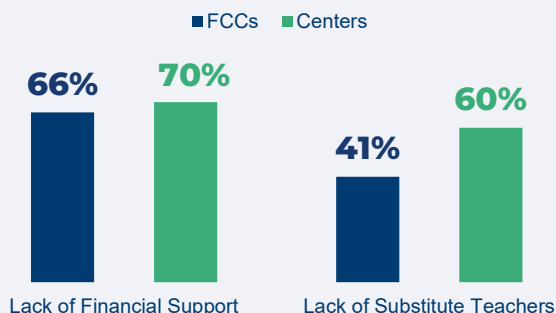
- **Challenge:** Many families reported needing nontraditional ECE schedules.
- **Opportunity:** Families also reported prioritizing dependability and consistency when choosing an ECE program, reinforcing the need for expanded nontraditional scheduling options.


38%

of surveyed families need child care **outside of traditional hours**, including early morning, evening, overnight, and weekend care.

Workforce Development and Compensation

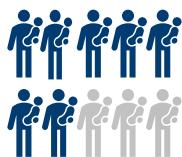
Greatest Barriers to Participating in Professional Development



- **Challenge:** Most providers do not participate in workforce apprenticeship and on-the-job certification options like Earn-and-Learn programs, which offer accessible pathways for career advancement.
- **Opportunity:** Many FCCs and Centers reported interest in participating in or expanding Earn-and-Learn programs, which could help strengthen the ECE workforce.
- **Challenge:** Lack of financial support and substitute teachers limit educators' ability to engage in professional development.
- **Opportunity:** Shared substitute pools and business operation supports can increase professional development access.

Facilities

- **Challenge:** Families identified the physical environment—including the look and function of classrooms or homes, as well as access to safe outdoor spaces—as a key factor in selecting an ECE program. However, satisfaction with current facilities was much lower.
- **Opportunity:** Repurposing indoor and outdoor spaces to better accommodate children of different ages was a shared priority among both FCCs and Centers. This presents a key opportunity to align with family expectations and create more adaptable, engaging environments at FCCs and Centers.


73%

of surveyed families consider the physical environment of the program **“very important.”**


39%

of surveyed families report being **“very satisfied”** with the physical environment at their ECE program.



Stay informed about Measure C.
Sign up for our newsletter!

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D. FIRST 5 DOSSIER

I. FIRST 5 ALAMEDA COUNTY EQUITY STATEMENT

As part of our continued work to center equity in our programming, investments, and advocacy, in 2022-23 we engaged in a participatory agencywide learning and development process to update our equity statement to encompass our current work, intentions for continuous learning and improvement, and commitment to accountability.

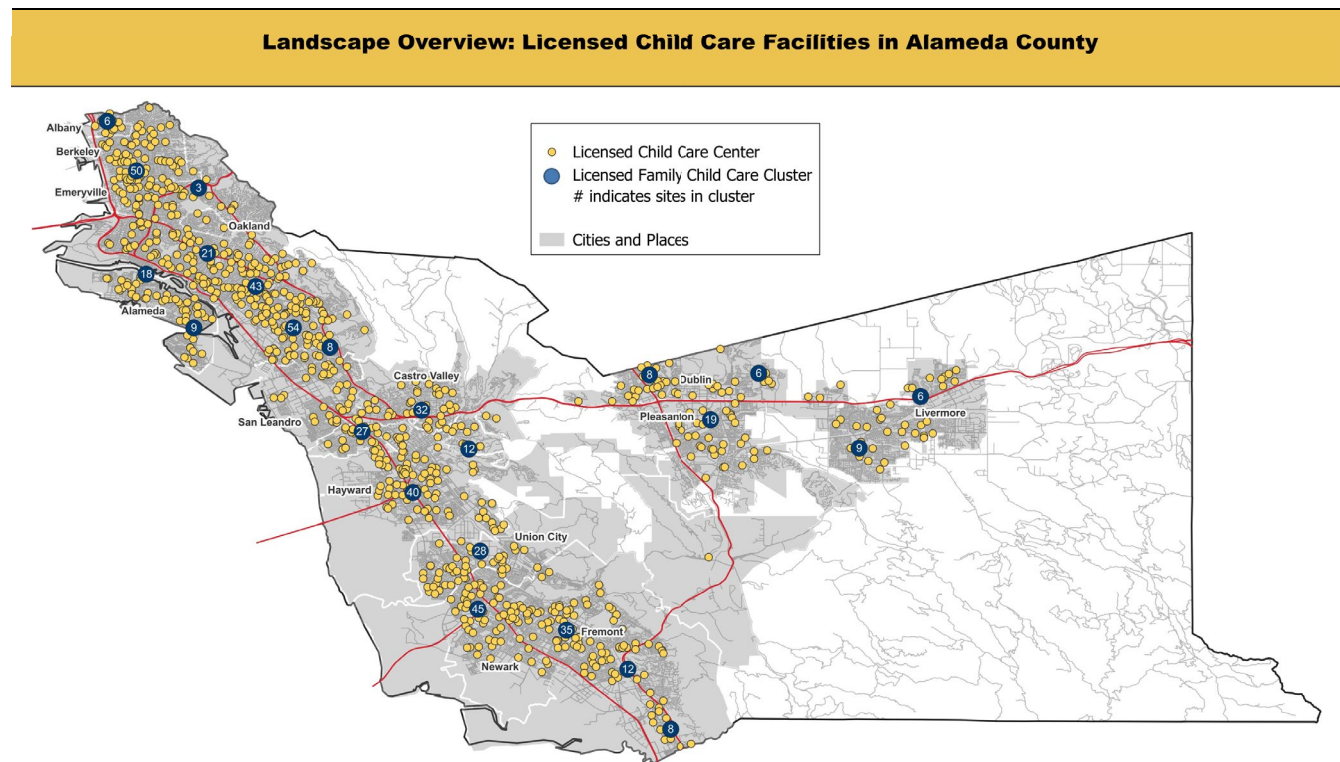
Read First 5's full Equity Statement here: [Equity Statement | First 5 Alameda County](#)

II. FIRST 5 STRATEGIC PLAN

[First 5 Strategic Plan](#)

III. MAPS

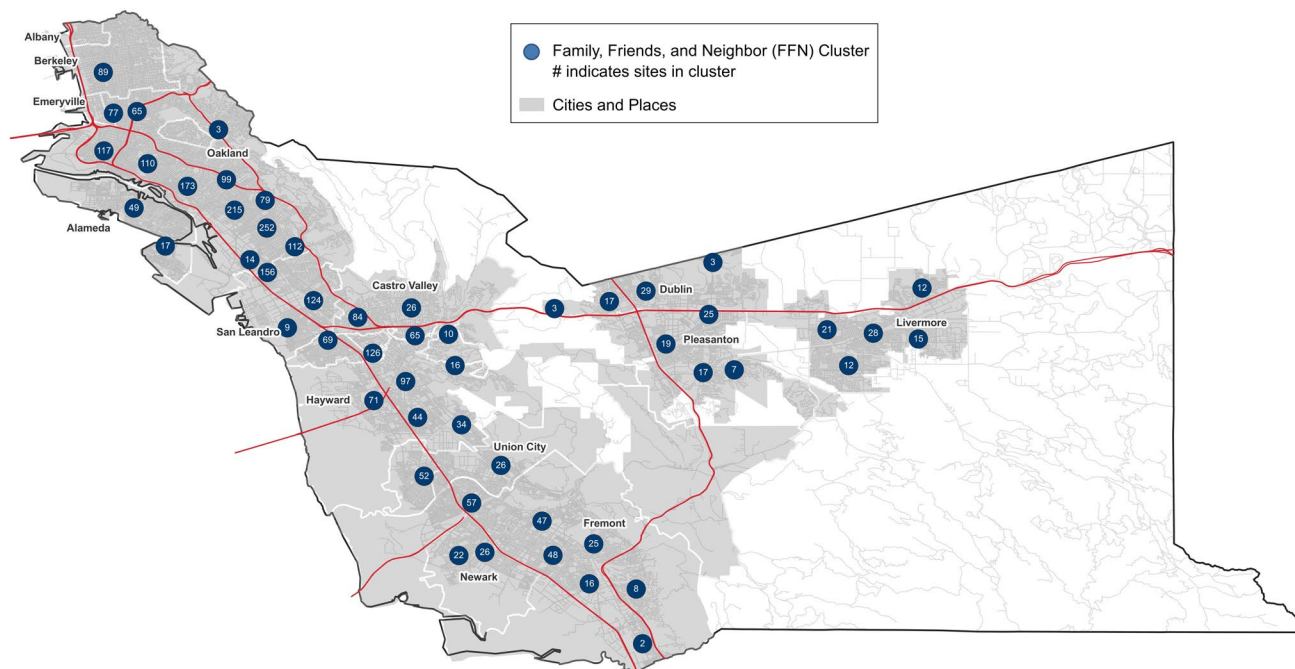
LICENSED CHILD CARE FACILITIES IN ALAMEDA COUNTY



Source: 2021 Resource and Referral Network data; 2024 local Resource & Referral data; and CDSS State Licensing data

FAMILY, FRIENDS, AND NEIGHBORS (FFN) CAREGIVERS REDEEMING AN ALTERNATIVE PAYMENT VOUCHER

Landscape Overview: Family, Friends and Neighbors (FFN) Caregivers Redeeming an Alternative Payment Voucher for a Child 0-5



Source: Data provided by Alameda County Alternative Payment (AP) Agencies (Bananas, Davis Street, Hiveley, and 4Cs of Alameda County) for fy 2023-2024

IV. FIRST 5 REPORTS

- i. Data for Action [First 5 Data for Action Guide 2025 by first5alameda - Issuu](#)
- ii. Kindergarten Readiness Assessment https://www.first5alameda.org/wp-content/uploads/2024/11/2021-22-Kindergarten-Readiness-Assessment-KRA_2022-1.pdf
- iii. [Kindergarten Readiness and Later Achievement: A Longitudinal Study in Alameda County, 2018](#)
- iv. [First 5 Alameda County Strategic Plan 2022-27](#)
- v. [Measure C Emergency Stabilizaation Fund Proposal](#)
- vi. [Oakland Children's Initiative Report](#)
- vii. [Alameda County Early Care and Education Licensed Facilities Assessment Report: Alameda County Early Care and Education Licensed Facilities Assessment I First 5 Alameda County](#)
- viii. [Unincorporated Areas of Alameda County Early Care and Education Needs Assessment Report](#)

V. ISSUE BRIEFS

In addition to the above appendix contents, First 5 Alameda County has developed issue briefs expanding on several important topics addressed only briefly in the plan due to space limitations. These issue briefs are reproduced in their entirety below and each title is linked to the full report.

ISSUE BRIEF TOPIC AREA	PAGE
i. Kindergarten Readiness	115
ii. Wage Floor	118
iii. Quality ECE	121

POLICY BRIEF

Introducing a Universal County-wide Tool to Assess Kindergarten Readiness



POWER OF THE NEW TOOL

- Provides a holistic, population health measure of children’s health, well-being, and school readiness
- Predicts ELA and Math Scores in 3rd and 5th grades
- Reflects how well 0-5 systems support children
- Points to the structural conditions for systems, communities, and families that can be improved through policy-making

First 5 Alameda County is proud to share that the Early Development Instrument (EDI) has been formally adopted as the standardized assessment tool that will allow us to collect data on kindergarten readiness across the County.

In anticipation of the local Measures—the Oakland Children’s Initiative and the Children’s Health & Child Care Initiative for Alameda County—First 5 engaged in a participatory process to select a tool that will help us better understand kindergarten readiness among the County’s youngest learners. On behalf of young children, their families, and communities, and with the support of 16 county school districts, the participation of the California Teachers Association, and in partnership with the Alameda County Office of Education, we selected the EDI, administered by the University of California, Los Angeles (UCLA).

The combination of new voter-approved tax revenues and the robust kindergarten readiness data we will gain from the use of the EDI will position Alameda County to

better address longstanding inequities, and become a state and national leader in early childhood education. The EDI will be used to inform local education, health and human service budgets, and policy advocacy.

The adoption of this new tool marks an evolution of data collection and the availability of information about what our communities’ children are experiencing in early childhood. With the implementation of the EDI, we will have a holistic and comprehensive dataset measuring the systemic conditions that shape school readiness.

At a time when cultural and linguistic bias and chronic underinvestment limit the ability of public institutions to fully support families with young children, the interpretation and prioritization of this data, in partnership with the community, will support a more

intentional understanding of local assets and needs. This deeper understanding, along with more resources, collaboration across systems, and new programs and policies, can help establish a more equitable early childhood system that serves all of Alameda County

SCHOOL READINESS: A CRITICAL INDICATOR

Since 1998, First 5 has made investments in communities and families in service to the 100,000 young children who call Alameda County home.

Previously collected data around kindergarten readiness in Alameda County has shown that disparities among young learners are largely based on socioeconomic factors such as family income and access to child care and community resources, which have intersectional connections to structural racism.

Local and national data have illustrated the importance of kindergarten readiness and it is clear children's positioning as they enter kindergarten has a lasting impact on their quality of life through adulthood. We have found the following, which is highly correlated with long-term educational achievement and life outcomes.



4 in 5 kids who are not ready for kindergarten perform below grade level in 3rd & 6th grade.

Guided by a “whole community, whole family, whole child” policy and programming approach to our work, First 5 has funded and scaled programs targeted at the root causes of local disparities such as:

- summer Pre-K programs,
- home visits to parents/caregivers,
- pediatric care and coordination, and
- place-based initiatives like Neighborhoods Ready for School.

IN THE FISCAL YEAR 2022-23 ALONE, WE SERVED:



19k+
Children



11.5k+
Families



4.5k+
Providers

NEXT STEPS: SYSTEM BUILDING

This new assessment tool is an important step towards a future where every child in Alameda County starts kindergarten ready to succeed.

Throughout the implementation, we will continue to convene district stakeholders, host trainings, provide capacity support, and establish data-sharing agreements. As part of this work, First 5 Alameda County will partner with the community to interpret the collected data to inform future investments, guide policy agendas, and improve systems of care.

Most importantly, the rollout and evaluation of the EDI will include training in diversity, equity, inclusion, and belonging practices to reduce bias and ensure accurate measurements.

EVOLVING THE EARLY CHILDHOOD SYSTEM OF CARE

First 5 Alameda County helps young children grow up healthy and ready to learn during the most important time in their development. Within the Early Childhood System, First 5 Alameda County's role is to:

FUND organizations and initiatives that are mission and vision-aligned, and part of a community-based, family-informed early childhood system.

PARTNER with parents, caregivers, communities, early childhood providers, organizations, and public agencies in service to an accessible, effective, and responsive early childhood system.

ADMINISTER programs for young children and families that offer services, navigation, and care coordination; support and connections to resources; and training and capacity building for providers.

ADVOCATE to scale and sustain effective programs and for public policies grounded in equity and justice.

SINCE 1998, FIRST 5 ALAMEDA COUNTY HAS:

- Raised **\$43.6M** from philanthropic and other funding sources
- Earned **\$24M** from federal fiscal leveraging
- Awarded **\$295.5M** to community partners and agencies

ABOUT FIRST FIVE ALAMEDA COUNTY

First 5 Alameda County helps young children grow up healthy and ready to learn during the most important time in their development. We have more than two decades of experience funding innovative programs and advocating for policies that produce better futures for our children.

POLICY BRIEF | MAY 2025

Measure C Issue Brief: Implementing a Wage Floor for Early Educators

OVERVIEW

Alameda County's Measure C, approved by voters in 2020, mandates the establishment of a wage floor for early educators in child care centers and family child care (FCC) settings. All participating providers will be required to meet or exceed the wage floor for early educator employees, including family child care assistants. This aspect of Measure C aims to alleviate chronic underpayment in the early care and education (ECE) workforce, improve stability, and promote equity for ECE professionals, who are overwhelmingly women of color.

BACKGROUND: WHY A WAGE FLOOR?

Early educators support child development and enable parents to work. Despite their importance, ECE professionals are among the lowest-paid workers in the County. As of 2023:

ECE PROFESSIONALS IN ALAMEDA COUNTY



\$47,630
average
annual incomeⁱ



↑ \$2.81
hourly wages
increased between
2008 and 2023



87%
were classified as
very low-incomeⁱⁱⁱ

Contributing to turnover and difficulty building the workforce.ⁱⁱ

Measure C responds to these disparities by setting a competitive, community informed minimum wage floor.

ⁱ Employment Development Department, "OES Employment and Wages: Quarter 1, 2024." State of California. <https://labormarketinfo.edd.ca.gov/data/oes-employment-and-wages.html#DashB>. Accessed September 13, 2024.

ⁱⁱ Laura Pryor, Kristin Schumacher, and Nishi Nair, "Higher Wages for Early Care and Education Workers Builds and Stronger System." (February 2025) California Budget and Policy Center.

ⁱⁱⁱ California Early Care and Education (ECE) Workforce Registry (October 2020). Note: Self-reported data for 2,348 people registered in the Alameda County Workforce Registry as of October 2020. The Workforce Registry only represents a subset of the ECE workforce as it is a voluntary database. The registry includes an overrepresentation of those working at child care centers and Title 5 programs compared to other child care program types.

WAGE FLOOR LEVELS AND IMPLEMENTATION TIMELINE

YEAR 1 (2024–2025): Laying the Groundwork

Section 2.08.301(A) of the Ordinance requires the wage floor for early educators and assistants to begin at a minimum of \$15 per hour, increased annually beginning January 1, 2022 by the San Francisco-Oakland-Hayward Consumer Price Index (CPI) or the percentage increase in revenues raised during the previous calendar year, whichever is less (“Adjustment for Inflation”). Based on the required calculation, however, the wage floor for 2025 is below the current California minimum of \$16.50 per hour; in addition, many local cities have instituted higher minimum wage requirements ranging from \$16.89 in Oakland to \$19.36 in Emeryville.

All entities that receive Measure C funding in Year 1 will be required to abide by applicable state and local minimum wage requirements. In Year 1, we will also invest in building the infrastructure to support implementing a higher wage floor, including capacity building with providers, information systems enhancements to support wage verification and other processes, and other technical assistance and training.

YEAR 2 (2025–2026): Wage Enhancements and Operating Grants Launch

Wage enhancements and operating grants will begin in Year 2 for participating providers. Beginning in Year 2, the proposed wage floor for Measure C participants is \$25/hour for early educator employees, including FCC assistants and center lead teachers, assistant teachers, and associate teachers. The 5-Year Plan includes a set wage enhancement amount comparable to \$27/hour for FCC Owners starting in Year 2. Operating grants will be provided to address wage compaction, payroll taxes, and discretionary benefits. These grants will be calculated individually for each provider based on current employee wage data and will include provisions to ensure non-supplantation. In addition, continued technical assistance and investment in workforce systems will help ensure successful implementation.

YEARS 3 – 5: Ongoing Analysis and Potential Expansion

Ongoing analysis of penetration, implementation, compliance, impact, and potential for expansion based on available resources, data insights, and community engagement.

COMMUNITY-DRIVEN DESIGN

Feedback from community listening sessions was instrumental in shaping the wage policy. Commenters shared that given economic realities in 2025, paying wages above the original benchmark of \$15 per hour is necessary to attract and retain staff and to compete with Head Start and other school-based ECE programs, which pay higher wages.

This Plan also recognizes changes in workforce wage expectations since 2020. In April 2024, California began requiring most fast-food restaurants to pay employees at least \$20 per hour. California health care workers also have higher minimum wage requirements as of October 2024, ranging from \$18 to \$23 per hour, increasing to \$25 over time.

CONCLUSION

Measure C's wage floor for early educators, coupled with committed funding to support the payment of competitive wages, will drive a transformative investment in the quality, stability, and equity of Alameda County's ECE system. Through sustained implementation, capacity building, and community partnership, the County is taking concrete steps to uplift the workforce that supports young children and working families every day.

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POLICY BRIEF

Improving Quality in Alameda County’s Early Care and Education System Investing in Inclusive, Equity-Centered Programs through Measure C



BACKGROUND

High-quality early care and education (ECE) supports children’s learning and development, strengthens families, and helps the economy. Quality in ECE is enhanced when the workforce—the educators and caregivers providing this essential service—are well-supported, well-paid, and have clear, accessible professional pathways.

Recognizing this, Alameda County voters approved Measure C, which dedicates funding to improve the conditions and capabilities of the ECE workforce as a central strategy to enhance quality, holistic and comprehensive dataset measuring the systemic conditions that shape school readiness.

FIRST 5 APPROACH TO QUALITY: WHOLE COMMUNITY, WHOLE FAMILY, WHOLE CHILD

“Quality” is not just about early learning settings, tools or curriculum—it’s about relationships, representation, respect and cultural (ethnic and class) alignment, in sync with and in service to educator and family well-being. At First 5 Alameda County, we recognize that conditions beyond the classroom impact children’s development, and classrooms supported by communities will be best positioned to provide engaging care and learning for young children.

Rather than taking a one-size-fits-all approach, we prioritize listening to and learning from the diverse experiences and expertise of family child care (FCC) providers, center-based educators, and family, friend, and neighbor (FFN) caregivers. Initial Measure C investments will focus on building trust, sharing knowledge, and creating opportunities for caregivers to reflect on their practices in ways that are supportive—not evaluative.

“Quality” is not just about early learning settings, tools or curriculum—it’s about relationships, representation, respect and cultural (ethnic and class) alignment, in sync with and in service to educator and family well-being.

This more inclusive and responsive approach to quality is also taking root at the state level. Recent and ongoing changes in what defines excellent ECE programs include:

- Transitioning to a Competency-Based Model of Care** - The California Commission on Teacher Credentialing is shifting from a traditional, unit-based Child Development Permit system to a competency-based framework. This model emphasizes skills and knowledge aligned with ECE teacher performance expectations and aims to professionalize and standardize the ECE workforce.
- Updating the Definition of Early Learning Foundations** - In collaboration with WestEd, the California Department of Education has revised the Preschool/Transition Kindergarten Learning Foundations (PTKLF) to align with current research in child development. These updates provide educators with a more relevant framework to support children’s growth and learning.
- Quality Counts California (QCC)** - QCC is a statewide effort started in 2012 to strengthen the ECE system. While all licensed and publicly funded, license-exempt early care and education sites are eligible, QCC encourages locally implemented quality improvement systems to prioritize high-impact communities to participate in QCC activities. Quality Counts (QC) is Alameda County’s local QCC program. In 2023-24, First 5 supported more than 1,500 ECE professionals and FCC and FFN caregivers from 176 centers, 96 FCCs and 16 library institutions with a variety of quality support services, impacting more than 8,000 children.

In addition to Measure C, Oakland Children’s Initiative (OCI) funded through Measure AA is another transformative local investment. The OCI ordinance Early Education Guidelines focus on “increasing quality” and include requirements related to quality rating, developmentally appropriate curriculum, formative assessments to shape instruction, and assessments of quality to foster improvement and reduce disparities. (section 1606.3).

The OCI priority public systems partners, Oakland Unified School District and City of Oakland Head Start, approach quality through a holistic, community-responsive lens.

Program goals focus on improving classroom environments, advancing inclusion, and providing comprehensive supports for children and families, including:

- | | |
|---|--|
| <p>1 Culturally and linguistically responsive strategies that uplift families and caregivers as essential partners in children’s development</p> | <p>3 Facility and infrastructure investments that create safe, developmentally appropriate learning spaces</p> |
| <p>2 Enhanced classroom quality and wraparound supports that reflect community priorities and increase family engagement</p> | <p>4 Equitable career pathways and professional development, strengthening a workforce that reflects and serves Oakland’s diverse communities</p> |

As OCI's contracted early education implementation partner, First 5 intends for the participatory process used to define quality for Measure C purposes to also inform the QRIS "successor system" required by the OCI.

MEASURE C'S COMMITMENT TO CENTERING EDUCATOR AND FAMILY EXPERIENCE

Measure C mandates a comprehensive approach to professional development and workforce investments to improve quality. Our work will seek to:

- **Center family and community voices** in the development of an inclusive, diverse framework that respects culture, language, ability, and lived experience.
- **Address systemic barriers:** High-quality care means children see themselves reflected in their caregivers, environments, and learning experiences – and their identities are honored and uplifted. Too often, however, access to services and supports that would help educators provide these environments has been limited or inequitable. Measure C provides an opportunity to address those barriers.

MEASURE C EARLY INVESTMENTS

The 5-Year Plan includes several initial investments to support quality, including robust community engagement with families, ECE providers, educators, and other key partners to develop a shared, equity-centered vision for quality ECE and related standards. Additional quality-related investments include

funding for high-quality ECE facilities, professional development for educators, and enhanced inclusion and linguistic supports to ensure that all children have access to high-quality ECE. The community engagement process will inform additional investments in Years 3-5.

CONCLUSION

Measure C provides Alameda County a historic opportunity to transform its ECE system by investing where quality begins: in its people. By grounding efforts in community voice, advancing equity, and coordinating across systems, Measure C investments are laying the groundwork for a more stable, respected, and skilled ECE workforce—one that reflects the diversity of our communities and delivers on the promise of high-quality, inclusive and responsive care for all children.

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