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**Building a Community-  
Wide Early Learning  
System: East Yakima  
at Baseline**

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## EXECUTIVE SUMMARY

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As the nation focuses increasingly on educational accountability and the performance of public schools, policymakers, educators, and concerned parents are taking stock of the developmental milestones children must reach before they enter kindergarten and are seeking ways to ensure that children come to school prepared to succeed. In the state of Washington, public and private partners have come together to increase early learning opportunities for young children and support systems that can improve children's readiness for school.

### THE EARLY LEARNING INITIATIVE

In 2006, the Bill & Melinda Gates Foundation (BMGF) launched the Early Learning Initiative (ELI), a 10-year strategy for improving the school readiness of Washington State's children. To achieve this goal, BMGF is engaged in a statewide public-private partnership to implement the initiative's three main components:

1. Development of in-depth, high-quality, community-wide early learning initiatives in two demonstration communities in Washington State
2. Enhancement of statewide systems that support early learning
3. Support for implementation of promising practices in Washington State communities

Public-private partnership is central to BMGF's strategy for achieving these goals. In 2006, as momentum for supporting early learning was building throughout the state, BMGF joined with other private funders and state officials to form Thrive by Five Washington: The Washington Early Learning Fund (Thrive). In tandem with the formation of Thrive, BMGF identified two Washington communities to serve as demonstration sites—White Center, an unincorporated area just outside Seattle, and East Yakima, a community in central Washington. After BMGF made its selection, groups of community stakeholders in each location identified the Educational Service Districts (ESDs) that serve these communities—Puget Sound ESD in White Center and ESD 105 in East Yakima—to serve as intermediaries for ELI planning and implementation. In East Yakima, the ELI planning process

culminated in the formation of a non-profit organization, Ready by Five, to implement the initiative with ESD 105 serving as fiscal intermediary.

In January 2007, Thrive took on the lead role in overseeing and supporting the planning process in each demonstration community. Current plans are for Thrive to continue in this role—working with the intermediary in each community to refine their business plans and develop detailed strategies for implementation, coordinating funding, and providing ongoing oversight and support. Thrive will seek to coordinate the activities taking place in White Center and East Yakima with other initiatives throughout the state.

### **THE EARLY LEARNING INITIATIVE EVALUATION**

Mathematica Policy Research, Inc., along with its partner, the University of Washington College of Education, is conducting the ELI evaluation under contract to BMGF. We have designed the evaluation to meet three overarching goals established by BMGF:

1. Provide information for continuous improvement in the services offered in the demonstration communities
2. Provide information to inform state policy and the development of best practices
3. Assess the effects of long-term investment in early learning systems

The design of the ELI evaluation consists of four main analytic components that together will accomplish these goals: (1) an in-depth implementation study, (2) a kindergarten readiness study, (3) a series of short-term impact studies, and (4) a long-term impact study.

This report, the second in a series of analyses of ELI implementation in the demonstration sites, examines the East Yakima community at baseline and the ELI planning process that took place there in 2006-2007. The report is based on three main data sources: (1) a baseline site visit to East Yakima in September 2007; (2) a network survey fielded in conjunction with the site visit; and (3) observations of licensed child care settings, center director/family child care provider interviews, and lead teacher surveys conducted between August and November 2007.

### **HOW THE REPORT CAN BE USED**

This baseline report provides an initial snapshot of the East Yakima community—including family strengths and needs, availability of services, quality of child care services, and planning activities—before implementation begins. The detailed picture of the community presented here equips Ready by Five planners with information that can help them understand community strengths, needs, and priorities. The report can be used by planners as a tool for adjusting implementation as warranted to ensure that areas of need are targeted for support and that identified service gaps are addressed. In addition, future rounds of implementation study data collection and reporting can be used by program

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planners to assess their progress and to inform ongoing efforts to improve Ready by Five services.

## **MAIN FINDINGS**

The East Yakima community is a neighborhood on the east side of Yakima, a city of about 84,000 in central Washington. According to U.S. Census data, East Yakima has 28,303 residents, of which 11 percent are children aged 5 years or younger. Nearly two-thirds of the residents are Hispanic or Latino, and more than half speak a language other than English at home. The population has a high rate of poverty and low educational attainment, with more than half of residents over age 25 not having completed high school. Even when faced with these hardships, the families in East Yakima are described as hardworking and dedicated to the health and well-being of their children. At the same time, substantial proportions of young children face significant challenges that put them at greater risk of being unprepared for kindergarten in comparison to their peers throughout Washington State.

The report examines findings in three areas: (1) the early care and education service delivery system in East Yakima at baseline, including the quality of licensed child care; (2) the East Yakima planning process; and (3) the community's goals, expectations, and concerns about Ready by Five implementation. Below we highlight the main findings in each of these areas.

### **Overview of Early Care and Education in East Yakima**

The availability of early care and education services for East Yakima families with young children was limited at baseline. In particular, community members reported an insufficient supply of the following services: licensed child care, especially for infants and toddlers and during nonstandard work hours; parent education and family support programs; adult education programs, especially Spanish literacy programs; mental health services; and professional development for child care providers. Common barriers to accessing services involved language differences and mistrust of interpreters, cultural differences, limited access to transportation, eligibility requirements, limited hours of operation, lack of accessible information about available services, long waiting lists, and fear and distrust of government agencies and service providers. Key findings about East Yakima's service delivery system at baseline are:

- Preschool services offered in East Yakima include Head Start, the Early Childhood Education and Assistance Program (ECEAP), the Yakima School District pre-kindergarten, and a summer academy that Yakima School District operates for incoming kindergartners. Most center-based early care and education classrooms operate part-day for four to five days a week during the school year. Few full-day, full-year preschool enrollment spaces are available in East Yakima.

### **East Yakima at Baseline: Highlights**

- Community members' top two priorities for Ready by Five are (1) ensuring that all children from East Yakima are ready for school, and (2) supporting and empowering families to be their child's first teacher.
  - The quality of child care in East Yakima ranges from minimal to good.
  - East Yakima family child care providers have lower levels of education than such providers in other national and state studies: 80 percent of family child care providers in the target area have less than a high school education. Center-based teachers have levels of education comparable to or higher than those of teachers in similar settings in other studies.
  - Few full-day, full-year preschool enrollment spaces exist in East Yakima. Most preschools operate part-day from four to five days a week during the school year.
  - Parents of young children in East Yakima have only limited access to parenting education services and adult education programs, such as literacy classes.
  - East Yakima service providers communicated about planning and administrative issues as well as about service coordination and referrals. Coordination and communication at baseline were most likely to be among service providers within a given service area, such as health.
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- The primary services available for low-income pregnant women are First Steps, the Maternal Child Health program, Nurse/Family Partnership, and Early Head Start. These programs, which are designed to promote healthy prenatal outcomes for pregnant women and development for infants and toddlers, provide home visiting services to eligible women and their young children.
  - Parenting education programs are offered by Yakima Valley Farm Workers Clinic, Central Washington Comprehensive Mental Health, and La Casa Hogar. In addition, some preschool and child care programs offer meetings and workshops for parents. Nevertheless, community residents reported that there is limited availability of culturally relevant parenting education programs offered in Spanish, and parenting programs targeted to fathers.
  - Adult education programs for families, especially in Spanish literacy, are also in short supply in East Yakima. At baseline, La Casa Hogar, Yakima Valley Community College, and Yakima School District offered adult education.



- The supply of early care and education spaces in East Yakima included 14 Head Start, ECEAP, and licensed child care centers and 41 family child care homes. Total center enrollment included about 175 infants and toddlers and 800 preschoolers. Family child care providers were licensed to care for a total of about 250 children.
- In general, family child care providers in East Yakima have lower levels of education than such providers in other national and state studies. Center-based teachers have comparable or higher levels of education than teachers in similar settings in other studies.
- The quality of licensed child care in East Yakima ranged from minimal to good.
- Catholic Family and Child Services' Child Care Resource and Referral program and Yakima Valley Community College provide training and professional development for early learning professionals through limited technical assistance and State Training and Registry System workshops. Enterprise for Progress in the Community (EPIC) Head Start and some licensed child care providers offer a range of training and professional development support for staff. One two-year and one four-year college are located in Yakima County and another four-year college is located in nearby Kittitas County.
- East Yakima service providers communicated about planning and administrative issues as well as about service coordination and referrals. However, coordination and communication at baseline was most likely to be among service providers within a given service area, such as health.

### **The East Yakima Planning Process**

In summer 2006, BMGF selected East Yakima to be an ELI demonstration community; the community then chose ESD 105 to serve as the intermediary agency to lead the planning process and coordinate implementation. ESD 105 engaged key community stakeholders in the planning process by forming eight workgroups. To assign members to workgroups, the stakeholders nominated participants for each group. The person with the most votes in each workgroup became the chair. The eight chairs, along with intermediary staff, worked to integrate into the East Yakima business plan the ideas the eight workgroups generated. During the planning process, ESD 105 involved East Yakima residents by recruiting parent representatives for each workgroup.

From the planning process, site visit participants identified lessons that will be useful to other communities seeking to undertake similar planning efforts:

- It is important to partner with groups and individuals who will commit to the initiative and bring their time, energy, and sense of community to the planning process.

- Those involved in the process must listen to each other's ideas and criticisms. In addition, everyone's voice should be heard and acknowledged, including the voices of parents.
- Planners need to be open to and comfortable with changes in early priorities, and let the process take shape on its own.
- For an initiative such as Ready by Five to be sustainable, it must take into account the input of the community it will be serving. The parents, local community leaders, and residents should be engaged early in the planning phase to make sure they can actively participate in the decision-making process as much as the professionals and experts.
- Leaders of the planning process should be open and honest with all participants, allow the plan to develop without forcing their own ideas, and be able to coordinate and manage a large team with differing agendas and opinions while working toward a common goal for the larger community.

### **Goals and Concerns About Ready by Five Implementation**

East Yakima's business plan presents specific goals and objectives for the initiative and describes the community's proposed structure of services and supports that will constitute a community-wide early learning system. During site visit interviews, we asked intermediary staff and other participants in the planning process to describe their own goals and hopes for what could be achieved through Ready by Five. Five primary goals emerged:

1. All children in East Yakima will be ready for school.
2. Families will be supported and empowered to be their children's first teachers.
3. Professional development opportunities, including training, mentoring, and resources, will be available to early learning providers.
4. The East Yakima community will understand the value of early learning and will take responsibility for advancing early learning opportunities for children.
5. Ready by Five will evolve into a replicable model for in-depth, coordinated early learning service delivery.

We also examined potential barriers identified by site visit participants and their concerns about how funding decisions and implementation processes might play out in the next phase of launching the demonstration. The primary areas of concern were:

- Managing and responding to high community expectations
- Identifying highly qualified bilingual and bicultural staff

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- Training staff, both frontline and administrative, to provide new and innovative services, rather than the status quo
  - Integrating existing monitoring requirements established by regulatory bodies with new models established under Ready by Five
  - Maintaining relationships among Ready by Five stakeholders, especially once service providers are identified for proposed strategies
  - Meeting funder expectations
  - Garnering community support for Ready by Five in an atmosphere that is politically charged by the issue of immigration
  - Attracting outside funders for Ready by Five and remaining focused on Ready by Five's mission in spite of other funders' expectations

## **NEXT STEPS**

This baseline profile of East Yakima and the planning process sets the stage for ongoing evaluation and assessment of implementation over time. We will repeat implementation study data collection—site visits, network surveys, and child care quality assessments—again at approximately one- and three-years after implementation. We will learn about changes in the service delivery system, including the types, quantity, and quality of services available in East Yakima and the levels of coordination among service providers. We will monitor ongoing management and support of Ready by Five, and changes in the supply and quality of child care. We will revisit challenges and barriers to learn how they have been addressed, and we will seek to identify promising implementation strategies that have the potential for replication in other communities.



# CHAPTER I

## INTRODUCTION

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As the nation focuses increasingly on educational accountability and the performance of public schools, policymakers, educators, and concerned parents are taking stock of the developmental milestones children must reach before they enter kindergarten and are seeking ways to ensure that children come to school prepared to succeed. In the state of Washington, public and private partners have come together to improve early learning opportunities for young children and support systems that can improve children's readiness for school. As part of this effort, the Bill & Melinda Gates Foundation (BMGF) has launched an ambitious 10-year Early Learning Initiative (ELI) to increase the school readiness of children in Washington State.

### WASHINGTON STATE CONTEXT FOR THE EARLY LEARNING INITIATIVE

Indeed, research suggests that a substantial proportion of Washington State's children need enhanced early learning support. In its strategy document, "Investing in Kids: An Early Learning Strategy for Washington," BMGF identifies a number of socioeconomic risk factors that put significant numbers of Washington State children at a considerable disadvantage when they enter kindergarten:

- An estimated 23 percent of children under 5—or 109,725 children statewide—are born with two or more demographic risks (University of Washington Human Services Policy Center 2004).<sup>1</sup>
- Seventeen percent of children in Washington State live below the poverty line, and 7 percent in extreme poverty (Annie E. Casey Foundation 2004).

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<sup>1</sup> The demographic risks identified in BMGF's strategy document are poverty, single or no parent, no parent employed full time-full year, all parents with a disability, mother does not have a high school degree, and no parent is fluent in English.

- An estimated 29 percent of children live in single-parent households, and 38 percent of children under 18 live in families in which no parent has full-time, year-round employment (Annie E. Casey Foundation 2004).
- Forty-seven percent of children aged 3 to 5 are enrolled in pre-kindergarten programs, compared with 57 percent nationally. In a recent survey, teachers judged that 75 percent of their kindergartners from the lowest-income families were not ready when they began school (Pavelchek 2005).

### THE EARLY LEARNING INITIATIVE

In 2006, BMGF launched ELI, a 10-year strategy for improving the school readiness of Washington State's children.<sup>2</sup> To achieve this goal, BMGF is engaged in a statewide public-private partnership to implement the initiative's three main components:

1. Development of in-depth, high-quality, community-wide early learning initiatives in two demonstration communities in Washington State
2. Enhancement of statewide systems that support early learning
3. Support for implementation of promising practices in Washington State communities

Public-private partnership is central to BMGF's strategy for achieving these goals. In 2006, as momentum for supporting early learning was building throughout the state, BMGF joined with other private funders and state officials to form Thrive by Five Washington: The Washington Early Learning Fund (Thrive). Co-chaired by William H. Gates, Sr., and Governor Chris Gregoire, Thrive's mission is to serve as a catalyst to develop and support innovative early learning initiatives throughout the state. Through a memorandum of understanding, Thrive's funders agreed to pool and/or align a combination of public and private investments in early learning so that the funds would have the greatest possible impact (Thrive 2007a; Thrive 2007b). Thrive aims to develop four strategies for supporting early learning:

1. Work with *demonstration communities* to develop coordinated, community-wide approaches to early learning accessible to all children in the community
2. Develop and disseminate information about *promising program models*

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<sup>2</sup> Also in early 2006, Governor Chris Gregoire began calling for a new cabinet-level department to coordinate existing early learning programs and resources, and by March 28 she had signed the law establishing the Department of Early Learning (DEL). On July 1, more than a dozen services formerly run by three different agencies (social and health services, community trade and economic development, and the public schools) were consolidated under DEL. Most notably, DEL merged the former Division of Child Care and Early Learning, the Early Childhood Education and Assistance Program (ECEAP), the Early Reading Initiative, and the Head Start Collaboration Office.

3. Encourage *statewide efforts* to improve early learning through education and advocacy
4. Work with partners throughout the state to provide *community and parenting education* resources

In tandem with the formation of Thrive, BMGF began the process of identifying two Washington communities that could serve as demonstration sites. BMGF sought communities that demonstrated a high level of need for early learning services and also had the capacity to develop and implement in-depth, high-quality, community-wide early learning initiatives. After conducting initial research on potential demonstration sites and consulting with community stakeholders, BMGF selected White Center, an unincorporated area just outside Seattle, and East Yakima, a community in central Washington, as the two ELI demonstration communities.

After BMGF made its selection, groups of community stakeholders in each location identified the Educational Services Districts (ESDs) that serve these communities—Puget Sound ESD in White Center and ESD 105 in East Yakima—to serve as intermediaries for ELI planning and implementation. As intermediaries, the ESD in each community applied for and received a grant from BMGF to support coordination of a community planning process for developing an initial ELI business plan. Puget Sound ESD submitted the White Center business plan in April 2007, and ESD 105 submitted the East Yakima plan in August 2007. In East Yakima, the ELI planning process culminated in the formation of a non-profit organization, Ready by Five, to implement the initiative with ESD 105 serving as fiscal intermediary.

After Dr. Graciela Italiano-Thomas assumed its leadership in January 2007, Thrive took on the lead role in overseeing and supporting the planning process in each demonstration community. Current plans are for Thrive to continue in this role—working with the intermediaries to refine their business plans and develop detailed strategies for implementation, coordinating funding, and providing ongoing oversight and support. Thrive will coordinate the activities taking place in White Center and East Yakima with other initiatives throughout the state.

## **THE EARLY LEARNING INITIATIVE EVALUATION**

Mathematica Policy Research, Inc. (MPR), along with its partner, the University of Washington (UW) College of Education, is conducting the ELI evaluation under contract with BMGF. We have designed the evaluation to meet three overarching goals established by BMGF:

1. Provide information for continuous improvement in the services offered in the demonstration communities
2. Provide information to inform state policy and the development of best practices
3. Assess the effects of long-term investment in early learning systems

The design of the ELI evaluation consists of four main analytic components that together will accomplish these goals:

1. ***An in-depth implementation study*** to examine the characteristics of the ELI communities at baseline and after 1, 3, and 7 years of implementation. The analyses will draw on multiple data sources—site visit interviews and focus groups, assessments of child care quality, network surveys, and service use data collected by service providers as available.
2. ***A kindergarten readiness study*** to track communities’ progress in preparing children for kindergarten. The study will assess the readiness of a representative sample of entering kindergartners in each ELI community at baseline and after 1, 3, and 7 years of implementation. Data sources will include direct child assessments, teacher and assessor ratings, and parent interviews.<sup>3</sup>
3. ***Short-term impact studies*** to measure rigorously the impact of the most intensive, core ELI components—such as home visiting, community child care, and hub child care—on children’s developmental outcomes. Specific ELI components will be selected for these studies once the demonstration communities finalize their ELI business plans.
4. ***A long-term impact study*** to measure rigorously the impact of ELI on children’s school readiness and their progress in elementary school. We will compare the outcomes—at ages 2 and 5, as well as into early elementary school—of children born in the ELI communities and a matched sample of children born elsewhere in Washington State.

## THE IMPLEMENTATION STUDY

This report, the second in a series of analyses of ELI implementation in the demonstration sites, examines the East Yakima community at baseline and the ELI planning process that took place there in 2006-2007. To understand fully the effects of ELI, we must first learn how it has developed over time and examine the types and intensity of services children and families have received. Specifically, the implementation study focuses on seven main research questions that cover the lifespan of the initiative:

1. What are the key features of the two ELI communities at baseline?
2. What are the ELI communities’ theories of change and plans for implementation?
3. What early learning organizations are participating in ELI?

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<sup>3</sup> Our current contract includes funds for conducting parent interviews as part of the kindergarten readiness study at baseline only.



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4. To what extent is ELI reaching its target population?
  5. What services does ELI provide?
  6. What is the quality of child care in the ELI communities?
  7. What changes have occurred in the ELI communities and networks?

To answer these questions, the implementation study draws on four data sources: (1) site visits to each ELI community at baseline and at 1, 3, and 7 years after implementation; (2) network surveys fielded in conjunction with each round of site visits; (3) observation of licensed child care settings, center director/family child care provider interviews, and lead teacher surveys timed to coincide with each round of site visits; and (4) service provider-reported data on service use, as available.<sup>4</sup> In the rest of this section, we describe how we collected and analyzed data from the baseline site visit, the network survey, and the child care quality assessments.

### **Baseline Site Visit**

A team of three MPR staff conducted the baseline site visit to East Yakima on September 17-19, 2007—about six months before the start of implementation. Our goals for the baseline site visit were:

- To learn about the East Yakima community and the characteristics of families and children who will receive Ready by Five services
- To document, prior to Ready by Five implementation, (1) the types of services available in East Yakima at baseline for families and young children, and (2) the extent to which service providers coordinate their services
- To learn, prior to Ready by Five implementation, about the types of child care arrangements East Yakima families use and the views of community service providers and residents about the availability and quality of child care in East Yakima
- To learn about the types of support for quality improvement and staff development available in East Yakima and document plans for implementing the Quality Improvement and Rating System
- To collect in-depth information on ESD 105's planning process and lessons learned from the process

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<sup>4</sup> We will incorporate service use data into follow-up reports, after services have begun.

- To learn about Ready by Five’s theory of change and its current plans for implementation
- To discuss, with a broad range of service providers and residents, their goals and expectations for Ready by Five, as well as any concerns they have

During the site visit, MPR interviewed 15 people either one-on-one or in small groups and conducted five focus groups with a total of 52 participants (see Box I.1). Site visit participants included intermediary staff, directors and managers of service providers, public health nurses, directors of child care centers, school district personnel, teachers and child care providers, and parents. Individual and small-group interviews lasted 60 to 120 minutes, and focus groups lasted 90 to 120 minutes. We conducted all interviews and focus groups according to protocols and guides approved in advance by UW’s Human Subjects Protection Division. Findings from the site visits are included throughout this report. Appendix A includes more details about the site visit methodology.

### Baseline Network Survey

To create an inventory of the existing network of service providers for East Yakima families with young children, we fielded a network survey in conjunction with the baseline site visit. We also sought to learn what respondents thought of the Ready by Five planning process—their overall views about it, the extent to which they agreed on goals for Ready by Five, their satisfaction with the process, and the activities they believed were critical to Ready by Five’s success. Findings from the network survey are included in Chapters II and IV. Appendix A summarizes the network survey methodology.

**Design and Sampling.** To conduct a survey that would yield useful information about the planning process, we needed to collect information from all members of the Ready by Five network. For the purposes of the survey, we defined network membership at the program, rather than at the individual, level. We defined a “program” as a set of services that had its own distinct funding source, caseload, and eligibility criteria.

To generate the list of programs involved in the network during the planning process, we asked ESD 105 to identify all involved agencies and their lead staff.<sup>5</sup> This request yielded

<b>Box I.1. Site Visit Participants</b>	
<b>Agency/Program</b>	<b>Number of Participants</b>
<b>Individual/Small Group Interviews</b>	
Intermediary Staff (ESD 105)	5
Department of Early Learning	2
Yakima School District	2
Children’s Village	1
EPIC	1
La Casa Hogar	1
Memorial Hospital	1
Yakima Neighborhood Health	1
Yakima Valley Farm Workers Clinic	1
<b>Focus Groups</b>	
Teachers and Child Care Providers	14
Parents	12
Parents – Planning Participants	12
Public Health Nurses	9
Child Care Center Directors	5

<sup>5</sup> Lead agency staff were most commonly defined as directors or the equivalent.

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an initial sample of 31 lead agency staff. We mailed or hand-delivered (during the site visit) surveys in September 2007 and followed up by phone and email through November 2007.

**Response Rate.** We received 26 responses to the 31 surveys, for a response rate of 84 percent. To account for multiple respondents from one agency, we aggregated the results of three surveys. As a result, we were left with a sample size of 24 programs, of which 2 did not meet the threshold we used to identify programs involved in the planning process (participation by the respondent in three or more planning meetings). As a result, these programs did not complete the planning process section of the survey. Several respondents asked detailed questions about how MPR would safeguard the confidentiality of their responses and expressed reluctance to complete the survey out of concern about the sensitive nature of questions regarding the planning process.<sup>6</sup> For similar reasons, a few respondents refused to complete specific items.

### **Baseline Child Care Quality Assessments**

The child care quality component of the baseline data collection in East Yakima is designed to assess multiple dimensions of quality in a representative sample of licensed child care settings. At baseline, the child care quality assessments document the status of the child care supply (both centers and licensed family child care homes); the characteristics of child care providers, lead teachers, and center directors; and setting-level (classroom or family child care home) quality prior to the start of ELI services. This section provides an overview of the sample design, data sources, training, and data collection response rates. Findings from the child care quality data collection are discussed in Chapter III. Appendix A presents the child care quality assessment methodology in detail.

**Design and Sampling.** Sampling and weighting approaches ensured that the participating sample of child care providers in East Yakima was representative of all eligible child care providers in the community.<sup>7</sup> The sample design called for selecting a sample of 40 center-based classrooms and another sample of 30 family child care homes. We randomly selected 8 center groups (comprising all 14 centers).<sup>8</sup> These 8 center groups had 48 classrooms, and we sampled 4 or 5 classrooms from each group for a total of 39 classrooms. We selected 30 family child care homes out of 41 eligible providers.

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<sup>6</sup> MPR informed survey respondents that every effort would be made to keep responses private and confidential. Identifiable information from the survey is kept in a secure location at MPR and survey results are reported without identifying programs or staff.

<sup>7</sup> “Eligible” refers to licensed child care providers that are providing more than 20 hours of child care per week and that were identified by ESD 105 and DEL as providers of services within the East Yakima boundaries. Head Start and ECAEP centers were included in the sample frame.

<sup>8</sup> Because some centers had fewer than five classrooms, we had to group them with similar centers before sampling to form a “center group” with at least five classrooms. By “similar,” we mean centers with the same types of classrooms (preschool only or preschool plus infant/toddler).

**Data Sources.** Assessments of key aspects of characteristics and quality included interviews with center directors, self-administered questionnaires for lead teachers, and interviews with family child care providers. Observations included the Environment Rating Scales,<sup>9</sup> the Arnett Caregiver Interaction Scale (CIS; Arnett 1989),<sup>10</sup> and observed child-adult ratios and group sizes.

**Training, Certification, and Data Collection Response Rates.** In August 2007, staff from UW trained four data collectors to conduct interviews and child care quality observations in child care centers and family provider homes. Training, conducted by three UW staff members, lasted seven days: three days of classroom instruction and four of practice administering observations in child care settings. During training, each data collector conducted two practice observations in a child care setting with a trained member of the project team serving as the “gold standard” against which the data collectors’ scores were measured. To be certified, a data collector had to have scores within one point of the trainers’ scores on at least 80 percent of the observational items. All four data collectors passed the certification test. In addition, data collectors were reliable under other measures of inter-rater reliability during training or as part of post-training practice observations, such as weighted kappas and intra-class correlations. Additional information about training, certification, and data collection response rates is in Appendix A.

Data collection began in August and ended in November. We achieved final response rates of 93 percent for child care centers and 87 percent for family child care providers.

## **HOW THE REPORT CAN BE USED**

This baseline report provides an initial snapshot of the East Yakima community—including family strengths and needs, availability of services, quality of child care services, and planning activities—before implementation of Ready by Five begins. The detailed picture of the community presented here equips Ready by Five planners with information that can help them understand community strengths, needs, and priorities. The report can be used by planners as a tool for adjusting implementation as warranted to ensure that areas of need are targeted for support and that identified service gaps are addressed. In addition, future rounds of implementation study data collection and reporting can be used by program planners to assess their progress and to inform ongoing efforts to improve Ready by Five services.

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<sup>9</sup> The Infant/Toddler Environment Rating Scale-Revised (ITERS-R; Harms et al. 2002) consists of 39 items that assess the quality of center-based child care for infants and toddlers up to 30 months. The 43 items of the Early Childhood Environment Rating Scale-Revised (ECERS-R) assess center-based child care quality provided to children aged 2½ to 5 (Harms et al. 1998). The Family Child Care Environment Rating Scale – Revised (FCCERS-R; Harms et al. 2007) consists of 37 items that assess the quality of child care provided in family child care homes. Additional information about the Environment Rating Scales is included in Chapter III.

<sup>10</sup> The 26-item Arnett CIS assesses the quality and content of the lead teacher/caregiver’s interactions with children. Additional information about the Arnett CIS is included in Chapter III.

## **ROAD MAP TO THIS REPORT**

This report provides a detailed assessment of the services available to families with young children in East Yakima prior to implementation and describes the planning process. The chapters are organized by topics and themes; most draw on multiple data sources as noted in the introduction to each chapter. Chapter II provides an in-depth profile of the East Yakima community, including characteristics of families and children who live in the neighborhood and the service delivery system. In Chapter III, we report on the supply and quality of licensed child care. In Chapter IV, we describe the planning process and lessons learned. Chapter V examines East Yakima's goals, expectations, and concerns about Ready by Five implementation. It also includes a discussion of the next steps for the evaluation. Appendix A details our methodology for the implementation study.



## CHAPTER II

### EAST YAKIMA COMMUNITY PROFILE AT BASELINE

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To understand fully the effects of Ready by Five, we must learn how it has developed over time and examine the types and intensity of services children and families receive. As a first step to documenting Ready by Five implementation, we have collected detailed information about the community and about the availability of services at baseline, before implementation begins. This chapter profiles the East Yakima community in fall 2007—about six months before the target date for initial implementation. We will use this profile as a reference point for comparing implementation data in future years and assessing the extent of change in the community over time.

We begin with an overview of the East Yakima community, including its geography and community characteristics, as well as its demographics, its school performance indicators, and the needs of its families. We then profile the service delivery system in East Yakima—specifically the availability of early learning and other support services for families with young children. We also describe the level of coordination and communication among East Yakima service providers at baseline. We draw on data from the September 2007 site visit to East Yakima, the network survey, and secondary sources such as the U.S. Census.

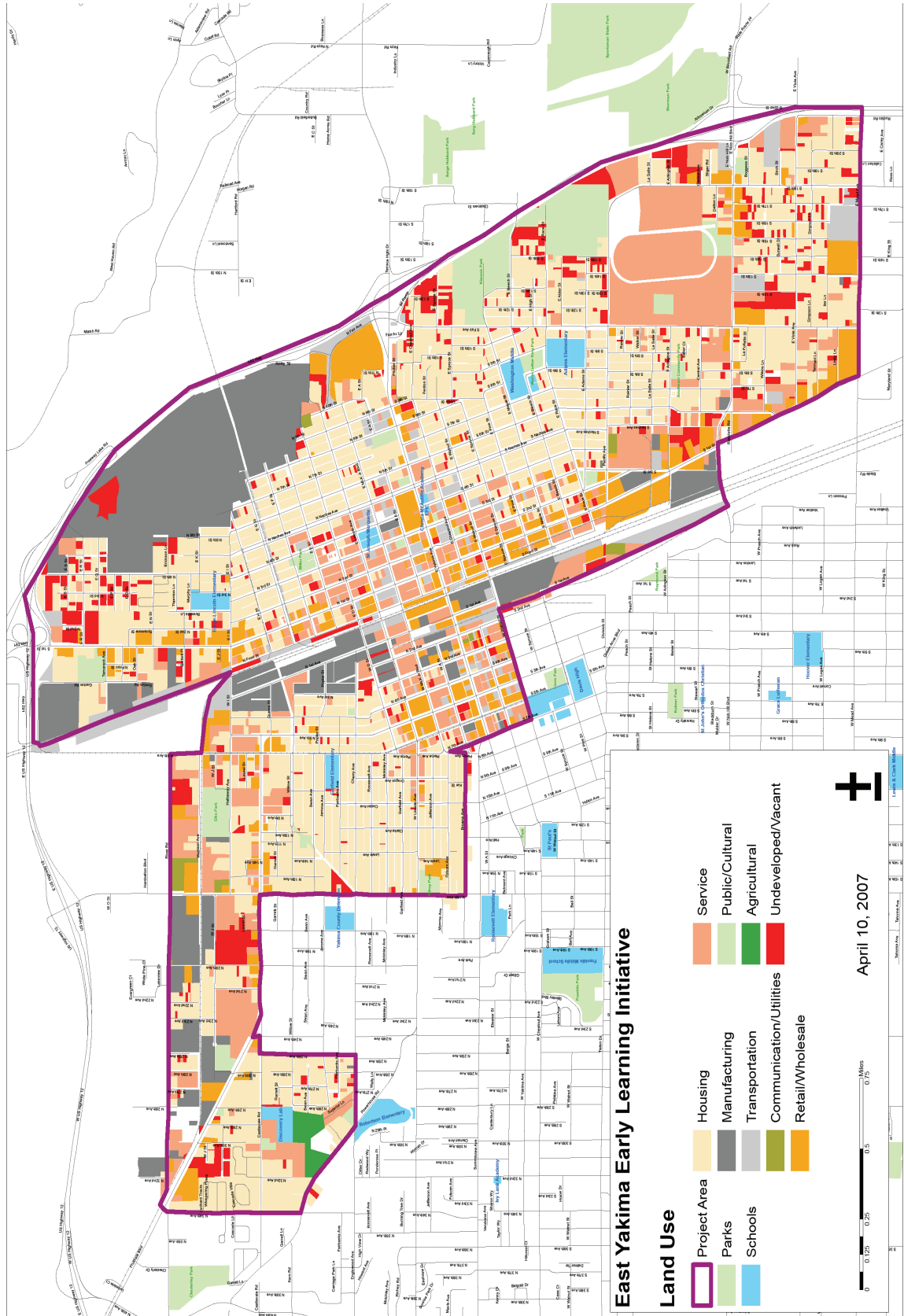
#### OVERVIEW OF THE EAST YAKIMA COMMUNITY

The East Yakima community is a residential neighborhood on the east side of Yakima, a city of 84,000 in central Washington (U.S. Census 2000; Figure II.1). According to Census data, the neighborhood has 28,203 residents, of whom 3,158—more than 11 percent, compared with less than 9 percent in Yakima County as a whole—are children under age 5 (Table II.1).<sup>11</sup>

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<sup>11</sup> The East Yakima community contains three full and two partial Census tracts. As a result, the Census data provided in this chapter are not an exact match for the service area. Nevertheless, they provide the best approximation for describing the characteristics of families that live in the service area and are likely to participate in East Yakima.

Figure II.1. Map of East Yakima Community





**Table II.1. General Population Characteristics: Residents of East Yakima and Yakima County**

	East Yakima		Yakima County	
	Number	Percentage	Number	Percentage
<b>Total Population</b>	28,203	NA	222,581	NA
<b>Population by Age</b>				
Under age 5	3,158	11.2	19,440	8.7
18 years and over	18,276	64.8	151,830	68.2
65 years and over	2,637	9.3	24,921	11.2
<b>Population by Race/Ethnicity<sup>a</sup></b>				
White	13,762	48.8	146,005	65.6
Black/African American	801	2.8	2,157	1.0
American Indian/Alaska Native	782	2.8	9,966	4.5
Asian/Pacific Islander	233	0.8	2,327	1.1
Other Race	11,204	39.7	54,375	24.4
Multi-racial	1,421	5.0	7,751	3.5
Hispanic/Latino (of any race)	16,221	57.5	64,712	35.9
<b>Language Other than English Spoken at Home</b>	13,068	52.2	64,712	31.8
<b>Place of Birth and Citizenship</b>				
Born in the United States	19,353	68.7	185,006	83.1
Not a United States citizen	6,972	24.8	27,650	12.4

Source: U.S. Census 2000.

<sup>a</sup>Race/ethnicity percentages do not add to 100 because responses are not mutually exclusive.

NA = Not applicable.

We next describe the racial and ethnic makeup of the East Yakima community, as well as its home languages and immigration patterns, its family structure, its poverty rates and employment opportunities, the levels of education of its residents, the performance of its schools, the views of its parents on school readiness, and the opinions of its residents on the strengths and needs of the community.

**Racial/Ethnic Diversity.** According to the 2000 Census, more than 57 percent of East Yakima residents self-identified as Hispanic or Latino (of any race). Less than 50 percent are white, compared to two-thirds of Yakima County residents. Nearly 40 percent of East Yakima residents defined their race as “other.” Small percentages in East Yakima identified themselves as African American or American Indian/Alaska Native.

**Home Language and Immigration Patterns.** Besides their racial/ethnic diversity, residents of East Yakima are more likely than Yakima County residents as a whole to be immigrants, and more than half speak a home language other than English, compared to 32 percent of Yakima County residents (Table II.1). After English, the most common language in East Yakima is Spanish (not shown; U.S. Census 2000). Nearly a quarter of East

Yakima residents are not U.S. citizens, compared with only 12 percent in the county (Table II.1).

**Family Structure.** Forty percent of households in East Yakima are families with at least one child under age 18 (not shown; U.S. Census 2000). Of these, nearly 35 percent are headed by a single mother. In contrast, in Yakima County as a whole, 36 percent of households are families with at least one child, with less than 20 percent headed by a single mother.

**Poverty.** According to the 2000 Census, nearly twice as many families with children in East Yakima live below the poverty line as families in Yakima County as a whole—42 percent compared to 22 percent (Table II.2). More than half of East Yakima families with children under 5 live in poverty. East Yakima families with children headed by single mothers have the highest rates of poverty, with more than three-fourths of single-mother households with children under 5 living in poverty.

**Table II.2. Poverty Status in 1999: East Yakima and Yakima County**

Characteristics	East Yakima (Percentage)	Yakima County (Percentage)
<b>Poverty Status of Families</b>		
Families with children under age 18	42.5	21.9
Families with children under age 5	52.3	28.0
<b>Poverty Status of Families Headed by a Single Mother</b>		
With children under age 18	67.9	46.2
With children under age 5	77.9	58.5

Source: U.S. Census 2000.

**Employment Opportunities.** According to site visit participants, most adults in the East Yakima community are migrant or seasonal agricultural laborers or work in factories associated with agriculture (not shown).

**Educational Attainment.** Levels of education among adults aged 25 and over in the East Yakima are substantially lower than for Yakima County as a whole. According to the 2000 Census, more than half of East Yakima residents have less than a high school degree, compared to only 31 percent of Yakima County residents (Table II.3). About 15 percent of Yakima County residents have a bachelor's or higher degree, compared to only 6 percent of East Yakima residents.

**Table II.3. Educational Attainment of Adults Aged 25 and Over: Residents of East Yakima and Yakima County**

Characteristics	East Yakima (Percentage)	Yakima County (Percentage)
Less than high school diploma or GED	52.4	31.4
High school diploma or GED	24.5	27.4
Some college	14.8	20.8
Associate's degree	2.5	5.2
Bachelor's degree	3.7	9.8
Graduate or professional degree	2.1	5.5

Source: U.S. Census 2000.

**Public School Performance.** School-aged children from East Yakima attend the Yakima public schools. There are 14 elementary schools in the district, and three of those are located in East Yakima: Adams, Barge Lincoln, or Garfield, which together have an enrollment of nearly 1,700 (Table II.4; Office of Superintendent of Public Instruction 2007). In all three, more than 90 percent of enrolled children qualify for free or reduced-price lunch, and more than half receive transitional bilingual education services.

School performance in Washington is measured with the Washington Assessment of Skills and Learning. In the three elementary schools in East Yakima, the percentage of students meeting the state standard for fourth grade reading in 2006-2007 ranged from 41 to 54 percent, compared to 63 percent in the Yakima public schools and 77 percent in the state as a whole (Table II.5; Office of Superintendent of Public Instruction 2007). In math, the percentage of fourth graders meeting the state standard in East Yakima schools ranged from 15 to 36, compared to 34 percent in the Yakima public schools and 58 percent in the state.

**Table II.4. Characteristics of East Yakima Elementary Schools**

Characteristics	Adams	Barge Lincoln	Garfield
2006 enrollment	701	511	460
Percentage of children eligible for free/reduced-price lunch	93.0	93.9	95.5
Percentage of children enrolled in special education	11.6	7.4	6.7
Percentage of children enrolled in transitional bilingual services	50.5	58.4	57.6

Source: Office of Superintendent of Public Instruction 2007.

**Table II.5. Percentage of Children Meeting Fourth-Grade Standards on the Washington Assessment of Skills and Learning**

Schools	Reading	Math
Adams	40.8	17.5
Barge Lincoln	44.2	15.1
Garfield	54.2	36.1
Yakima School District	63.2	34.0
Washington State	76.6	58.1

Source: Office of Superintendent of Public Instruction 2007.

**Parents' Views About School Readiness.** During site visit focus groups, parents discussed what children should know and be able to do when they enter kindergarten. Across focus groups, parents agreed that children should know the alphabet, be able to count, and recognize shapes and colors (not shown). Some felt that children should be able to write their names and know their addresses and telephone numbers. In addition, many said that children should have the social skills needed to succeed in school, such as sharing, taking turns, and acting respectfully toward others.

**Community Strengths and Needs.** During site visits, service providers noted the strengths of the families in East Yakima. They described parents who are dedicated to their families and willing to make sacrifices to help their children achieve. They also described parents as hardworking and interested in making a better life for themselves.

“Their [parents] willingness to do whatever it takes to ensure the health, well-being, and development of children, and their strength and ability to successfully overcome adversity is incredible.”

—East Yakima service provider

During site visits, both service providers and parents noted that East Yakima has pressing needs. Persistent crime and gang activity were major concerns, and high rates of poverty and low education levels were cited as major hardships for families. Site visit participants said that families have limited access to transportation, culturally relevant support services, and educational programs for young children. Parents said that because they lack information on how to apply and often encounter negative attitudes from providers, it is difficult to access social services. They also said that schools are too overcrowded to provide children with the support they need, and that there are few sports leagues or other recreational opportunities for youth. Parents expressed an understanding of the importance of early childhood

“We are very poor and must work long hours to give our children a better life. It is frustrating to get home so tired and have no time to study, meet with the teachers, or even be with my children. I need to work two jobs to cover expenses, and like me, there are many single mothers here, and we need support.”

—East Yakima parent

education and a desire to provide early learning experiences for their children, but said they lacked the resources to do so.

### AVAILABILITY OF SERVICES IN EAST YAKIMA

An important goal of the ELI implementation study is to understand how the availability of early learning services expands over time and the extent to which services offered in the community meet families' needs. As a starting point for this analysis, we have documented the availability of early learning and other family support services at baseline. In the rest of this section, we describe the services available to families and children in East Yakima in September 2007—about six months before the target date for Ready by Five implementation. We also describe the barriers that families in East Yakima face when trying to obtain services, as well as service gaps that site visit participants identified.

*When asked about what is important to know when caring for preschool-aged children, a mother related a tale about the importance of early learning: “A mother goes to the town wizard and asks when should she take her child for some learning so he grows up to be a wise man. The wizard asks the mother how old her child is, and she answers, ‘Four.’ The wizard then replies, ‘You have already wasted four years.’”*

*—East Yakima parent*

### Services Provided in East Yakima at Baseline

In this section, we describe the availability of programs designed to aid families with young children, including early learning and preschool programs, services for pregnant women, parent and adult education classes, health and family support services, and training and development for early learning professionals. We use text boxes throughout the chapter to profile the main early learning and family support programs in East Yakima.

**Early Learning and Preschool Programs.** Early learning and preschool services offered in East Yakima include:

- Enterprise for Progress in the Community (EPIC) Head Start—Jefferson, Fairview, and Castlevale child development centers (see Box II.1)
- EPIC Early Childhood Education and Assistance Program (ECEAP)—Jefferson and Fairview child development centers (see Box II.1)
- EPIC Early Head Start—a home-visiting program operated out of Children’s Village (see Box II.5)

#### Box II.1. EPIC Head Start and ECEAP

**Program Description:** Free preschool education and comprehensive family support for eligible preschool-age children and their families

**Target Population:** Families with children ages 3 and 4 with incomes at or below the federal poverty guidelines for Head Start and families that are at 110 percent of the federal poverty level for ECEAP; families with children with identified disabilities

**Service Options:** Head Start and ECEAP classrooms operate 3.5 hours per day for 4 days per week during the 9-month school year

**Program Size:** 238 Head Start spaces and 72 ECEAP spaces

**Location:** Head Start and ECEAP classrooms are located at three centers—Jefferson, Fairview, and Castlevale—in East Yakima

- EPIC Migrant and Seasonal Head Start<sup>12</sup>
- ECEAP classrooms operated by the Yakima School District (YSD) under subcontract to EPIC (see Box II.2)
- Pre-kindergarten classroom operated by YSD (see Box II.2)
- A special-education preschool classroom operated by YSD
- Pre-Kinder Academy, a four-week summer program operated by YSD for children who will enter kindergarten in the fall (see Box II.3)
- La Casa Hogar Children's Learning Center, which provides an early learning environment for children 2 to 5 while their parents attend classes at La Casa Hogar (see Box II.4)
- Licensed child care, including about 8 child care centers and more than 40 licensed family child care homes<sup>13</sup>

While all these programs target families with young children, eligibility requirements and target populations vary. Head Start programs (including Early Head Start) and ECEAP serve families that meet income eligibility requirements (at or below the federal poverty line for Head Start programs and 110 percent of the line for ECEAP) and

#### **Box II.2. Yakima School District ECEAP and Pre-kindergarten**

**Program Description:** Free preschool education and comprehensive family support for eligible preschool-age children and their families

**Target Population:** Families with children ages 3 and 4 with incomes at or below 110 percent of the federal poverty level and families with children with identified disabilities are eligible for ECEAP; all 4-year-olds living in the Barge Lincoln Elementary school area are eligible for YSD pre-kindergarten

**Service Options:** ECEAP and pre-kindergarten classrooms operate 4 days per week for 2.5 hours per day

**Program Size:** 70 spaces for ECEAP; 36 spaces for YSD pre-kindergarten

**Location:** ECEAP classrooms are located at Barge Lincoln and Adams elementary schools in East Yakima; YSD pre-kindergarten is located at Barge Lincoln elementary school in East Yakima

#### **Box II.3. Yakima School District Pre-Kinder Academy**

**Program Description:** Four week summer program for children who will enter kindergarten in the fall

**Target Population:** Children living in Yakima who will enter kindergarten in the fall

**Service Options:** Four week summer program

**Program Size:** 300 incoming kindergarteners

**Location:** Pre-Kinder locations include elementary schools in East Yakima

<sup>12</sup> EPIC has 60 migrant spaces and 62 seasonal spaces at the Castlevale center. EPIC has additional migrant and seasonal spaces at local child care facilities. Some classrooms open in mid-April and additional classrooms in mid-June. The preschool classrooms with kindergarten-aged children close in late August as the academic year begins. The Migrant and Seasonal Head Start services continue until the end of October. These services are offered up to 12 hours per day (depending on the needs of parents), 5 days per week during the agricultural season.

<sup>13</sup> Details about the supply and quality of licensed child care in East Yakima are in Chapter III.

families with children with identified disabilities. Migrant and Seasonal Head Start programs serve families at or below the federal poverty line who work in agriculture. The school district special-education classroom serves children with identified disabilities; the district pre-K classroom serves 4-year-olds in the Barge Lincoln Elementary school service area; and the Pre-Kinder Academy is available to incoming kindergartners in YSD, but space is limited. La Casa Hogar serves 2- to 5-year-olds whose mothers are attending classes at the center. Licensed child care centers and family child care homes typically serve infants, toddlers, and preschool-aged children and charge tuition; nearly all accept public child care subsidies if families qualify.

Few providers in East Yakima offer full-day, full-year preschool services, though some licensed child care providers do offer full-time care.<sup>14</sup> Migrant and Seasonal Head Start operates 6 to 12 hours a day, 5 days a week during the agricultural season (spring through early autumn). Head Start, ECEAP, and the YSD pre-K classrooms operate half-day four or five days a week. The YSD Pre-Kinder Academy operates during the summer; most other programs run during the school year. La Casa Hogar operates for 90 minutes, 3 days a week. Early Head Start and most licensed child care providers run year round. However, some licensed providers, particularly family child care homes, close over the winter months because many families require child care only during the agricultural season (spring through early autumn).

#### **Services for Pregnant Women.**

Current services for pregnant women in East Yakima include First Steps, the Maternal Child Health program, Nurse/Family Partnership (NFP), and Early Head Start. First Steps provides home visits by public health nurses for Medicaid-eligible women (see Box II.7). Enrollees can receive up to 60 visits during pregnancy and through the two months after the

#### **Box II.4. La Casa Hogar Children's Learning Center**

**Program Description:** Early learning environment for children ages 2 to 5 whose parents are attending classes at La Casa Hogar

**Target Population:** 2 to 5 year old children whose parents are attending classes at La Casa Hogar

**Service Options:** Early learning services are offered 3 days per week for 90 minutes per day

**Program Size:** 9 spaces

**Location:** La Casa Hogar which is located in East Yakima

#### **Box II.5. EPIC Early Head Start**

**Program Description:** Free home-based early childhood development and family support program for eligible infants and toddlers and their families and pregnant women

**Target Population:** Pregnant women and families with children ages birth to 3 with incomes at or below the federal poverty guidelines; families with children with identified disabilities

**Service Options:** Weekly home visits and group socialization meetings at Children's Village twice a month

**Program Size:** 32 spaces in the Yakima School District service area

**Location of Services:** Early Head Start is a home visiting program that is operated out of Children's Village

<sup>14</sup> See Chapter III for a detailed discussion of the supply of licensed child care in East Yakima.

child's birth. Visits can continue for up to one year for cases considered at high risk. Visits are brief—typically about 15 minutes. The Maternal Child Health program serves high-risk women and children, when no other resources are available for providing services (see Box II.8). Services include assessment and home visits. NFP, which includes weekly to monthly home visits, serves first-time pregnant women and their children through age 2 (see Box II.6). Early Head Start, a federally funded program designed to promote healthy prenatal outcomes for pregnant women and development of infants and toddlers, provides weekly home visits to pregnant women who meet income eligibility requirements (see Box II.5).

Additional services for pregnant women include Women, Infants, and Children (WIC)—which provides supplemental foods, health care referrals, and nutrition education for low-income pregnant and postpartum women, and to infants and children up to age 5 found to be at nutritional risk. Prenatal health care services are provided by Yakima Valley Memorial Hospital, Yakima Neighborhood Health Services, and Yakima Valley Farm Workers Clinic.

#### **Parenting Education Services.**

Several parenting education programs for pregnant and postpartum women operate in East Yakima: First Steps, Maternal Health Services, NFP, Early Head Start, WIC, and prenatal services offered at hospitals and health centers. The Child Care Resource and Referral

program of Catholic Family and Child Services (CFCS) offers a variety of services for parents, including information on child development and health. Three additional parenting education programs are offered in the community:

1. Yakima Valley Farm Workers Clinic offers a Spanish-language parenting education program known as Los Niños Bien Educados Program

#### **Box II.6. Nurse/Family Partnership, Children's Village**

**Program Description:** A prevention program that serves first time pregnant women and their children through age 2 years

**Target Population:** Low-income, first time mothers and their children

**Service Options:** Prenatal visits include weekly home visits for the first month after enrollment and then every other week until the baby is born; after birth home visits are conducted weekly for the first six weeks, then every-other-week until the child is 20 months, and then monthly until the child is 2 years old

**Program Size:** 16 spaces in East Yakima

**Location of Services:** Nurse Family Partnership is a home visiting program

women include Women, Infants, and Children

#### **Box II.7. First Steps, Yakima Valley Memorial Hospital, Yakima Neighborhood Health Services, Yakima Valley Farm Workers Clinic**

**Program Description:** Home visiting by public health nurses to reduce premature birth and infant mortality

**Target Population:** All pregnant women covered by Medicaid

**Service Options:** Up to 60 fifteen-minute visits during pregnancy and for 60 days after birth; high-risk families eligible for Infant Case Management with up to 40 visits until age 1

**Program Size:** 330 families in East Yakima

**Location of Services:** First Steps is a home visiting program



2. Central Washington Comprehensive Mental Health offers Strong Families (Familias Fuertes), a parenting education program offered in English and Spanish that includes 13 three-hour sessions over seven weeks
3. La Casa Hogar, also known as the Yakima Interfaith Coalition, offers a variety of parent education programs to Hispanic women from East Yakima, including the Learning Basket, a 12-session course that instructs mothers with children under age 3 how to teach infants and toddlers through play

In addition, many of the preschool and child care programs in East Yakima offer meetings and workshops on parenting education, parent involvement, and transitioning to kindergarten.

**Adult Education Services.** During site visits, many providers in East Yakima described adult education services that are available for parents, many of whom speak English as a second language and may be recent immigrants. At La Casa Hogar, Spanish-speaking women from East Yakima can take classes in English as Second Language (ESL) through Yakima Valley Community College (YVCC), in adult basic education (including pre-GED classes) through Heritage University, in Spanish literacy, in computers, and in driver education. ESL and pre-GED classes are also offered at YVCC and Heritage University. YSD, in partnership with the Mexican government and the state Superintendent of Public Instruction, hosts the Washington CONEVyT Portal, a core curriculum the Mexican government developed for use in schools to facilitate instruction in Spanish for youth 14 and older while they learn English. It also includes an adult education component. Through a partnership with YSD, CONEVyT is offered at La Casa Hogar.

**Box II.8. Maternal Child Health Program,  
Yakima Valley Memorial Hospital, Yakima  
Neighborhood Health Services, Yakima Valley  
Farm Workers Clinic**

**Program Description:** The Maternal Child Health program is funded by the Maternal-Child Block Grant. It provides assessment and home visiting services for mothers and their children when no other resources are available

**Target Population:** Mothers and their children with a need, and when no other resources are available for providing services

**Service Options:** Assessment and home visiting services

**Program Size:** Approximately 600 families per year in Yakima County

**Location of Services:** Maternal Child Health is a home visiting program managed by Yakima Valley Memorial Hospital

**Health Promotion Services.** Comprehensive health services are available to families through Yakima Neighborhood Health Services, Yakima Valley Farm Workers Clinic, Yakima Valley Memorial Hospital, Community Health of Central Washington, and private providers. Services are covered through Medicaid or offered on a sliding fee to uninsured low-income families. In addition, Children's Village, through a multi-agency collaboration, offers a variety of health and early intervention services to children and youth.

Two other programs offered to families in the community through multi-agency collaborations are Kids Connect and KidScreen.<sup>15</sup> Kids Connect is designed to help Yakima County families with children birth to age 18 find medical homes, obtain medical coverage, and reduce emergency room use for non-emergency reasons. KidScreen is a collaborative effort of Yakima County health, education, early learning, social services, and mental health organizations to provide developmental, hearing, vision, and social emotional screenings, as well as physical exams and immunizations to children birth to age 6 at no cost to parents.

**Training and Professional Development for Early Learning Professionals.** CFCS's Child Care Resource and Referral program, the resource and referral agency for Yakima, offers training and technical assistance to licensed child care programs in East Yakima (see Box II.9). CFCS provides technical assistance by phone and during on-site visits to child care providers and offers two or three training sessions annually in East Yakima. The Washington State Training and Registry System (STARS) has officially approved CFCS as a trainer. CFCS thus offers the basic and continuing education that child care providers in the state must complete to maintain their license. STARS training is also offered through YVCC. YVCC and CFCS also offer providers an early education curriculum and mentoring program, called "Building Bridges."

EPIC Head Start provides a range of pre-service training and ongoing professional development to frontline staff, including teachers, assistant teachers, and family service workers. In addition, one two-year and one four-year college are located in Yakima County and another four-year college is located in nearby Kittitas County. YVCC offers an associate degree in early childhood education and a Child Development Associate certificate. Heritage University and Central Washington University offer associate's and bachelor's degree programs.

**Box II.9. Child Care Resource and Referral,  
Catholic Family and Child Service (CFCS)**

**Program Description:** Child care resource and referral for parents; T/TA for licensed child care

**Target Population:** All families and licensed child care providers in Yakima County

**Service Options:** Technical assistance to providers on site and by telephone; two or three training sessions annually in East Yakima; referrals for parents through an online database, by telephone, or at CFCS's office

**Program Size:** All providers in Yakima County

**Location of Services:** Training and on-site technical assistance in East Yakima

### **Barriers to Accessing Services for Families in East Yakima at Baseline**

During the site visit, service providers and parents described barriers that families in East Yakima face when attempting to access services. The eight most commonly reported barriers involved (1) language and mistrust of interpreters, (2) differences in culture, (3) limited access to transportation, (4) eligibility requirements, (5) limited hours of operation,

<sup>15</sup> At the time of the site visit in September 2007, Kids Connect was not in operation, as funding had been discontinued. However, Kids Connect restarted in late 2007.

(6) lack of accessible information about available services, (7) long waiting lists, and (8) fear and distrust of government agencies and service providers.

### **Language Barriers and Mistrust of Interpreters.**

During interviews and focus groups, service providers and parents reported that although many providers in East Yakima speak Spanish or offer interpretation services, language barriers remain an issue. Providers explained that because finding qualified bilingual staff is difficult, many rely on interpreters. Parents reported often having to wait for an interpreter to become available before they can receive a service. Parents with some knowledge of English explained that they mistrust interpreters because they often hear them translate incorrectly.

“I said it aches here, and the translator said simply, ‘She has pain.’”

—East Yakima parent

**Cultural Barriers.** Site visit participants reported that, besides language barriers, services are often not culturally relevant and service providers are not culturally sensitive. Although some providers acknowledged during site visits that family support and parent education programs often succeed best when the providers are bilingual and bicultural, they explained that while they aim to hire bicultural staff, it is difficult to find qualified professionals.

“We have mentor parents who speak both English and Spanish and are certainly culturally diverse. And I think what we found over the years is that parents really want someone they can relate to, someone who understands what they are going through, the emotion.”

—East Yakima service provider

“I feel bad because they mistreat us and if you complain, then they don’t give you any help.”

“We Hispanics are very shy, so if they talk loud to us, we leave, while the Anglos do research and are better prepared.”

“The schools suspend students and never tell the parents what is wrong.”

—East Yakima parents

Parents explained that service providers and school personnel, from lack of understanding of their culture, are often unable to communicate effectively with them. Some parents in focus groups described Hispanic women as shy and reluctant to assert themselves with people in authority, such as service providers and school district personnel. Parents explained that they will often wait to be addressed instead of initiating communication, but receptionists at many provider offices expect parents to address them first. Hispanic parents from East Yakima explained that cultural differences also make them less likely to ask for help or advocate for their children.

**Limited Access to Transportation.** Another barrier reported by site visit participants is public transportation, which though available in East Yakima, is not convenient for getting to some service provider locations and operates during limited hours. Moreover, intermittent service makes using public transportation difficult, especially when families are with young children. Many families have cars, but expensive repairs and high gasoline prices often make travel by automobile impractical.

“It takes two hours to get somewhere. It is an interesting bus system.”

—East Yakima parent

“[If] we both work but then we don’t qualify [for child care subsidies], one of us needs to get out of the workforce to qualify [for subsidies] or to watch the children.”

—*East Yakima parent*

**Eligibility Requirements.** Another barrier to accessing services for families in East Yakima is the eligibility requirements of many programs. Several site visit participants, including service providers and parents, described many families as being slightly above the income guidelines for services. They explained that income eligibility is often based on a one- to three-

month period. The incomes of agricultural workers, most of whom work seasonally, often exceed guidelines during the spring and summer. As a result, the families do not qualify for free services, even though most of them would qualify if eligibility was based on annual income. Even during their higher-paying months, they still do not earn enough to afford to pay for services.

“We have a lot of poverty and not enough child care, and during the [agricultural] season, we exceed our earnings, and this is counted against us. It is a great concern that my child does not have a good place to be, and I cannot find quality care.”

—*East Yakima parent*

**Limited Hours of Operation.** During site visits, service providers and parents said that many services are unavailable when they need them. Many families from East Yakima work shifts that include nights and weekends, and those in agriculture can work 10 to 12 hours a day during the growing season. According to these participants, no licensed child care centers and few other early learning services operate during nontraditional work hours.

**Accessible Information About Available Services.** Another barrier to accessing services is lack of knowledge among families about the services that are available. Despite outreach efforts to families, many service providers reported during site visits that families from East Yakima often do not know about the services they offer. Information provided by parents during focus groups was consistent with this assessment. Low literacy levels among parents was considered a major barrier to providing information through written materials. Many providers explained that families hear about their services through word of mouth; however, this type of outreach often limits their ability to reach families that recently arrived in the community.

**Long Waiting Lists.** During site visits, service providers explained that many services are in such demand that they have long waiting lists. Families seeking services are often turned away or told they will have to wait.

“How discouraging for a family to call and say there is something wrong with my child and I want to get them in . . . and [we have to tell them], ‘Oh, by the way, you have to wait six months before you can get in.’”

—*East Yakima service provider*

**Fear and Distrust of Government Agencies and Service Providers.** Service providers reported that many families mistrust or fear government agencies and are thus reluctant to apply for services. Site visit respondents explained that some families are undocumented and therefore fear that accessing services could put family members at risk of deportation. Others reported that some families have had negative experiences with service providers in the past and are reluctant to trust others.

## Gaps in Services Available in East Yakima at Baseline

During site visit interviews, participants identified what was needed to fill gaps in services in East Yakima: (1) more licensed child care, especially during nonstandard work hours; (2) more parent education, especially for fathers; (3) better access to mental health services for parents and children; (4) more literacy programs for parents and providers, including Spanish literacy classes; and (5) increased opportunities for professional development for early learning professionals. We discuss each of these in detail below.

“Sometimes the moms are not interested in taking classes, because there is no child care for the age group they need. This limits us as mothers and persons to have access to schools and to learn English.”

—*East Yakima parent*

**Licensed Child Care.** Site visit participants described a need for more licensed child care, especially for infants and toddlers, and reported that the lack of care during

“The parents are the first teachers, so if the parents are educated, we’ll be in good condition to teach. You can study for years to become a professional, but we are parents only through good intentions.”

“I cried so much after attending a parenting group! This took me out of the darkness, and I try to help other parents understand why the children do what they do when they get frustrated.”

—*East Yakima parents*

nonstandard work hours prevents many parents from obtaining licensed child care. During site visit interviews, some child care professionals said that families use family, friend, and neighbor (FFN) caregivers in part because there is often more flexibility and the option of care during nonstandard hours.

**Parent Education.** During site visits, service providers and parents discussed the need for more parent education programs, especially those that are culturally relevant for families in East Yakima and for fathers. Service providers reported that maintaining attendance at parenting classes can be challenging. As a result, they said they need a better understanding of the needs of parents and the types of services most attractive to them. Parents sought more opportunities to learn how to be good parents and wanted education programs for fathers.

**Increased Access to Mental Health Services.** Service providers and parents reported a lack of access to mental health services. Child care professionals described families that are in crisis but unable to obtain mental health care. As providers, they said they also have nowhere to turn for consultation and advice when a child or parent is in need. During focus groups, parents reiterated the need for services to help them address crisis and depression, and requested that services be available in Spanish.

“Our cry for help right now is about the mental health crises in our classrooms, and there is no one to call, literally. No one to call. What do you do when a child is losing control, angry beyond imagination, and it has nothing to do with special education?”

—*East Yakima service provider*

**Literacy Programs.** Another service gap described by providers and parents involved literacy programs, especially Spanish language literacy. According to site visit participants, many parents and some licensed child care providers, especially family child care providers, in East Yakima cannot read in Spanish, their first language. Some service providers expressed a belief that without literacy skills, child care providers will be limited in their ability to improve quality by taking advantage of professional development opportunities. Parents reported that they must educate themselves so they can play a role in their children’s education. Service providers stressed the need for programs that educate adults in their primary language, which for most is Spanish. They also explained that most of the available literacy courses rely on computers, but many parents and providers are not computer literate.

**Professional Development Opportunities.** According to site visit participants, opportunities for professional development are limited in East Yakima. Child care professionals explained that the training that is available is often basic and focused on licensing requirements rather than on improving the quality of care. They expressed a need for advanced training, particularly in the areas of how to work with parents, classroom management, and administration.

“The biggest drawback of our STARS program is that it is all the same. It is all basic, beginning training. And after your whole staff has been to about one year of it, there is absolutely nothing to go to. Health and safety, make and take arts and crafts, the difficult child . . . but nobody gets beyond the basic.”

—East Yakima child care professional

## COMMUNICATION AND COORDINATION AMONG SERVICE PROVIDERS

During the baseline site visit, participants described the types of coordination that currently exist in the community. They explained that coordination occurs most often within service delivery areas, such as health, education, and child care. Some coordination was described as informal, such as through frontline staff who help families find other resources that might be needed. Other coordination efforts involve formal agreements designed to integrate services and ensure that they meet the community’s needs without duplicating efforts.

At baseline, site visit participants described Children’s Village, Kids Connect, and KidScreen as the three best known formal collaborative efforts in the community.<sup>16</sup> In addition, various committees designed to integrate services also existed in the community at baseline, including (1) the Investing in Children Committee, which conducted background research about early childhood education and developed collaboration principles; (2) a

<sup>16</sup> Children’s Village is a multi-agency collaboration offering services for children with special health care needs. Kids Connect is designed to help Yakima County families with children birth to age 18 find medical homes, obtain medical coverage, and reduce emergency room use for non-emergency reasons. KidScreen is a collaborative effort of Yakima County health, education, early learning, social services, and mental health organizations to provide developmental, hearing, vision, and social emotional screenings, as well as physical exams and immunizations to children birth to age 6 at no cost to parents.

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school readiness group whose mission was to bring together the early learning and education providers to find ways to help all children be ready for school; and (3) the Homeless Network, a group of service providers whose mission is to end homelessness by 2014 in Yakima County.

To obtain systematic information about the extent of communication and coordination among East Yakima service providers at baseline, and to be able to track changes in coordination efforts over time, we conducted a network survey of East Yakima community providers that participated in the planning process. We used the survey to document service providers' relationships and communication at baseline. To track changes over time in their patterns of communication and coordination, we will compare subsequent rounds of surveys to the baseline results. In the survey, we asked respondents to list the other service providers they worked with to serve families with young children in East Yakima; we asked also for information about their relationships with these providers. We then examined the prominence of programs in the East Yakima provider network to determine whether all the key service providers have been involved in the planning process.

Key findings from the network survey at baseline are:

- Overall, programs providing services to East Yakima families reported many relationships with each other. Most reported contact at least monthly.
- Most agencies that participated in the East Yakima planning process were identified by survey respondents as important in delivering services to families and young children in East Yakima.
- The relationships that existed between programs were as likely to be administrative (such as joint planning activities or partnership agreements) as service relationships (such as receiving or making referrals).
- Early education programs and nontraditional/other programs (those whose primary focus is not providing early education services) reported the most relationships with early education and health programs. Health programs reported having the most relationships with other health programs.
- Programs identified most often as having relationships with survey respondents tended to be in East Yakima, and programs participating in the core East Yakima planning team were mentioned less frequently.
- Almost all programs identified by multiple respondents as important in achieving their program goals were involved in the East Yakima planning process.
- In the rest of this section, we describe in detail the extent of relationships among programs, including both the frequency of contact among programs and the quality of the relationships—as well as the types of programs that appear to

be more prominent, or were identified by other programs more often, among those serving families and children in East Yakima. The data in this section are based on network survey responses from 18 programs.<sup>17</sup>

### Program Relationships

Survey respondents identified 152 relationships among service providers, including relationships with 89 percent of programs in the sample frame and 31 programs that did not participate in the planning process. No relationships with other respondents were identified for 3 programs that participated in the East Yakima planning process.

**Types of Relationships.** Among existing relationships, 87 percent were administrative in nature, and 81 percent involved direct services to families and children (Table II.6). Administrative relationships frequently involved activities such as meeting for joint planning (75 percent) or sharing/lending materials or equipment (43 percent). The most common types of service relationships centered on sharing information about clients (57 percent) and making referrals (50 percent).

**Table II.6. Administrative and Service Relationships with Community Programs**

	Percentage
<b>Administrative Relationships</b>	
Met for joint planning	75
Shared or lent materials or equipment	43
Wrote partnership agreements	39
Shared costs for events or activities	38
Shared office space	16
<b>Service Relationships</b>	
Shared information about clients	57
Made a referral at least monthly	50
Contracted for specific services	41
Received a referral at least monthly	41
Missing	3

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 18).

Note: The percentage shows the proportion of relationships among all programs where a relationship existed (N = 152).

<sup>17</sup> As described in Chapter I, we surveyed 31 lead agency staff identified by ESD 105 as the primary ones involved in the East Yakima planning process and received 26 responses, for a response rate of 84 percent. To account for multiple respondents from one program, we aggregated the results of three surveys. As a result, we were left with a sample size of 24 programs, of which 2 did not meet our threshold for identifying programs involved in the East Yakima planning process (participation in three or more East Yakima planning meetings) and were excluded from the analysis. Four respondents did not complete the survey question about their contact with other community programs. Our analyses include all 468 potential relationships reported on in the survey: responses from the 18 respondents about the 26 primary programs in the sample (respondents did not report on their relationship with their own program). Appendix A details the network survey methodology.



**Frequency and Importance of Contact.** Most relationships involved weekly or monthly contact, though 9 percent of relationships had daily contact (Table II.7). Respondents reported that about three-fourths of these relationships were very important or crucial to their own program goals, and they did not report any relationships as not important.

**Relationships by Program Type.** Overall, respondents reported administrative relationships with 12 percent of community programs and also service relationships with 12 percent. Consistent with information received from site visit participants, survey respondents reported having the most contact and interaction with programs of their own type. Early education programs reported working (on both administrative and service activities) most often with other early education programs (Table II.8) as compared to health programs and nontraditional/other programs.<sup>18</sup> Similarly, health programs reported the most administrative and service relationships with other health programs. Early education programs cited contact at least quarterly with 20 percent of early education programs and 22 percent of health programs, while health programs had the most frequent contact with other health programs (23 percent).

**Table II.7. Frequency of Contact with and Importance of Community Programs**

	Percentage
<b>Frequency of Contact</b>	
Daily	9
Weekly	32
Monthly	35
Quarterly	13
Yearly	3
No contact	1
Missing	8
<b>Importance of Contact</b>	
Crucial	28
Very important	46
Somewhat important	18
Not at all important	0
Missing	8

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 18).

Note: The percentage shows the proportion of contact among all programs where a relationship existed (N = 152). Because of rounding, numbers do not add to 100.

<sup>18</sup> To examine patterns of communication, we categorized programs as early education, health, nontraditional (those for whom early education services are not the primary focus), and “other” (those for whom service delivery is not the primary focus). Because there were so few programs, we combined respondents who represented nontraditional and “other” programs.

Both early education and health programs described their relationships with other programs within their program type as most important or crucial to their program's ability to achieve its goals. Not surprisingly, patterns of relationships were less strong among nontraditional/other programs, which tended to provide a variety of other services and were not consistently providing services in one service delivery area. The highest proportion of relationships occurred between health survey respondents and health programs, which may reflect the existing collaborative efforts such as Children's Village, Kids Connect, and KidScreen, as described by site visit participants.

**Relationships by Location.** In addition to program type, we categorized programs by location—whether they were within or outside of East Yakima. All respondent programs had more relationships with programs located within East Yakima, and programs within the community had slightly more relationships with each other, particularly service relationships (Appendix A, Table A.3).

**Table II.8. Proportion of Survey Respondents Reporting Relationships with Community Programs, by Program Type**

Survey Respondents	Program Type			
	Early Education	Health	Nontraditional	Other
<b>Administrative Relationships</b>				
Early Education	20	17	9	13
Health	19	21	10	3
Nontraditional/Other	11	11	9	8
<b>Service Relationships</b>				
Early Education	15	14	12	0
Health	19	24	13	2
Nontraditional/Other	10	10	9	5
<b>Contact at Least Quarterly</b>				
Early Education	20	22	12	13
Health	12	23	12	2
Nontraditional/Other	12	13	10	8
<b>Very Important or Crucial Relationship</b>				
Early Education	20	14	10	8
Health	10	21	12	2
Nontraditional/Other	8	10	8	8

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 18).

Note: The table shows the proportion of relationships mentioned by survey respondents in one program type (rows) with all community providers within a program type (columns), with 0 indicating no relationships among programs and 100 indicating relationships among all programs. There were 18 respondent programs (4 early education, 6 health, and 8 nontraditional/other) and 58 community programs (15 early education, 16 health, 17 nontraditional, and 10 other).

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## Program Prominence in the Service Provider Network

In addition to looking at aggregate information about the network, we examined individual programs in the East Yakima provider network to determine whether the key service providers were included in the planning process and what type of programs were described by survey respondents as the most important among East Yakima service providers at baseline.

**Administrative and Service Relationships.** Among East Yakima planning participants, both administrative and service relationships were common (see Appendix A, Table A.4). Fourteen programs had administrative relationships with at least 3 other programs, while 13 had service relationships with at least 3 others. Among all survey respondents, 9 programs emerged as having the highest number of reported administrative and service relationships (noted in bold in Appendix A, Table A.4). These programs were distributed among early education, health, and nontraditional/other programs (3, 4, and 2 programs respectively), with early education programs cited most frequently. Three planning participants were not identified by respondents as involved in the service provider network.

**Core Planning Team Participation.** Programs that were members of the core planning team were not particularly prominent in the service provider network that existed at baseline.<sup>19</sup> Only three of the nine programs that had the highest number of reported administrative and service relationships were members of the core planning team (noted in bold in Appendix A, Table A.4).

**Geographic Location.** Being located within East Yakima was important for service provider prominence. Six of the 9 programs that the highest number of reported administrative and service relationships were located in East Yakima (noted in bold in Appendix A, Table A.4).

**Programs Not Involved in East Yakima Planning.** Respondents identified 31 programs not involved in the planning process as part of the East Yakima service provider network (Appendix A, Table A.5). While respondents identified many programs as being important, only 1 (a health program) of the 31 was identified by at least three respondents as being very important or crucial. These data suggest that the key service providers of families with young children in the East Yakima community were involved in the planning process.

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<sup>19</sup> We use the term *core planning team* to refer to the workgroup chairs and the ESD 105 staff.



## CHAPTER III

### CHILD CARE AVAILABILITY AND QUALITY AT BASELINE

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An important goal of Ready by Five is to increase the child care supply and the qualifications of providers and early childhood teachers in the community, as well as to support the overall quality of early care and education available in East Yakima. The baseline evaluation activities provide a rich source of information about child care prior to the start of interventions focused on making positive changes in the community. In this chapter, we present findings drawn from a variety of data sources, including information provided by the East Yakima planning team and the Department of Early Learning (DEL) about the supply of child care in East Yakima, group discussions and interviews with early childhood teachers, child care providers, and center directors (which we refer to collectively as child care professionals) in East Yakima, and child care quality observations conducted by MPR staff. The September 2007 site visits provided the information from child care professionals and ESD 105 and DEL staff. The child care quality observations were conducted from August through November 2007.

#### CHILD CARE SUPPLY

According to East Yakima planning staff and interviews with staff at DEL, in August 2007 there were 14 center-based early care and education programs and 41 licensed family child care homes serving children under age 5 in East Yakima.<sup>20</sup> Of the 14 centers, EPIC, the Head Start and ECEAP grantee in East Yakima, operates

“For licensed centers, there is just not enough available for families in our area. [It] seems like the younger, infant care is a crisis in the community. With toddler care. . .we are maxed out and could open another room. We have a waiting list for toddlers.”

—*East Yakima center director*

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<sup>20</sup> East Yakima planning staff identified centers and family child care providers located inside the East Yakima geographic boundaries.

one Head Start center and two joint Head Start-ECEAP centers. Yakima School District operates two ECEAP centers under subcontract to EPIC. Seven licensed centers served infants and toddlers (defined as under 2½ years old), and all 14 served preschool children (older than 2½ but not yet in kindergarten). Total center enrollment included about 175 infants and toddlers and 800 preschoolers. Family child care providers were licensed to care for a total of about 250 children.

During the site visits, child care professionals reported the child care supply in East Yakima to be inadequate to meet family needs. High-quality, affordable care is also difficult to find, with infant and toddler care in extremely short supply and often very expensive. Costs for caring for infants can be high because of the need for specialized staff and lower adult-child ratios in these settings. Families requiring care during non-standard hours usually have great difficulty finding it. Many centers have a waiting list. Family child care providers often have vacancies, but they often enroll fewer children than they are licensed to care for in order to adequately manage the children in their care.

### CHILD CARE COSTS AND SUBSIDIES

Child care directors estimated that full-time center-based care costs about \$800 a month for infants and \$500 for children age 2 and older. Affordability is the primary barrier to families selecting licensed child care for their children. Many parents who participated in focus groups during the site visits indicated that they prefer licensed center-based to home-based care for their preschool children, both because of the educational stimulation offered in these settings and because they perceive that caregivers in those settings are better educated. However, parents described the high cost of such care to be a major barrier.

“I would like to give my children the opportunity to learn, have fun, and socialize for a couple of hours.”

—Parent from East Yakima

In site visit interviews, staff from DEL reported that nearly all providers in East Yakima accept subsidies and that most families who use child care receive them. However, families face barriers in obtaining subsidies. During site visits, child care professionals reported that the child care subsidy system can be challenging for families to navigate, and some suggested that many families may be unaware of subsidies and services that are available. In addition, language can be an obstacle for people trying to apply for subsidies, and undocumented families often fear contact with government agencies. Finally, while there is some state funding available, it is limited, and families must access it quickly to ensure funding.

Families using subsidized care must make a copayment determined by their income. During focus groups, child care professionals indicated that even families with very low incomes may make too much to qualify for subsidies, and the copayment structure can be too expensive. Copayments are based on monthly income;

“The copays are set based on gross income, but one must pay taxes, buy food, pay rent. A family that makes \$3,000 a month must pay \$500 per child, and you are left with nothing.”

—East Yakima child care professional

however, because work is often seasonal, family incomes during the harvest season may be too high to qualify for subsidies. Some parents in focus groups indicated that qualifying for subsidies can be extremely difficult if both parents work. Copayments range from \$15 to as much as \$500 a month depending on family income (there is a sliding scale based on the federal poverty guidelines).

### CHALLENGES TO ACCESSING CARE

During the site visit, child care professionals also reported that although cost is a barrier to families selecting licensed care settings, another barrier is the limited availability of licensed child care during non-standard hours. Many of the families in East Yakima are seasonal workers and require non-standard hours for child care, particularly care in the early morning. Because such care is rarely available, families often depend on family, friend, and neighbor (FFN) care, and child care professionals indeed reported that FFN is the preferred type of care in East Yakima. FFN care is low-cost and convenient for families, and families prefer it for cultural reasons. They also trust providers that they know more than they trust strangers to care for their children, particularly when the care is for infants and children with special needs. During site visit focus groups, parents reported that obtaining care from a provider that shares their language, culture, and values is also important to them.

Transportation is another challenge that constrains child care choices for families in East Yakima. During focus groups, child care professionals reported that carpooling was difficult for parents and that public transportation does not always operate at times necessary for taking children to child care. Given the non-standard work hours of many families, finding transportation to and from child care at convenient times can be difficult. Child care professionals noted that although families in East Yakima may have a car, if anything goes wrong with it, they may go without transportation for awhile because of the cost of repairs. This also poses a barrier to the ability of families to access child care regularly.

“I live on 10th [Avenue], work on 2nd and the child care is on 43rd, so by the time I get to work, it’s almost time to pick her up!”

—*East Yakima parent*

### CHARACTERISTICS OF THE EARLY CARE AND EDUCATION WORKFORCE

This section describes the characteristics of (1) family child care providers, (2) center-based teachers in classrooms that serve infants and toddlers and those that serve preschoolers, and (3) center directors. By using a representative sample of early care and education settings, the baseline findings provide a benchmark for comparing change over time in the experience, education, training, and diversity of staff working with young children in East Yakima.

As described in Chapter I and detailed in Appendix A, the early care and education care workforce data were collected from a representative sample of licensed early care and education centers and family child care providers in East Yakima. The information presented is based on interviews with center directors and family child care providers, and self-administered questionnaires completed by center lead teachers.

**Family Child Care Providers.** Licensed family child care providers have been in their current job for an average of 5 years and have been caring for children for an average of 7 years (Table III.1). On average, family child care providers were 42 years old (ranging from 29 to 61). Nearly all of the family child care providers identified themselves as Hispanic (96 percent), with only 4 percent self-identifying as more than one race or “other” race/ethnicity.

Eighty percent of family child care providers reported that they have less than a high school diploma; 4 percent have a high school diploma or equivalent (Table III.2). Four percent have a bachelor’s degree or higher, 4 percent an associate’s degree, and 8 percent some college but no degree. Half of family child care providers with an associate’s degree or higher reported having

**Box III.1. Comparison of the East Yakima Family Child Care Providers to National and State Data**

Brandon and Martinez-Beck (2006) reported that surveys conducted in nine states demonstrated variation in family child care provider levels of education. The percentage of family child care providers with a bachelor’s degree ranged from 10 percent in Illinois and North Carolina to 15 percent in Vermont. Kontos et al. (1995) reported that about 17 percent of family child care providers had bachelor’s degrees, whereas in the National Study of Child Care for Low Income Families (Layzer and Goodson 2004), the figure was 9 percent.

studied early childhood education or child development as part of their highest degree. Nineteen percent reported having earned a Child Development Associate (CDA) credential, 4 percent had a state-awarded preschool certificate, and 4 percent had a teaching certificate or license. The educational attainment of family child care providers in East Yakima was lower compared to other state and national studies (Box III.1).

**Center-Based Infant/Toddler Lead Teachers.** Infant/toddler lead teachers in center-based settings reported having been in their current position for an average of 2 years, and across settings, they have cared for children for an average of 4 years (Table III.1). They were, on average, 33 years old (ranging from 19 to 58). Most of the teachers were Hispanic (54 percent), 40 percent were white, and 6 percent self-identified as “other” or as more than one race/ethnicity.

Seven percent of infant/toddler teachers reported having a bachelor’s degree or higher, 28 percent had some college but no degree, 31 percent had a high school diploma or equivalent, and 28 percent had less than a high school degree (Table III.2). At baseline, none of the center-based infant/toddler teachers with an associate’s degree or higher indicated that they had studied early childhood education or child development as part of their highest degree. None of the infant/toddler teachers indicated that they had earned a CDA credential or state-awarded preschool certificate. Seven percent had a teaching certificate or license. The educational attainment of infant/toddler teachers in East Yakima was lower compared to other state and national studies (Box III.2).



### Box III.2. Comparison of the East Yakima Child Care Workforce to National and State Data

Brandon and Martinez-Beck (2006) reported that from the state surveys, the percentage of center teachers with a bachelor's degree or higher ranged from 8 percent in Nevada and Oklahoma to 48 percent in Hawaii. They also summarized findings from four large-scale studies and the Head Start Program Information Report data (publication dates ranged from 1991 through 2003) and reported that for center-based teachers, the percentage with a bachelor's degree ranged from a low of 22 to a high of 47 percent. The percentage of teachers that had a high school degree or less education ranged from 13 to 26. The National Early Head Start Research and Evaluation Project (ACF 2002) found that 21 percent of frontline staff (teachers) in center-based programs for infants and toddlers had a bachelor's degree or higher, and 62 percent had at least a CDA. The National Center for Early Development and Learning's Multi-State Study of Pre-Kindergarten (NCEDL; Clifford et al. 2005) found that almost 70 percent had at least a bachelor's degree and 23 percent had a CDA.

**Center-Based Preschool Lead Teachers.** Teachers of preschoolers reported, on average, having been in their current position for 3 years; across all settings, they have been caring for children for an average of 9 years (Table III.1). Lead teachers of preschoolers were, on average, 36 years old (ranging from 20 to 59). At baseline, 55 percent were Hispanic, 37 percent white, and 9 percent self-identified as "other" or as more than one race/ethnicity.

Thirty-five percent of lead teachers of preschools reported that they have a bachelor's degree or higher, 16 percent an associate's degree, 13 percent some college but no degree, and 26 percent a high school diploma or equivalent (Table III.2). At baseline, 56 percent of those who teach center-based preschoolers and have an associate's degree or higher reported having studied early childhood education or child development as part of their highest degree. Thirty-three percent of preschool teachers had earned a CDA credential, 19 percent had a state-awarded preschool certificate, and 44 percent had a teaching certificate or license. The educational attainment of teachers of preschoolers in East Yakima was similar to or somewhat higher compared to other state and national studies (Box III.2).

**Center Directors.** At baseline, center directors were, on average, 45 years old (Table III.3). They had been in their current positions for an average of 4 years and reported involvement in caring for children for an average of 9 years. Most were white (79 percent), and the rest were Hispanic (14 percent) or from more than one racial/ethnic group (7 percent).<sup>21</sup>

About half of center directors reported having a bachelor's degree or higher, and 70 percent had at least an associate's degree (Table III.3). Almost half indicated that they had studied early childhood education or child development as part of their highest degree. Twenty-three percent had a state-awarded preschool certificate, and about one-third had a teaching certificate or license.

<sup>21</sup> Because of rounding, percentages do not add to 100.

**Table III.1. Baseline Demographic and Background Characteristics of the Licensed Child Care Workforce in East Yakima, Fall 2007**

	Weighted Means or Percentages (Standard Error)		
	Family Child Care Providers	Center-Based Infant/Toddler Lead Teachers	Center-Based Preschool Lead Teachers
Female (percentage)	100.0	100.0	86.4 (5.6)
Age (years)	42.2 (1.6)	33.2 (4.5)	35.6 (3.1)
Years in current job	5.2 (0.7)	2.1 (0.7)	3.3 (1.8)
Years in teaching/caring for children	7.1 (0.9)	3.8 (1.4)	8.7 (2.9)
Very likely to stay in job	100.0	68.3 (10.9)	68.3 (12.4)
Annual salary (mean dollars)	\$33,059	\$12,926	\$21,443
Health insurance provided (percentage)	46.2 (10.0)	0	44.0 (16.8)
Provider/Teacher ethnicity (percentage)			
White, non-Hispanic	0	39.8 (12.0)	36.6 (10.8)
African-American, non-Hispanic	0	0	0
Asian	0	0	0
Multiple race/other	43.8 (3.8)	6.1 (6.3)	8.7 (6.5)
Hispanic	96.2 (3.8)	54.1 (12.8)	54.8 (12.1)
Speaks language other than English (percentage)	100	NA	NA
<b>Sample Size</b>	<b>26</b>	<b>15</b>	<b>23</b>

Source: Fall 2007 Family Child Care Questionnaire, Fall 2007 Lead Teacher Questionnaire.

Note: Center-based infant/toddler lead teachers primarily have children less than 2½ years old in their classroom and center-based preschool teachers primarily have children older than 2½ years in their classroom. Data are weighted to adjust for non-response and for the two-stage sampling of child care centers and classrooms.

NA = not applicable or not asked in a similar way for all respondents.

**Table III.2. Baseline Training and Professional Development Experiences of the Licensed Child Care Workforce in East Yakima, Fall 2007**

	Weighted Percentages (Standard Error)		
	Family Child Care Providers	Center-Based Infant/Toddler Lead Teachers	Center-Based Preschool Lead Teachers
Highest Level of Education (percentage)			
Less than high school	80.0 (9.5)	27.5 (7.1)	10.6 (6.0)
High school or equivalent	4.0 (4.0)	30.9 (14.6)	26.0 (9.5)
Some college but no degree	8.0 (5.5)	27.5 (4.1)	13.4 (5.0)
Associate's degree	4.0 (4.0)	7.1 (7.1)	15.5 (8.8)
Bachelor's degree or higher	4.0 (4.0)	7.1 (7.1)	34.5 (8.2)
Of those with an associate's degree or higher, the field of study includes early childhood education or child development (percentage)	50.0 (50.0)	0	55.7 (10.0)
Has a CDA (percentage)	19.2 (7.9)	0	32.8 (11.5)
Has state-awarded preschool certificate or license (percentage)	4.0 (4.0)	0	19.1 (8.7)
Has teaching certificate or license (percentage)	4.0 (4.0)	7.1 (7.1)	44.4 (12.9)
Training/Technical Assistance (T/TA) Frequency (percentage)			
Weekly	3.8 (3.8)	6.1 (6.3)	0
At least monthly	19.2 (6.5)	6.1 (6.3)	47.0 (10.6)
Every few months	61.5 (9.7)	49.8 (17.3)	39.6 (15.4)
Once a year or less	15.4 (7.2)	32.7 (9.8)	9.4 (7.1)
Never	0	5.3 (5.9)	4.0 (4.3)
<b>Sample Size</b>	<b>26</b>	<b>15</b>	<b>23</b>

Source: Fall 2007 Family Child Care Questionnaire, Fall 2007 Lead Teacher Questionnaire.

CDA = Child Development Associate credential; ECE = early childhood education; NA = not applicable or not asked in a similar way for all respondents.

**Table III.3. Baseline Characteristics of Child Care Directors in East Yakima, Fall 2007**

	Weighted Means or Percentages (Standard Error)
Female (percentage)	100.0
Age (years)	45.2 (1.7)
Years in current job	4.4 (1.3)
Years in teaching/caring for children	9.3 (1.5)
Very likely to stay in job	92.9 (7.2)
Race/ethnicity (percentage)	
White, non-Hispanic	78.6 (11.5)
African-American, non-Hispanic	0
Asian	0
Multiple race/other	7.1 (7.2)
Hispanic	14.3 (9.8)
Highest level of education (percentage)	
Less than high school	7.1 (7.2)
High school or equivalent	7.1 (7.2)
Some college but no degree	15.4 (10.5)
Associate's degree	21.4 (11.5)
Bachelor's degree or higher	48.8 (11.3)
Of those with an associate's degree or higher, the field of study includes early childhood education or child development (percentage)	44.1 (15.2)
Has state-awarded preschool certificate or license (percentage)	23.8 (12.5)
Has teaching certificate or license (percentage)	32.1 (13.7)
Speaks language other than English (percentage)	14.3 (9.8)
<b>Sample Size</b>	<b>13</b>

Source: Fall 2007 Center Director Questionnaire.

**Psychological Well-Being.** Research has documented that caregiver psychological well-being is associated with the quality of care children receive (Gerber et al. 2007). Lead teacher self-administered questionnaires and family child care provider interviews included the Center for Epidemiological Studies-Depression Short Form ([CES-D] Radloff 1977; Ross et al. 1983) to measure levels of symptoms that indicate the potential for risk for depression. The scale does not provide a clinical diagnosis of depression, but it can be used to group individuals by the severity of their symptoms. The scale includes questions about the number of days in the past week that child care professionals had a particular symptom, such as poor appetite, restless sleep, loneliness, sadness, and lack of energy. We created four threshold scores based on findings in the literature: (1) at no risk of depression (score of 0-4), (2) risk of mild depression (score of 5-9), (3) risk of moderate depression (score of 10-14), and (4) risk of severe depression (scores of 15 or higher) (Administration on Children, Youth and Families 2002; Administration for Children and Families 2006a).<sup>22</sup>

At baseline, 16 percent of family child care providers, 36 percent of infant/toddler teachers, and 42 percent of center-based preschool teachers were at risk of at least mild depression (Table III.4). Four percent of family child care providers, 28 percent of infant/toddler teachers, and 29 percent of center-based preschool teachers were at risk of moderate or severe depression. These rates of depression are comparable to those found in some studies and high compared to others. For example, 27 percent of lead teachers of preschool children in a sample of 41 child care centers in North Carolina were at risk of moderate or severe depression (Gerber et al. 2007). In a study of 1,217 nonfamilial caregivers participating in the NICHD Study of Early Child Care, 9 percent were at risk of moderate or severe depression at some point in the study (Hamre and Pianta 2004).

**Training and Technical Assistance (T/TA).** Along with hiring policies and education requirements, T/TA is the primary approach to improving the quality of early care and education programs. In East Yakima, 85 percent of family child care providers, 62 percent of infant/toddler teachers, and 87 percent of teachers of preschoolers received T/TA more than once a year (Table III.2). Family child care providers were more likely than the center-based teachers to report that the Child Care Resource and Referral program of Catholic Family and Child Services (CFCS) provided T/TA to them (62 percent compared to 48 and 26 percent for infant/toddler and preschool teachers). Center-based teachers were more likely than family child care providers to report receiving T/TA from a mentor or master teacher, state or national conferences, community resources, or other center or grantee staff. The most frequently reported training topics varied by type of provider. Family child care providers most frequently reported receiving training on child abuse and neglect and child development/early childhood education (Table III.5). Center-

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<sup>22</sup> For this study, we used the same threshold scores as FACES (ACYF 2002), with a score of 5 or greater indicating risk of mild or more severe depression. Unlike FACES and some other large-scale research projects, the Early Head Start Research and Evaluation Project used CES-D scores greater than or equal to 10 as the cutoff for depressive symptoms—our definition for being at risk for moderate to severe depression (Chazan-Cohen et al. 2007). Because there is no consensus in the literature about which threshold score should be used, we used all four thresholds to allow for comparison with other studies using either threshold.

based infant/toddler and preschool teachers reported receiving training on safety, hygiene, and health. Center-based preschool teachers frequently mentioned that training topics included observing children, parent communication, and child management.

**Table III.4. Baseline Family Child Care Provider and Center-Based Teachers' Risk of Depression, East Yakima**

Provider's Risk of Depression (percentage)	Family Child Care Providers	Center-Based Infant/Toddler Lead Teachers	Center-Based Preschool Lead Teachers
No risk of depression	85	64	58
At risk of mild depression	12	8	13
At risk of moderate depression	0	14	10
At risk of severe depression	4	14	19
<b>Sample Size</b>	<b>26</b>	<b>15</b>	<b>23</b>

Source: Fall 2007 Family Child Care Questionnaire, Fall 2007 Lead Teacher Questionnaire. Center for Epidemiological Studies-Depression Short Form (Ross et al. 1983).

Note: Because of rounding, totals do not add to 100 percent. We created four threshold scores based on findings in the literature: (1) at no risk of depression (score of 0-4), (2) risk of mild depression (score of 5-9), (3) risk of moderate depression (score of 10-14), and risk of severe depression (scores of 15 or higher) (Administration on Children, Youth and Families 2002; Administration for Children and Families 2006a).

Making direct comparisons of data on T/TA across studies is challenging because the questions are often not asked in the same way and the results are not reported by care setting or type of provider. Nevertheless, to the extent that comparisons are possible, East Yakima providers and teachers reported similar to somewhat higher rates of participation in T/TA activities than has been observed in other studies. In the Early Head Start evaluation, 84 percent of center teachers reported participating in at least one professional training in the past year. Seventy-five percent of providers in the Midwest Child Care Quality Research study (Raikes et al. 2006) reported participating in at least one type of training in the past year and 61 percent reported that they had the training needed to, "do the job right."

### QUALITY OF CARE

To assess the quality of early care and education settings, highly trained MPR interviewers conducted structured observations of the care settings (see Appendix A for more details). Observations included several well-established and widely-used measures—

**Table III.5. Baseline Reports of In-Service Training Topics, East Yakima**

Training Topics	Family Child Care Providers	Center-Based Infant/Toddler Lead Teachers	Center-Based Preschool Lead Teachers
Child Abuse and Neglect	86	65	77
Child Development/Early Childhood Education	71	21	73
Safety, Hygiene and Health	57	72	83
Observing Children	57	56	82
Parent Involvement	57	30	63
Curriculum and Teaching	43	62	69
Child Management	29	50	80
Parent Communication	29	41	84
Child Assessment	14	36	75
Supervising Assistants, Aides, and Volunteers	29	38	48
Team Teaching	14	65	62
<b>Sample Size</b>	<b>26</b>	<b>15</b>	<b>23</b>

Source: Summer 2007 Family Child Care Questionnaire, Summer 2007 Lead Teacher Questionnaire.

the Environment Rating Scales<sup>23</sup>, the Arnett Caregiver Interaction Scale (CIS; Arnett 1989), and observed child-adult ratios and group sizes. The Environment Rating Scales share the same format and scoring system, but are designed for use with different age groups and types of care settings (Box III.3). Items are rated from 1 to 7, with descriptors provided by the authors for ratings of 1 (inadequate), 3 (minimal), 5 (good), and 7 (excellent).

The 26-item Arnett CIS assesses the quality and content of the teacher's interactions with children. It can be used without modification in both center- and home-based settings and measures the extent to which the caregiver spoke warmly, seemed distant or detached, exercised rigid control, or spoke with irritation or hostility, with higher scores reflecting

<sup>23</sup> The Infant/Toddler Environment Rating Scale-Revised (ITERS-R; Harms et al. 2002) consists of 39 items that assess the quality of center-based child care for infants and toddlers up to 30 months. The 43 items of the Early Childhood Environment Rating Scale-Revised (ECERS-R) assess center-based child care quality provided to children aged 2½ to 5 (Harms et al. 1998). The Family Child Care Environment Rating Scale - Revised (FCCERS-R; Harms et al. 2007) consists of 37 items that assess the quality of child care provided in family child care homes.

### Box III.3. Environment Ratings Scales and Subscales<sup>1</sup>

**Infant/Toddler Environment Rating Scale-Revised (ITERS-R; Harms et al. 2002).** Consists of 39 items that assess the quality of center-based child care for infants and toddlers up to 30 months. Subscales include:

- **Space and Furnishings.** Indoor space, room arrangement, furnishings, display for children
- **Personal Care Routines.** Greeting and departing, meals and snacks, naps, diapering and toileting, health and safety practices
- **Listening and Talking.** Helping children understand and use language, use of books
- **Activities.** Fine motor; physical play; art; music and movement; blocks; dramatic play; sand and water play; nature and science; use of TV, video, and computers; promoting acceptance of diversity
- **Interaction.** Supervision of play and learning, peer interaction, staff-child interaction, discipline
- **Program Structure.** Schedule, free play, group play activities, provisions for children with disabilities
- **Parents and Staff.** Provision for parents; provision for staff personal and professional needs and growth; staff interaction, cooperation, continuity, supervision, and evaluation

**Early Childhood Environment Rating Scale-Revised (ECERS-R; Harms et al. 1998).** Consists of 43 items that assess center-based child care quality provided to children aged 2½ to 5. Subscales include:

- **Space and Furnishings.** Indoor space, room arrangement, furnishings, display for children, space for privacy, space and equipment for gross motor play
- **Personal Care Routines.** Greeting and departing, meals and snacks, naps, diapering and toileting, health and safety practices
- **Listening and Talking.** Books and pictures, encouraging children to communicate, using language to develop reasoning skills, informal use of language
- **Activities.** Fine motor; art; music and movement; blocks; dramatic play; sand and water play; nature and science; math and numbers; use of TV, video, and computers; promoting acceptance of diversity
- **Interaction.** Supervision of gross motor activities, general supervision of children, peer interaction, staff-child interaction, discipline
- **Program Structure.** Schedule, free play, group time, provisions for children with disabilities
- **Parents and Staff.** Provision for parents; provision for staff personal and professional needs and growth; staff interaction, cooperation, continuity, supervision, and evaluation

<sup>1</sup> To simplify presentation of the subscales, we used the same subscale names across the three environment rating scales here and in the text. The authors refer to the ECERS-R Listening and Talking subscale as Language-Reasoning, and they refer to the FCCERS-R Parents and Staff subscale as Parents and Providers.



### Box III.3. Environment Ratings Scales and Subscales (*continued*)

*The Family Child Care Environment Rating Scale—Revised (FCCERS-R; Harms et al. 2007).* Consists of 37 items that assess the quality of child care provided in family child care homes. Subscales include:

- **Space and Furnishings.** Indoor space used for child care, furnishings, provisions for relaxation and comfort, arrangement of child care space, display for children, space for privacy
- **Personal Care Routines.** Greeting and departing, meals and snacks, naps, diapering and toileting, health and safety practices
- **Listening and Talking.** Helping children understand and use language, using books
- **Activities.** Fine motor; art; music and movement; blocks; dramatic play; sand and water play; nature and science; math and numbers; use of TV, video, and computers; promoting acceptance of diversity; active physical play
- **Interaction.** Supervision of play and learning, peer interaction, provider-child interaction, discipline
- **Program Structure.** Schedule, free play, group time, provisions for children with disabilities
- **Parents and Staff.** Provision for parents; balancing personal and caregiving responsibilities, opportunities for professional growth; provision for professional needs

greater caregiver sensitivity and responsiveness and less detachment and punitiveness. The Arnett CIS rates on a scale of 1 to 4 how typical a behavior is of the provider or lead teacher. A score of 1 means the behavior is “not at all” characteristic, 2 indicates “somewhat” characteristic, 3 “quite a bit,” and 4 “very much.” All the “negative” items were reverse-coded so that higher scores indicate more positive behavior. For example, a high score on the detachment subscale means providers/teachers are less detached.

**Family Child Care.** The average Family Child Care Environment Rating Scale—Revised Edition (FCCERS-R) score was 3.3 (ranging from 1.5 to 5.2) in fall 2007, which is in the minimal-to-good quality range (Table III.6).<sup>24</sup> Figure III.1 depicts the distribution of the quality ratings, with 12 percent scoring under 2, 19 percent at 2 but below 3, 50 percent at 3 but below 4, and 15 percent at 4 but below 5. Four percent of providers were in the good to excellent range, scoring at 5 but below 6.

On subscales of the FCCERS-R, quality ratings were in the same range and were lowest in the areas of personal care routines and activities (Table III.6). Family child care settings had the highest ratings in the area of interactions, with 20 of the 26 settings scoring above 5 on this subscale. The average Arnett CIS score for these settings was 3.2 (Table III.6). This score indicates the overall tone of caregiver interactions was typically between quite and very positive; caregivers were fairly warm, sensitive, and not harsh with the children.

<sup>24</sup> Average child care quality scores reported here represent the average quality of child care settings in East Yakima, at the classroom level.

**Table III.6. Baseline Family Child Care Quality in East Yakima, Fall 2007**

	Mean (SE)	Reported Response Range	Possible Response Range
<b>Family Child Care Environment Rating Scale (FCCERS-R)</b>			
FCCERS-R total	3.34 (0.17)	1.54 – 5.19	1.00 – 7.00
Space and furnishings	3.62 (0.22)	1.50 – 5.67	1.00 – 7.00
Personal care routines	2.93 (0.27)	1.00 – 6.50	1.00 – 7.00
Listening and talking	3.96 (0.32)	1.00 – 6.33	1.00 – 7.00
Activities	2.42 (0.17)	1.09 – 5.40	1.00 – 7.00
Interaction	5.24 (0.31)	1.50 – 7.00	1.00 – 7.00
Program structure	4.23 (0.32)	1.00 – 6.67	1.00 – 7.00
Parents and provider	3.02 (0.17)	1.50 – 4.75	1.00 – 7.00
<b>Arnett CIS</b>			
Arnett CIS total	3.19 (0.05)	2.67 – 3.63	1.00 – 4.00
Sensitivity	2.71 (0.12)	1.70 – 3.60	1.00 – 4.00
Harshness	3.75 (0.02)	3.44 – 3.84	1.00 – 4.00
Detachment	3.88 (0.05)	3.00 – 4.00	1.00 – 4.00
Permissiveness	3.45 (0.03)	3.00 – 3.67	1.00 – 4.00
Independence	2.32 (0.07)	1.75 – 3.00	1.00 – 4.00
Child/Adult Ratio	2.4 (0.2)	1.0 – 4.5	NA
Group Size	3.5 (0.4)	1.0 – 7.0	NA
<b>Sample Size</b>	<b>26</b>		

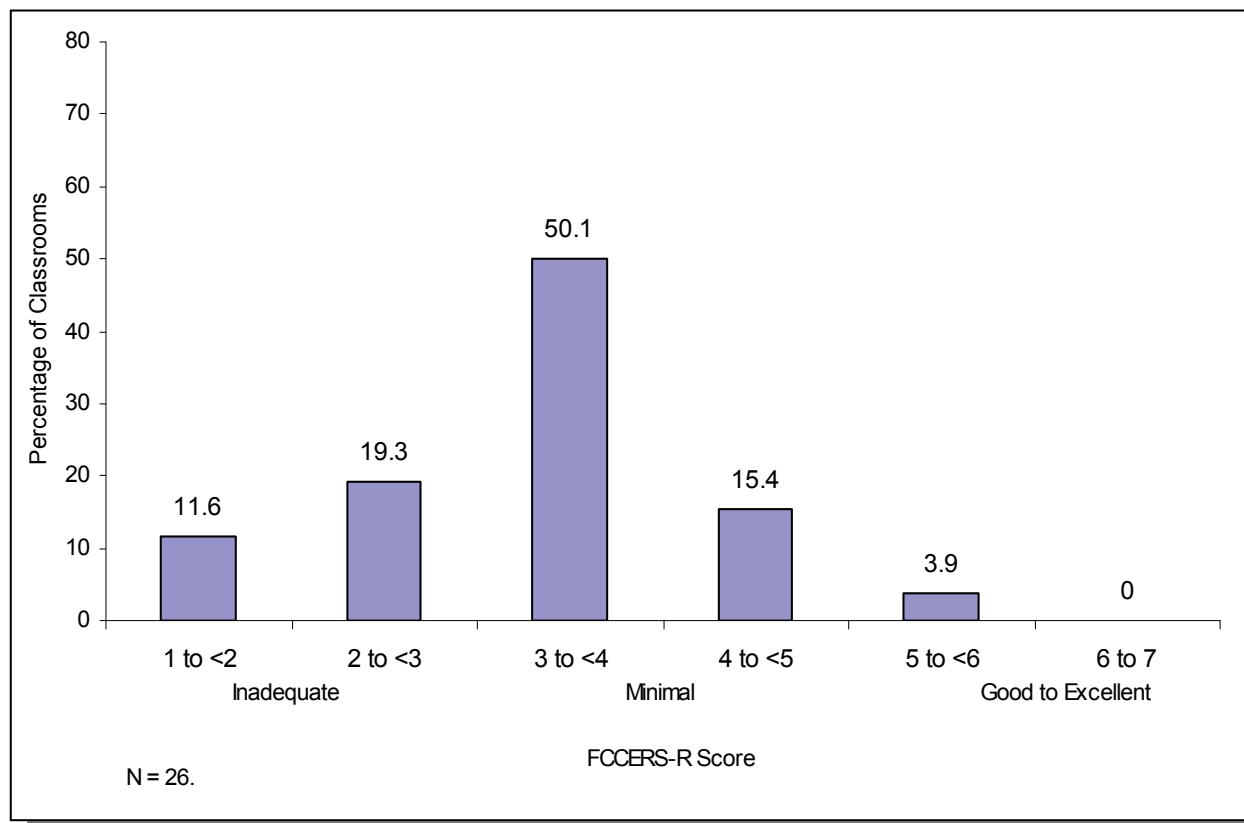
Source: Fall 2007 Family Child Care Observation.

Note: The average scores represent the average quality of family child care settings, determined at the home level. The average ratios and group sizes represent the average child/adult ratio in family child care settings, at the home level.

NA = not applicable; SE = standard error.

The average child-caregiver ratio in the family child care settings was below 3 to 1, and the average group size was below 4 children (Table III.6). No family child care providers had a group size larger than 8, indicating that these settings met the Washington Administrative Code requirements for group size in the home (see Box III.4 for information about state standards for child-adult ratio and group size).

**Infant-Toddler Center-Based Care.** The quality of child care received by infants and toddlers in 15 center-based classrooms was minimal to good at baseline (Table III.7). On average, classrooms scored about 3.5 (the middle of the minimal-to-good range) on the Infant/Toddler Environment Rating Scale—Revised Edition (ITERS-R). The distribution of the quality ratings ranged from 1.9 to 5.8 (Figure III.2).

**Figure III.1. Distribution of Baseline Family Child Care Quality****Box III.4. Washington State Licensing Standards for Child-Adult Ratio and Group Size**

The Washington Administrative Code (WAC 2007) requires that licensed family child care homes and centers meet or exceed minimum thresholds for child-adult ratios and total group size in the home or classroom. The requirements in both settings are determined by the age of the children in care.

**Family Child Care Homes.** Family child care home ratios and group sizes are determined by the provider's experience and education, and by whether there is another adult providing care. The WAC for family child care also places limits on the number of children less than 2 years old and the total number of children less than 12 years old allowed on the premises (including the provider's own children). Family child care providers serving children under 2 can have a total of 6 children on the premises, but not more than 2 children under 2. If there are no children under 2 in care and the provider has one year of experience, the maximum group size is 8.

**Center-Based Care.** In centers, classrooms serving infants (under 11 months old) must maintain a child-adult ratio of 4 to 1 and stay within a maximum group size of 8. Classrooms serving toddlers (12 to 29 months old) must have a ratio of 7 to 1 and a maximum group size of 14. Classrooms serving preschool children (30 months to 5 years old) must have a ratio of no more than 10 to 1 and a maximum group size of 20.

On subscales of the ITTERS-R, the classrooms achieved minimal-to-good quality ratings in all areas except personal care routines and activities (Table III.7). Infant/toddler classrooms were strongest in the area of interaction, with 10 of 15 scoring above 5.0 on that subscale. The average Arnett CIS score for these settings was 3.2 (Table III.7). This score indicates that the quality and emotional tone of teacher interactions with the children were between quite and very positive; caregivers were fairly warm, sensitive, and not harsh with the children.

Observed child-teacher ratios and average group sizes in infant/toddler classrooms were 4.3 children per teacher and 6.0 total children a group, respectively (Table III.7). Six percent of center-based infant/toddler classrooms had child-adult ratios larger than 7 to 1, which is above the maximum threshold required by Washington State licensing standards for toddlers (see Box III.4 for information about state standards for child-adult ratio and group size).

**Preschool Center-Based Care.** Overall, the average Early Childhood Environment Rating Scale—Revised Edition (ECERS-R) score in child care centers serving preschoolers was 4.5 (minimal to good; Table III.8). Average ECERS-R scores ranged from 1.9 (minimal) to 6.0 (good to excellent) at baseline. Figure III.3 depicts the distribution across classrooms in the community.

Depending on the subscale of the ECERS-R, quality ranged from minimal to good (Table III.8). Classrooms scored highest in the areas of space and furnishings, program structure, and interaction, with average scores above 5.0 on all these subscales. The average Arnett CIS score for these settings was 3.3 (Table III.8). This score indicates that the quality and emotional tone of the teacher interactions with children was between quite and very positive; caregivers were fairly warm, sensitive, and not harsh with the children.

The observed child-teacher ratio was 6.0; average group size was 12.4 (Table III.8). No preschool center-based classrooms had child-adult ratios larger than 10 to 1, indicating that these settings met the Washington Administrative Code requirements for group size (see Box III.4 for information about state standards for child-adult ratio and group size).

**Comparisons to Other National and State Studies.** On the whole, the fall 2007 baseline child care quality analyses indicated that center-based care for preschool-aged children in East Yakima is comparable in quality to what has been found in studies of Head Start and Early Head Start programs (ACF 2004; ACF 2006a). The quality of center-based infant/toddler care and family child care in East Yakima is comparable to the quality found in community child care in studies such as the Early Head Start Research and Evaluation Project (see Box III.5).

**Table III.7. Baseline Center-Based Infant/Toddler Child Care Quality in East Yakima, Fall 2007**

	Mean (SE)	Reported Response Range	Possible Response Range
<b>Infant/Toddler Environment Rating Scale (ITERS-R)</b>			
ITERS-R total	3.47 (0.36)	1.94 – 5.78	1.00 – 7.00
Space and furnishings	3.99 (0.46)	2.00 – 5.40	1.00 – 7.00
Personal care routines	2.39 (0.52)	1.17 – 6.00	1.00 – 7.00
Listening and talking	3.65 (0.50)	1.00 – 6.33	1.00 – 7.00
Activities	2.94 (0.27)	2.00 – 5.11	1.00 – 7.00
Interaction	5.08 (0.31)	2.50 – 6.75	1.00 – 7.00
Program structure	4.35 (0.44)	2.00 – 6.67	1.00 – 7.00
Parents and staff	3.59 (0.41)	1.71 – 6.00	1.00 – 7.00
<b>Arnett CIS</b>			
Arnett total	3.18 (0.08)	2.70 – 3.77	1.00 – 4.00
Sensitivity	2.67 (0.17)	1.50 – 3.90	1.00 – 4.00
Harshness	3.80 (0.02)	3.67 – 4.00	1.00 – 4.00
Detachment	3.85 (0.07)	3.25 – 4.00	1.00 – 4.00
Permissiveness	3.34 (0.11)	3.00 – 4.00	1.00 – 4.00
Independence	2.28 (0.11)	1.75 – 3.50	1.00 – 4.00
Child/Adult Ratio	4.3 (0.70)	1.3 – 9.5	NA
Group Size	6.0 (1.30)	2.5 – 12.5	NA
<b>Sample Size</b>	<b>15</b>		

Source: Fall 2007 Infant/Toddler Care Observation.

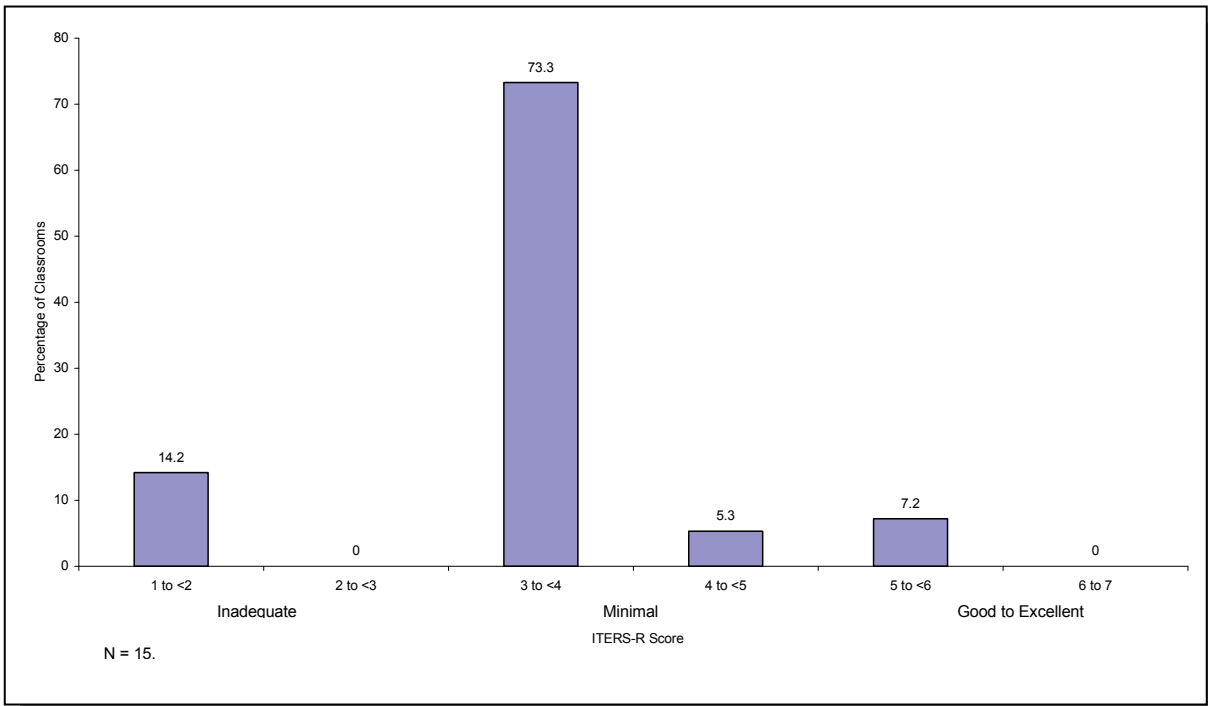
Note: The scores shown here represent the average quality of center-based infant/toddler child care settings, determined at the center level. The ratios and group sizes are the average teacher-child ratios in center-based child care settings, at the center level.

NA = not applicable; SE = standard error.

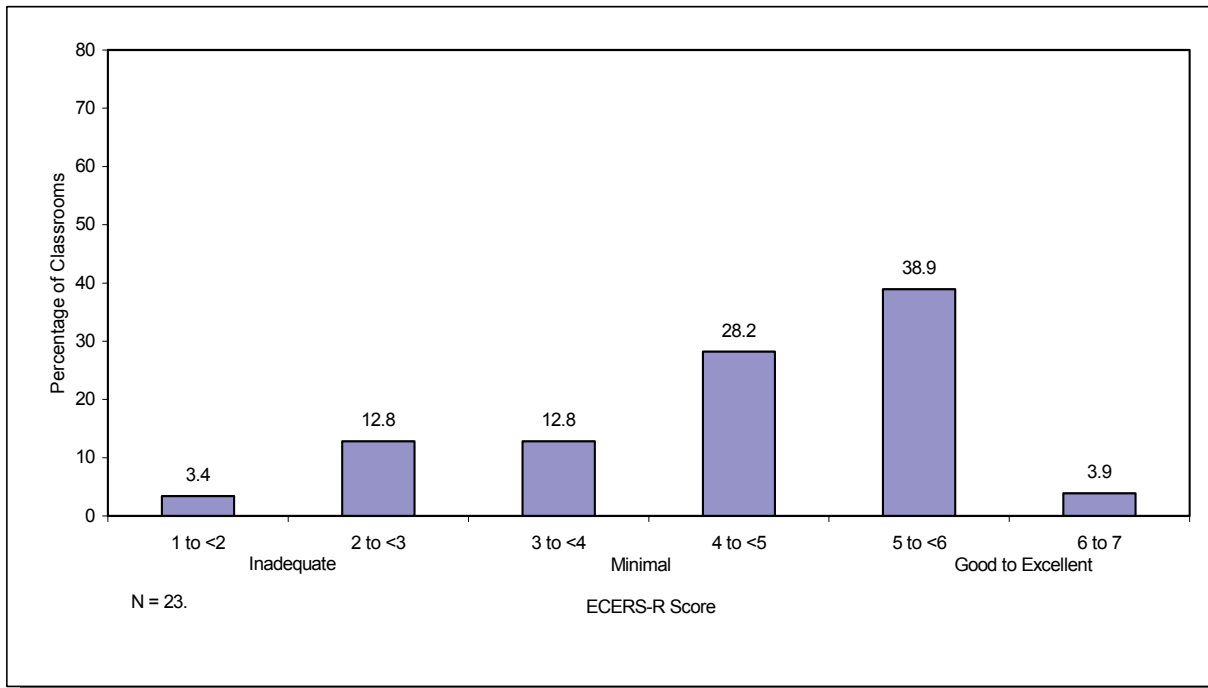
### SUPPORTS AVAILABLE TO IMPROVE QUALITY

Low-cost, high-quality T/TA and professional development activities are not readily accessible in East Yakima. During site visit interviews and focus groups, child care professionals reported that few such workshops or courses are available. The Yakima School District and Catholic Family and Child Services' (CFCS) Child Care Resource and Referral program offer classes that support licensed child care providers and can be used for STARS credits. The training includes information on how to read books to children and provides opportunities for caregivers to network and access relevant resources and materials. STARS sessions are offered in East Yakima, but they are limited in number. In addition, child care professionals reported that the STARS sessions are beginner-level trainings focused on basic health and safety topics required for licensure, rather than on innovative ways to improve the quality of care. After child care professionals have attended the training for a year, they

**Figure III.2. Distribution of Baseline Center-Based Infant/Toddler Child Care Quality**



**Figure III.3. Distribution of Baseline Center-Based Preschool Child Care Quality**



**Table III.8. Baseline Center-Based Preschool Child Care Quality in East Yakima, Fall 2007**

	Mean (SE)	Reported Response Range	Possible Response Range
<b>Early Childhood Environment Rating Scale (ECERS-R)</b>			
ECERS-R total	4.52 (0.38)	1.89 – 6.03	1.00 – 7.00
Space and furnishings	5.08 (0.22)	3.25 – 6.38	1.00 – 7.00
Personal care routines	3.63 (0.55)	1.33 – 6.80	1.00 – 7.00
Language	4.83 (0.38)	2.00 – 6.75	1.00 – 7.00
Activities	3.72 (0.40)	1.60 – 5.80	1.00 – 7.00
Interaction	5.53 (0.49)	1.00 – 6.80	1.00 – 7.00
Program structure	5.15 (0.62)	1.75 – 7.00	1.00 – 7.00
<b>Arnett CIS</b>			
Arnett total	3.25 (0.12)	2.53 – 3.77	1.00 – 4.00
Sensitivity	2.67 (0.24)	1.30 – 4.00	1.00 – 4.00
Harshness	3.76 (0.05)	3.11 – 4.00	1.00 – 4.00
Detachment	3.80 (0.12)	2.75 – 4.00	1.00 – 4.00
Permissiveness	3.39 (0.07)	2.67 – 3.67	1.00 – 4.00
Independence	2.92 (0.13)	2.25 – 3.50	1.00 – 4.00
Child/Adult Ratio	6.0 (0.40)	2.0 – 9.0	NA
Group Size	12.4 (0.80)	6.0 – 16.5	NA
<b>Sample Size</b>	<b>23</b>		

Source: Fall 2007 Early Childhood Care Observation.

Note: The scores shown here represent the average quality of center-based child care settings, determined at the center level. The ratios and group sizes are the average teacher-child ratios in center-based child care settings, at the center level.

NA = not applicable; SE = standard error.

feel there is nothing more to learn or gain from it. Little training is offered in Spanish, and there are no associations for home-based care providers in the community. Site visit participants also said that training specifically tailored to administrators would be particularly beneficial.

### **Box III.5. Comparison of East Yakima Child Care Quality Indicators to National and State Data**

The quality of care in East Yakima at baseline was comparable to or exceeded the quality found in other national and state studies. The National Early Head Start Research and Evaluation Project (ACF 2004) found that family child care in the community ranged from 3.4 to 3.9 on average on the Family Day Care Rating Scales (the precursor to the FCCERS-R), depending on the age of the children in care. Family child care in East Yakima achieved a 3.3 on average on the FCCERS-R. The average ITTERS (the precursor to the ITTERS-R) quality score obtained by centers used by control group families when children were 14 months old was 3.9, slightly higher than the average ratings (3.5) in East Yakima. The average ECERS-R scores in centers used by the control group when children were 36 months old was 4.1, below the East Yakima average of 4.5. The Early Head Start control group data provide a useful comparison at baseline because they represent the quality of care received in the communities in the absence of an intervention. Quality scores from the Early Head Start treatment group are also helpful in considering how much improvement may be possible once Ready by Five services are implemented. The average ITTERS-R score for Early Head Start program classrooms serving 14-month-olds was 4.8, at least one point higher than the control group and the baseline quality observed in East Yakima. The Early Head Start program classrooms serving children when they were 36 months old achieved a quality rating of 4.7, about the same as observed in East Yakima.

Two descriptive studies provide a basis of comparison for the ECERS-R score in East Yakima: (1) the National Center for Early Development and Learning's Multi-State Study of Pre-Kindergarten (NCEDL; Clifford et al. 2005), and (2) the Family and Child Experiences Survey 2003 Cohort (ACF 2006a; a Head Start-only study). The NCEDL study found an average ECERS-R score of 3.9. The average ECERS-R score in FACES 2003 was 4.8 (fall 2003 data). For preschool children in center-based care in East Yakima, quality was higher in general than documented in the NCEDL study. East Yakima's preschool classroom quality was comparable to the quality found in the Early Head Start Evaluation and in a national sample of Head Start programs (ACF 2006a).

The community college offers the core courses for associate's degrees and CDA credentials in East Yakima. Site visit participants also reported ongoing discussions with local universities to provide a bachelor's degree in human development. However, they felt that funding supports for education and training are limited. The scholarships available through the Washington State Training and Registry System (STARS) are quickly used, as are the Washington Scholarships for Child Care Professionals (formerly T.E.A.C.H. Early Childhood<sup>®</sup> Washington). STARS scholarships allow providers to apply for reimbursement of training expenses. Child care professionals pay the cost of the training, and if the application is approved, STARS will reimburse them. Washington Scholarships for Child Care Professionals help pay for college studies in early childhood education through community and technical colleges and also help defray CDA application fees. Washington Scholarships usually reimburse about 75 percent of the cost of an associate's degree. Providers have to take 20 credits a year for 2 years. Site visit participants indicated that child care professionals are growing more aware of these resources, so these sources of aid are quickly drained and have long waiting lists.



## THE QUALITY IMPROVEMENT AND RATING SYSTEM

In summer 2007, Thrive, East Yakima planning staff, DEL, and CFCS worked together to implement plans for informing child care providers about the pilot of the Quality and Improvement and Rating System (QIRS) and documenting the concerns and needs of the child care workforce in East Yakima. They conducted a series of focus groups with licensed child care providers during which the facilitators presented an overview of Ready by Five and QIRS, answered questions, and addressed concerns. Planning activities also included a provider survey and training on the ECERS-R. During site visits, participants said DEL planned to begin working with providers to develop education plans to determine their need for associate's degrees and CDA certification. However, the constraints of the planning grant caused this activity to be canceled. According to site visit participants, many of the providers are fearful that QIRS would put them out of business, and many family child care providers said they doubted they could meet requirements and were therefore unlikely to participate.

“The QIRS. . . makes me nervous that the educational system is just going to look at [early child care providers] and go, ‘We’re just going to wipe [you] out, and [we’re] going to take this on. We don’t need you people anymore.’”

—East Yakima child care professional

“Some of the [private licensed care] may be able to afford to go to all of these trainings...[but] who’s going to help that poor family down on the east side who is trying to run a day care? How are they ever going to make it?”

—East Yakima child care professional

The child care professionals we interviewed agreed that the primary concerns about the QIRS included lack of clarity concerning what would be rated and how the system would be used. The child care professionals were not convinced that the QIRS would remain voluntary, but rather feared being forced to participate while facing uncertainty about how they would afford to implement improvements required to move beyond a low rating. Some expressed concern that the rating system would be used to “get rid of them” and drive them out of business, because they felt that in small communities like East Yakima, many providers would not have the resources to improve in the areas linked to the ratings. While some expressed support for the professional development aspects of the QIRS, they perceived the rating system as negative and threatening. There were particular concerns that many caregivers, especially family child care providers, would be simply unable to comply with the requirements of the system. The child care professionals were also concerned about accreditation as the top rating in the QIRS. The costs and effort associated with accreditation led them to conclude that it would not be worth the effort.

“Those of us who have been in the field for years and years, we kept praying for the day that somebody at the top would get it. And we’ve reached that day. The people at the top got it. Except now what is happening is that they are trying to tell us what to do. And we wanted them to join us. But that is not what is happening. We’ve been down here in early childhood working our fingers to the bone trying to tell the world how important this is, and now we did, and now you’re trying to tell us what to do. It is hard to take.”

—East Yakima child care professional

Some of the child care professionals were also concerned that the rating system would not be entirely effective if parents were not fully educated consumers. These professionals felt that if the system was to be useful to parents, they had to know, for example, what distinguished a program rated a 3 from a program rated a 4.

## CHAPTER IV

### THE EAST YAKIMA PLANNING PROCESS

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Although many communities across the nation have developed plans for pre-kindergarten and other early childhood programs, few have undertaken a planning process for an in-depth, community-wide early learning system that aims to touch all families with young children in a specific neighborhood. The ELI planning effort was unprecedented in the state of Washington in its scope and complexity. A thorough examination of this effort is important for understanding how and why key decisions were made and how they might influence ELI implementation in the future.

In this chapter, we describe the East Yakima planning process in detail—including East Yakima’s selection as an ELI demonstration community, the identification of an intermediary agency, and the steps taken to develop the business plan. Next we examine relationships and communication patterns among planning participants. We end by examining lessons learned from the planning process—lessons that could be helpful to other communities that undertake similar efforts and to Thrive as it seeks to replicate promising strategies elsewhere in the state. This chapter is based on information gathered during the September 2007 site visit to East Yakima and the network survey conducted between September and November 2007.

#### **EAST YAKIMA PLANNING STEPS**

In this section, we describe each step in the planning process—East Yakima’s initial involvement in ELI; the selection of the intermediary agency and its role; the formation and functioning of the planning team; the role of workgroups, community stakeholders, and East Yakima families; and the development of the East Yakima business plan.

#### **Selection of East Yakima as an ELI Demonstration Community**

After developing its document “Investing in Kids: An Early Learning Strategy for Washington,” BMGF began to identify potential demonstration communities in Washington State interested in designing and implementing in-depth early learning systems. Specifically, it sought two diverse communities with about 2,500 children aged birth to 5, a high

concentration of need (as demonstrated by the proportion of children with two or more demographic risks), and the capacity to develop and implement an in-depth early learning system.<sup>25</sup>

Upon hearing about BMGF's plans to select demonstration communities in Washington State, key stakeholders in East Yakima met to discuss how they could best position themselves to be a demonstration community. In January 2006, they formed the Investing in Children Committee, whose goals were aligned with those of BMGF's ELL. Before East Yakima was identified as a demonstration community, the Committee conducted background research about early childhood education and developed principles to guide collaboration.

After examining various possibilities, BMGF decided to explore launching an early learning demonstration in East Yakima. With assistance from staff at ESD 105, BMGF convened an initial meeting of East Yakima stakeholders and service providers in spring 2006 to begin the discussion. Key participants included staff from Yakima School District, EPIC, Children's Village, Yakima Neighborhood Health Services, Yakima Valley Memorial Hospital, and Yakima Valley Farm Workers Clinic.

During the meeting, the superintendent of ESD 105 gave a presentation highlighting the East Yakima community and the existing community-wide collaborative activities. Then BMGF and representatives from stakeholder organizations met at Children's Village, a multi-agency collaboration serving children with special health care needs. Representatives from key stakeholders outlined the early learning activities of their organizations and described ways in which they coordinated services for families and children. Site visit participants who participated in these initial meetings described them as instrumental in the identification of East Yakima as a demonstration community. In summer 2006, BMGF announced that East Yakima had been selected.

### **Identification of ESD 105 as the Intermediary**

Yakima Valley Memorial Hospital and Children's Village, in collaboration with BMGF, coordinated the process of selecting an intermediary, since they were not applying to be the intermediary and could therefore participate objectively. In August 2006, organizations interested in being considered to serve as intermediary were invited to submit applications describing their capacity to carry out ELL. Three interested parties—ESD 105, EPIC, and Yakima County Department of Community Services—submitted applications. Forty-two stakeholder organizations were invited to review the applications and hear the presentations of the three applicants, and each got one vote on which one they felt should be intermediary (Table IV.1). ESD 105 was selected unanimously.

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<sup>25</sup> Demographic risks identified in BMGF's strategy document are poverty, single or no parent, no parent employed full time-full year, all parents with a disability, mother does not have a high school degree, and no parent is fluent in English.

**Table IV.1. Community Stakeholders Involved in the Planning Process**


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Apple Valley Broadcasting	Toppenish School District
Casey Family Foundation	Triumph Treatment Center
Catholic Family and Child Service	United Way of Yakima County
Central Washington Comprehensive Mental Health	Washington State Board of Education
Children's Village	Washington State Migrant Council
Circle of Success	Yakima County Community Services
City of Yakima	Yakima Downtown Rotary
Department of Early Learning	Yakima Health District
DSHS/Children and Family Services	Yakima Neighborhood Health
Diocese of Yakima	Yakima Police Department
EPIC	Yakima School District
ESD 105	Yakima Schools Foundation
For a Better Tomorrow	Yakima Southeast Community Center
Heritage University	Yakima Southwest Rotary
La Casa Hogar	Yakima Sunrise Rotary
Memorial Foundation	Yakima Family YMCA
New Vision	Yakima Valley Community College
Northwest Communities Education Center/ KDNA Radio	Yakima Valley Community Foundation
Opportunities for Industrialization Center of Washington	Yakima Valley Farm Workers Clinic
Parent Trust of Washington	Yakima Valley Memorial Hospital
People for People	Yakima Valley Regional Library

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Site visit participants indicated that ESD 105 was selected primarily because it had the infrastructure and leadership in place to carry out the initiative effectively. In addition, respondents said that ESD 105 had a positive working relationship with many of the stakeholders, which they believed would prove beneficial in the long term.

## **Planning Steps ESD 105 Took to Develop the Business Plan**

After its identification as intermediary, ESD 105 appointed an interim executive director of the initiative for one year and secured two planning grants to develop the business plan over a period of six months. (The first grant was from BMGF for \$750,000; the second was from Thrive for \$423,228.) The grants provided funds for ESD 105 to hire new staff to lead a planning team, to cover key community stakeholders' costs for temporarily reassigning staff to work on planning, and to pay stipends to parents to reimburse them for their time and travel costs. ESD 105 managed the development of the business plan in collaboration with a consulting firm, Cedar River Group, as well as with a Board of Directors and eight planning workgroups made up of East Yakima service providers, experts, and parent representatives.

In the rest of this section, we describe the planning steps in detail, including hiring staff, forming the Ready by Five Board, and selecting the planning workgroup chairs and members. We also discuss the activities of workgroups, strategies for engaging the community, and development of the business plan.

**Staff.** ESD 105 hired five staff to support the planning process, including an interim executive director, a fiscal manager, a parent ombudsperson, a data administrator, and an administrative secretary. Staff were hired for all positions, except the parent ombudsperson, by January 2007; however, because of turnover in the data manager position, the current manager was not hired until July 2007. A parent ombudsperson was hired in May 2007.

**Ready by Five Board.** According to site visit participants, ESD 105 formed the Ready by Five Board to address concerns from some community stakeholders about ESD 105's selection as the intermediary, keep the business community engaged in the project, and form a body that could function as a private entity. The Board acts as a nonprofit organization that oversees the work of the ESD on Ready by Five and has the capacity to raise additional funding for the project. ESD 105 is the grantee, but the Board has the authority to advise on the planning process, to approve the business plan, and to oversee Ready by Five implementation. The Ready by Five Board consists of about 30 members that include businesses; service providers that operate in East Yakima; educational, law enforcement, and health care organizations; licensed child care providers; philanthropies; and parents.

**Planning Workgroups.** In November 2006, ESD 105 planning staff asked community stakeholders to nominate people who could help develop the business plan for the project. Nominees had to have expertise and experience in specific workgroup areas: Data Management and Needs Assessment; Perinatal and Infant/Toddler; Preschool (ages 3-5); Professional Development; Integrated Services; Parent and Family Support; Philanthropic, Business, and Communications; and Facilities and Construction.

ESD 105 staff developed a ballot and sent it to each stakeholder. The person receiving the most votes for each workgroup, upon the acceptance of the person and the approval of the person's CEO, became the chair. The other nominees became the members. Workgroup chairs and other planning participants identified parents from East Yakima and

invited them to participate in the workgroups as part of community engagement in the planning process.

A total of 121 professionals and community members participated in the planning workgroups. Of these, 27 members were parent representatives recruited from the community. Participation varied by workgroup; the Family and Parent workgroup was the largest (27 members, including 8 parents) and the Data Management workgroup the smallest (9 members, including 1 parent).

Regular meetings began in late February 2006. The schedules varied by workgroup, but most reported meeting on a weekly basis. A system was developed for recording the minutes of each meeting and saving the agendas in order to avoid losing any input or information that might be valuable for the planning process.

“The challenging thing was . . . we didn’t have a director towards the end. And that left it on a lot of us who had full-time jobs. We were compensated for that time, which was great, but there are only so many hours in the day.”

—*East Yakima Workgroup Chair*

In addition to these meetings, workgroup chairs and ESD 105 staff met weekly to share information about each workgroup’s progress and to discuss ways to integrate the individual workgroup plans into a cohesive business plan. The workgroup chairs included one business professional and representatives from seven service providers from the community, including:

1. **Children’s Village**, a multi-agency collaboration offering services for children with special health care needs
2. **Memorial Foundation**, an organization that works to bring people, programs, and partners together to meet the emerging health needs of the community
3. **Yakima Neighborhood Health Services**, a community health center providing comprehensive medical services
4. **Yakima School District Department of Early Learning**, the school district department that oversees the developmental preschools, two ECEAP preschools, and a school district pre-K classroom
5. **Yakima School District Office of the Superintendent**, the school district in which the East Yakima community is located
6. **Yakima Valley Farm Workers Clinic**, a community health center providing comprehensive medical services to farm workers and other community members
7. **Yakima Valley Memorial Hospital**, a comprehensive medical facility whose services include public health home-visiting programs

Overall, site visit participants described the planning process as positive and thought the leadership of ESD 105 managed it effectively. Planning workgroup members also appreciated receiving compensation for their time through subcontracts of the planning grant and stipends for parents.

However, a few challenges were reported as well. Because of staffing changes during the planning process, some respondents felt overburdened in terms of their responsibilities in managing the workgroups. Once the interim director retired in July 2007, workgroup chairs who had full-time jobs in addition to their commitment to East Yakima planning found it difficult to handle the increased workload and keep the process moving forward smoothly.

In addition, nearly all site visit participants indicated that it would have been useful to have more time to conduct background research and collect relevant information and data to inform the business plan. They described the six month period between when the planning workgroups began meeting and the business plan was submitted as too compressed for the scope of the work required.

In addition, participants mentioned some logistical challenges in the facilitation of the workgroups, such as difficulties in providing suitable interpretation services for parents, especially in the larger workgroups, and problems in keeping all participating members informed, whether or not they attended each meeting.

**Community Engagement.** All site visit participants said they felt it critical for parents to be intimately involved in the East Yakima planning process. However, most respondents agreed that such involvement was often challenging because of language barriers (most parents spoke only Spanish, but meetings were conducted in English), varied educational levels of the parents, and limited time and human resources for producing the business plan.

The community was involved in the planning process in three key ways. First, ESD 105 staff designed and implemented a needs assessment survey that was conducted in East Yakima to help the planners understand the needs of the community, and to gain information about the priorities for parents and families. A group of 24 surveyors, including 12 parents from East Yakima, conducted the survey in fall 2006. Workgroups and other planning participants used the results to inform the planning process and the development of the business plan.

“The initial data done on the parent surveys—that gave the community a picture that really formed a basis for us to have discussions not about what we think, but what the parents say. So that created a focus that was critical.”

—East Yakima Workgroup Chair

Second, to gain the active participation of parents, workgroup chairs and other planning participants recruited parents from East Yakima for each of the eight workgroups. Many of these parents were recruited from La Casa Hogar, a neighborhood program that provides a variety of educational and social programs for Hispanic mothers and children in East Yakima. A total of 27 parents participated in the planning workgroups.



Third, in May 2007 ESD 105 hired a parent ombudsperson to serve as a liaison with the community and to help better engage parents in the planning process. The ombudsperson invited the parents that were workgroup members to attend an initial meeting (where food and child care were provided) to discuss community needs and priorities, and learn how she could make it easier for them to participate in the planning process. The turnout was significant, and meetings continued monthly. At the monthly meetings, the ombudsperson updated parents on the progress of the workgroups, solicited their feedback, disseminated information on the planning process, and answered questions.

Site visit participants had mixed opinions about the degree of parent involvement. Most respondents agreed that the parent involvement aspect was what made the planning process unique and that the input of the parents about what needs Ready by Five could address for them and their children was critical to the development of the business plan.

“Even in the parent workgroup, there were more professionals than parents from East Yakima. I felt so small because there were representatives from organizations, and then it was my turn to introduce myself.”

—*East Yakima parent who served as a workgroup member*

“When the parent workgroup was first established, it was pretty paternalistic, talking to them. There was a split in the group: there were the professionals who provided the services, and then there were the parents.”

—*East Yakima service provider*

At the same time, in focus groups many parents reported feeling isolated in the process. They said that for a community project, the ratio of parents to professionals was not what they expected. Some parents indicated that there was a divide between the professional service providers and the parents, and that parental involvement needed to allow a mutual exchange of ideas. Instead, some parents perceived the planning as a one-way process in which parents were

kept informed but could not easily contribute ideas. Several site visit participants also felt that parents were recruited and involved too late in the planning process, and that this hindered their ability to be active participants and give constructive input into the development of the business plan.

Some parents and service providers reported that lack of adequate interpretation services at the workgroup meetings led to communication problems among members and bred a degree of distrust and resentment among parents. However, site visit participants acknowledged that once workgroup members became aware of the problem, they worked hard to resolve it and facilitate open communication.

**Business Plan.** ESD 105 staff and workgroup chairs gathered information from a broad range of sources for the development of the business plan, including:

- Work plans developed by eight planning workgroups focused on key substantive areas
- Research on evidence-based practices
- Input from parents and families of East Yakima

- Community needs assessment survey
- Consultations with staff from the Ounce of Prevention Fund and site visits to Educare sites<sup>26</sup>
- Consultations with local experts and service providers
- Input from the Ready by Five Board

The work plans were synthesized into one document by ESD 105 and the workgroup chairs, in collaboration with consultants from Cedar River Group, and the document was submitted to Thrive in August 2007. At the time of the site visit in September 2007, ESD 105 was awaiting feedback from Thrive on the business plan.

### **RELATIONSHIPS AMONG EAST YAKIMA PLANNING PARTICIPANTS**

In addition to collecting information during site visit interviews, we used the network survey analysis to learn about relationships among the primary programs involved in the planning process. This survey allowed us to examine three aspects of these relationships:

1. The frequency and type of contact participants had with each other on planning issues
2. Participants' views on how productive these contacts were and how often participants contributed good ideas
3. The importance of the roles that various planning participants played

This analysis provides a baseline assessment of relationships among members of the East Yakima network. Specifically, we report on the type and level of contact among planning participants and their views about the quality of their relationships with other programs involved in the process. We will use these findings as a reference point to track change in these relationships over time. The information in this section is based on data from 21 survey respondents.<sup>27</sup>

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<sup>26</sup> Founded in 1982 in Chicago, Illinois, as a partnership between private donors and the state of Illinois, the Ounce of Prevention Fund aims to improve the odds for children who are born into poverty through four main activities: (1) direct services to at-risk children aged birth to 5, (2) professional development opportunities for early childhood professionals, (3) ongoing research to identify evidence-based practices, and (4) advocacy for sound public policies and sustained funding streams in the area of early childhood care and education. In 2004, the Ounce of Prevention Fund partnered with the Buffet Early Childhood Fund to create the Bounce Learning Network. The Network works with communities to design effective, birth-to-five programs modeled on the core principles the Ounce piloted in the Educare Center in Chicago. Four centers were in operation nationally as of June 2007.

<sup>27</sup> As described in Chapter I, we surveyed 31 lead agency staff identified by ESD 105 as the primary ones involved in the planning process and received 26 responses, for a response rate of 84 percent. To account for multiple respondents from one agency, we aggregated the results of three surveys. As a result, we were left

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Key findings about planning participants from the network survey at baseline are:

- East Yakima planning workgroups had participation from between 3 and 14 survey respondents, with each reporting involvement in an average of three workgroups.
- Respondents identified relationships with many other planning participants, and where participants had relationships, they reported frequent contact (weekly or monthly) and assessed the quality of existing relationships as positive.
- Participants who were on the core planning team, or were early education programs, or were located outside East Yakima tended to have more frequent relationships with other planning participants.<sup>28</sup>

### Contact Among Planning Participants

We examined all potential relationships among East Yakima planning participants in our sample frame. All survey respondents were active in the planning process and nine respondents were on the core planning team. (Table IV.2). On average, respondents participated in three groups, being most involved in the Investing in Children Committee (the committee that preceded the East Yakima planning process) and the Integrated Services workgroup. Moreover, the reasons participants gave for having joined in the planning process reflect a commitment to their organizations' missions and to the East Yakima community. The top reason survey respondents gave was that Ready by Five furthered the mission of their organization, followed by their belief in the importance of early learning and their desire to see success for all children (Table IV.3).

Respondents had many relationships with other planning participants, with about a quarter reporting contact with other participants weekly and another quarter at least monthly (see Box IV.1). Because of the organization of the planning process by workgroup, we would not expect all planning participants to have relationships with each other; consistent with this expectation, our analysis found that one-third of relationships that could have existed among programs did not exist. However, since some survey respondents described

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*(continued)*

with a sample size of 24 programs. Two of these 24 did not meet the threshold we used to identify programs involved in the East Yakima planning process (participation in three or more planning meetings) and thus did not complete the planning process section. One additional respondent did not complete any items related to the planning process. As a result, the data in this section come from 21 surveys. Our analyses include all 546 potential relationships reported on in the survey—the 21 respondents' answers about each of the other 26 programs in the sample (respondents did not report on their relationship with their own program). Appendix A contains a detailed description of the network survey methodology.

<sup>28</sup> We use the term *core planning team* to refer to the workgroup chairs and the ESD 105 staff.

**Table IV.2. Involvement in the Core Planning Team and Workgroups**

Planning Teams and Workgroups	Number of Survey Respondents Who Participated
Investing in Children Committee	14
Core Planning Team	9
Workgroup Chairs	6
Integrated Services Workgroup	9
Facilities and Construction Workgroup	6
Parent and Family Workgroup	6
Preschool Workgroup	6
Perinatal and Infant-Toddler Workgroup	5
Professional Development Workgroup	5
Data Management and Needs Assessment Workgroup	3
Philanthropic, Business, and Communications Workgroup	3
Other	4
Missing	1

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 21).

**Table IV.3. Respondents' Reasons for Participating in the East Yakima Planning Process**

Reason	Number of Respondents
ELI is aligned with my organization's mission	8
I believe in the importance of early learning and want to see success for children	6
I was nominated to participate	5
I believe in the importance of collaboration	3
I want to provide a voice for my organization	3
I believe this is an opportunity to improve the quality of life in Yakima	2
I want ELI to provide education and support for parents	2
I want ELI to provide support to early learning providers	2
I want to provide a voice for the families in East Yakima	1

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 21).

Note: Respondents provided more than one response.

lack of clear communication during the planning process as a challenge, increased contact among programs may have been helpful. Most interaction among planning participants was in group meetings or other community gatherings rather than in one-on-one communications such as emails, phone calls, or in-person meetings (Table IV.4).

We also examined the level of reported contact by membership in the core planning team, by different types of programs, and by program location. Overall, contact among programs was high, and core planning team members had more contact with each other than they did with respondents who were not members (Appendix A, Table A.6). They also had more contact with planning participants overall.<sup>29</sup> These findings are consistent with information gathered during the baseline site visit about the role of the workgroup chairs and intermediary staff in the planning process.

**Box IV.1. Frequency of Contact Among Planning Participants**

	Percentage of All Relationships
Daily	2
Weekly	23
Monthly	25
Quarterly	13
Annually	3
No Contact	34

N = 546 potential relationships.

Source: 21 network survey respondents.

**Table IV.4. Mode of Contact Among Planning Participants**

Contact Type	Percentage of Reported Contacts
East Yakima Planning Meetings	54
Other Community Meetings	45
Email	36
Phone Calls	29
One-on-One Meetings	21

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 21).

Note: Responses are not mutually exclusive.

In terms of contact by program type, programs reported communication among all types (Appendix A, Table A.7, and Figure A.2). Early education and nontraditional/other programs (those whose primary mission is something other than providing early education or health services) had the most contact with early education programs, while health programs had the most contact with early education and other health programs.

Programs located outside East Yakima had the most contact with other planning participants also outside East Yakima (Appendix A, Table A.8, and Figure A.3).

<sup>29</sup> These relationships are depicted in Appendix A, Figure A.1, which provides a visual display of survey respondents' contacts at least quarterly by core planning team affiliation.

### Quality of Relationships Among Planning Participants

In the network survey, we asked respondents to rate the extent to which other planning participants were productive, contributed good ideas, and played an important role in the planning process. When respondents were able to rate the quality of their relationships with other planning participants, the ratings were largely positive, but survey respondents reported being unable to assess the quality of planning process participation for more than 40 percent of relationships (Table IV.5). This could be because they could not assess relationships with planning participants with whom they had no or very little contact, or it might reveal a reluctance on the part of some respondents to provide this information.

**Table IV.5. Survey Respondents' Assessment of Their Relationships with Other Planning Participants**

	Percentage of All Relationships
<b>Productive Relationships</b>	
Very productive	31
Quite productive	13
Somewhat productive	8
A little productive	5
Not productive at all	2
Can't assess <sup>a</sup>	41
<b>Good Ideas</b>	
Many times	40
Sometimes	15
Rarely	4
Can't assess <sup>a</sup>	41
<b>Importance of the Relationship to Respondents' Goals</b>	
Crucial	22
Very important	23
Somewhat important	9
Not important at all	1
Can't assess <sup>a</sup>	45

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 21).

<sup>a</sup>On the network survey, respondents could select "can't assess." If data were missing, we also labeled it as "can't assess."

Patterns of ratings according to core planning team participation, program type, and program location mirrored the patterns described previously for contacts. Core planning team members were rated more highly than those not on the team in terms of productivity, contributing good ideas, and playing an important role in the planning process (Appendix A, Table A.9). By program type, early education program respondents reported more positively on other early education programs, health program respondents reported more positively on early education and other health programs, and nontraditional and other program

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respondents reported more positively on early education programs than other types of programs (Appendix A, Table A.10). Programs located outside East Yakima were viewed as more productive and important than those inside the neighborhood (Appendix A, Table A.11).

## **LESSONS LEARNED FROM THE EAST YAKIMA PLANNING PROCESS**

The experiences of East Yakima planning participants can provide useful information for shaping future efforts to design early learning initiatives in other Washington State communities. In this section, we discuss the strengths of the planning process, challenges faced, and lessons learned that might be useful to other communities embarking on similar planning efforts.

### **Strengths of the Planning Process**

During site visit interviews, participants identified four main strengths of the planning process: (1) community and parent involvement, (2) the collaborative and open environment of the planning workgroups, (3) input from the consultants and BMGF, and (4) the leadership and management of the planning effort.

**Community and Parent Involvement.** The engagement of the community through the needs assessment survey and the planning workgroups was critical to ensuring that the business plan and the proposed services represented the community's needs. Despite some of the limitations described previously, planning participants said that the input of the parents was extremely valuable to the planning effort, and important to its success.

**Planning Workgroups.** During the site visits, planning participants also attributed the success of the planning process to the richness of input and information collected and provided by the eight different workgroups. The diversity of backgrounds and expertise brought together through the workgroups ensured that the business plan was based on solid research, useful resources, and the experiences of all participants. Participants reported that the recruiting process of workgroup members was well managed and that open communication and discussion between participants led to a stronger business plan.

**Leadership and Management of the Planning Effort.** Site visit participants characterized ESD 105's leadership and management of the planning phase as strong overall. The task was difficult, but it was handled with openness and sensitivity to ensure that the process remained fair and equitable. Given the time constraints and staffing responsibilities, planning team leaders managed the process well and worked hard to engage the community and key stakeholders.

**Quality of Technical Assistance.** Planning participants indicated that the periodic advice and feedback given to the planning team by Cedar River Group consultants and both Thrive and BMGF was helpful in developing the business plan.

## Challenges of the Planning Process

Although, overall, most respondents agreed that the planning process was successful and well managed, especially given the time and resources available, a number of challenges were also identified during the site visit: (1) time constraints, (2) staffing changes and limitations, (3) maintaining constructive parent involvement, (4) developing cohesive work plans, and (5) coordination on a large scale.

“We kept using the analogy, ‘We’re building the plane as we’re flying it,’ because we didn’t have a process in place before starting the planning. Everything had to happen so fast.”

—*East Yakima workgroup chair*

**Time Constraints.** According to many site visit participants, an initiative of this magnitude requires a great deal of time to develop resources, conduct research, recruit the right people, and engage the community. They felt that additional time to produce and deliver the final plan would have been extremely useful.

**Staffing Changes and Limitations.** The interim director, who began by consulting for ESD 105 before it was selected as the intermediary, was appointed for a one-year planning period, after which she planned to retire. According to some respondents, the staffing changes that resulted when she left were a challenge, especially for workgroup chairs who had to take on additional responsibilities in driving and managing the development of the business plan. Time commitments and staff resources were stretched, and respondents indicated that it was difficult to ensure that all the pieces of the plan came together in the end.

**Maintaining Constructive Parent Involvement.** Site visit participants described parent engagement as both a success (in terms of garnering and incorporating input about community needs) and a challenge (in terms of maintaining active and constructive involvement throughout the process). Even though the community needs assessment survey provided significant feedback about parent needs, some respondents reported that parents were not involved early enough in the planning process to be able to contribute at the decision-making level.

In addition, site visit participants described the parent ombudsperson role as an important one, but it was not filled until late in the planning phase. Most indicated that quality and consistency of parent involvement increased after the parent ombudsperson was appointed, but some parents felt removed and “sidelined” as a result of their late involvement.

They also highlighted issues such as logistical problems in maintaining contact with families and varying educational backgrounds and levels of understanding about the planning process as factors that impeded early and regular parent attendance at the workgroup meetings.

Language and communication problems also depressed the level of parent involvement. Initially, in an effort to take up less time or summarize, interpreters often left out pieces of discussion, which caused resentment and mistrust among parents. This issue was resolved once it was brought to the attention of the workgroup leaders.



### **Increased Community Engagement.**

During site visits, some participants mentioned that given more time and resources, they would have liked to see the involvement of a more diverse group of parents in the planning phase, including African American and white families that reside in East Yakima. According to site visit participants, most of the parents who participated in the planning process were Hispanic.

In network surveys, respondents identified 10 organizations or types of community members they thought should have been involved in the planning process but were not, along with the reason the involvement would have been desirable (see Box IV.2). The primary reason respondents said these groups should have been involved was that the organization or community group had a history of providing services to families in East Yakima. Some respondents also said that additional groups should have been included to engage them in the process and establish buy-in.

#### **Box IV.2. Groups That Should Have Been Included in the East Yakima Planning Process**

	Number of Respondents
Child care providers	5
Yakana Nation Tribal Head Start	1
KYVE/KCTS TV	1
Community Health of Central WA	1
Triumph Treatment Services	1
Clergy from East Yakima	1
East Yakima business owners	1
PTA representatives from Yakima	1
More diverse group of parents	1
Homeless shelter	1

N = 21 network survey respondents.

**Developing Cohesive Work Plans.** With the varied backgrounds of the participants involved in the planning process, it was sometimes difficult for workgroup members to bring everyone's ideas together in a cohesive way that also addressed the mission of Ready by Five. Priorities, agendas, and needs were often extremely diverse across participants, depending on their expertise and understanding of Ready by Five, so it was challenging for all these to be synthesized into well-thought-out work plans that met the guidelines of BMGF as well as the needs of the community.

**Coordination on a Large Scale.** During site visits, planning participants reported that the effort put into coordinating with multiple stakeholders, parents, and service providers for the planning process was often overwhelming. Ensuring that participants regularly attended the meetings, and that those who were not able to attend a meeting were kept abreast of key developments and changes, was in itself often a daunting task to manage. In addition, educational levels and backgrounds varied across participants, making it sometimes difficult to know whether everyone understood the background materials, action items, and documentation being disseminated across workgroups.

**Additional Challenges.** The challenges identified during the site visits were generally consistent with the ones network survey respondents identified (see Box IV.3). The network survey respondents, however, identified four additional challenges that were not discussed during the site visit interviews.

In network surveys, the most commonly mentioned challenge was a lack of clear and transparent decision-making and communication on the part of ESD 105. Three of six respondents who identified this challenge specifically described ambiguity about the role of the Ready by Five Board and the way the Board was formed. Other respondents said

decisions made by workgroup chairs and ESD 105 staff were not clearly communicated to the workgroup members or that communication overall was not always handled systematically.

Network survey respondents identified three additional difficulties of the planning process: (1) a lack of cultural relevancy of the proposed services to the families in East Yakima, (2) the lack of a systematic planning process to guide the development of the workgroup plans, and (3) the perception that some people were not assigned to workgroups based on their expertise.

**Box IV.3. Difficulties of the Planning Process as Reported in Network Surveys**

	Number of Respondents
Lack of clear and transparent decision-making and communication	6
More community engagement needed	6
Time constraints	4
Staffing changes	3
Maintaining constructive parent involvement	3
Developing a cohesive system	2
Cultural relevancy of the proposed services	1
Lack of systematic planning process	1
Makeup of the workgroups	1
N = 21 network survey respondents.	

### Lessons Learned from the Planning Process

During site visits, planning participants provided several lessons gleaned from their experiences, which they felt would be valuable for other communities that might embark on a similar venture.

**Committed Partners.** It is important to partner with groups and individuals who will commit to the initiative and bring their time, energy, and sense of community to the planning process. Given the limited time and resources, the process requires partners who are willing to look beyond their own needs and do what is best for the entire community.

**Open Communication.** Those involved in the process must listen to each other's ideas and criticisms. In addition, everyone's voice should be heard and acknowledged. This includes open communication with parents. Site visit participants felt the parent ombudsperson position was important to ensuring that parents understood the information being shared during the workgroup meetings and had an avenue for voicing concerns and asking questions about the process; they also felt that this position should be filled at the beginning of the planning process to maximize parent trust and involvement.

**Potential for Change.** Planners need to be open to and comfortable with changes in early priorities, and let the process take shape on its own. Too often people come to the planning phase with pre-set agendas and ideas. People must allow their ideas to evolve through multiple discussions and shared input, and collaborate with the rest of the team to form the final plan.

**Active Engagement with Local Community Stakeholders.** For an initiative such as Ready by Five to be sustainable, it must take into account the input of the community it will be serving. The parents, local community leaders, and residents should be engaged early in the planning phase to make sure that they can actively participate in the decision-making process as much as the professionals and experts.

**Strong Leadership.** Leaders of the planning process should be prepared for a great deal of ambiguity in the planning phase, but nevertheless be comfortable in moving the process forward. They should be open and honest with all participants, let the plan develop without forcing their own ideas, and be able to coordinate and manage a large team with differing agendas and opinions while working toward a common goal for the larger community.



## CHAPTER V

### GOALS AND EXPECTATIONS FOR READY BY FIVE IMPLEMENTATION

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At the time of the September 2007 site visit, the East Yakima planning team had completed the initial planning phase and submitted a business plan to Thrive and BMGF. The team was awaiting feedback from Thrive and BMGF and preparing to begin development of detailed plans for implementing Ready by Five in 2008. Although final decisions had not yet been made, East Yakima planners talked during the visit about their goals and priorities for the initiative, as well as their short- and long-term expectations and hopes. In this chapter, we examine the planners' goals and priorities for Ready by Five, what they expected during the first year of implementation, the barriers they anticipated, and the concerns they had as they prepared for the next phase. Information presented in this chapter comes from site visit interviews conducted in September 2007 and the network survey conducted between September and November 2007.

#### **EAST YAKIMA GOALS AND PRIORITIES**

East Yakima's business plan presents specific goals and objectives for the initiative and describes the community's proposed structure of services and supports that will constitute a community-wide early learning system. During site visit interviews, we asked intermediary staff and other participants in the planning process to describe their own goals and hopes for what could be achieved through Ready by Five. Across site visit participants, five primary goals emerged:

1. All children in East Yakima will be ready for school.
2. Families will be supported and empowered to be their children's first teachers.
3. Professional development opportunities, including training, mentoring, and resources, will be available to early learning providers.
4. The East Yakima community will understand the value of early learning and will take responsibility for advancing early learning opportunities for children.
5. Ready by Five will evolve into a replicable model for delivery of in-depth, coordinated early learning services.

These goals align with the priorities that network survey respondents listed. Both survey respondents and site visit participants described two of the highest priorities for Ready by Five as increasing children’s readiness for school and equipping parents as the first teachers and advocates for their children (Table V.1). Among respondents, parent involvement and engagement in Ready by Five were also identified as high priorities. Network survey respondents felt it “quite” to “very” likely that Ready by Five would be effective in meeting their top three priorities.

To achieve these goals, site visit participants highlighted specific strategies developed through the East Yakima planning process:

- A network of peer community workers (known as promotores) to help families navigate the service delivery system and ensure smooth coordination and referrals among providers
- Home visitation services for families with children aged birth to 3; pregnant women; and family, friend, and neighbor (FFN) caregivers
- Education focused on helping parents learn how to support their children’s development and to meet their own educational goals
- A professional development training and support system for child care professionals
- Increased center-based enrollment spaces for preschool, Head Start, and infant-toddler services
- Implementation of the Plaza, a community center that will be built in East Yakima and include a high-quality early learning center and an early learning resource center for parents, child care professionals, and others

**East Yakima Parents Describing  
Their Hopes for Ready by Five**

“We hope this gives us options, information on how to get ahead and achieve goals. We don’t want to hear we cannot solve this and that’s it.”

“This initiative will mainly give assurance to the parents and therefore to our children. . . Poverty affects us a lot. Women get stressed and men are a little more frustrated and tend to face their emotions by drinking. Our families disintegrate and we look for places to feel appreciated, and the center would be one.”

“We will have an opportunity to meet other parents and communicate, get to know other parents and form a support group.”

“Not all children will get the help, only East Yakima families which is an area with great necessity. The center will be a connection to the families and there will be providers going to the homes to help out. There will be connections with other agencies, and we as parents want our children to be included. We see it as a great big house.”

Network survey respondents also ranked the five most important services that they thought Ready by Five should provide. They cited a wide range of services but mentioned most frequently parent education, professional development and resources for child care professionals, home visits, public awareness campaigns, and promotores (Table V.2).

**Table V.1. Ready by Five's Most Important Priorities**

Most Important Priorities	Percentage of Respondents Mentioning	Mean Ranking of Importance	Mean Ranking of Effectiveness
Children from East Yakima are ready for school and have the skills necessary for success	43	1.4	3.4
Parents are equipped as children's first teachers and advocates for their children	38	1.6	3.9
Parents are involved in decision-making and actively engaged in Ready by Five	33	2.0	3.0
Services and support for children and families are available	29	1.8	3.3
Collaboration and integration exists among service providers and with families	29	2.0	3.3
Capacity of programs and staff to provide high quality services increases	24	1.8	2.6
Community is involved in Ready by Five and has increased awareness of the importance of early learning	24	2.6	3.2
Comprehensive and high quality early learning services are available for all children	19	1.3	3.5
Professional development system for early learning providers is developed	19	2.7	3.5
Strategies include evidence-based interventions	9	1.5	3.0
Families provide a safe and supportive home, nurturing strong relationships with the children from birth	9	2.5	4.0
The Plaza, including an Educare center, is developed	9	2.5	3.5
Sustainability of Ready by Five is assured	9	3.0	3.0
Ongoing program improvement is a priority	5	3.0	3.0
Racism in the community decreases	5	3.0	2.0

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 21).

Note: Respondents ranked the importance of each priority, with 1 being the highest priority and 3 being the lowest priority. Respondents also ranked Ready by Five's likely effectiveness in achieving each priority on a scale of 1 to 4 (1 = not effective at all, 2 = somewhat effective, 3 = quite effective, and 4 = very effective). Missing ranged from 0 to 2 across items.

**Table V.2. Most Important Services Ready by Five Should Provide**

Most Important Services	Percentage of Respondents Mentioning	Mean Ranking of Importance
Parent education, training, and support, including ESL	81	2.6
Professional development and resources for providers, including supports for FFN caregivers and literacy training in English and Spanish	76	3.1
Home visiting, including Expanded First Steps and NFP	38	2.5
Awareness and education campaigns about the importance of early learning	33	3.6
Services provided by promotores	29	1.8
Health services, including mental and behavioral health services	24	4.3
High quality early childhood education and learning services	24	1.2
Collaboration and development of network of early learning services with increased capacity	19	2.7
Educare model	14	1.5
Plaza	9	4.0
Child care, including respite care	9	4.5
Referral and case management system	9	4.5
Community safety initiatives	9	4.0
Pre-Kinder Academy	5	4.0
Library early learning center	5	4.0
Transition services	5	4.0
Literacy coaches	5	5.0

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 21).

Note: Respondents ranked the importance of each service, with 1 being the highest priority and 5 being the lowest priority.

ESL = English as a Second Language; FFN = Family, friend, and neighbor care; NFP = Nurse Family Partnerships.



The outcomes that East Yakima planning participants expected to achieve as reported during site visit interviews were broadly aligned with their goals and proposed strategies:

- Improved school readiness for children, including better physical, social, emotional, and oral language development
- Improved parent knowledge about their children’s development and increased support for their role as their children’s first teachers
- Improved educational opportunities for parents and early learning providers, including better literacy outcomes in both English and Spanish
- Increased collaboration among service providers
- Increased community support for early learning services

### EXPECTATIONS FOR THE FIRST YEAR OF IMPLEMENTATION

East Yakima’s business plan outlined the community’s strategy for service delivery in broad terms, but many details about implementation were still to be determined. Many site visit participants acknowledged that the business plan was a working document that would require further definition over the next year to facilitate implementation. East Yakima planners reported that a key step necessary for implementation would be identifying service providers for the strategies outlined in the business plan. Some planning participants said they expected this to be a contentious process—because multiple service providers may want to provide the same service—but a necessary one for advancing the initiative. These participants also reported the need to develop logic models and detailed implementation plans for each proposed strategy prior to implementation.

While acknowledging the work yet to be done, site visit participants nevertheless proposed an ambitious set of activities to launch Ready by Five in 2008. These expectations can serve as a reference point as implementation moves forward—to gauge the extent to which implementation is keeping pace with expectations and to make adjustments as warranted. Site visit participants described specific expectations for the initial implementation year in three areas: management systems, community-wide support structures, and service delivery.

**Management Systems.** East Yakima planners expressed a need to put management systems in place before beginning to implement services, so that service delivery is coordinated and integrated from the starting point. Specific steps cited to build a management system in the first year included:

“Now that we have the strategies, we have to get to work and decide how are we going to make this thing happen. Because if not we are going to be tripping over each other, and . . . that’s the goal of this thing: that we are not tripping over each other. And we don’t want families to get lost or hurt along the way.”

—East Yakima service provider

- Hire an executive director
- Develop work plans for Ready by Five employees
- Develop advisory committees and define roles and responsibilities
- Solidify the role of the Ready by Five Board, which will function as a nonprofit overseeing agent of ESD 105
- Establish contracts with service providers
- Establish agreements about roles and communication systems among funders, the intermediary, and service providers to ensure that decision-making processes are clear

**Community-Wide Support Structures.** In addition to management systems, East Yakima planners envisioned a component of the initiative that would support system change through the creation of an integrated early learning system. Planners said that these systems should be put in place before or at the time service delivery begins to ensure integration from the starting point. Support structures that would be developed during the first year include:

- A network of peer community workers (known as promotores) designed to build relationships with families
- A system for assessing families' needs and making referrals to appropriate services
- A tracking system to record family intake information and services provided to families and to facilitate information sharing and coordination among providers
- An outreach and community awareness campaign to engage the Yakima community in the initiative
- Linkages to community colleges and universities to develop a system of professional development that links training opportunities for providers to requirements for Child Development Associate and associate's degrees
- An ongoing technical assistance system to support and strengthen implementation

**Service Delivery.** East Yakima planners said that some services could and should begin during the first year of implementation as management and support systems were being put into place. Site visit participants suggested that the following services and activities could begin during the first year:

- Expansion of existing services, such as home-visiting services and literacy programs
- Professional development services for early learning providers, including education assessments to determine providers' needs and opportunities for training and coaching/mentoring
- A temporary facility to serve as the “public face” of the initiative until construction of the Plaza is complete
- Finalized plans for the Plaza

### POTENTIAL BARRIERS AND CONCERNS ABOUT IMPLEMENTATION

Site visit interviews were conducted when East Yakima planners, having submitted their plans, were awaiting the reaction of Thrive and BMGF. At such a time of uncertainty, it is natural—and prudent—to consider potential barriers to successful implementation of an initiative of this importance. In this section, we examine the potential barriers identified by site visit participants, as well as their concerns about how funding decisions and implementation processes might play out in the next phase of launching the demonstration. Site visit participants identified seven main areas of concern. We discuss each in detail below.

**Managing and Responding to Community Expectations.** During site visit interviews and focus groups, we learned that community expectations for Ready by Five implementation were quite high. East Yakima planning and community engagement activities generated excitement and enthusiasm about Ready by Five, but also raised expectations that services would soon be readily available.

Since the final plans for Ready by Five were not yet known at the time of the site visit and many planning participants acknowledged that the logistics of implementation had to be worked out before service delivery could begin, some feared that the community would become disillusioned if Ready by Five was not able to provide enough services during the first year.

In addition, some site visit participants said that Ready by Five should balance its aim of implementing evidence-based approaches with the desire of residents for community-generated programs that were grounded in their values and driven by families' expressed needs. Some of these participants expressed concern that the services proposed in the business plan do not match the

#### East Yakima Parents Describing Their Concerns about Ready by Five

“I am telling people near my home that this is great and I am trying to get people involved, but people ask me what proof do I have that this will happen?”

“I am happy but concerned about whether this big dream will come true.”

“We don't know how it [Ready by Five] will be but we feel that the professionals will have the last word. They don't have our experiences; they as professionals have different needs. We survive, they live, that's the main difference.”

expectations and needs of families. For example, some participants noted that the business plan included many home-visiting services, but few services that allow families to interact in group settings, which is valued by many of the families in the community. Similarly, some participants described the importance of disbursing funds to various existing service providers, including those accessed by East Yakima families prior to Ready by Five, instead of allocating most funding to the Educare site and the Plaza.

**Staffing.** Concerns about staffing included challenges in finding qualified staff and meeting expectations for higher credentials. Site visit participants uniformly stressed the importance of hiring bilingual and bicultural frontline staff equipped to provide culturally relevant services, especially for promotores positions. Expectations for higher credentials and degree requirements, however, might prevent local residents from qualifying. A strong, ongoing professional development program will be important for building a diverse and highly qualified early learning workforce in East Yakima. Other concerns about staffing included the difficulty of finding a suitable executive director for Ready by Five.

### **Implementing Innovative Services.**

Intermediary staff and service providers alike described the challenges associated with training staff, both frontline and administrative, to provide services differently and to accept new policies and procedures that replaced those that had been in place, often for many years. Some service providers also described the tensions that can emerge in trying to meet monitoring requirements established by regulatory bodies and integrate them with new models established under Ready by Five. Some stakeholders engaged in this process during the implementation of Children’s Village<sup>30</sup> and acknowledge that integration and coordination require careful planning, respect for each other’s organizations, and ongoing communication.

“It is a lot of respect and trust and a common mission and vision . . . and then a willingness to put aside what’s in the best interest of your organization sometimes, actually a lot of times, and say what’s best of the common good here. And constantly talking and communicating.”

—*East Yakima service provider*

### **Relationships Among East Yakima Stakeholders.**

The East Yakima business plan identifies strategies to support early learning but does not name the providers that will deliver the services. During site visit interviews, many participants said identifying providers was an important next step in preparing for implementation. However, most participants agreed that this process could be difficult and might alienate organizations not selected. They stressed the importance of all groups focusing on what is best for the community rather than what is in the best interest of

“We have to be willing to give up some stuff. That is what collaboration means to me. It’s not that we’re sitting around the table and talking to each other. We have to be able to make decisions about the money in a collaborative process. And I would hope through this process we would be making decisions collaboratively about the money.”

—*East Yakima service provider*

<sup>30</sup> Children’s Village is a multi-agency collaboration offering services for children with special health care needs.

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individual organizations. Managing the relationships among East Yakima stakeholders will be important to the success of the initiative, and poor management could hinder implementation.

**Changing Expectations and Roles of Funders.** Some planning participants were concerned about the expectations of Thrive and BMGF, noting that Thrive is a new organization that is taking on a lot of initiatives within a short time. They expressed concern about whether Thrive had the capacity to support Ready by Five at this time and wondered whether expectations for the initiative would change with the transition of oversight from BMGF to Thrive. They also expressed concern and some confusion regarding the roles and responsibilities of Thrive as compared to BMGF.

**Politics of Immigration.** Many families in East Yakima are Hispanic immigrants and speak Spanish as their first language. Site visit participants were concerned that as information about Ready by Five spreads throughout the larger community of Yakima, some community members will question an initiative that provides services to only East Yakima families instead of their own children, and others might object to services that foster Spanish-language skills such as Spanish literacy classes. In addition, site visits participants said they fear that controversy over the immigration status of some families might result in political resistance to Ready by Five.

**Attracting Outside Funders.** Funding is not guaranteed for all strategies proposed in the business plan. As a result, planners expect to have to attract outside funding to support certain aspects of the project. Site visit participants questioned the amount of funding realistically available in the community to support these efforts. In addition, some of these participants fear that locating outside funding sources and responding to the expectations of these funders could distract from the overall mission of Ready by Five.

## **NEXT STEPS**

Ready by Five is at an important crossroads. Community stakeholders came together in 2006 to plan a complex, community-wide early learning system for East Yakima. At this stage, they are preparing to begin implementing the plan in early 2008.

This baseline profile of East Yakima and the planning process sets the stage for ongoing evaluation and assessment of implementation over time. We will repeat implementation study data collection—site visits, network surveys, and child care quality assessments—again at intervals of approximately one and three years. We will learn about changes in the service delivery system, including the types, quantity, and quality of services available in East Yakima and the levels of coordination among service providers. We will monitor ongoing management and support of Ready by Five, as well as changes in the supply and quality of child care. We will revisit challenges and barriers to learn how they have been addressed, and we will seek to identify promising implementation strategies that have the potential for replication in other communities.



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# APPENDIX A

## TECHNICAL APPENDIX

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This appendix provides additional technical details about our methodology for collecting and analyzing the site visit, network survey, and child care quality assessment data.

### **BASELINE SITE VISIT METHODOLOGY**

We developed site visit protocols, including interview and focus group discussion guides, based on research questions for the Early Learning Initiative (ELI) implementation study. We worked closely with Educational Service District 105 (ESD 105) as the intermediary to plan the East Yakima site visit, identify and recruit participants for individual interviews and focus groups, and schedule the activities. During the visit, we explored key research questions and topics with multiple participants to triangulate the information we obtained and compare responses across participants with different perspectives.

Analysis of the site visit data was an iterative process. The first step was to develop a coding scheme to apply to the site visit data (Table A.1). We organized the coding scheme according to key research questions. Within each question, we defined codes for key themes and subtopics covered during the interviews and focus groups. The scheme also categorized data by ELI community, type of respondent (for example, intermediary staff, directors of service provider organizations, frontline staff, or parents), and round of site visit (baseline and years 1, 3, and 7).

The next step was to write up interview and focus group field notes. To facilitate consistent note writing and ensure comparable information across activities and communities, we developed a report template organized according to research questions and key topics. Senior members of the Mathematica Policy Research, Inc. (MPR) team reviewed writeups to ensure that field notes were consistent and complete.

Because of the large number of interviews and focus groups we conducted during the baseline site visit, we used a qualitative analysis software package, Atlas.ti (Scientific Software Development 1997), to facilitate organizing and synthesizing the qualitative data. We loaded

the coding scheme and all field notes into Atlas.ti, and two project team members then coded the field notes. To ensure reliability across coders, the coders coded an initial sample of interview reports, compared codes, and resolved any discrepancies. In addition, the lead coder reviewed a sample of coded reports during the coding process to check reliability.

Once all field notes were coded, the research team conducted searches using Atlas.ti to retrieve data on our research questions and subtopics. Data were retrieved on particular codes across all respondents, from individual respondents, and for different categories of respondents (such as intermediary staff or frontline staff). Finally, we used the system to retrieve the relevant data on specific topics and assess the consistency and quality of information across sources. This approach ensured quality and consistency in our analyses across the project team.

### **BASELINE NETWORK SURVEY METHODOLOGY**

Network analysis focuses on the relationships and ties among actors or organizational entities (Wasserman and Faust 1994). Even though network analysis may capture individual actors' attributes, its focus is on relational patterns between actors. We fielded the baseline network survey in conjunction with the baseline site visit to East Yakima in September 2007 and followed up by telephone and email through November 2007.

At baseline, the network survey consisted of two main components: (1) an inventory of East Yakima's existing service provider network for families with young children and (2) an assessment of the East Yakima planning process. We used the first component to identify the community's service provider network, understand the relationships and levels of communication among service providers, and assess service providers' prominence in the network. We will compare the baseline results to future rounds of data collection to assess change in the East Yakima service provider network over time. We used the second component to assess the relationships, communication patterns, and prominence of service providers that participated in the East Yakima planning process.

### **Identifying Network Survey Respondents**

To conduct a network survey that yields useful information about East Yakima processes, we needed to collect information from all members of the East Yakima planning network. For the purposes of this survey, we defined membership in the network at the program, rather than the individual, level. We defined a "program" as a set of services that has its own distinct eligibility criteria and caseload of children and families. To generate the list of respondents for the baseline network survey, we asked the intermediary for a list of programs and lead staff who participated in the planning process by serving on committees and attending at least three planning meetings. Based on information from ESD 105, we identified 31 programs to include in the survey sample.

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## Fielding the Network Survey

We worked closely with ESD 105 to encourage participation in the survey and coordinate data collection. As a first step, we emailed the survey forms to respondents. During site visits, we collected completed surveys from those respondents that were also site visit participants or hand-delivered another copy to them to encourage participation. After two weeks had elapsed, we contacted by telephone or email all agencies that had not responded, to determine whether they had received the survey and encourage completion of the instrument, either by emailing an additional survey or, if necessary, by conducting the survey by telephone. We continued through November 2007 to attempt to contact any respondents who had not completed the survey.

We received 26 responses to the 31 surveys, for a response rate of 84 percent. To account for multiple respondents from one agency, we aggregated the results of three surveys. As a result, we were left with a sample size of 24 programs. Of these 24 programs, 2 did not meet the threshold we used to identify programs involved in the planning process (that the respondent participated in three or more planning meetings). As a result, these programs did not complete the planning process section of the survey. Several respondents asked detailed questions about how MPR would safeguard the confidentiality of their responses and expressed reluctance to complete the survey out of concern about the sensitive nature of questions regarding the planning process. For similar reasons, a few respondents refused to complete specific items.

## Analyzing the Network Survey

We used three main methods to analyze data collected through the network survey: (1) descriptive analysis, (2) qualitative analysis, and (3) network analysis.

**Descriptive Statistics.** We produced descriptive statistics, such as frequencies, ranges, and means and created categorical variables for some items. We created descriptive statistics on the characteristics of each organization (Table A.2). We also computed frequencies of each type of coordination and communication reported in the survey.

**Qualitative Techniques.** We used qualitative techniques to analyze responses to open-ended survey questions, such as programs' reasons for participating in planning and their priorities for Ready by Five. Prior to fielding the survey, we created a set of codes for likely responses to these open-ended questions. Once we received the completed surveys, we reviewed the open-ended responses and added codes as needed. We also used the qualitative analysis to help us interpret the descriptive and network analysis findings, and to supplement our knowledge from the site visits about the East Yakima community and relationships among service providers.

**Network Analysis.** We used network analysis to examine the relationships among network members, patterns of communication among members, and prominence of programs within the network.

To create an inventory of service providers in East Yakima, we asked survey respondents to list the programs they work with to plan and deliver services for families with young children. The list was open-ended: respondents could list as few or as many programs as they worked with. For each program listed, we asked respondents to identify the types of interactions they had with the service providers, the frequency of these contacts, and how important the relationship with the service provider had been in achieving their own program's goals. We examined the size of the network, type and frequency of communication, how central East Yakima planning participants were in the network, and whether programs that were not planning participants were prominent. We also looked at the density of relationships (the proportion of all possible ties that actually exist) by program categories (type, location, and planning team participation). Four of 22 respondents did not respond to the set of questions about East Yakima's service delivery network.

We also asked East Yakima planning participants about their relationships with each other. We provided a list of the 27 planning participants and asked respondents about the frequency and type of contact with each participant, how productive their relationships had been, how often each planning participant contributed good ideas, and how important a role each planning participant played in the process. Respondents were asked not to rate their own program or programs that they had no interactions with at all. One respondent did not respond to the set of questions about relationships with other planning participants. Tables A.3 through A.10 provide supplemental information to support network analysis discussions in the main body of the report. Where measures had valued data, we created the following binary measures: contacts at least quarterly (daily, weekly, monthly, and quarterly contacts); productive relationships (somewhat, quite, and very productive); good ideas (sometimes or many times); and role importance (somewhat, very, or crucial importance). Missing data were assigned as "Can't Assess."

## **CHILD CARE BASELINE METHODOLOGY**

### **Design and Sampling**

The child care quality component of the baseline data collection in East Yakima is designed to assess multiple dimensions of quality in a representative sample of licensed child care providers. The baseline documents the status of the child care supply (both centers and licensed family child care homes); characteristics of child care providers, lead teachers, and center directors; and the classroom-level quality prior to the start of ELI services. Random sampling and weighting approaches ensured that the participating sample of child care providers in East Yakima was representative of all eligible child care providers in the community.<sup>31</sup> The sample design called for selecting a sample of 40 center-based classrooms and another sample of 30 family child care providers. The former involved a two-stage

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<sup>31</sup> "Eligible" refers to licensed child care providers that are providing more than 20 hours of care per week and that were identified by ESD 105 as providers of services within the East Yakima boundaries.

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sample: (1) sampling all 8 center groups (all 14 centers), then (2) sampling four or five classrooms within each center group.

Because some centers had fewer than five classrooms, we grouped some centers, before sampling, with similar centers to form a “center group” with at least five classrooms. By “similar,” we mean centers with the same types of classrooms (preschool only or preschool plus infant/toddler). In this case, a *center group* serves as a single sampling unit. To select the center groups, we used a sequential sampling technique.<sup>32</sup> We selected eight center groups with probability proportional to size, with the measure of size being the estimated or actual number of classrooms in the center group (whichever was available), appropriately accounting for any “certainty selections” (those with a size measure so large that their expected number of selections is one or greater). We did not use explicit stratification, but to help make the sample more representative of the population, we sorted the frame by whether the center group had any infant/toddler classrooms, and then by the total number of child care spaces, before sampling.

We then selected four or five classrooms within each of the eight center groups (each group being a sampling stratum), using the Chromy procedure but with equal selection probability within center group. Before sampling, we sorted the list of classrooms within center group by age group (infant/toddler versus preschool), by center (if more than one center in a center group), and then by licensed capacity.

To select the family child care providers, we selected 30 in one sampling stage, using the Chromy procedure with equal probabilities of selection and no stratification. We sorted the frame by licensed capacity before sampling.

In East Yakima, we selected all 8 center groups (comprising all 14 centers). These 8 center groups had 48 classrooms, and we sampled 4 or 5 classrooms from each group for a total of 39. One of the selected centers was a refusal, leaving 13 participating centers and 38 participating classrooms. We selected 30 family providers out of 41 eligible. Twenty-six of these providers participated.

## Data Sources

Assessments of key aspects of the characteristics and quality included center director interviews, lead teacher self-administered questionnaires, and family child care provider interviews. Observations included the Environment Rating Scales,<sup>33</sup> the Arnett Caregiver

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<sup>32</sup> The procedure (developed by Chromy 1979) and available in SAS (SurveySelect) offers all the advantages of the systematic sampling approach but eliminates the risk of systematic, list-order bias by making independent selections within each of the zones associated with systematic sampling, while controlling the selection opportunities for units crossing zone boundaries.

<sup>33</sup> The Infant/Toddler Environment Rating Scale-Revised (ITERS-R; Harms et al. 2002) consists of 39 items that assess the quality of center-based child care for infants and toddlers up to 30 months. The 43 items of the Early Childhood Environment Rating Scale-Revised (ECERS-R) assess center-based child care quality provided to children ages 2½ to 5 (Harms et al. 1998). The Family Child Care Environment Rating

Interaction Scale (CIS; Arnett 1989), and observed child-adult ratios and group sizes. The Environment Rating Scales share the same format and scoring system, but are designed for use with different age groups and types of care settings. Items are rated from 1 to 7, with higher scores reflecting better quality. The 26-item Arnett Scale assesses the quality and content of the teacher's interactions with children. It can be used without modification in both center- and home-based settings and measures the emotional tone, discipline style, and responsiveness of the caregiver/teacher, with higher scores reflecting greater caregiver sensitivity and responsiveness and less detachment and punitiveness. The Arnett CIS rates on a scale of 1 to 4 how typical a behavior is of the lead provider/teacher. A score of 1 means the behavior is "not at all" characteristic, 2 indicates "somewhat" characteristic, 3 "quite a bit," and 4 "very much." All the "negative" items were reverse-coded so that higher scores indicate more positive behavior. For example, a high score on the detachment subscale means providers/teachers are less detached.

### **Training and Certification**

In August 2007, staff from the University of Washington (UW), our subcontractor, trained four data collectors to conduct interviews and child care quality observations in child care centers and family provider homes. Training, conducted by three UW staff members, lasted seven days: three days of classroom instruction and four of practice administering observations in child care settings.

During training, each data collector conducted two practice observations in a child care setting, with one of the trained members of the project team serving as the "gold standard" against which the data collectors' scores were measured. This certification test was required for a data collector to be allowed to conduct observations for the study. To be certified to collect study data, collectors had to earn scores within one point of the gold standard rater's scores on at least 80 percent of the observational items. All four data collectors passed the certification test on the Environment Rating Scales either during training or as part of post-training practice observations. Weighted kappas averaged across observers during training and post-training practice observations exceeded the minimum threshold of 0.60 used by researchers. No observers scored below this threshold. The average weighted kappas across observers were 0.85 for the FCCRS-R, 0.80 for the ITERS-R, and 0.83 for the ECERS-R.

### **Data Collection**

Data collection began in late August and ended in early November. The field period spanned two and a half months. We completed interviews and observations with 13 of the 14 sampled child care centers for a final response rate of 93 percent. Numerous attempts to contact and schedule the last center were unsuccessful. We completed interviews and observations with 26 of the 30 sampled family child care providers for a final response rate

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*(continued)*

Scale-Revised (FCCERS-R; Harms et al. 2007) consists of 37 items that assess the quality of child care provided in family child care homes.



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of 87 percent. Two sampled family providers told us they were no longer providing child care and were deemed ineligible. The other two family providers refused to participate in the study. Our response rates are higher than those of most studies of community child care quality (ACF 2004; Galinsky et al. 1994; Helburn 1995; NICHD Early Child Care Research Network 1996).

### **Missing Data and Psychometric Analyses of Constructed Variables**

We reviewed frequencies and distributions for all the child care data and found few missing data. There were a number of items in the Environment Rating Scales and Arnett CIS that had little variability (these included items that were rated as more positive as well as items rated as more negative). In addition, a number of the Environment Rating Scale items allow individual items to be coded “NA” (not applicable). Together with our small sample size, low variability on some items, and the missing data caused by some items being scored as NA, we were unable to compute internal consistency reliability data (Cronbach’s alpha) for a number of our scales and for some of them found alphas that did not meet the reliability standard of 0.70 used in the field. We do not recommend dropping any of the scales because of these issues, but rather rely on the long record of these measures and their demonstrated internal consistency in much larger samples to serve as evidence of their reliability.

**Table A.1. Codes Used to Analyze Qualitative Data Collected During Site Visits, by Category**

<b>Respondent Type</b>
Intermediary staff Service provider School district staff Frontline staff focus group Child care director focus group Parent or community member focus group
<b>Respondent Information</b>
Current position/ages of children Role in ELI planning process Experience in the community
<b>Organization Information</b>
Mission of organization Services provided by organization Size of organization Organization's service area
<b>Community and Family Characteristics</b>
Description of community Description of families program will serve through ELI
<b>School Readiness</b>
Important skills for entering kindergartners Assessment prior to enrollment, including tool used, outcomes in past several years How ready are children, including strengths and areas not prepared District operated pre-K programs including description of programs
<b>Availability of Services</b>
Types of early learning services Types of services for pregnant women Types of parent education services Types of health care and family support services Other services available Barriers to accessing services Gaps in available services
<b>Availability and Quality of Child Care</b>
Main types of child care arrangements used by families Availability of licensed care Barriers to accessing licensed child care Affordability of licensed care Quality of child care available in community Training and technical assistance available for child care professionals Description of Quality Rating and Improvement System (QRIS)
<b>Child Rearing Beliefs</b>
Parents' child rearing beliefs about infants and toddlers Parents' child rearing beliefs about preschool-aged children Most important things for children to know when they enter kindergarten
<b>Level of Coordination Among Organizations</b>
How organizations coordinate services Strategies that promote coordination, barriers that prevent coordination Coordinating groups or coalitions in the community

**Table A.1 (continued)**

<b>ELI Planning Process: Planning Steps</b>
Awareness of ELI How community/organization found out about ELI How was the intermediary selected Initial steps of the planning process Timeline and process for developing business plan
<b>ELI Planning Process: Identifying Goals, Objectives, and Services</b>
Community's primary goals and objectives for ELI Primary services proposed in the business plan How services were selected
<b>ELI Planning Process: Theory of Change</b>
Primary outcomes being targeted by ELI Three most important components for influencing outcomes Community factors that may affect ELI's ability to achieve outcomes
<b>ELI Planning Process: Lessons Learned</b>
Aspects of the planning process that went well Aspects of the planning process that were challenging Help or advice received from BMGF/Thrive /consultants/other Additional technical assistance, information, or resources that would have been useful Lessons learned during the planning process Advice for other communities engaging in a similar planning process
<b>Implementation Plans: Organization and Management</b>
Roles and responsibilities of intermediary once implementation begins Plans for communication and coordination of service providers once implementation begins Plans for planning committees after implementation Plans for monitoring implementation and service delivery
<b>Implementation Plans: Funding Structure</b>
Overall budget for ELI, funding sources, additional funds Plans for administering funds How services provided through ELI will be funded Adequacy of funding, how shortfalls will be addressed
<b>Implementation Plans: Plans for Service Delivery</b>
Plans for service delivery Strategies for engaging families Timeline and plans for implementing the Hub
<b>Goals, Concerns, and Expectations</b>
Year one goals Anticipated barriers or challenges Anticipated early successes Anticipated year one outcomes Changes to the business plan Most pressing concerns about ELI Long-term hopes for ELI Suggestions or ideas for ELI

**Table A.2. Characteristics of Network Survey Respondents**

Program Characteristics	Percentage of Programs
Program Operation	
Private, nonprofit	59
Government agency	14
School district	14
College or university	4
Private, for-profit	4
Other	4
Program Focus	
Preschool education or child care	18
Health care	18
Family support	9
Adult education	9
Case management	9
Primary or secondary education	4
Parent education	4
Community organizing	4
Other	23
Services Offered for Families with Young Children <sup>a</sup>	
Parent education or support	73
Referrals	73
Case management	41
Home visits	41
Preschool program	32
Health care	32
Mental health counseling	23
Professional development for early childhood educators	23
Child care program	18
Employment and training services	18
Translation or interpretation	14
Child care referrals	14
Transportation	4
Other	45
Number of FTE Staff	
Less than 10	41
10 to 19	9
20 to 49	9
50 to 99	9
100 or more	32
Number of Families Served Annually	
Less than 100	14
100 to 199	9
200 to 499	14
500 to 999	14
1,000 or more	50
Number of Children Served Annually	
None	4
1 to 99	14

**Table A.2 (continued)**

Program Characteristics	Percentage of Programs
100 to 199	4
200 to 499	14
500 to 999	18
1,000 or more	45
<b>Annual Program Budget</b>	
Less than \$250,000	19
\$250,000 to \$999,999	14
\$1 million to \$5 million	33
More than \$5 million	33
<b>Primary Source of Program Funding</b>	
State government	29
Federal government	9
Foundations	5
Other private funders	24
Other	33
<b>Years of Operation in the Community</b>	
Less than 6 years	4
6 to 9 years	4
10 or more years	91

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants, June 2007 (N = 22).

Note: Missing ranged from 0 to 1 across items. Percentages do not add to 100 due to rounding.

<sup>a</sup>Respondents selected more than one item.

**Table A.3. Percentage of Survey Respondents Reporting Relationships with Community Programs, by East Yakima Location**

Survey Respondents	Inside East Yakima	Outside East Yakima
<b>Administrative Relationships</b>		
Inside East Yakima	16	11
Outside East Yakima	15	9
<b>Service Relationships</b>		
Inside East Yakima	19	10
Outside East Yakima	13	8
<b>Contact at Least Quarterly</b>		
Inside East Yakima	20	13
Outside East Yakima	14	8
<b>Very Important or Crucial Relationships</b>		
Inside East Yakima	15	10
Outside East Yakima	12	8

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 18).

Note: The table displays the percentage of all potential relationships reported by survey respondents in one location (rows) to all community providers within a location (columns). There were 18 respondent programs (9 inside East Yakima and 9 outside East Yakima) and 58 community programs (22 inside East Yakima and 36 outside East Yakima).

**Table A.4. Community Relationships to East Yakima Planning Participants**

Program	Number of Reported Administrative Relationships	Number of Reported Service Relationships	Contact at Least Quarterly	Very Important or Crucial Relationship	Core Planning Team	Located in East Yakima
<b>Early Education Programs</b>						
A	0	0	0	0	Yes	Yes
B	5	4	4	4	Yes	
C	2	2	1	1	Yes	
D	1	1	1	1	Yes	
<b>E</b>	<b>9</b>	<b>7</b>	<b>8</b>	<b>7</b>		<b>Yes</b>
F	2	2	2	0		Yes
<b>G</b>	<b>9</b>	<b>6</b>	<b>10</b>	<b>8</b>		<b>Yes</b>
<b>H</b>	<b>6</b>	<b>8</b>	<b>8</b>	<b>7</b>		
<b>Health Programs</b>						
<b>I</b>	<b>6</b>	<b>7</b>	<b>6</b>	<b>5</b>	<b>Yes</b>	<b>Yes</b>
<b>J</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>7</b>	<b>Yes</b>	<b>Yes</b>
K	3	1	3	2	Yes	
<b>L</b>	<b>7</b>	<b>6</b>	<b>7</b>	<b>7</b>	<b>Yes</b>	
M	3	3	4	3		Yes
N	2	2	2	2		
O	2	2	2	1		
<b>P</b>	<b>7</b>	<b>7</b>	<b>8</b>	<b>7</b>		
Q	0	0	0	0		
<b>Nontraditional/Other Programs</b>						
R	0	0	0	0	Yes	
S	0	1	2	2		Yes
T	0	2	2	2		Yes
U	1	1	1	1		Yes
<b>V</b>	<b>6</b>	<b>5</b>	<b>6</b>	<b>6</b>		<b>Yes</b>
<b>W</b>	<b>5</b>	<b>6</b>	<b>6</b>	<b>4</b>		<b>Yes</b>
X	4	3	4	3		Yes
Y	0	1	0	0		Yes
Z	1	1	1	1		
AA	3	3	2	3		

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 18).

Note: Numbers reported in the columns indicate the number of other service providers that reported having a relationship with each member of the sample.

**Table A.5. Community Relationships with Non-East Yakima Planning Participants**

Program	Number of Reported Administrative Relationships	Number of Reported Service Relationships	Contact at Least Quarterly	Very Important or Crucial Relationships	Located in East Yakima
<b>Early Education Programs</b>					
AB	1	1	0	0	Yes
AC	1	1	0	0	Yes
AD	2	2	1	1	Yes
AE	1	1	0	0	Yes
AF	1	1	0	0	
AG	1	1	1	1	
AH	1	1	1	1	
<b>Health Programs</b>					
AI	1	1	1	1	
AJ	0	1	1	1	
AK	1	1	1	1	
AL	1	1	2	1	
AM	3	4	4	3	
AN	1	0	1	0	
AO	1	1	1	1	
<b>Nontraditional Programs</b>					
AP	3	3	3	2	Yes
AQ	1	1	1	1	Yes
AR	0	1	1	1	Yes
AS	2	2	2	1	
AT	1	1	1	1	
AU	1	1	1	1	
AV	1	1	1	1	
<b>Other Programs</b>					
AW	1	1	1	1	Yes
AX	1	0	1	1	
AY	1	0	1	1	
AZ	1	0	1	0	
BA	1	1	1	1	
BB	1	1	1	1	
BC	1	1	1	1	
BD	2	0	2	2	
BE	1	0	1	1	
BF	3	1	2	1	

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 18).



**Table A.6. Percentage of Survey Respondents Reporting Contact with Planning Participants at Least Quarterly, by Core Planning Team Participation**

Survey Respondents	Participated in Core Planning Team	Did Not Participate in Core Planning Team
Participated in core planning team	88	53
Did not participate in core planning team	83	62

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 20).

Note: The table displays the percentage of all potential contacts reported by survey respondents by core planning team participation (rows) with East Yakima planning participants (columns). There were 20 respondent programs (7 that participated in the planning team and 13 that did not) and 27 East Yakima programs (9 that participated in the planning team and 18 that did not).

**Table A.7. Percentage of Survey Respondents Reporting Contact with Planning Participants at Least Quarterly, by Program Type**

Survey Respondents	Program Type		
	Early Education	Health	Nontraditional/Other
Early education	89	60	60
Health	79	83	52
Nontraditional/other	88	59	51

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 20).

Note: The table displays the percentage of all potential contacts reported by survey respondents in one program type (rows) with all planning participants within a program type (columns). There were 20 respondent programs (5 early education, 6 health, and 9 nontraditional/other) and 27 East Yakima programs (8 early education, 9 health, and 10 nontraditional/other).

**Table A.8. Percentage of Survey Respondents Reporting Contact with Planning Participants at Least Quarterly, by East Yakima Location**

Survey Respondents	Within East Yakima	Outside East Yakima
Within East Yakima	65	65
Outside East Yakima	64	77

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 20).

Note: The table displays the percentage of all potential contacts reported by survey respondents in one location (rows) with all East Yakima planning participants within a location (columns). There were 20 respondent programs (10 within East Yakima) and 27 East Yakima programs (14 within East Yakima).

**Table A.9. Survey Respondents' Assessment of Their Relationships with Other Planning Participants, by Core Planning Team Participation**

Survey Respondents	Percentage of All Relationships	
	Participated in Core Planning Team	Did Not Participate in Core Planning Team
<b>Productive Relationships</b>		
Participated in core planning team	83	42
Did not participate in core planning team	74	49
<b>Good Ideas</b>		
Participated in core planning team	84	43
Did not participate in core planning team	78	48
<b>Role Importance</b>		
Participated in core planning team	69	33
Did not participate in core planning team	75	41

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N =19 to 20).

Note: The table displays the percentage of all relationships reported by survey respondents in one category (rows) with all East Yakima planning participants within a category (columns). There were 19 respondent programs (6 of which participated in the planning team) for productive relationships, 20 respondent programs (7 of which participated in the planning team) for good ideas, 19 respondent programs (6 of which participated in the planning team) for role importance, and 27 East Yakima programs (9 that participated in the planning team and 18 that did not).

**Table A.10. Survey Respondents' Assessment of Their Relationships with Other Planning Participants, by Program Type**

Survey Respondents	Percentage of All Relationships		
	Early Education	Health	Nontraditional/Other
<b>Productive Relationships</b>			
Early education	76	48	43
Health	79	79	57
Nontraditional/other	68	41	37
<b>Good Ideas</b>			
Early education	81	50	47
Health	81	77	60
Nontraditional/other	73	42	28
<b>Role Importance</b>			
Early education	69	41	32
Health	75	71	53
Nontraditional/other	71	38	17

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 19 to 20).

Note: The table displays the percentage of all relationships reported by survey respondents on one program type (rows) with all East Yakima planning participants in a program type (columns). There were 19 respondent programs (6 early education, 6 health, and 7 nontraditional/other) for productive relationships, 20 respondent programs (6 early education, 6 health, and 8 nontraditional/other) for good ideas, 19 respondent programs (6 early education, 6 health, and 7 nontraditional/other) for role importance, and 27 East Yakima programs (8 early education, 9 health, and 10 nontraditional/other).

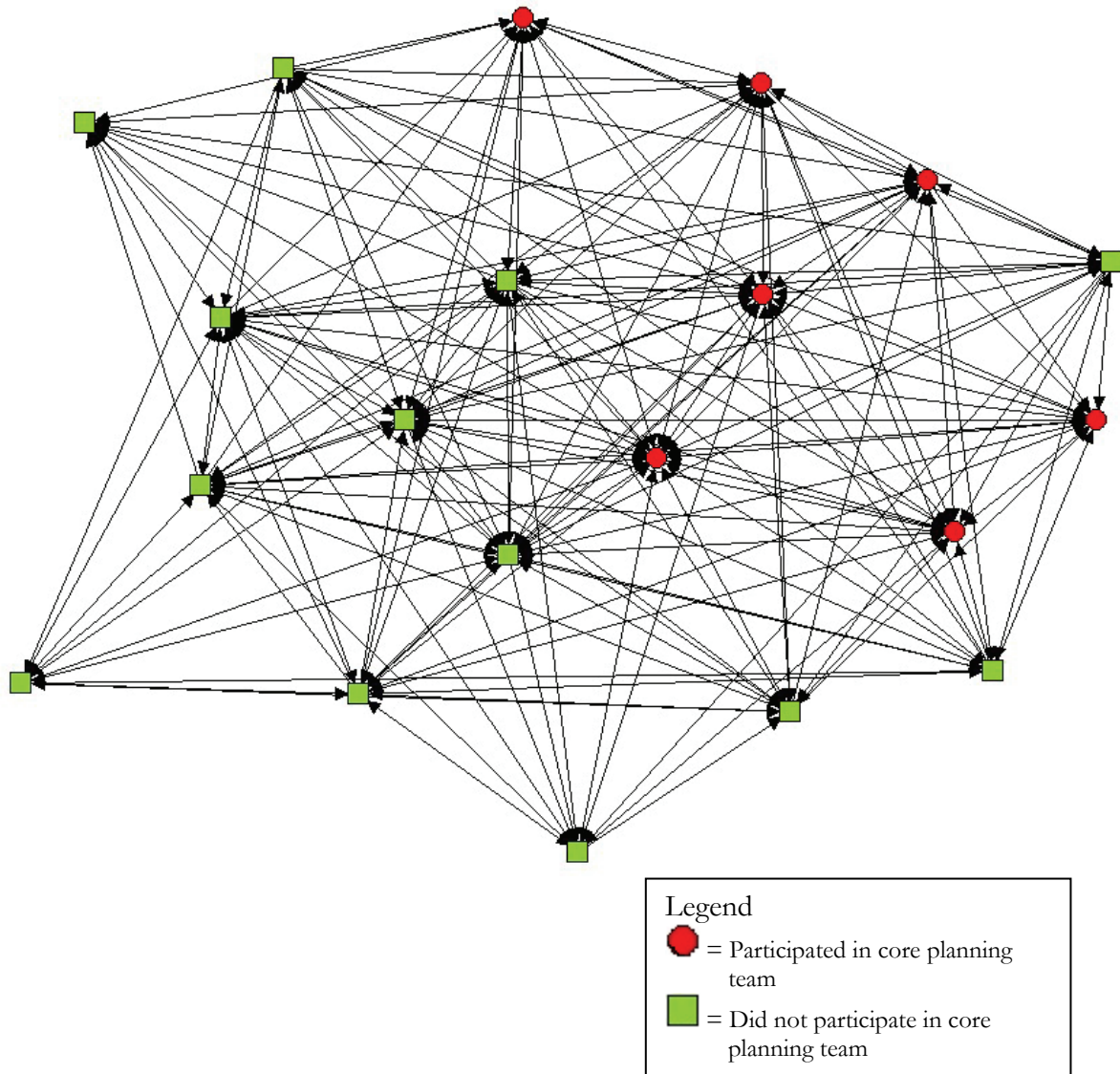
**Table A.11. Survey Respondents' Assessment of Their Relationships with Other Planning Participants, by East Yakima Location**

Survey Respondents	Percentage of All Relationships	
	Within East Yakima	Outside East Yakima
<b>Productive Relationships</b>		
Within East Yakima	42	51
Outside East Yakima	63	75
<b>Good Ideas</b>		
Within East Yakima	41	48
Outside East Yakima	64	77
<b>Role Importance</b>		
Within East Yakima	32	42
Outside East Yakima	58	72

Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 19 to 20).

Note: The table displays the percentage of all relationships reported by survey respondents in one location (rows) with all East Yakima planning participants in one location (columns). There were 19 respondent programs (10 within East Yakima) for productive relationships, 20 respondent programs (10 within East Yakima) for good ideas, 19 respondent programs (10 within East Yakima) for role importance, and 27 East Yakima programs (14 within East Yakima).

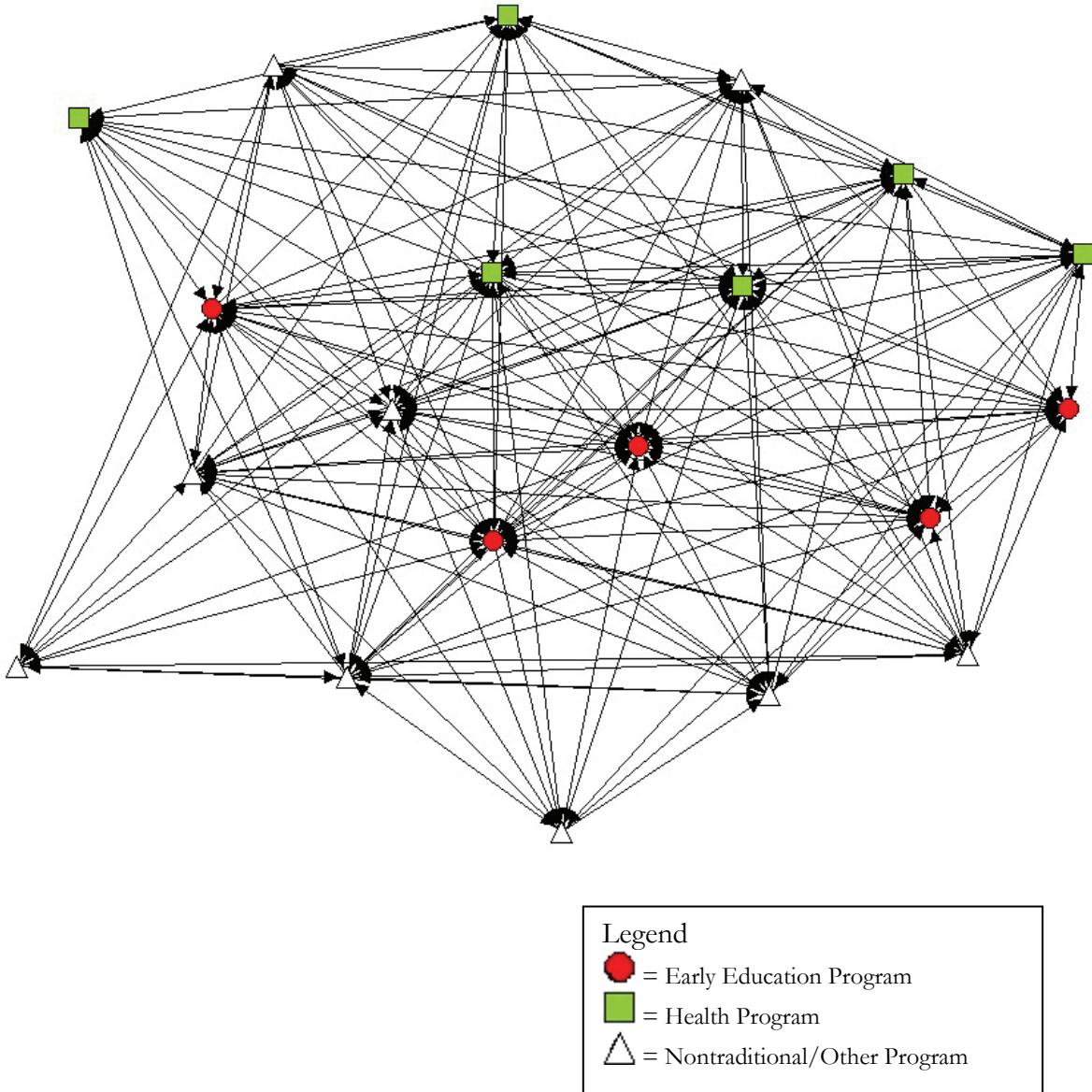
**Figure A.1. Survey Respondents' Contacts with Planning Participants at Least Quarterly, by Planning Team Participation**



Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 20).

Note: Sociogram showing contacts at least quarterly among planning participants. Red circles indicate programs that participated in the core planning team, green squares indicate programs that did not participate in the planning team.

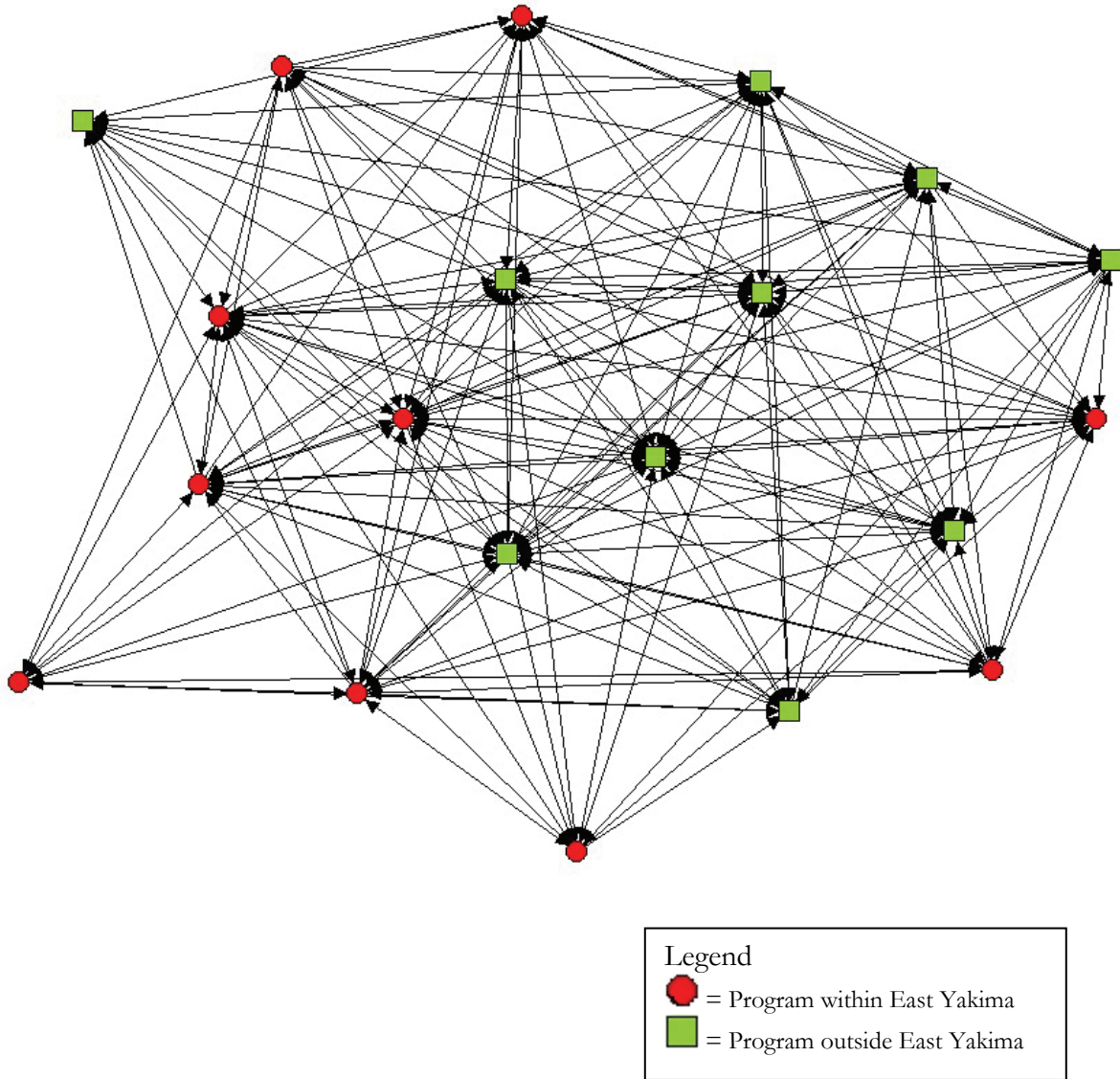
**Figure A.2. Survey Respondents' Contacts with Planning Participants at Least Quarterly, by Program Type**



Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 20).

Note: Sociogram showing contacts at least quarterly among planning participants. Red circles indicate early education programs, green squares indicate health programs, and white triangles indicate nontraditional or other programs.

**Figure A.3. Survey Respondents' Contacts with Planning Participants at Least Quarterly, by East Yakima Location**



Source: Survey of Early Learning Initiative Community Service Providers and Planning Participants (N = 20).

Note: Sociogram showing contacts at least quarterly among planning participants. Red circles indicate programs located within East Yakima; green squares indicate programs located outside of East Yakima.

