

Unmet Need for Preschool Services in California: Statewide and Local Analysis

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Executive Summary

California is home to more than one million 3- and 4-year-old children—a larger preschool population than in any other state, representing roughly 13 percent of this age group across the United States.^{1,2} According to California’s Department of Finance, the number of children under the age of 5 is projected to grow to 2.6 million by 2025.³ The sheer number of preschool-age children in California underscores the importance of ensuring their well-being. However, while California leads the nation in its number of young children, the state is ranked among the 15 states producing the worst outcomes for youth, judged by such measures as high school graduation and exposure to poverty.⁴

Interest in providing access to quality preschool programs is grounded in three realities: 1) California’s school children are falling behind on many educational standards, 2) the children who start school behind tend to stay behind, and 3) quality early learning programs have been found to promote school readiness, with the greatest impact among disadvantaged children.^{5,6} The benefits of quality early learning programs can also have long-term impacts. For example, a federally funded, longitudinal study that tracked more than 1,300 children in nine states (including California) found that at age 15, those children who had received higher quality child care were less likely to report engaging in problem behaviors such as arguing, getting into fights, and being unkind to others.⁷

¹ Manship, K., & Muenchow, S. (2012). *Condition of children birth to age five and status of early childhood services in California. Synthesis of recent research*. Sacramento, CA: California Department of Education, Child Development Division.

² California Department of Education. (2015). *Public K–12 data*. Sacramento, CA: Author. Retrieved from: <http://www.cde.ca.gov/ds/sd/sd/#pub>. Note: The number of kindergartners as of the 2014–15 school year was used as a proxy for the number of 3- and 4-year-old children in the state in 2014.

³ State of California. (2014). *Population projections by race/ethnicity and 5-year age groups, 2010–2060*. Sacramento, CA: Author. Retrieved from: <http://www.dof.ca.gov/research/demographic/reports/projections/P-2/>

⁴ Brownstein, R. (2015, August 9). More kids, more problems. *The Atlantic*. Retrieved from:

<http://www.theatlantic.com/education/archive/2015/08/youth-population-growth-poor-outcomes/400751/>

⁵ Karoly, L. A., & Bigelow, J. H. (2005). *The economics of investing in universal preschool education in California*. Santa Monica, CA: RAND Corporation. Retrieved from: <http://www.rand.org/pubs/monographs/MG349.html>

⁶ Gormley, W., & Phillips, D. (2005). The effects of universal pre-K in Oklahoma: Research highlights and policy implications. *Policy Studies Journal*, 33(1), 65–82.

⁷ Vandell, D. L., Belsky, J., Burchinal, M., Vandergrift, N., & Steinberg, L., NICHD Early Child Care Research Network. (2010). Do effects of early child care extend to age 15 years? Results from the NICHD Study of Early Child Care and Youth Development. *Child Development*, 81(3), 737–756. <http://www.ncbi.nlm.nih.gov/pubmed/20573102/>

California has recently emerged from a deep recession that resulted in substantial reductions in early childhood programs. Between 2008–09 and 2012–13, overall funding for child care and preschool decreased by \$984 million, or 31 percent. Approximately 110,000 child care and early care and education slots—25 percent of the services previously available—were eliminated.⁸ The state is now reinvesting in child care and preschool. In fiscal year (FY) 2014–15, the Budget Act included an additional \$273 million for early learning and child development and restored access to 14,297 California State Preschool Program slots.⁹ California’s FY 2015–16 budget included a further \$46.3 million investment to recreate an additional 9,530 State Preschool Program slots. Together, the commitments made in the last two budget cycles provided California with 23,827 new State Preschool Program slots.

Although California’s investments in early care and education are increasing, large numbers of the state’s neediest preschool children still do not have access to early childhood education programs. As shown in Exhibit E-1, more than 33,000 of California’s 4-year-olds from low-income families are not participating in and/or do not have access to slots in any publicly supported school readiness program, including the State Preschool Program, other Title 5 programs, transitional kindergarten (TK), expanded transitional kindergarten (ETK),¹⁰ or Head Start. Moreover, more than four times as many 3-year-olds as 4-year-olds are unserved.

California’s unmet need for preschool for 3- and 4-year-olds varies by zip code, with the greatest unmet need concentrated in Los Angeles, San Bernardino, Riverside, Orange, and San Diego counties. At the same time, Sierra, Mariposa, San Benito, Placer, and Lassen counties have the highest percentages of unserved children, and there are pockets of unmet need in virtually every county.

This brief presents an analysis of the unmet need for preschool services in California at the state and local levels and concludes with a more detailed discussion of the policy implications of these findings.

Exhibit E-1. Estimated Eligibility, Enrollment, and Unmet Need Among California’s 3- and 4-Year-Olds^{a,b}

Number of Children	3-Year-Olds	4-Year-Olds	Total
Title 5 eligible ^c at 90% participation rate ^d	209,998	209,668	419,666
Title 5, Head Start, TK enrollment (and ETK in Los Angeles Unified School District, or LAUSD) ^e	73,410	152,632	226,042
Number of eligible minus enrolled	136,588	57,036	193,623
<i>Budget Restoration Slots</i>			
2014–15 budget allocations (10,297 + 4,000) ^f		14,297	14,297
2015–16 budget allocations (9,530) ^g		9,530	9,530
Total Unmet Need	136,588	33,209	169,796

⁸ Legislative Analyst’s Office. (2015). *Overview of California’s child care and development system*. Sacramento, CA: Author. Retrieved from: <http://www.lao.ca.gov/handouts/education/2015/Overview-of-child-care-development-041415.pdf>

⁹ Early Edge California. (n.d.). *Early learning investments in California’s 2014–15 state budget*. Oakland, CA: Author. Retrieved from: <http://www.earlyedgecalifornia.org/resources/resource-files/2014-15-budget.pdf>

¹⁰ Note that Exhibit E-1 only includes ETK enrollment in Los Angeles Unified School District (LAUSD).

Exhibit E-1. Table Notes

Note: Figures may not add to the totals because of independent rounding.

^a In addition, 54 districts in California have reserved a portion of their Title I funds for preschool services. To the extent that these funds establish new slots (instead of enhancing the quality of existing slots co-funded by other sources), this tactic may somewhat reduce the total unmet need. However, only 1 percent of Title 1 funds are spent on early care and education in California, as opposed to 3 percent nationally.

^b The table does not include enrollment in First 5 county-funded preschool slots for the following reasons: 1) Most of the First 5 funds are being used to enhance the quality of slots funded primarily by other public sources, and therefore including total enrollment in First 5-supported slots would lead to overestimating enrollment; 2) with the exception of Los Angeles Universal Preschool (LAUP), where 7,384 children are in slots exclusively funded by First 5, we do not have data on slots funded only by First 5 in other counties; and 3) First 5 revenues from the tobacco tax are declining, hence First 5 support for preschool slots is expected to decline.

^c Title 5 eligible: American Community Survey, Public Use Microdata Sample (PUMS) one-year data file, 2014, produced by American Institutes for Research in the Early Learning Needs Assessment Tool (www.elneedsassessment.org).

^d Please see page 6 for a more detailed explanation of the assumed participation rate.

^e Includes California State Preschool Program (CSPP), Center-Based Migrant Child Care (CMIG), Severely Handicapped Care (CHAN), Center-Based Child Care (CCTR), and Family Child Care Home Education Network (CFCC): California Department of Education, CD-801A Monthly Report, October 2014 (archived data). Head Start: California Head Start Association, Head Start/Early Head Start in California Data Report, 2014–2015 Program Statistics, Percentage of Head Start Funded Enrollment, retrieved 01/07/16. <http://www.caheadstart.org/facts.html>. TK: California Department of Education, Kindergarten TK Program Participation (Census Day), retrieved 01/07/16. <http://data1.cde.ca.gov/dataquest/tkreports/TkReport.aspx?cdscode=00000000000000&year=2014-15>. ETK in LAUSD: LAUSD Early Education Division, Expanded TK Program Participation.

^f Early Edge California. (n.d.). *Early learning investments in California's 2014–15 state budget*. Oakland, CA: Author. Retrieved from: <http://www.earlyedgecalifornia.org/resources/resource-files/2014-15-budget.pdf>

^g Early Edge California. (n.d.). *Significant early childhood education adjustments in 2015–16 budget package*. Retrieved from: <http://www.earlyedgecalifornia.org/resources/resource-files/2015-ece-budget-elements.pdf>

Introduction

The state of California has recently emerged from deep recession and associated reductions in early childhood programs and has moved into a period of reinvestment in child care, preschool, and transitional kindergarten (TK). In fiscal year (FY) 2014–15, the Budget Act included over \$273 million for early learning and child development and restored access to 14,297 California State Preschool Program slots.¹¹ California’s FY 2015–16 budget included a further \$46.3 million investment to create 9,530 more State Preschool Program slots.¹² Together, the commitments made in the last two budget cycles provided California with 23,827 new slots. While these investments are promising for the future of California’s youngest learners, thousands of young children remain unserved.

This policy brief examines the remaining unmet need for preschool in California, based on eligibility and enrollment rates in the State Preschool Program and other state- and federally subsidized early learning and development programs. It also identifies the areas of the state with the highest unmet need for quality preschool programs, and makes recommendations about where new State Preschool Program slots should be offered in order to maximize the benefits for children, families, and communities in California.

Status of Preschool Services Statewide

How Many Preschoolers Are Eligible and Enrolled?

In order to estimate the number of 3- and 4-year-olds eligible and enrolled in publicly supported preschool in California, AIR considered the programs that are held to standards designed to promote child development or school readiness.^{13,14} These programs include those that meet California’s Title 5 child development standards or the federal Head Start Performance Standards. In addition, we included the TK program, which employs credentialed teachers. (The credential requirements for TK teachers are currently the same as for kindergarten teachers, although teachers assigned to a TK classroom after July 2015 will be required to have additional early childhood credits or teaching experience by 2020.) As shown in Exhibit 1, California has two other publicly subsidized early childhood education programs: CalWORKs and the Alternative Payment Program. However, these programs are, at most, required to meet the less rigorous Title 22 licensing standards, and some of the children served by these programs are in license-exempt care, which is not held to any standards other than background and criminal record checks. This brief therefore only considers enrollment in the programs designed to promote school readiness: the State Preschool Program, other Title 5 programs, TK, expanded transitional kindergarten (ETK), and Head Start.

¹¹ Early Edge California. (n.d.). *Early learning investments in California’s 2014–15 state budget*. Oakland, CA: Author. Retrieved from: <http://www.earlyedgecalifornia.org/resources/resource-files/2014-15-budget.pdf>

¹² Early Edge California. (2015). *2015–16 enacted budget package summary highlights and comments from Early Edge California*. Retrieved from: <http://www.earlyedgecalifornia.org/resources/resource-files/outreach-packet/2015-budget-memo.pdf>

¹³ Karoly, L. A., & Bigelow, J. H. (2005). *The economics of investing in universal preschool education in California*. Santa Monica, CA: RAND Corporation. Retrieved from: <http://www.rand.org/pubs/monographs/MG349.html>

¹⁴ California Early Learning System Advisory Committee. (2010). *Dream big for our youngest children: Final report*. Sacramento, CA: Author. Retrieved from: <http://www.cde.ca.gov/sp/cd/re/documents/fnlrpt2010.pdf>

Exhibit 1. Child Care Programs and Standards^a

Program	Standards
Transitional Kindergarten ^b	<ul style="list-style-type: none"> Teachers must have a teaching credential Teachers first assigned to a TK classroom after July 1, 2015, must also have one of the following by August 1, 2020: <ul style="list-style-type: none"> At least 24 units in early childhood education, or childhood development, or both As determined by the local education agency (LEA) employing the teacher, professional experience in a classroom setting with preschool-age children that is comparable to the 24 units of education described in the bullet above A child development teacher permit issued by the California Commission on Teacher Credentialing (CTC)
Head Start ^c	<ul style="list-style-type: none"> Staff-child ratio of 1:10 for 4-year-olds; 1:8.5 for 3-year-olds 50 percent of teachers must have a bachelor's degree (BA); 50 percent of associate teachers must have an associate's degree (AA).
Title 5 General Child Care ^c	<ul style="list-style-type: none"> Must meet health and safety requirements monitored by the state Must include developmentally appropriate activities (as defined in Title 5 regulations) Staff-child ratio of 1:8 for 3- to 5-year-olds Child Development Teacher Permit OR 24 units of ECE/CD and 16 units of general education
CalWORKs (all stages) ^{c,d}	<ul style="list-style-type: none"> Centers and FCCHs must meet health and safety requirements monitored by the state. License-exempt providers must self-certify that they meet modified health and safety standards. Teachers in centers must hold a Child Development Associate Credential (or complete 12 units in ECE/CD). License-exempt and FCCH providers are not subject to credential requirements. Staff child ratio for centers is 1:12 for 2- to 5-year-olds
Alternative Payment ^d	<ul style="list-style-type: none"> Same as for CalWORKs programs
Migrant and Severely Handicapped ^d	<ul style="list-style-type: none"> Generally the same as for general child care, with certain additional programmatic components specific to special populations of children served^e

^a FCCH = family child care home. ECE/CD = early childhood education/child development.

^b California Department of Education. (2016). *Transitional kindergarten FAQs*. Sacramento, CA: Author. Retrieved from: <http://www.cde.ca.gov/ci/gs/em/kinderfaq.asp>

^c California Early Learning System Advisory Committee. (2010). *Dream big for our youngest children: Final report*. Sacramento, CA: Author. Retrieved from: <http://www.cde.ca.gov/sp/cd/re/documents/fnlrpt2010.pdf>

^d Legislative Analyst's Office. (2015). *Overview of California's child care and development system*. Sacramento, CA: Author. Retrieved from: <http://www.lao.ca.gov/handouts/education/2015/Overview-of-child-care-development-041415.pdf>

^e A small portion of the Migrant Child Care program is subject to the same requirements as the Alternative Payment Program, instead of the general child care program requirements.

As of 2014, an estimated 466,295 of California's 3- and 4-year-olds were eligible for the State Preschool Program and other Title 5 programs. More specifically, at least 233,331 3-year-olds and 232,964 4-year-olds met the State Preschool Program's eligibility requirements, which

require that families earn less than 70 percent of the state median income (SMI; i.e., \$46,896 for a family of four in 2014),¹⁵ or demonstrate need because of homelessness, child exceptional needs, involvement in the child protective services system, parental job search or training activities, or other criteria. This figure represents approximately 42 percent of all 3- and 4-year-olds in the state and might even be an underestimate, given that 56 percent of kindergartners in California were eligible for free- or reduced-price lunch in 2014 (which has a lower income threshold).¹⁶ Of these children, we examined how many are enrolled in a subsidized early education program and how many do not receive the services for which they are eligible by investigating the number of eligible children who are not served at the state level and by county and ZIP code.

Unmet Need

To estimate unmet need, we calculated the difference between the estimated number of children who were income-eligible for Title 5 programs (at 70 percent of the SMI) and the actual number enrolled in the State Preschool Program, other Title 5 programs, TK, ETK (in Los Angeles Unified School District, or LAUSD), or Head Start. We chose this set of programs because they are required to meet quality standards—namely, state Title 5 standards, state TK standards, or federal Head Start performance standards—which are intended to provide a level of service sufficient to promote child development and school readiness. As shown in Exhibit 2, we estimate that 169,796 eligible 3- and 4-year-olds were not served by Title 5 programs, Head Start, TK, or ETK (LAUSD only) in 2014, including 136,588 3-year-olds and 33,209 4-year-olds.

Participation Rate

Estimates presented in this brief take into account that not all families offered the option of subsidized preschool will choose to enroll. For example, in two states with universal access to preschool programs (regardless of family income), participation rates are 70 percent (Oklahoma) and approximately 80 percent (Florida).¹⁷ Estimates of participation rates in a proposed universal program in California have generally ranged from 75 percent to 80 percent.

However, it is unclear how applicable participation rates in a universal program for *all* children, regardless of family income, are to a program targeted to *low-income* families and their children, such as California's State Preschool Program. Information about the proportion of eligible children participating in state-run preschool programs nationwide is not consistently available. However, we know that in many states, low participation rates likely do not indicate lack of interest in the program; rather, they indicate that there was neither a requirement nor sufficient funding in the state to serve all eligible children.

¹⁵ California Department of Education. (2011). *Management bulletin 11-06*. Retrieved from: <http://www.cde.ca.gov/sp/cd/ci/mb1106.asp>

¹⁶ California Department of Education. (2014). *Enrollment by school* [CBEDS data]. Sacramento, CA: Author. Retrieved from: <http://dq.cde.ca.gov/DataQuest/downloads/sifennr.asp>

¹⁷ The actual percentage of children in Florida attending a high-quality early childhood education program may be somewhat higher, as there are some Head Start programs that operate separately from Florida's statewide voluntary prekindergarten program.

Thus, in order to estimate the likely participation rate in California’s State Preschool Program (a targeted program funded to serve all income-eligible children), the most analogous programs may be the preschool programs located in the Abbott districts in New Jersey—a set of districts where a school finance adequacy lawsuit resulted in the state’s lowest achieving (and highest poverty) districts being required to offer preschool. Median participation rates in the Abbott district preschool programs are higher than 90 percent.¹⁸ It is reasonable to assume that lower income parents (such as those with children eligible for California’s State Preschool Program) may choose to have their children participate in publicly provided preschool programs at higher rates than other parents, on average. These parents, although unable to afford high-quality private programs, may recognize that their children need early learning services to promote school readiness, and may also need child care in order to work. In this brief, therefore, we assume participation rates of 90 percent to adjust for parental choice.

Transitional Kindergarten

A total of 77,274 students were enrolled in TK in the 2014–15 school year.¹⁹ Reliable data are not available to estimate the proportion of children in the TK program who are also income-eligible for the State Preschool Program. However, given that the implementation study of TK conducted by AIR found that demographics in TK and kindergarten were not significantly different in the first year of the program, we have applied the same percentage that was used to estimate eligibility for 5-year-olds (39 percent), which means that approximately 30,137 children in TK are from families earning under 70 percent of SMI.²⁰

Other Factors That Could Lead to an Underestimate or Overestimate of Unmet Need

Several factors could result in an underestimate or overestimate of unmet need for the State Preschool Program. One factor that may lead to an underestimate is children’s dual enrollment—that is, the extent to which children simultaneously enroll in more than one publicly supported program. If dual enrollment is unaccounted for, the resulting analysis will suggest that more children are served than is actually the case. Previous research has found that dual enrollment in state-contracted programs is minimal,²¹ but in order to support a full day or year of care for children of working parents, or to provide more comprehensive services, agencies sometimes combine (or braid) federal and state funding sources in a single program. In such cases, services for a single child may be supported by more than one funding source in order to provide a full day or year of care or enhanced quality of care. However, because neither California nor the federal government assigns unique child identification numbers (IDs) to young children enrolled in publicly subsidized programs, the magnitude of dual enrollment is difficult to estimate. Based

¹⁸ Farrie, D. (2014). *The Abbot preschool program: A 15-year progress report*. Philadelphia, PA: Education Law Center. Retrieved from: <http://www.edlawcenter.org/assets/files/pdfs/publications/AbbottPreschool15YearProgressReportMay2014.pdf>

¹⁹ California Department of Education. (2015). *Transitional kindergarten data*. Sacramento, CA: Author. Retrieved from: <http://www.cde.ca.gov/ds/sd/sd/fstkdta.asp>

²⁰ Quick, H., Manship, K., González, R., Holod, A., Cadigan, M., Anthony, J., et al. (2014). *Study of California’s transitional kindergarten program: Report on the first year of implementation*. San Mateo, CA: American Institutes for Research. Retrieved from: [http://www.air.org/sites/default/files/downloads/report/Transitional Kindergarten Implementation Study Report.pdf](http://www.air.org/sites/default/files/downloads/report/Transitional%20Kindergarten%20Implementation%20Study%20Report.pdf)

²¹ Karoly, L. A., Reardon, E., & Cho, M. (2007). *Early care and education in the golden state: Publicly funded programs serving California’s preschool-age children*. Santa Monica, CA: RAND. Retrieved from: http://www.rand.org/content/dam/rand/pubs/technical_reports/2007/RAND_TR538.pdf

on dual enrollment information collected through AIR’s recent survey of Head Start grantees, we estimated that 25 percent of children enrolled in Head Start statewide also received funding from other sources, and we therefore deducted 25 percent of Head Start enrollment to avoid double counting students and underestimating potential need. Specifically, our estimate assumes that 25 percent of the 82,779 3- and 4-year-old children enrolled in Head Start were also enrolled in the State Preschool Program (whether for the purpose of extending the day or providing more comprehensive services by braiding the two funding sources). Therefore, the estimated number of children enrolled decreases by 20,694 and, hence, the unmet need increases by the same amount.

Factors that may lead to an overestimate of unmet need for the State Preschool Program include (but are not limited to) an unanticipated expansion of other publicly subsidized programs, such as ETK or Head Start; improvements in the economy, leading to a reduced number of children who are income-eligible for Title 5 programs; or a reduction in the population of age-eligible children.

The tables that follow incorporate these assumptions about the participation rate, dual enrollment in Head Start, and enrollment of eligible children in TK. They do not attempt to take into account the impact of the possible expansion of other publicly subsidized programs or unforeseen changes in the economy or overall population of children.

Exhibit 2 illustrates eligibility, enrollment, and current unmet need for 3- and 4-year-old children statewide.

Exhibit 2. Estimated Eligibility, Enrollment, and Unmet Need Among California’s 3- and 4-Year Olds^{a,b}

		3-Year-Olds	4-Year-Olds	Total
Number of Children				
A	Title 5 eligible ^c	233,331	232,964	466,295
B	90% participation rate	209,998	209,668	419,666
Number of Children Enrolled				
C	Title 5 State Preschool Program ^d	42,440	87,551	129,991
C(a)	Income eligible ^e	41,498	85,607	127,105
D	Title 5 Migrant Child Care Program ^{f,g}	549	503	1,052
E	Title 5 Severely Handicapped Program ^h	6	10	16
E(a)	Income eligible ⁱ	4	6	10
F	Title 5 Center-Based ^j	2,006	598	2,604
F(a)	Income eligible ^k	1,997	595	2,593
G	Title 5 Family Child Care Home Network ^l	335	274	609
G(a)	Income eligible ^m	333	272	605
H	Head Start ⁿ	38,706	44,073	82,779
H(a)	Received Head Start funding only ^o	29,030	33,055	62,085
I	TK ^p		77,274	77,274

		3-Year-Olds	4-Year-Olds	Total
I(a)	In families under 70% of SMI ^a		30,137	30,137
J	ETK in LAUSD ^{r,s}		2,456	2,456
K	Total enrollment (Ca+D+Ea+Fa+Ga+Ha+Ia+J)	73,410	152,632	226,042
L	2014–15 budget allocations (10,297 + 4,000) ^t		14,297	14,297
M	2015–16 budget allocations (9,530) ^u		9,530	9,530
N	Revised total enrollment (K+L+M)	73,410	176,459	246,869
Unmet Need				
O	Unmet need (B – K)	136,588	57,036	193,623
P	Revised unmet need (B – N)	136,588	33,209	169,796

Note: Figures may not add to the totals because of independent rounding.

^a In addition, 54 districts in California have reserved a portion of their Title I funds for preschool services. To the extent that these funds establish new slots (instead of enhancing the quality of existing slots co-funded by other sources), this tactic may somewhat reduce the total unmet need. However, only 1 percent of Title 1 funds are spent on early care and education in California, as opposed to 3 percent nationally.

^b The table does not include enrollment in First 5 county-funded preschool slots for the following reasons: 1) Most of the First 5 funds are being used to enhance the quality of slots funded primarily by other public sources, and therefore including total enrollment in First 5-supported slots would lead to overestimating enrollment; 2) with the exception of Los Angeles Universal Preschool (LAUP), where 7,384 children are in slots exclusively funded by First 5, we do not have data on slots funded only by First 5 in other counties; and 3) First 5 revenues from the tobacco tax are declining, and therefore First 5 support for preschool slots is expected to decline.

^c Title 5 eligible: American Community Survey, Public Use Microdata Sample (PUMS) one-year data file, 2014, produced by American Institutes for Research in the Early Learning Needs Assessment Tool (www.elneedsassessment.org).

^d Title 5 State Preschool Program: California Department of Education, CD-801A Monthly Report, October 2014 (archived data), Number of Children Enrolled in California State Preschool Program (CSPP), produced by American Institutes for Research in the Early Learning Needs Assessment Tool (www.elneedsassessment.org).

^e According to the California Department of Education's CD-801A Monthly Child Care Data, 97.78 percent of all children enrolled in the Title 5 State Preschool Program were in families at or under 70 percent of the SMI.

^f Title 5 Migrant Child Care Program: California Department of Education, CD-801A Monthly Report, October 2014 (archived data), Number of Children Enrolled in Center-Based Migrant Child Care (CMIG), produced by American Institutes for Research in the Early Learning Needs Assessment Tool (www.elneedsassessment.org).

^g According to the California Department of Education's CD-801A Monthly Child Care Data, 100 percent of all children enrolled in the Migrant Child Care Program were in families at or under 70 percent of the SMI.

^h Title 5 Severely Handicapped Program: California Department of Education, CD-801A Monthly Report, October 2014 (archived data), Number of Children Enrolled in Severely Handicapped Care (CHAN), produced by American Institutes for Research in the Early Learning Needs Assessment Tool (www.elneedsassessment.org).

ⁱ According to the California Department of Education's CD-801A Monthly Child Care Data, 61.02 percent of all children enrolled in the Title 5 Severely Handicapped State Preschool Program were in families at or under 70 percent of the SMI.

^j Title 5 Center-Based Child Care Program: California Department of Education, CD-801A Monthly Report, October 2014 (archived data), Number of Children Enrolled in Center-Based Child Care (CCTR).

^k According to the California Department of Education's CD-801A Monthly Child Care Data, 99.56 percent of all children enrolled in the Title 5 Center-Based Child Care (CCTR) Program were in families at or under 70 percent of the SMI.

^l Title 5 Family Child Care Home Education Network Program: California Department of Education, CD-801A Monthly Report, October 2014 (archived data), Number of Children Enrolled in Family Child Care Home Education Network (CFCC).

^m According to the California Department of Education's CD-801A Monthly Child Care Data, 99.39 percent of all children enrolled in the Title 5 Family Child Care Home Education Network (CFCC) Program were in families at or under 70 percent of the SMI.

ⁿ Head Start: California Head Start Association, Head Start/Early Head Start in California Data Report, 2014–15 Program Statistics, Percentage of Head Start Funded Enrollment, retrieved 01/07/16.

(<http://www.caheadstart.org/facts.html>). Note that the source of the zip and county-level Head Start enrollment was an enrollment survey of Head Start grantees conducted by American Institutes for Research in fall 2015.

^o Twenty-five percent of Head Start enrollment was excluded to avoid double counting students who received funding combinations from more than one program and are already counted in other programs in this table. The combination funding percentage estimate is based on the total number of students in Early Head Start and Head Start who received combination funding in State Preschool, center-based child care, or the Migrant Child Care Program in the 2014–15 school year.

^p TK: California Department of Education, Kindergarten TK Program Participation (Census Day), Retrieved 01/07/16.

^q In the 2014–15 school year, 39 percent of 5-year-olds were in families under 70 percent of the SMI. Estimate based on analysis by American Institutes for Research in the Early Learning Needs Assessment Tool (www.elneedsassessment.org).

^r ETK Program Participation in LAUSD: LAUSD Early Education Division.

^s This figure does not account for other districts beyond LAUSD that may have begun implementing ETK in the 2015–16 school year.

^t Early Edge California. (n.d.). Early learning investments in California's 2014–15 state budget. Oakland, CA: Author. Retrieved from: <http://www.earlyedgecalifornia.org/resources/resource-files/2014-15-budget.pdf>

^u Early Edge California. (n.d.). Significant early childhood education adjustments in 2015–16 budget package. Retrieved from: <http://www.earlyedgecalifornia.org/resources/resource-files/2015-ece-budget-elements.pdf>

Overall, we estimate that about 57,000 eligible 4-year-olds statewide did not have access to a quality early learning experience prior to the allocation of the 23,827 new slots. When all 23,827 new State Preschool Program slots are taken into account, we come closer to addressing the unmet need for 4-year-olds. However, more than 33,000 4-year-old children still have no access to a preschool program, and the unmet need for State Preschool for 3-year-olds also remains high.

Where Is the Greatest Unmet Need for Preschool?

Need at the County Level

All of California's counties have children whose families cannot pay for high-quality preschool and who earn less than 70 percent of the SMI, qualifying them for Title 5 services. As expected, counties with larger populations have higher numbers of eligible children, for the most part. However, counties also differ in the number of preschool slots available to these eligible children.

Exhibit 3 illustrates the counties with the greatest *number* and *percentage* of 3- and 4-year-old children who are eligible for Title 5 services but are not served in the State Preschool Program, other Title 5 programs, Head Start, TK, or ETK (in LAUSD only). The five counties with the greatest unmet need for 3- and 4-year-olds were Los Angeles, San Bernardino, Riverside, Orange, and San Diego counties, which were also the five most populous counties in the state as of 2014.²²

²² Department of Finance. (2015). *Population estimates for cities, counties, and the state — January 1, 2014 and 2015*. Sacramento, CA: Author. Retrieved from: <http://www.dof.ca.gov/research/demographic/reports/estimates/e-1/view.php>

Exhibit 3. Top Ten Counties with the Highest Estimated Number or Percentage of 3- and 4-Year-Olds Income-Eligible for Title 5 Services but Not Enrolled in the State Preschool Program, Other Title 5 Programs, TK, ETK (LAUSD), or Head Start, by County, 2014^{a,b,c}

	3-Year-Olds		4-Year-Olds		3- and 4-Year-Olds	
	#	%	#	%	#	%
Counties with Highest Numbers Unserved						
Los Angeles	42,135	67%	15,442	26%	57,577	47%
San Bernardino	13,796	82%	2,706	20%	16,502	55%
Riverside	10,326	77%	4,980	35%	15,306	56%
Orange	10,939	79%	3,932	32%	14,871	57%
San Diego	6,000	48%	5,568	29%	11,568	37%
Sacramento	6,384	73%	4,468	46%	10,852	59%
Fresno	7,877	80%	2,216	23%	10,093	52%
Kern	4,719	69%	2,046	32%	6,765	51%
Tulare	5,030	80%	1,258	28%	6,288	59%
Ventura	2,999	77%	2,910	50%	5,909	61%
Counties with Highest Percentages Unserved						
Sierra	< 10	< 10	< 10	< 10	11	100%
Mariposa	52	96%	26	81%	78	91%
San Benito	584	84%	485	66%	1,069	75%
Placer	1,188	85%	508	47%	1,696	68%
Lassen	180	71%	202	66%	382	68%
Solano	1,592	82%	743	41%	2,335	62%
Ventura	2,999	77%	2,910	50%	5,909	61%
Sacramento	6,384	73%	4,468	46%	10,852	59%
Tulare	5,030	80%	1,258	28%	6,288	59%
Orange	10,939	79%	3,932	32%	14,871	57%

^a The table does not include enrollment in First 5 county-funded preschool slots.

^b These figures are as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.

^c Data were suppressed for a given age group when the number of unmet need for that age group was less than 10 children. In other words, <10 is shown if the number of eligible children enrolled in the State Preschool Program, other Title 5 programs, Head Start, TK, or ETK (in LAUSD only) exceeded the estimated number of eligible children, assuming a 90 percent participation rate.

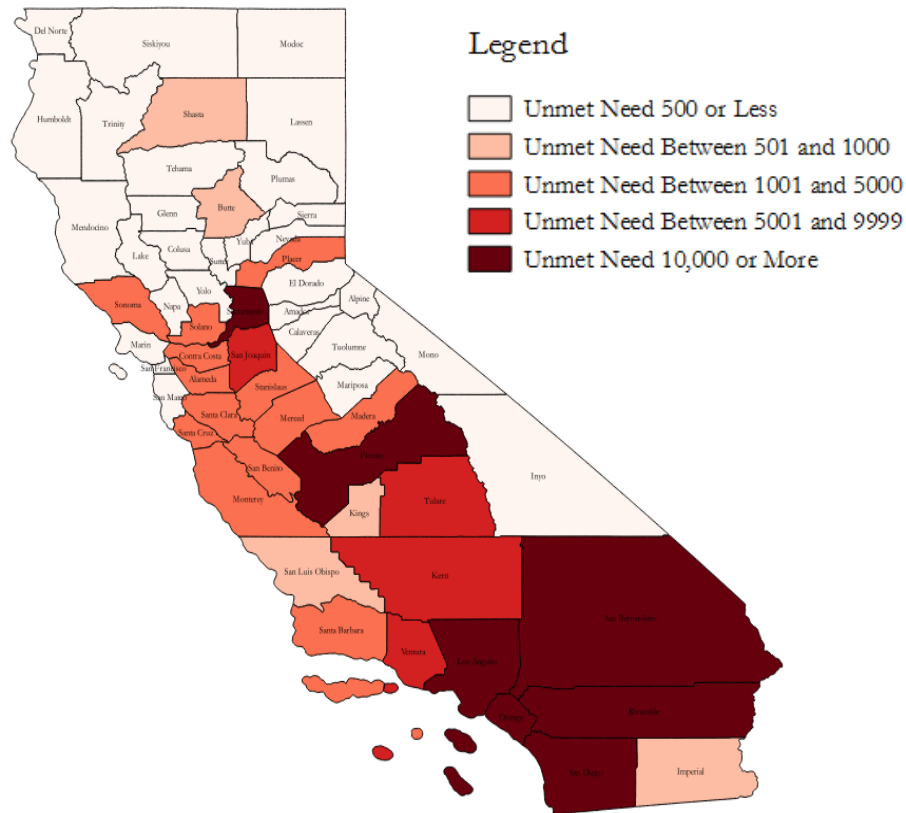
When looking at the *percentage* of eligible students served, two small, rural counties (Sierra, Mariposa) are among the five counties with the greatest unmet need. This may be because many rural counties have high rates of poverty. Many of the children in rural areas also have two or more risk factors for poor health and development, including low maternal education, family poverty, and English learner status. Compounding these risk factors in rural areas is the challenge of providing early care and education services where distances between homes and center-based programs are great, access to higher education for child care providers is limited, and transportation is expensive.

However, urban areas—e.g., counties such as Los Angeles and San Bernardino—have the largest *number* of eligible children who are unserved. It is easier to efficiently provide services to children in urban areas as children live closer to each other, but transportation and parental work hours may nonetheless make it difficult to accommodate family needs.

It is notable that four counties—Sacramento, Ventura, Orange, and Tulare—rank among the counties with both the highest percentage and the highest number of unserved eligible children. These counties may be the highest priority for creating new State Preschool Program slots.

Exhibit 4 maps the number of eligible unserved children by county. Note that these figures are as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all of these new slots is not yet known.

Exhibit 4. Estimated Number of 3- and 4-Year-Olds Eligible for Title 5 Services Not Currently Served in the State Preschool Program, Other Title 5 Programs, TK, ETK (in LAUSD), or Head Start^{a,b}



^a The exhibit does not include enrollment in First 5 county-funded preschool slots.

^b This exhibit presents data as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.

Specific ZIP Codes With High Unmet Need for Preschool

Drilling down further, we have identified the 25 ZIP codes in the state with the highest unmet need for 3- and 4-year-olds, as shown in Exhibit 5. Although ZIP codes are often small geographic areas, and thus parents may enroll their children in programs in an adjacent ZIP code or another convenient location, examining smaller pockets of unmet need throughout the state is still helpful to begin identifying the highest priority areas for investment. Some ZIP codes have a substantial number of unenrolled eligible children. When ranked by the number of eligible children not enrolled in the State Preschool Program, other Title 5 programs, TK, ETK (LAUSD), or Head Start, the top 25 ZIP codes in the state (concentrated in the population centers in southern California and the Central Valley) accounted for more than 28,000 unserved children prior to the 2014–15 and 2015–16 restoration and expansion of State Preschool Program slots.

Exhibit 5. Twenty-Five Zip Codes With the Largest Number of 3- and 4-Year-Olds Income-Eligible for Title 5 Services Not Currently Served in the State Preschool Program, Other Title 5 Programs, TK, ETK (LAUSD), or Head Start^{a,b}

Rank	Zip Code	County	Number of Unserved 3-Year-Olds	Number of Unserved 4-Year-Olds	Number of Unserved 3- and 4-Year-Olds
1	90011	Los Angeles	1,277	709	1,986
2	93274	Tulare	1,013	359	1,372
3	92880	San Bernardino	746	565	1,311
4	93257	Tulare	975	306	1,281
4	91333	Los Angeles	697	584	1,281
6	95076	Monterey	1,261	<10	1,194
7	90201	Los Angeles	775	411	1,186
8	91337	Los Angeles	808	337	1,145
9	93551	Los Angeles	659	452	1,111
10	92373	San Bernardino	663	445	1,108
11	95026	Santa Clara	550	554	1,104
12	93727	Fresno	769	313	1,082
13	95376	Stanislaus	781	289	1,070
14	90003	Los Angeles	578	488	1,066
15	93618	Fresno	571	475	1,046
16	90732	Los Angeles	458	557	1,015
17	93033	Ventura	633	363	996
17	95023	San Benito	535	461	996

Rank	Zip Code	County	Number of Unserved 3-Year-Olds	Number of Unserved 4-Year-Olds	Number of Unserved 3- and 4-Year-Olds
19	90814	Los Angeles	613	380	993
20	93722	Fresno	651	338	989
21	92345	San Bernardino	647	321	968
22	93457	Santa Barbara	678	287	965
23	93654	Fresno	802	160	962
24	90806	Los Angeles	711	230	941
25	92707	Orange	540	399	939

^a The exhibit does not include enrollment in First 5 county-funded preschool slots.

^b These figures are as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.

It is also important to consider ZIP codes where a large *percentage* of eligible children are unserved, even if there are fewer children in that area overall. Exhibit 6 maps ZIP codes in California where the percentage of children who are eligible but not enrolled in an early childhood education (ECE) program is estimated to be 100 percent. A complete list of these zip codes (in which 100 percent of eligible children are unserved) is provided in the Appendix. This appendix also includes a list of zip codes in which the percentage of unmet need is greater than 75 percent and less than 100 percent, and greater than or equal to 50 percent and less than 75 percent.

Exhibit 6. ZIP Codes in California (Highlighted in Red) Where the Proportion of Eligible 3- and 4-Year-Olds Not Enrolled in the State Preschool Program, Other Title 5 Programs, TK, or Head Start is Approximately 100 Percent^{a,b}



^a The exhibit does not include enrollment in First 5 county-funded preschool slots.

^b This exhibit presents data as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.

Both maps show that areas with high proportions of unserved eligible children—estimated at 100 percent—are located all around the state. Some of these high-need ZIP code areas are rural, where it has historically been cost-inefficient to open a State Preschool Program because of low numbers of children. However, these students are as likely as their urban peers to benefit from some type of quality preschool opportunity. Other high-need ZIP code areas are located in regions thought to be generally affluent, where no subsidized preschool programs are available. However, because of the assumption of general affluence, families in these areas who qualify for the State Preschool Program based on their income have few, if any, options.

Policy Considerations

As this brief indicates, State Preschool Program expansion budget allocations for 4-year-olds in the 2014–15 and 2015–16 state budgets (23,827 slots) address some but not all of the unmet need for preschool for 4-year-olds from low-income families. We estimate that at least 33,209 4-year-

olds and 136,588 3-year-olds (about four times the number of 4-year-olds) will remain unserved in Title 5-quality programs. Additionally, there are still several important issues for consideration:

The state does not assign a unique identifier to children enrolled in early care and education programs. Because exact figures are not available, we have estimated that approximately 25 percent of children are dually enrolled in both state and federal programs. A unique identifier could help determine which children are being served in two or more settings and inform a more accurate estimate of unmet need.

The state should work to assign a unique identifier for each child enrolled in a program to allow a better understanding of the extent of dual enrollment and, ultimately, the reasons for it.

Current expenditures do not align with existing standards of quality. Research suggests that several elements are especially important to quality: having a clear set of goals and standards, assessments to measure progress, coaching/instructional support for providers and teachers, financial incentives to improve and maintain quality, and parent engagement in a child's early learning experiences.²³ As noted above, we have estimated that approximately 25 percent of children are dually enrolled in both state and federal programs. These programs need to combine funding sources in order to finance higher quality services: a longer day or year of service, more comprehensive child and family services, and/or higher quality educational service. Studies have indicated that current per-child state expenditure for the State Preschool Program and other Title 5 programs is not adequate to address the existing Title 5 standards of quality, much less to finance a longer duration or broader array of services.²⁴ Until it is possible for the State Preschool Program to support the true cost of meeting the program's quality standards, it is important to allow programs to combine state funds with federal and other state revenue sources to support high-quality programs.

The state should provide higher reimbursement rates to better support Title 5 standards of quality.

Numerous children across the state are not being served. Although the largest numbers of unserved children are in southern California, pockets of unmet need exist throughout the state, and children in all of these areas should have access to quality, subsidized preschool and TK. The numbers show that southern California is an area of great need, given the large population centers in that part of the state. Los Angeles, San Bernardino, Riverside, and Orange counties alone had more than 100,000 eligible children who were not enrolled in a high-quality subsidized

²³ Muenchow, S., et al. (2013). *Local quality improvement efforts and outcomes descriptive study: Final report*. San Mateo, CA and Santa Monica, CA: American Institutes for Research and RAND Corporation. Retrieved from: <http://www.cde.ca.gov/sp/cd/ce/documents/localqieffortfinalreport.pdf>

²⁴ Karoly, L. (2009). *Preschool adequacy and efficiency in California: Issues, policy options and recommendations*. Santa Monica, CA: RAND. Retrieved from: <http://www.rand.org/pubs/monographs/MG889>. Karoly, L., Reardon, E., & Cho, M. (2007). *Early education in the golden state: Publicly funded programs serving California's preschool age children*. Santa Monica, CA: RAND. Retrieved from: http://www.rand.org/content/dam/rand/pubs/technical_reports/2007/RAND_TR538.pdf. Lam, I., & Muenchow, S. (2009). *Financing a full-day, full-year preschool program in California: Strategies and recommendations*. Washington, DC: American Institutes for Research.

program prior to the restoration slots allocated in the 2014–15 and 2015–16 budgets.²⁵ The majority of the 25 ZIP codes with the greatest numbers of unserved eligible children are in three of these counties—Los Angeles, San Bernardino, and Orange County. However, in many ZIP code areas throughout the state, an estimated 100 percent of eligible children are not served. Counties with these ZIP codes include counties in the northern part of the state (e.g., Lassen), the central part of the state (e.g., Kern, Tulare), the Bay Area (e.g., Alameda, Santa Clara), and the southern part of the state (Los Angeles, San Diego, San Bernardino). Finally, some counties or ZIP codes might have both high percentages *and* high numbers of unmet need. Sacramento, Ventura, Orange, and Tulare, for example, ranked among the counties with both the highest percentage and the highest number of unserved eligible children.

The state might consider a formula that factors in both criteria for unmet need—number and percentage of eligible children not currently enrolled—when allocating new slots.

Three-year-olds also need access to quality early care and education. It is important to begin to focus on unmet need for 3-year-olds, as nearly 137,000 3-year-olds statewide do not have access to subsidized early care and education that meets at least Title 5 standards. Serving 3-year-olds as well as 4-year-olds is important because research has shown that two years of preschool yield better outcomes than just one year for disadvantaged children.²⁶

Recent legislation has made it possible for districts to choose to enroll younger 4-year-olds (i.e., those turning 5 after December 2) in ETK, though per-pupil funding for these students is not available from the state until after their 5th birthday.²⁷ Given this, some districts (such as LAUSD) have elected to serve more 4-year-olds through ETK. (LAUSD served 2,456 children in the 2014–15 school year.) This may create an opportunity for the State Preschool Program to serve more 3-year-olds.

*The state should continue to increase resources for the State Preschool Program, even with the expansion of TK, so that more children have the advantage of two years of high-quality early childhood education.*²⁸

²⁵ These new slots are not included in this analysis because we do not yet have disaggregated information on the zip codes where the slots were allocated.

²⁶ Reynolds, A. J. (1995). *One year of preschool intervention or two: Does it matter?* *Early Childhood Research Quarterly*, 10(1), 1–31.

²⁷ California Department of Education. (2015). *Amendment to California Education Code 48000(c)*. Retrieved from: <http://www.cde.ca.gov/nr/el/le/yr15ltr0717.asp>

²⁸ This recommendation is contingent upon the potential restructuring of State Preschool Program and TK funds, per the Governor’s proposed budget for 2016–17, as it contains a major preschool restructuring proposal and several other adjustments. For example, the proposed budget includes \$3.6 billion for child care and preschool programs (including TK)—an increase of 3 percent from 2015–16. The Governor proposes to redirect \$1.7 billion in Proposition 98 funds (state funds required to be spent on education) to create a new block grant intended to benefit low-income and at-risk preschoolers (4-year-olds and young 5-year-olds). Specifically, the proposal would redirect all Proposition 98 funds from the State Preschool Program (\$878 million), TK (\$726 million), and the State Preschool Quality Rating and Improvement System Block Grant (\$50 million). The block grant would be given to LEAs and possibly other entities that currently offer subsidized preschool.

Appendix

Exhibit A-1. Estimated Number and Percentage of 3- and 4-Year-Olds Income-Eligible for Title 5 Services but Not Enrolled in the State Preschool Program, Other Title 5 Programs, TK, ETK (LAUSD), or Head Start, by County, 2014^{a,b,c}

County	3-Year-Olds		4-Year-Olds	
	#	%	#	%
Los Angeles	42,135	67%	15,442	26%
San Bernardino	13,796	82%	2,706	20%
Riverside	10,326	77%	4,980	35%
Orange	10,939	79%	3,932	32%
San Diego	6,000	48%	5,568	29%
Sacramento	6,384	73%	4,468	46%
Fresno	7,877	80%	2,216	23%
Kern	4,719	69%	2,046	32%
Tulare	5,030	80%	1,258	28%
Ventura	2,999	77%	2,910	50%
San Joaquin	3,451	69%	1,756	30%
Santa Clara	2,524	56%	1,330	23%
Monterey	2,374	73%	1,035	30%
Merced	1,995	69%	872	28%
Santa Barbara	2,539	77%	296	12%
Contra Costa	2,657	65%	82	3%
Stanislaus	2,068	62%	279	9%
Solano	1,592	82%	743	41%
Alameda	2,764	50%	< 10	< 10
Placer	1,188	85%	508	47%
Madera	338	52%	1,231	50%
Santa Cruz	1,545	74%	< 10	< 10
Sonoma	1,326	74%	124	10%
San Benito	584	84%	485	66%
Shasta	843	64%	101	11%
Imperial	1,097	62%	< 10	< 10
Butte	333	44%	466	36%
Kings	188	26%	408	25%
San Luis Obispo	52	7%	528	31%
Mendocino	544	67%	< 10	< 10
Lassen	180	71%	202	66%
Lake	406	68%	< 10	< 10
Sutter	430	55%	< 10	< 10
Yolo	452	53%	< 10	< 10

County	3-Year-Olds		4-Year-Olds	
	#	%	#	%
Siskiyou	181	55%	147	37%
Humboldt	< 10	< 10	323	37%
Marin	159	40%	96	19%
Napa	119	39%	110	18%
Plumas	92	63%	86	49%
Del Norte	135	65%	42	17%
Yuba	287	48%	< 10	< 10
El Dorado	348	50%	< 10	< 10
Mariposa	52	96%	26	81%
Tuolumne	98	59%	< 10	< 10
Trinity	24	45%	45	45%
Calaveras	79	58%	< 10	< 10
Amador	82	72%	< 10	< 10
Modoc	34	49%	< 10	< 10
San Mateo	< 10	< 10	428	17%
Glenn	21	19%	< 10	< 10
Sierra	< 10	< 10	< 10	< 10
Alpine	< 10	< 10	< 10	< 10
Mono	17	40%	< 10	< 10
Tehama	< 10	< 10	< 10	< 10
Colusa	< 10	< 10	< 10	< 10
Nevada	44	22%	< 10	< 10
Inyo	< 10	< 10	< 10	< 10
San Francisco	62	5%	< 10	< 10

^a The table does not include enrollment in First 5 county-funded preschool slots.

^b These figures are as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.

^c Data were suppressed for a given age group when the number of unmet need for that age group was less than 10 children. In other words, <10 is shown if the number of eligible children enrolled in the State Preschool Program, other Title 5 programs, Head Start, TK, or ETK (in LAUSD only) exceeded the estimated number of eligible children, assuming a 90 percent participation rate.

Exhibit A-2. ZIP Codes With 100 Percent of 3- and 4-Year-Olds Income-Eligible for Title 5 Services but Not Enrolled in the State Preschool Program, Other Title 5 Programs, TK, or Head Start, 2014^{a,b}

Zip Code	County
92679	Orange
93614	Madera
91470	Los Angeles
94024	Santa Clara
94028	San Mateo
91012	Los Angeles
94525	Contra Costa
93653	Mariposa
94305	Santa Clara
92637	Orange
92610	Orange
92068	San Diego
93222	Kern
92018	San Diego
93350	Los Angeles
93518	Kern

Zip Code	County
91963	San Diego
92060	San Diego
93673	Tulare
94599	Napa
95668	Placer
93432	San Luis Obispo
95043	San Benito
96105	Lassen
96145	Placer
91377	Ventura
90067	Los Angeles
93664	Fresno
95674	Sutter
95007	Santa Cruz
93928	Monterey

Zip Code	County
96062	Shasta
93604	Madera
95970	Glenn
94304	Santa Clara
93244	Tulare
95303	Merced
92327	San Bernardino
95075	San Benito
96128	Lassen
93531	Kern
93255	Kern
91921	San Diego
93043	Ventura
95054	Santa Clara

^a The exhibit does not include enrollment in First 5 county-funded preschool slots.

^b These figures are as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.

Exhibit A-3. ZIP Codes with ≥ 75 and < 100 Percent of 3- and 4-Year-Olds Income-Eligible for Title 5 Services but Not Enrolled in the State Preschool Program, Other Title 5 Programs, TK, or Head Start, 2014^{a,b}

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
93563	Los Angeles	99%
92013	San Diego	99%
94571	Sacramento	99%
93108	Santa Barbara	99%
93225	Ventura	98%
91109	Los Angeles	98%
93516	San Bernardino	98%
92285	San Bernardino	98%
93953	Monterey	98%
92835	Orange	97%
90024	Los Angeles	97%
92132	San Diego	97%
92808	Orange	97%
91392	Los Angeles	97%
92356	San Bernardino	97%
93601	Madera	97%
92278	San Bernardino	97%
92256	San Bernardino	97%
92861	Orange	97%
95321	Tuolumne	97%
92257	Imperial	97%
93206	Kern	97%
93921	Monterey	97%
95460	Mendocino	97%
91357	Los Angeles	96%
92807	Orange	96%
91209	Los Angeles	96%
92352	San Bernardino	96%
92382	San Bernardino	96%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
93532	Los Angeles	96%
94123	San Francisco	96%
95426	Lake	96%
96103	Plumas	96%
91708	San Bernardino	96%
93457	Santa Barbara	95%
92121	San Diego	95%
93252	Santa Barbara	95%
94598	Contra Costa	95%
92651	Orange	95%
95031	Santa Clara	95%
93243	Los Angeles	95%
92149	San Diego	95%
93430	San Luis Obispo	95%
91917	San Diego	95%
94964	Marin	95%
92321	San Bernardino	95%
91943	San Diego	94%
93221	Tulare	94%
92010	San Diego	94%
91901	San Diego	94%
91040	Los Angeles	94%
95033	Santa Clara	94%
93908	Monterey	94%
92320	Riverside	94%
91383	Los Angeles	94%
92865	Orange	94%
91106	Los Angeles	94%
92342	San Bernardino	94%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
94708	Contra Costa	94%
95369	Merced	94%
94920	Marin	94%
94030	San Mateo	94%
95258	San Joaquin	94%
94526	Contra Costa	94%
92368	San Bernardino	94%
95141	Santa Clara	94%
90733	Los Angeles	93%
90740	Orange	93%
95015	Santa Clara	93%
90013	Los Angeles	93%
93675	Fresno	93%
94074	San Mateo	93%
93523	Kern	93%
94939	Marin	93%
92347	San Bernardino	93%
92322	San Bernardino	93%
96044	Siskiyou	93%
90639	Los Angeles	92%
91412	Los Angeles	92%
92860	Riverside	92%
91009	Los Angeles	92%
91207	Los Angeles	92%
92694	Orange	92%
92038	San Diego	92%
92612	Orange	92%
92614	Orange	92%
95018	Santa Cruz	92%
95073	Santa Cruz	92%
95005	Santa Cruz	92%
91365	Los Angeles	92%
91308	Los Angeles	92%
91208	Los Angeles	92%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
94301	Santa Clara	92%
94517	Contra Costa	92%
95237	San Joaquin	92%
94506	Contra Costa	92%
92657	Orange	92%
90210	Los Angeles	92%
92561	Riverside	92%
93932	Monterey	92%
92518	Riverside	92%
95410	Mendocino	92%
95543	Del Norte	92%
92373	San Bernardino	91%
93012	Ventura	91%
95819	Sacramento	91%
91371	Los Angeles	91%
92210	Riverside	91%
93643	Madera	91%
93426	Monterey	91%
95338	Mariposa	91%
94005	San Mateo	91%
95977	Nevada	91%
95916	Butte	91%
94523	Contra Costa	90%
93560	Kern	90%
95626	Placer	90%
92344	San Bernardino	90%
95865	Sacramento	90%
95066	Santa Cruz	90%
91436	Los Angeles	90%
95366	San Joaquin	90%
91226	Los Angeles	90%
95391	San Joaquin	90%
92603	Orange	90%
96056	Lassen	90%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
95329	Mariposa	90%
93283	Kern	90%
92625	Orange	90%
95311	Mariposa	90%
93312	Kern	89%
90630	Los Angeles	89%
92046	San Diego	89%
91356	Los Angeles	89%
91351	Los Angeles	89%
93636	Madera	89%
90048	Los Angeles	89%
95006	Santa Cruz	89%
91328	Los Angeles	89%
95816	Sacramento	89%
91404	Los Angeles	89%
93238	Kern	89%
94022	Santa Clara	89%
93249	Kern	89%
95230	San Joaquin	89%
93461	San Luis Obispo	89%
95922	Yuba	89%
95026	Santa Clara	88%
91784	San Bernardino	88%
91355	Los Angeles	88%
92620	Orange	88%
92630	Orange	88%
91313	Los Angeles	88%
90623	Los Angeles	88%
92241	Riverside	88%
93923	Monterey	88%
91979	San Diego	88%
93271	Tulare	88%
96109	Lassen	88%
95658	Placer	88%
96059	Tehama	88%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
92880	San Bernardino	87%
90035	Los Angeles	87%
95765	Placer	87%
92056	San Diego	87%
90720	Orange	87%
95140	Santa Clara	87%
92618	Orange	87%
90014	Los Angeles	87%
95947	Plumas	87%
94508	Napa	87%
91734	Los Angeles	86%
91709	San Bernardino	86%
95038	Santa Clara	86%
92691	Orange	86%
91007	Los Angeles	86%
90068	Los Angeles	86%
92604	Orange	86%
92129	San Diego	86%
94552	Alameda	86%
94941	Marin	86%
91503	Los Angeles	86%
94960	Marin	86%
94618	Alameda	86%
92398	San Bernardino	86%
92274	Riverside	85%
92203	Riverside	85%
95747	Placer	85%
92211	Riverside	85%
94534	Solano	85%
92582	Riverside	85%
90801	Los Angeles	85%
92617	Orange	85%
92866	Orange	85%
93626	Madera	85%
93205	Kern	85%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
95665	Amador	85%
93641	Fresno	85%
91337	Los Angeles	84%
91407	Los Angeles	84%
93539	Los Angeles	84%
95361	Stanislaus	84%
90036	Los Angeles	84%
90747	Los Angeles	84%
92869	Orange	84%
94539	Alameda	84%
91311	Ventura	84%
95137	Santa Clara	84%
92663	Orange	84%
93730	Fresno	84%
92660	Orange	84%
92845	Orange	84%
93109	Santa Barbara	84%
94306	Santa Clara	84%
93464	Santa Barbara	84%
94114	San Francisco	84%
95693	Sacramento	84%
92399	San Bernardino	83%
90803	Los Angeles	83%
95831	Sacramento	83%
92142	San Diego	83%
92708	Orange	83%
92072	San Diego	83%
95151	Santa Clara	83%
93063	Ventura	83%
95405	Sonoma	83%
93721	Fresno	83%
90064	Los Angeles	83%
94037	San Mateo	83%
92252	San Bernardino	83%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
92128	San Diego	83%
95220	San Joaquin	83%
94707	Alameda	83%
90292	Los Angeles	83%
94583	Contra Costa	83%
92886	Orange	83%
94127	San Francisco	83%
94505	Contra Costa	83%
95542	Humboldt	83%
94925	Marin	83%
95436	Sonoma	83%
95683	Sacramento	83%
93311	Kern	82%
92883	Riverside	82%
92688	Orange	82%
91778	Los Angeles	82%
91756	Los Angeles	82%
90305	Los Angeles	82%
95661	Placer	82%
92030	San Diego	82%
91506	Los Angeles	82%
93644	Madera	82%
95472	Sonoma	82%
92270	Riverside	82%
92602	Orange	82%
96114	Lassen	82%
93285	Kern	82%
95685	Amador	82%
92055	San Diego	81%
93553	Los Angeles	81%
94553	Contra Costa	81%
93035	Ventura	81%
90027	Los Angeles	81%
92253	Riverside	81%
95687	Solano	81%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
91321	Los Angeles	81%
93619	Fresno	81%
92066	San Diego	81%
92692	Orange	81%
92606	Orange	81%
92313	San Bernardino	81%
94542	Alameda	81%
93265	Tulare	81%
90010	Los Angeles	81%
95614	El Dorado	81%
95843	Sacramento	80%
95616	Yolo	80%
90808	Los Angeles	80%
93711	Fresno	80%
92284	San Bernardino	80%
92592	Riverside	80%
95242	San Joaquin	80%
92881	Riverside	80%
91788	Los Angeles	80%
95409	Sonoma	80%
95320	San Joaquin	80%
95650	Placer	80%
94502	Alameda	80%
93602	Fresno	80%
95811	Sacramento	80%
95467	Lake	80%
96073	Shasta	80%
94549	Contra Costa	80%
93450	Monterey	80%
95023	San Benito	79%
93277	Tulare	79%
93456	San Luis Obispo	79%
92394	San Bernardino	79%
90638	Orange	79%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
93010	Ventura	79%
94546	Alameda	79%
94010	San Mateo	79%
95628	Sacramento	79%
95618	Yolo	79%
93950	Monterey	79%
90089	Los Angeles	79%
94596	Contra Costa	79%
95938	Butte	79%
90020	Los Angeles	78%
93561	Kern	78%
95008	Santa Clara	78%
93314	Kern	78%
95688	Solano	78%
95126	Santa Clara	78%
95304	San Joaquin	78%
91203	Los Angeles	78%
94611	Alameda	78%
95918	Yuba	78%
92345	San Bernardino	77%
93720	Madera	77%
95842	Sacramento	77%
95758	Sacramento	77%
95621	Sacramento	77%
91769	Los Angeles	77%
91942	San Diego	77%
91390	Los Angeles	77%
95762	El Dorado	77%
90704	Los Angeles	77%
94572	Contra Costa	77%
91502	Los Angeles	77%
96067	Siskiyou	77%
95746	Placer	77%
93651	Fresno	77%
90266	Los Angeles	77%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
95223	Calaveras	77%
92887	Orange	77%
95942	Butte	77%
93551	Los Angeles	76%
90732	Los Angeles	76%
95973	Butte	76%
90711	Los Angeles	76%
95757	Sacramento	76%
92120	San Diego	76%
92867	Orange	76%
92868	Orange	76%
92009	San Diego	76%
91608	Los Angeles	76%
93723	Fresno	76%
93105	Santa Barbara	76%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
91714	Los Angeles	76%
91023	Los Angeles	76%
93562	San Bernardino	76%
93618	Fresno	75%
93654	Fresno	75%
95825	Sacramento	75%
93505	Kern	75%
95677	Placer	75%
91385	Los Angeles	75%
95742	Sacramento	75%
95247	Calaveras	75%
96052	Trinity	75%
95468	Mendocino	75%
90254	Los Angeles	75%

^a The exhibit does not include enrollment in First 5 county-funded preschool slots.

^b These figures are as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.

Exhibit A-4. ZIP Codes with ≥ 50 and < 75 Percent of 3- and 4-Year-Olds Income-Eligible for Title 5 Services but Not Enrolled in the State Preschool Program, Other Title 5 Programs, TK, or Head Start, 2014^{a,b}

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
93555	San Bernardino	74%
92311	San Bernardino	74%
95610	Sacramento	74%
92260	Riverside	74%
95382	Stanislaus	74%
92508	Riverside	74%
90040	Los Angeles	74%
93940	Monterey	74%
94510	Solano	74%
94547	Contra Costa	74%
91737	San Bernardino	74%
93924	Monterey	74%
90049	Los Angeles	74%
93066	Ventura	74%
90293	Los Angeles	74%
91912	San Diego	73%
93610	Merced	73%
92395	San Bernardino	73%
92059	San Diego	73%
93704	Fresno	73%
95835	Sacramento	73%
95377	San Joaquin	73%
94519	Contra Costa	73%
91102	Los Angeles	73%
94087	Santa Clara	73%
94118	San Francisco	73%
90714	Los Angeles	73%
95236	San Joaquin	73%
96020	Plumas	73%
90265	Ventura	73%
93274	Tulare	72%
90814	Los Angeles	72%
93552	Los Angeles	72%
91786	San Bernardino	72%
92374	San Bernardino	72%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
93041	Ventura	72%
92555	Riverside	72%
94585	Solano	72%
91747	Los Angeles	72%
95404	Sonoma	72%
91346	Los Angeles	72%
93023	Ventura	72%
92596	Riverside	72%
91775	Los Angeles	72%
93527	Tulare	72%
94555	Alameda	72%
95045	San Benito	72%
95065	Santa Cruz	72%
93453	San Luis Obispo	72%
92392	San Bernardino	71%
94591	Solano	71%
95841	Sacramento	71%
95673	Sacramento	71%
94521	Contra Costa	71%
91107	Los Angeles	71%
94904	Marin	71%
95686	San Joaquin	71%
96028	Shasta	71%
95524	Humboldt	71%
96113	Lassen	71%
93463	Santa Barbara	70%
90262	Los Angeles	70%
92057	San Diego	70%
95624	Sacramento	70%
93960	Monterey	70%
91978	San Diego	70%
95356	Stanislaus	70%
93728	Fresno	70%
94026	San Mateo	70%
93405	San Luis Obispo	70%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
91108	Los Angeles	70%
91206	Los Angeles	70%
95814	Sacramento	70%
92821	Orange	70%
94582	Contra Costa	70%
93616	Fresno	70%
92536	Riverside	70%
94709	Alameda	70%
95536	Humboldt	70%
93631	Kings	69%
91771	Los Angeles	69%
92301	San Bernardino	69%
92506	Riverside	69%
91345	Los Angeles	69%
93927	Monterey	69%
92354	San Bernardino	69%
95053	Santa Clara	69%
93110	Santa Barbara	69%
92656	Orange	69%
92011	San Diego	69%
92155	San Diego	68%
95660	Sacramento	68%
95821	Sacramento	68%
92831	Orange	68%
91802	Los Angeles	68%
92277	San Bernardino	68%
92673	Orange	68%
95003	Santa Cruz	68%
95055	Santa Clara	68%
96137	Plumas	68%
92037	San Diego	68%
90056	Los Angeles	68%
96057	Siskiyou	68%
92022	San Diego	67%
90620	Orange	67%
95648	Placer	67%
95403	Sonoma	67%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
90041	Los Angeles	67%
91041	Los Angeles	67%
91701	San Bernardino	67%
92359	San Bernardino	67%
94403	San Mateo	67%
91204	Los Angeles	67%
92397	San Bernardino	67%
91951	San Diego	66%
90707	Los Angeles	66%
93308	Kern	66%
93292	Tulare	66%
90043	Los Angeles	66%
92029	San Diego	66%
91752	Riverside	66%
95928	Butte	66%
95437	Mendocino	66%
94610	Alameda	66%
93465	San Luis Obispo	66%
92782	Orange	66%
94903	Marin	66%
92372	San Bernardino	66%
94705	Alameda	66%
93668	Fresno	66%
92707	Orange	65%
91403	Los Angeles	65%
90047	Los Angeles	65%
92882	Riverside	65%
90746	Los Angeles	65%
93438	Santa Barbara	65%
90302	Los Angeles	65%
92705	Orange	65%
91755	Los Angeles	65%
92377	San Bernardino	65%
90503	Los Angeles	65%
91202	Los Angeles	65%
91739	San Bernardino	65%
93240	Kern	65%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
93544	Los Angeles	65%
93667	Fresno	65%
94131	San Francisco	65%
91333	Los Angeles	64%
92223	Riverside	64%
92545	Riverside	64%
90039	Los Angeles	64%
93907	Monterey	64%
95131	Santa Clara	64%
92586	Riverside	64%
92587	Riverside	64%
92264	Riverside	64%
92325	San Bernardino	64%
92108	San Diego	64%
91601	Los Angeles	64%
95132	Santa Clara	64%
95461	Napa	64%
93022	Ventura	64%
92653	Orange	64%
90021	Los Angeles	64%
93257	Tulare	63%
93727	Fresno	63%
93705	Fresno	63%
92346	San Bernardino	63%
92058	San Diego	63%
92840	Orange	63%
93930	Monterey	63%
93313	Kern	63%
93710	Fresno	63%
96130	Lassen	63%
92233	Imperial	63%
95470	Mendocino	63%
95425	Sonoma	63%
94574	Napa	63%
94945	Marin	63%
92391	San Bernardino	63%
95672	El Dorado	63%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
95655	Sacramento	63%
92590	Riverside	63%
90094	Los Angeles	63%
95376	Stanislaus	62%
90807	Los Angeles	62%
95348	Merced	62%
92085	San Diego	62%
92220	Riverside	62%
96022	Shasta	62%
90621	Orange	62%
91804	Los Angeles	62%
93420	San Luis Obispo	62%
92123	San Diego	62%
93270	Tulare	62%
95324	Merced	62%
92130	San Diego	62%
96013	Shasta	62%
92365	San Bernardino	62%
95355	Stanislaus	61%
90008	Los Angeles	61%
90034	Los Angeles	61%
92870	Orange	61%
91933	San Diego	61%
91602	Los Angeles	61%
95969	Butte	61%
93065	Ventura	61%
91325	Los Angeles	61%
92250	Imperial	61%
94043	Santa Clara	61%
93218	Tulare	61%
95919	Yuba	61%
91733	Los Angeles	60%
95101	Santa Clara	60%
95301	Merced	60%
95350	Stanislaus	60%
91344	Los Angeles	60%
92802	Orange	60%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
91077	Los Angeles	60%
94805	Contra Costa	60%
95453	Lake	60%
92314	San Bernardino	60%
94117	San Francisco	60%
93040	Ventura	60%
95449	Mendocino	60%
90003	Los Angeles	59%
93030	Ventura	59%
95340	Merced	59%
93454	San Luis Obispo	59%
91761	San Bernardino	59%
90301	Los Angeles	59%
90005	Los Angeles	59%
92557	Riverside	59%
92833	Orange	59%
90012	Los Angeles	59%
95926	Butte	59%
93268	Kern	59%
95817	Sacramento	59%
92079	San Diego	59%
95330	San Joaquin	59%
95602	Nevada	59%
91505	Los Angeles	59%
93722	Fresno	58%
90007	Los Angeles	58%
93901	Monterey	58%
95219	San Joaquin	58%
91607	Los Angeles	58%
90015	Los Angeles	58%
95060	Santa Cruz	58%
91326	Los Angeles	58%
93437	Santa Barbara	58%
95684	El Dorado	58%
93906	Monterey	57%
93036	Ventura	57%
93212	Kings	57%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
91402	Los Angeles	57%
95833	Sacramento	57%
92879	Riverside	57%
92626	Orange	57%
91353	Los Angeles	57%
93701	Fresno	57%
91322	Los Angeles	57%
95135	Santa Clara	57%
91776	Los Angeles	57%
93501	Kern	57%
92646	Orange	57%
95464	Lake	57%
95722	Placer	57%
95114	Santa Clara	56%
90502	Los Angeles	56%
93003	Ventura	56%
90028	Los Angeles	56%
93223	Tulare	56%
92567	Riverside	56%
95442	Sonoma	56%
93702	Fresno	55%
92701	Orange	55%
90026	Los Angeles	55%
92201	Riverside	55%
90004	Los Angeles	55%
91902	San Diego	55%
91916	San Diego	55%
90002	Los Angeles	54%
93291	Tulare	54%
93309	Kern	54%
93726	Fresno	54%
95204	San Joaquin	54%
90065	Los Angeles	54%
93210	Fresno	54%
93021	Ventura	54%
95388	Merced	54%
95678	Placer	54%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
93256	Tulare	54%
94530	Contra Costa	54%
96064	Siskiyou	54%
92242	San Bernardino	54%
92116	San Diego	53%
93536	Los Angeles	53%
91711	Los Angeles	53%
94589	Solano	53%
95240	San Joaquin	53%
93926	Monterey	53%
92677	Orange	53%
95451	Lake	53%
95004	Monterey	53%
91741	Los Angeles	53%
94002	San Mateo	53%
90822	Los Angeles	53%
92386	San Bernardino	53%
91361	Ventura	53%
90011	Los Angeles	52%
92704	Orange	52%
91767	Los Angeles	52%
92505	Riverside	52%
93630	Fresno	52%
92126	San Diego	52%
95834	Sacramento	52%
90025	Los Angeles	52%
92371	San Bernardino	52%
93015	Ventura	52%
94060	San Mateo	52%
94564	Contra Costa	52%
91603	Los Angeles	52%
95589	Humboldt	52%
92275	Imperial	52%
91766	Los Angeles	51%

Zip Code	County	Percentage of 3- and 4-Year-Olds Unserved
92805	Orange	51%
92841	Orange	51%
92584	Riverside	51%
95337	San Joaquin	51%
92082	San Diego	51%
92501	Riverside	51%
91307	Ventura	51%
94602	Alameda	51%
92591	Riverside	51%
92315	San Bernardino	51%
90506	Los Angeles	51%
93449	San Luis Obispo	51%
92539	Riverside	51%
96088	Shasta	51%
96032	Siskiyou	51%
93033	Ventura	50%
90806	Los Angeles	50%
95823	Sacramento	50%
92404	San Bernardino	50%
90016	Los Angeles	50%
90221	Los Angeles	50%
92405	San Bernardino	50%
96003	Shasta	50%
90605	Los Angeles	50%
95993	Sutter	50%
95336	San Joaquin	50%
92806	Orange	50%
93117	Santa Barbara	50%
92408	San Bernardino	50%
95367	Stanislaus	50%
92532	Riverside	50%
95954	Butte	50%
93925	Monterey	50%
95962	Yuba	50%

^a The table does not include enrollment in First 5 county-funded preschool slots.

^b These figures are as of 2014—prior to the restoration and expansion of 23,827 slots in 2014–15 and 2015–16—because the exact location of all these new slots is not yet known.