



FLORIDA STATE BOARD OF EDUCATION  
UNIVERSAL PREKINDERGARTEN EDUCATION  
ADVISORY COUNCIL

REPORT AND RECOMMENDATIONS  
TO THE  
FLORIDA STATE  
BOARD OF EDUCATION

October 21, 2003

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UNIVERSAL PREKINDERGARTEN EDUCATION  
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October 21, 2003

Access the Report at:

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## EXECUTIVE SUMMARY

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### *Overview of the Constitutional Amendment and Senate Bill 1334*

In November 2002, through the approval of Amendment 8 to the Constitution, Florida's citizens voted to provide free universal prekindergarten on a voluntary basis to all four-year-old children. Article IX of the State Constitution was amended to read:

*Section 1. Public Education. –*

*(b) Every four-year-old child in Florida shall be provided by the State a high quality pre-kindergarten learning opportunity in the form of an early childhood development and education program which shall be voluntary, high quality, free, and delivered according to professionally accepted standards. An early childhood development and education program means an organized program designed to address and enhance each child's ability to make age appropriate progress in an appropriate range of settings in the development of language and cognitive capabilities and emotional, social, regulatory and moral capacities through education in basic skills and such other skills as the Legislature may determine to be appropriate.*

*(c) The early childhood education and development programs provided by reason of subparagraph (b) shall be implemented no later than the beginning of the 2005 school year through funds generated in addition to those used for existing education, health, and development programs. Existing education, health, and development programs are those funded by the State as of January 1, 2002, that provided for child or adult education, health care, or development.*

To implement this constitutional amendment, the 2003 Legislature passed Committee Substitute for Committee Substitute for Senate Bill 1334, Senate Bill 534 and Senate Bill 360 (CS/CS/SB 1334). This legislation, at section 1(2), requires the State Board of Education to submit a report to the Governor, the President of the Senate, and the Speaker of the House that includes recommendations or options on the following:

- curriculum and standards
- high quality learning opportunity

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- quantity of instruction
  - delivery system
  - assessment and evaluation
  - funding.

CS/CS/SB 1334 also requires the State Board's recommendations or options to include best practices to improve the outcomes of school readiness coalitions and providers. A copy of the legislation is included as Appendix A.

## *State Board of Education UPK Advisory Council*

To assist in the development of recommendations for the implementation of a high quality prekindergarten learning opportunity, the State Board of Education established the Universal Prekindergarten (UPK) Education Advisory Council on April 15, 2003.

This report presents the recommendations of the Council to the State Board of Education and addresses expected outcomes, curriculum and assessment standards, program delivery design, coordination with existing school readiness programs, best practices, and cost estimates.

## *The Work of the Council*

The Council conducted nine meetings and conference calls from June through October 2003 to review research and develop recommendations and options for the State Board of Education. The meetings focused on research and policy questions organized around four topic areas:

- Outcomes and Accountability
- Program Standards
- Costs and Resources
- Delivery Design and Governance.

Each Council meeting provided opportunity for public input.

To keep members and the public informed about the plans and activities of the Council, a website was established at [www.upkcouncil.org](http://www.upkcouncil.org). The website provided background information, current announcements, member list, contact information for members and staff, presentations of experts, and summaries and transcripts of the meetings. In addition, the site had links to a wide variety of documents including meeting agendas, meeting reference materials and other resource documents. The website also provided a means for public comment via

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an electronic "bulletin board." All input received through this means may be accessed through the website.

Each meeting included a review of relevant research and presentations by national experts. Appendix B provides a listing of the reference materials that were made available to members in their resource packets and through the website.

Attendance of members was excellent and a large number of interested persons attended each meeting. The meetings were characterized by active participation and thoughtful deliberation by members, and relevant public testimony.

The work of the Council is summarized in the chart at the end of this section that presents the guiding principles, the characteristics of high quality, and the recommended program standards for the implementation of Florida's UPK program.

### *Advisory Council Members*

The Council was chaired by Lieutenant Governor Toni Jennings and included 20 members representing the school readiness system and the business community. The Council members were

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**Toni Jennings**, Chair  
Lieutenant Governor

**Nancy Lieberman**  
Director, Pre-K Programs for Children with  
Disabilities, Broward County Schools

**Sister Roberta Bailey**, OSB  
At-Large Representative

**Nelson Luis**  
General Director, Division of Supportive  
Services,  
Hillsborough County Schools

**Gustavo A. Barreiro**  
Representative, District 107  
Florida House of Representatives

**Barbara Mainster**  
At-Large Representative

**Scott Clemons**, Esq.  
At-Large Representative

**David Miller**  
Superintendent,  
Wakulla County School Board

**H.G. (Butch) Cronon**  
At-Large Representative

**Dr. Carmen Nicholas**  
Director, Head Start, Palm Beach County  
Board of Commissioners

**Rudy Garcia**  
Senator, 40<sup>th</sup> District, Florida Senate

**Susan Pareigis**  
Secretary, Agency for Workforce Innovation

**Barbara Hodges**  
Faith-Based Provider

**Susan Story**  
At-Large Representative

**Jackie Kolk**, Esq.  
At-Large Representative

**James Warford**  
Chancellor, K-12 Programs  
Florida Department of Education

**R. Kirk Landon**  
At-Large Representative

**Thelma Washington**  
Director, Gertrude Walden Child Development  
Center

**David Lawrence**  
Chair, Florida Partnership for School  
Readiness

**Katherine Wilson**, Esq.  
Chair, Duval County School Readiness  
Coalition

Support to the Council was provided by Lucy Hadi, Chief of Staff for the Lt. Governor, and Shan Goff, Deputy Chancellor, Student Achievement, K-12 Education, Florida Department of Education.

The deliberations of the Council are summarized in the following section and the final recommendations are presented in the chart at the end of the section.

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## *Council Deliberations*

The Council launched the inaugural meeting by establishing guiding principles to use as a reference for developing their recommendations for the State Board of Education. To generate the guiding principles, the Chair instructed each member to indicate guiding principles that the group should consider. The members offered comments, which were recorded. The 36 items generated were then consolidated into 13 categories. After members reviewed the categories, the Chair asked members to indicate their top five preferences. The resulting vote combined the items into six categories to serve as the guiding principles for the group. The Council's guiding principles were posted at each meeting.

In addition to its guiding principles, the Council developed expectations for high quality to use as an additional reference for implementing the UPK program. Using a process similar to that used in developing the guiding principles, members gave suggestions that generated a list of factors to define high quality prekindergarten. The process resulted in 32 items that were later consolidated into seven topic areas. In a subsequent conference call, members voted on their top five items. Items that received at least five votes were included in the final set. Using this criterion, 19 items were in the final list.

The Council used the guiding principles and the characteristics of high quality as a framework for the discussion of outcomes and accountability. The Council reviewed the current *Florida School Readiness Performance Standards for Three-, Four-, and Five-Year-Old Children 2002* developed by the Florida Partnership for School Readiness (FPSR). After discussion, the members agreed to use the FPSR standards as the child outcomes for UPK, with additions to the language category to emphasize literacy. The wording to add is as follows:

- verbal language
  - listening
  - speaking
  - vocabulary
  - social uses of language
  
- emerging literacy
  - oral language
  - print knowledge
  - phonological awareness.

To develop program standards, the Council again used the guiding principles and characteristics of high quality as a framework for the discussion. Following the expert testimony, the Council members generated a list of potential program

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standards for each topic. Over the course of three meetings the members refined and clarified the statements. In their final discussion of this topic, the members rated the statements on a five-point agree/disagree scale. All items were rated 4.0 or higher and were therefore adopted as recommended program standards.

The Council's guiding principles and characteristics of high quality also framed the discussion of costs and resources as well as service delivery design and governance. Council members reviewed the expert testimony and heard comments from a number of stakeholders during the public comment period of each meeting. Over the course of four meetings, the members discussed costs and resource issues and service delivery and governance options and generated a list of potential program standards relating to these topics.

The following chart provides a consolidated summary of the guiding principles, the characteristics of high quality, and the recommended program standards developed by the Universal Prekindergarten Education Advisory Council.

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## **Recommendations for Florida Universal Prekindergarten Education**

### **ACCOUNTABILITY**

**Guiding principle: Focus on outcomes and accountability.**

- |  |   |
|--|---|
| <b>Characteristics of High Quality</b> | <ul style="list-style-type: none"><li>● Expectations for accountability extend to child outcomes, teachers, parents, and the legislature</li><li>● Consistently high-performing programs regardless of geographic location or provider type</li><li>● Recognize the uniqueness of each child; establish a multi-track process that validates outcomes in all socio-economic backgrounds</li><li>● Ensure that children have functional use of oral language to interact effectively with others</li></ul> |
|--|---|

- |                              |  |
|------------------------------|--|
| <b>Recommended Standards</b> | <ul style="list-style-type: none"><li>◆ A statewide performance measure should be established requiring that at least 90% of children who complete UPK are assessed as "ready" upon entering kindergarten</li><li>◆ Quality should be consistent across public and private settings</li><li>◆ Programs should be measured on quality of the learning environment and interactions between children and staff</li><li>◆ Programs must comply with all applicable licensure and statutory requirements, including adult-to-child ratios, minimum square footage, and hours per day</li><li>◆ Programs should measure a continuum of performance in all domains with progress evaluated against child and program baseline data</li><li>◆ Statewide expectations should be established for planning and resource allocation and use</li></ul> |
|------------------------------|--|

### **ASSESSMENT**

**Guiding Principle: Focus on outcomes and accountability.**

- |  |   |
|--|---|
| <b>Characteristics of High Quality</b> | <ul style="list-style-type: none"><li>● Individualized learning experience linked to ongoing assessment of each child's needs regardless of child's background</li><li>● Recognition that outcomes for children may be different given individual needs; rates of learning may be different</li><li>● Use of a statewide assessment of child outcomes that includes both diagnostic and prescriptive components, but avoids stigmatizing children</li></ul> |
|--|---|

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- Recommended Standards**
- ◆ The State should define essential elements that assessment instruments should address, yet allow flexibility in selection from a limited, defined set of instruments
  - ◆ Assessment instruments should
    - include educational and developmental screening to identify need for services and be prescriptive so parents and teachers know how to address children's needs
    - be comparable and consistent in measurement
    - include a variety of data sources
    - be skill-focused, clearly written, and research-based
    - reflect progress made toward a standard in addition to whether the standard was reached or not
    - accommodate non-English speaking children and children with disabilities
  - ◆ Assessments should be conducted at the beginning and end of each year
  - ◆ Parents should receive regular periodic assessments of child progress and developmental and educational needs
  - ◆ Assessments should use trend data and multiple observations, not a single observation
  - ◆ Assessment procedures should not be too complicated or extensive for the child, too burdensome for the assessors, too time-consuming, or too expensive
  - ◆ Retain requirement for uniform screening for all children entering kindergarten
  - ◆ Develop effective linkages for kindergarten transitions and ensure that assessment information (pre/post) is shared with the kindergarten teacher

**COMMUNITY PARTNERSHIPS**  
**Guiding principle: Involve public/private partnerships.**

- Characteristics of High Quality**
- Ensure that children are ready for the learning experience and recognize that the child's basic needs must be met through coordination with other state agencies or private partnerships

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- Recommended Standards**
- ◆ Program should address vision, hearing, social and emotional development, and health issues through linkages with community partner agencies
  - ◆ Applications used by parents for UPK program enrollment should inventory the child's needs and service history (including Medicaid eligibility)
  - ◆ Establish referral process for wrap-around services (funded from other sources) for children who need additional supports
  - ◆ Link with current early care and education resources in the community:
    - single point of entry through resource and referral function
    - current providers
    - early intervention professionals and Child Find
  - ◆ Develop partnerships with county government, public health departments, Children's Services Councils, libraries, business, and retirees
  - ◆ Use universities and community colleges to provide interns and deliver training for professional development

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## PARENTAL INVOLVEMENT

**Guiding principle: Offer parental choice and opportunities for involvement.**

- Characteristics of High Quality**
- Respectful partnerships between parents and teachers; respectful of cultural diversity; sensitive to the needs of second-language learners
  - Opportunities for all parents to “grow with” their child and develop parenting skills; partner with other providers/agencies for resources and services for families

- Recommended Standards**
- ◆ Staff in UPK programs should respect the role of parents as their child's first and most vital teacher
  - ◆ Programs should have strong expectations of parental involvement and encourage parents to be involved in getting their children "ready for school"
  - ◆ Require that the curriculum include a parental involvement component
  - ◆ Parent involvement opportunities and resources should be offered in the language most familiar to the parent
  - ◆ Parent education and enrichment opportunities should be an integral part of all UPK programs
  - ◆ Programs should link to literacy programs to target parents who are not literate
  - ◆ Include in the application/entry process for UPK programs opportunities to get information regarding parental involvement and provide parents with supports

## CURRICULUM AND LEARNING ENVIRONMENT

**Guiding principle: Emphasize developmentally appropriate practices.**

- Characteristics of High Quality**
- Literacy-focused, age-appropriate curriculum; family literacy opportunities
  - Responsive to children with disabilities and those with special needs, including non-English speaking children; consider incentives for programs
  - Customized and focused on the needs of the individual child
  - Multi-sensory approach to early literacy; hands-on approach that includes the research-based components (phonics, vocabulary, etc.) of reading
  - Must be fun and instill a love for learning
  - Learning environments with low child-to-teacher ratios and appropriate learning materials and curricula

**Recommended Standards**

**Curriculum**

- ◆ Organized activities include a balance of teacher-directed and child-directed learning opportunities that are designed to address and enhance children’s literacy and language, cognitive, emotional, social, self-regulatory and moral capabilities
- ◆ Learning activities should be designed to build on children’s interests and skills to create meaningful and authentic experiences
- ◆ The State should certify curriculum choices for programs to select plus provide a mechanism for UPK providers to request certification of alternative curricula
- ◆ All curriculum choices should be
  - age-appropriate
  - research-based (especially concerning early literacy)
  - designed to promote all domains
  - consistent with Florida Statutes
  - affordable

- ◆ Ensure appropriate requirements are in place for outdoor play space as well as indoor space

**Quantity**

- ◆ Maximum class size: Maximum of 20 children in a single class
- ◆ Minimum class size: 5 with exceptions (flexibility) allowable to meet unique community or child needs
- ◆ Minimum length of year: 1080 hours with at least 720 contact hours of quality learning experience addressing the curriculum and performance standards

**Ratios**

- ◆ Minimum staff ratio: 1:10 ratio, with a second staff required for classes of 11 - 20 children

**Quality**

- ◆ Regardless of setting, programs must meet Gold Seal Standards or Southern Association of Colleges and Schools (SACS) accreditation within one year of UPK program implementation
- ◆ Establish a time-limited waiver for the Gold Seal or SACS requirement for program providers to obtain accreditation within 12 months after UPK implementation

**PROFESSIONAL DEVELOPMENT**  
**Guiding principle: Employ qualified staff.**

**Characteristics of High Quality**

- Systematic and structured on-going staff development for all providers
- All providers having access to the same quality staff development in key areas such as curriculum delivery and serving children identified with special needs, those with disabilities, or non-English speaking children

**Recommended Standards**

**Minimum Qualifications**

- ◆ Require at least two staff for every 20 children to have a minimum of a national Child Development Associate (CDA) certificate or a Florida CDA Equivalent certificate
- ◆ Establish a multi-level reimbursement system that is based on qualifications of staff
- ◆ Provide incentives for high performance in achieving positive outcomes

**Skill Development**

- ◆ Provide funding for resource teachers to provide coaching and development of programs for UPK staff, including assistance to meet the needs of non-English speaking children and children with disabilities
- ◆ Establish a ratio of resource teachers to classrooms that reflects the qualifications of the UPK staff, with more resource teachers in cases where the staff hold a CDA and fewer where staff hold a bachelor's degree
- ◆ Establish a continuing education requirement for the Florida CDA Equivalent, as is required for the national CDA, which includes effective practices for increasing parental involvement
- ◆ Require a continuing education component for UPK staff and administrators including, but not limited to, meeting the needs of non-English-speaking children and children with disabilities
- ◆ Require individual professional development plans/supports for UPK staff who need them
- ◆ Provide career ladder opportunities for UPK staff and administrators

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### ***Phased Implementation***

- ◆ Establish a waiver for the requirement for the second CDA in the classroom to allow time for staff to upgrade their certification. Establish rigid criteria for the waiver, and ensure that it is time-limited to 12 months after UPK implementation
- ◆ 5-year target: At least one staff member in each classroom will have an associate's degree in Early Childhood Education
- ◆ 8-year target: At least one staff member in each classroom will have a bachelor's degree in Early Childhood Education

## **COSTS AND RESOURCES**

**Guiding principle: Be supported by adequate resources.**

### **Recommended Standards**

- ◆ UPK funding will support up to a six-hour program day of which a minimum of four hours must be high quality instruction
- ◆ All funding that currently supports early learning services for eligible four-year-old children should be used to the maximum degree possible in implementing Florida's UPK program, including wrap-around and extended day services, consistent with applicable laws and regulations
- ◆ Communities should collaborate through public/private partnerships on increasing capacity to serve four-year-old children; resources in local communities must be considered including churches, community centers, current child care providers, local government facilities, and business locations
- ◆ Consider a one-time per-child allocation for start-up costs for UPK programs

## **SERVICE DELIVERY DESIGN AND GOVERNANCE**

**Guiding principle: Be supported by adequate resources.**

### **Characteristics of High Quality**

- Inclusive of the widest possible array of providers, including family-based providers

### **Recommended Standards**

#### ***Service Delivery Design***

- ◆ It is important to have a diverse provider system for the UPK program to support parental choice and maximize use of existing program capacity and community resources
- ◆ There must be a concerted effort to build physical and program capacity for UPK implementation in each local community through partnerships with local governments, community and faith-based organizations, and businesses

#### ***Local Governance***

- ◆ Maintain a local governance structure with modifications to address deficiencies/conflicts in membership and operation
  - Consolidate administrative functions to minimize the number of local coalitions, while assuring that program planning, service coordination, and fund allocation address the specific needs of each county.
  - Financial decisions of local coalitions must be "non-conflicted." Voting members of local coalitions should not have financial interests that pose a conflict with the larger public interests addressed by the coalition. To this end, a voting majority of local coalition members should be persons who do not have a substantial financial interest in the design or delivery of school readiness services in Florida.
  - Ensure that all key stakeholders are represented in planning and service coordination discussions and decisions
  - Reinforce existing statutory requirements on ethics and conflicts of interest. Provide local coalitions appropriate operating procedures, guidelines, and training relevant to membership and operations with specific attention to ethics, including areas of potential conflict

- 
- Revise current membership requirements to reflect changes in role and to address need for local flexibility and for representation from the private business sector, which may affect the coalition's size
  - In revising membership requirements for local coalitions, include representation from post-secondary education providers, programs for infants and toddlers with disabilities under Part C of the Individuals with Disabilities Education Act, consumers/parents, and family child care homes
  - Include provisions for coalitions to submit nominations for membership for consideration
  - At least 51 percent of voting members must be private sector, non-conflicted members, and the chair must be a private-sector business non-conflicted member

#### **State Governance**

- ◆ Transfer school readiness programs to the Department of Education under separate Chancellor for Early Learning who will report to the Commissioner of Education
  - ◆ The State Board of Education has final authority for rules, etc.
  - ◆ Establish an Early Learning Board (e.g., functioning like the Board of Governors for Universities appointed by Governor) to advise the State Board of Education and the Chancellor on policy, personnel, and resources
  - ◆ The Early Learning Board should include persons who represent the community and who are knowledgeable of early childhood programs (including Head Start)
  - ◆ The Early Learning Board must develop a well-defined state implementation plan for UPK that includes a strong fiscal and program accountability structure, and which must be approved by the State Board of Education.
  - ◆ Local coalitions must be provided technical assistance and guidance. The Chancellor must have the authority to require corrective action by the local coalitions
  - ◆ No additional positions or funds should be provided for state-level administration of the UPK program than are used for state-level administration of the School Readiness program for FY 2004-2005
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## **CHAPTER 1 INTRODUCTION**

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### *Overview of the Constitutional Amendment and Senate Bill 1334*

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  - delivery system
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### *The Work of the Council*

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resource documents. The website also provided a means for public comment via an electronic "bulletin board." All input received through this means may be accessed through the website.

Each meeting included a review of relevant research and presentations by national experts. Appendix B provides a listing of the reference materials that were made available to members in their resource packets and through the website.

The topics and research and policy questions identified for each meeting are listed below.

**June 24, 2003 – Tallahassee, Florida – Guiding Principles and Outcome Indicators of High Quality Prekindergarten Education**

- What principles should guide the implementation of universal prekindergarten education in Florida?
- What do we want children to know and be able to do by third grade?
- Why is a high quality early learning opportunity important?
- What does a high quality prekindergarten early learning opportunity look like?

**July 8, 2003 – Conference Call – Outcome Indicators of High Quality Prekindergarten Education; Planning for Accountability and Program Standards Meeting**

**July 23, 2003 – Orlando, Florida – Accountability and Program Standards**

- What should Florida's four-year-old children know and be able to do? How will we know if these child outcomes have been achieved?
  - What does accountability mean for K-12 programs?
  - What do we want children to know and be able to do by third grade? (continued)
  - What are the implications of K-12 expectations for the UPK program?
  - What are Florida's current school readiness standards (outcomes for children)?

- 
- What outcomes have other states identified and how do Florida's standards compare?
  - What characteristics should Florida's UPK early education programs have in order to achieve the outcomes we expect?
  - What are the characteristics of successful early education (UPK) programs?

**August 6, 2003 – Conference Call – Program Standards; Planning for Program Standards/Costs and Resources Meeting**

- What characteristics should Florida's UPK early education programs have in order to achieve the outcomes we expect? (continued)

**August 20, 2003 – Ft. Lauderdale, Florida – Program Standards and Costs and Resources**

- What characteristics should Florida's UPK early education programs have in order to achieve the outcomes we expect? (continued)
- What funding and resource principles should guide the funding of Florida's UPK programs?
  - What elements are included in the cost of Georgia's universal prekindergarten program?
  - What resources and funding are available?
  - How are other states' early education programs funded?

**September 10, 2003 – Tallahassee, Florida – Program Standards and Costs and Resources**

- What characteristics should Florida's early education (UPK) programs have in order to achieve the outcomes we expect? (continued)
- What funding and resource principles should guide the funding of Florida's UPK programs? (continued)
  - What assumptions should be made when determining cost per child for UPK?

- 
- Early Learning Programs: What are the current sources of funding for Florida's existing school readiness programs? How many four-year-old children are currently served? What is the current cost of Florida's school readiness programs? What elements are included in the current cost per child?
  - Services and Funding under the Individuals with Disabilities Education Act (IDEA) for Students with Disabilities: What are the federal requirements for programs for four-year-old children with disabilities? How many four-year-old children with disabilities are currently served? Where are these services provided? What are the state and federal sources of funds for these programs?
  - Services and Funding under Title I (No Child Left Behind): What are the federal requirements for school readiness programs funded under Title I? How many four-year-old children are currently served? Where are these services provided?
  - What creative funding strategies should be used in funding Florida's quality early education (UPK) programs?
  - How many children are served in public schools?
  - What is the current cost of kindergarten?
  - What elements are included in the current cost per child?

**September 17, 2003 – Tampa, Florida – Service Delivery Design and Governance**

- What state and local governance options would be best suited to execute essential functions of UPK?
  - What are the service delivery models used by other states?
  - Is there research that indicates which models produce better child outcomes?
  - What are the organizational principles that should guide local governance?
  - What are the exemplary practices of local school readiness coalitions that are needed to continue for successful implementation of Florida's UPK programs?

- 
- What local governance options would be best able to continue these exemplary practices?
  - What functions must the state governance structure be able to carry out efficiently and effectively for the successful implementation of Florida's UPK programs?

### **October 1, 2003 – Tampa, Florida – Service Delivery Design and Governance**

- What state and local governance options would be best suited to execute essential functions of UPK? (continued)
  - What exemplary practices of local school readiness coalitions are needed to continue for successful implementation of Florida's UPK programs? (continued) What deficiencies should be corrected?
  - What functions must the state governance structure be able to carry out efficiently and effectively for the successful implementation of Florida's UPK programs? (continued)
  - What state governance option(s) would be best suited to execute essential functions?

### **October 15, 2003 – Orlando, Florida – Governance and Review of Draft Report**

Agendas for each meeting and meeting summaries, providing highlights of presentations and council discussions, are provided on the Council website at [www.upkcouncil.org](http://www.upkcouncil.org), as are meeting transcripts.

Attendance of members was excellent and a large number of interested persons attended each meeting. The meetings were characterized by active participation and thoughtful deliberation by members, and relevant public testimony.

### ***Advisory Council Members***

The Council was chaired by Lieutenant Governor Toni Jennings and included 20 members representing the school readiness system and the business community. The Council members were

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**Toni Jennings**, Chair  
Lieutenant Governor

**Nancy Lieberman**  
Director, Pre-K Programs for Children with  
Disabilities, Broward County Schools

**Sister Roberta Bailey**, OSB  
At-Large Representative

**Nelson Luis**  
General Director, Division of Supportive  
Services,  
Hillsborough County Schools

**Gustavo A. Barreiro**  
Representative, District 107  
Florida House of Representatives

**Barbara Mainster**  
At-Large Representative

**Scott Clemons**, Esq.  
At-Large Representative

**David Miller**  
Superintendent,  
Wakulla County School Board

**H.G. (Butch) Cronon**  
At-Large Representative

**Dr. Carmen Nicholas**  
Director, Head Start, Palm Beach County  
Board of Commissioners

**Rudy Garcia**  
Senator, 40<sup>th</sup> District, Florida Senate

**Susan Pareigis**  
Secretary, Agency for Workforce Innovation

**Barbara Hodges**  
Faith-Based Provider

**Susan Story**  
At-Large Representative

**Jackie Kolk**, Esq.  
At-Large Representative

**James Warford**  
Chancellor, K-12 Programs  
Florida Department of Education

**R. Kirk Landon**  
At-Large Representative

**Thelma Washington**  
Director, Gertrude Walden Child Development  
Center

**David Lawrence**  
Chair, Florida Partnership for School  
Readiness

**Katherine Wilson**, Esq.  
Chair, Duval County School Readiness  
Coalition

Professional biographies of Council members, highlighting their credentials and experience relating to early childhood education, are presented on the Council's website at [www.upkcouncil.org](http://www.upkcouncil.org).

Support to the Council was provided by Lucy Hadi, Chief of Staff for the Lt. Governor, and Shan Goff, Deputy Chancellor, Student Achievement, K-12 Education, Florida Department of Education.

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## **CHAPTER 2 GUIDING PRINCIPLES**

*What principles should guide the implementation of universal prekindergarten education in Florida?*

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### ***Development of the Guiding Principles***

The Council launched the inaugural meeting by establishing guiding principles to use as a reference for developing their recommendations for the State Board of Education. To generate the guiding principles, the Chair instructed each member to indicate guiding principles that the group should consider. The members offered comments, which were recorded. The 36 items generated were then consolidated into 13 categories. After members reviewed the categories, the Chair asked members to indicate their top five preferences. The resulting vote combined the items into six categories to serve as the guiding principles for the group. The Council's guiding principles were posted at each meeting.

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### ***Council Consensus – Guiding Principles***

Florida's universal prekindergarten education programs should

- emphasize developmentally appropriate practices
- focus on outcomes and accountability
- offer parental choice and opportunities for involvement
- be supported by adequate resources
- involve public/private partnerships
- employ qualified staff.

The comments of Council members are summarized for each principle as follows:

#### **Emphasize developmentally appropriate practices.**

- Curricula and assessments in prekindergarten programs should be age-appropriate – focusing on early language development and literacy and reflecting individual needs and cultural and economic diversity.

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- Appropriate assessment and intervention should be available to identify and support children who have early learning problems or special needs.

**Focus on outcomes and accountability.**

- Both public and private sector programs should focus on outcomes that align with Florida Partnership for School Readiness Performance Standards and the Sunshine State Standards.
- Programs should be accountable for outcomes, using a refined data collection and analysis structure.

**Offer parental choice and opportunities for involvement.**

- Programs should develop meaningful partnerships with parents, engaging them in decisions about their children's program.
- Parents should have choices of programs, including settings that accommodate needs of working parents.

**Be supported by adequate resources.**

- Programs should have adequate, flexible resources needed to implement quality programs, including appropriate class size and teacher-child ratios.
- Providers, regardless of size, should have access to specialized resources.

**Involve public/private partnerships.**

- All types of providers should participate as equal partners.
- Communities must have flexibility to address specific community needs.
- Communities should demonstrate commitment to programs, supporting programs financially and helping develop capacity.

**Employ qualified staff.**

- Teachers should be qualified to provide an effective learning experience.
- The program should include a strong staff development component, engaging the community colleges and universities as partners in preparing early education providers.

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## **CHAPTER 3**

### **CHARACTERISTICS OF HIGH QUALITY**

*What do we want children to know and be able to do by third grade?  
Why is a high quality early education learning opportunity important?  
What does a high quality prekindergarten  
learning opportunity look like?*

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#### ***What Research and Experts Tell Us***

The Council heard testimony from the following:

- Shan Goff, Deputy Chancellor, Student Achievement, K-12 Education, Florida Department of Education, presented an overview of the Sunshine State Standards (SSS), grade-level expectations for students in K-3, and data on the performance of Florida's third graders on the reading portion of the Florida Comprehensive Assessment Test (FCAT).
- Joe Torgesen, Ph.D., Director, Florida Center for Reading Research, provided highlights of his research on emergent literacy skills and other nationally recognized research regarding the importance of early education.
- Carolyn DuBard, Ph.D., Statistician, Economic and Demographic Research, Florida Legislature, presented a picture of the four-year-old population and related demographic information.
- Cathy Bishop, Program Specialist, Instructional Support and Community Services, Florida Department of Education, presented an overview of the School Readiness Uniform Screening System (SRUSS).

#### **Shan Goff**

Shan Goff addressed the question, "*What do we want children to know and be able to do by third grade?*" Ms. Goff presented an overview of the Sunshine State Standards and the corresponding grade-level expectations for students in grades K-3. She explained that the Sunshine State Standards are Florida's description of "what we expect children to know and be able to do" in kindergarten through grade 12 in various content areas. These expectations are also delineated for each grade level in the grade-level expectations. Ms. Goff referred the Council members to the meeting handouts that included the

*Sunshine State Standards for Language Arts and the Grade-Level Expectations for Kindergarten.*

Ms. Goff reviewed the gains that Florida’s students have made in reading on the Florida Comprehensive Assessment Test (FCAT), the state assessment that is given in grades 3-10 (see exhibit below).

**Reading Scores  
Statewide Comparison for 2001 to 2003  
FCAT Reading – Sunshine State Standards Test<sup>1</sup>**

Grade	Year	# of Students	Developmental Scale Score	Mean Scale Score	Percent of Students by Achievement Level					Achievement Level Three & Above
					1	2	3	4	5	
3	2001	186,139	1233	289	29	14	32	21	4	57
	2002	188,387	1257	293	27	14	32	23	5	60
	2003	188,107	1290	298	23	15	33	25	5	63
4	2001	188,696	1455	298	31	16	28	18	7	53
	2002	191,866	1463	299	30	15	28	21	6	55
	2003	193,391	1497	305	25	15	31	23	6	60
5	2001	187,570	1493	282	31	17	29	18	5	52
	2002	192,604	1507	285	28	18	30	19	4	53
	2003	192,881	1540	290	25	18	33	21	4	58
6	2001	187,234	1604	292	30	18	29	18	5	52
	2002	194,125	1601	291	30	18	28	18	5	51
	2003	196,333	1619	295	28	18	30	18	5	53
7	2001	183,272	1677	292	32	21	28	14	5	47
	2002	191,991	1690	294	29	21	29	16	5	50
	2003	197,417	1704	297	28	21	29	17	6	52
8	2001	174,016	1814	295	30	27	26	13	4	43
	2002	184,483	1813	295	29	26	28	14	3	45
	2003	192,116	1842	301	26	26	30	16	3	49
9	2001	191,518	1781	286	46	26	16	7	5	28
	2002	204,728	1789	287	44	27	17	8	4	29
	2003	205,965	1807	291	43	27	18	8	5	31
10	2001	144,471	1964	307	31	31	20	8	9	37
	2002	150,131	1942	303	32	33	21	8	7	36
	2003	167,396	1939	302	33	32	20	8	8	36

NOTE: Achievement Level information was not reported in May 2001 for grades 3, 5, 6, 7, and 9. The data shown here reflect retroactive application of the Achievement Level criteria.

<sup>1</sup> Data are for all students tested in all curriculum groups.

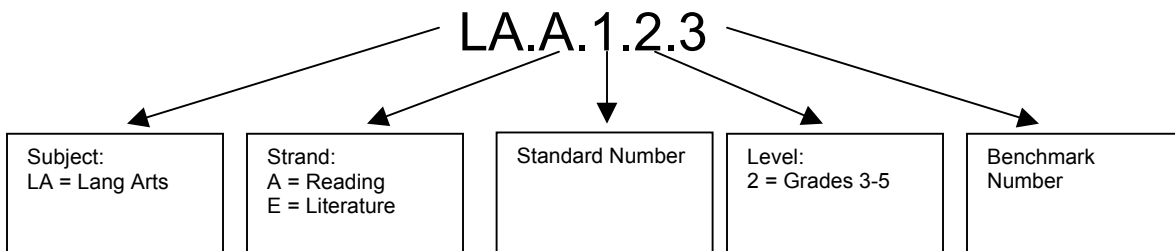
Source: Florida Department of Education.

She noted that third grade is a critical time. In kindergarten through third grade, students are still learning to read. However, by the end of third grade, students are expected to read independently. In fourth grade, students begin reading to learn. The content and text in fourth grade textbooks are much more dense. This change from “learning to read” to “reading to learn” is evident by reviewing the differences between a third grade and a fourth grade science book. Ms. Goff indicated that when students are “moved” through school without being able to read independently, they continue to struggle throughout their school careers.

Ms. Goff explained that a score of Level 3 on the FCAT is considered proficient. Students who score at Level 1 on the reading portion of the Grade 3 FCAT are students who are reading significantly below grade level. She referred Council members to the chart below that lists the Sunshine State Standards in reading assessed by the FCAT.

**Grade 3 Reading Sunshine State Standards  
Assessed by FCAT**

<b>Sunshine State Standard Benchmarks – Grade 3 Reading</b>	
LA.A.1.2.3	Uses simple strategies to determine meaning and increase vocabulary for reading, including the use of prefixes, suffixes, root words, multiple meanings, antonyms, synonyms, and word relationships.
LA.A.2.2.1	Reads text and determines the main idea or essential message, identifies relevant supporting details and facts, and arranges events in chronological order.
LA.A.2.2.2	Identifies the author’s purpose in a simple text. (Includes LA.A.2.2.3 Recognizes when a text is primarily intended to persuade.)
LA.A.2.2.7	Recognizes the use of comparison and contrast in a text.
LA.A.2.2.8	Selects and uses a variety of appropriate reference materials, including multiple representations of information such as maps, charts, and photos, to gather information for research projects. (Includes LA.A.2.2.5 Reads and organizes information for a variety of purposes, including making a report, conducting interviews, taking a test, and performing an authentic task.)
LA.E.1.2.2	Understands the development of plot and how conflicts are resolved in a story.
LA.E.1.2.3	Knows the similarities and differences among the characters, settings, and events presented in various texts.
LA.E.2.2.1	Recognizes cause-and-effect relationships in literary texts. [Applies to fiction, nonfiction, poetry, and drama.]



Source: Florida Department of Education.

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Ms. Goff included a brief overview of the 2002 legislation designed to end the social promotion of students who could not read independently by the end of third grade. She concluded her remarks by urging the Council to ensure that any standards or expectations developed for UPK must be aligned with the existing state standards and expectations for public school students in kindergarten.

### **Joe Torgesen**

Joe Torgesen addressed the questions *"Why is a high quality early education opportunity important?"* and *"What does a high quality prekindergarten learning opportunity look like?"* Dr. Torgesen presented highlights from his research and from other nationally recognized research underscoring the importance of emergent literacy skills. The three domains of emergent literacy skills that are related to reading and writing are oral language, print knowledge, and phonological awareness. A young child's skill levels in these areas are strong predictors of how quickly, easily, and well that child will acquire conventional literacy skills, such as reading.

Dr. Torgesen shared with the Council four important goals for an effective preschool program. They are as follows:

- Increase the oral language ability of all children and move the ability of children with weaknesses in this area significantly toward the average range.
- Increase the phonological sensitivity and awareness of all children and move the ability of children with weaknesses in this area significantly toward the average range.
- Increase children's knowledge about print and its uses and move the ability of children with weaknesses in this area significantly toward the average range.
- Instill in all children a love of books and reading in order to support motivation for learning to read.

Dr. Torgesen also recommended important elements for potential program design. He outlined that an effective program would include:

- substantial time devoted every day to the instruction and supervised practice needed to stimulate oral language, phonological awareness, and knowledge about print
- development and maintenance of a strong professional development program to enable high quality instruction in the domains of emergent literacy

- 
- the use of screenings and other forms of assessments to identify children in particular need of more intensive instruction and support in order to “close the gap”
  - training for parents to support the development of early emergent skills in their children.

The two concluding presenters provided background information on the number of four-year-old children in Florida and the most recent performance data for prekindergarten children in terms of their readiness for kindergarten.

### **Carolyn DuBard**

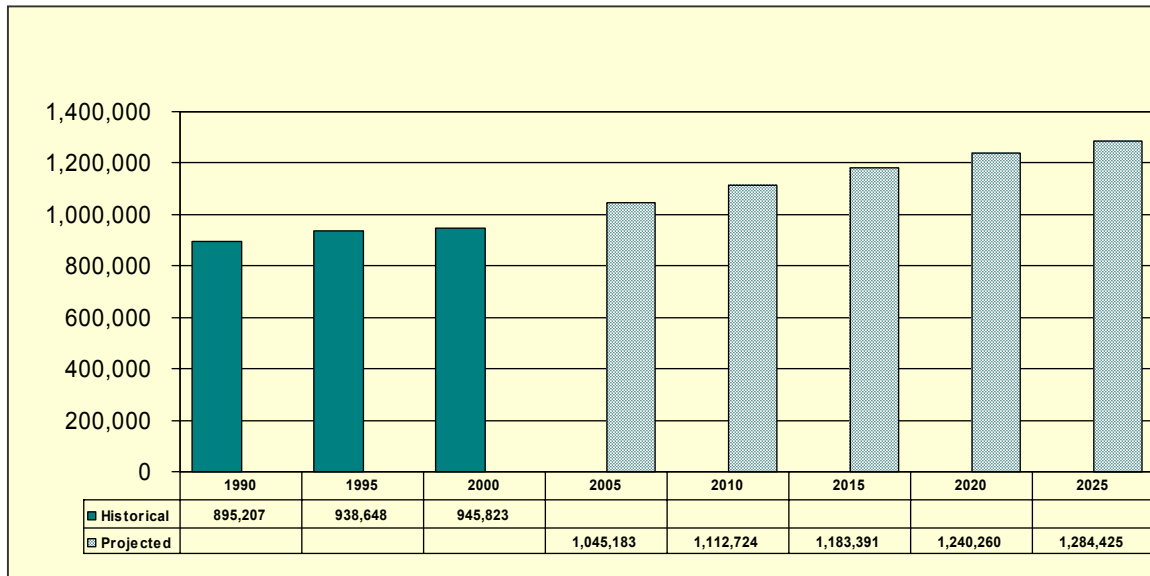
Carolyn DuBard presented a picture of the four-year-old population and related demographic information. In 2000, there were 945,823 children ages birth to four in Florida according to the federal census. These children had the following characteristics:

- At least 85% lived with at least one parent.
- Of the children living with at least one parent who is a householder:
  - 74.4 % lived in married-couple households
  - 20.0% lived with a single mother
  - 6.6% lived with a single father.
- 19% lived below the poverty level.
- 68% were white.
- About 20% were reported to be Hispanic or Latino.

There were 1,069,642 children ages birth to five in Florida in 2000. Of these children, 37% lived with two parents who worked and 23% lived with a single parent who worked.

Florida's population of children birth to four years has experienced rapid growth from 1990 through 2000 and is expected to have continued growth through 2025. The chart below illustrates this growth.

## Florida Population Birth to Age 4 History and Projections



Sources: Historical Data from EDR, FL Legislature; Projections by BEBR, UF

### Cathy Bishop

Cathy Bishop conveyed information regarding factors to be considered when screening and evaluating young children, the purpose and statutory requirements of SRUSS, screening instruments used and description of each instrument, and statewide results of SRUSS.

The 2002-2003 school year was the inaugural year for implementation of SRUSS. This screening system was implemented in accordance with the requirements of school readiness laws, Section 411.01(10), Florida Statutes (F.S.) and Section 1008.21, F.S. entitled, "School Readiness Uniform Screening (kindergarten)." Both statutes identify specific expectations for school readiness. The SRUSS system was designed to provide data on these expectations.

All school districts in Florida administered two screening instruments to students entering kindergarten for the first time. All kindergarten students in the state were screened using an on-demand developmental screening tool entitled the *Early Screening Inventory-Kindergarten (ESI-K)*. Additionally, school districts selected either the *Work Sampling System (WSS)*, or the *Ready-for-School Behavioral Screener*, for the purpose of conducting a social/behavioral screening. The majority of districts selected the *Work Sampling System*, and over 90% of the kindergarten students participating in SRUSS were screened with this instrument. All screenings were completed within the first 45 calendar days of the first day of school in each district. Additional information regarding

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these tools and guidelines for administration may be found on the Department of Education's website at <http://www.firn.edu/doe/sas/srushome.htm>.

For the 157,939 kindergarten students with valid scores reported on the *ESI-K*, the results revealed that:

- 82 percent of these students were considered “Ready Now.” This means that the development and abilities of these students were within the range of what is expected for children of this age.
- 13 percent of these students were considered to be “Getting Ready.” This means that the results of screening were inconclusive and that there may have been other factors that influenced the student’s performance on the day of screening. Some schools and districts may have elected to re-screen these students at a later date. (Re-screening results are not reported to the state.)
- 5 percent of these students were considered “Not Ready Yet.” This means that age appropriate development was not evidenced during the screening.

The percentage of students scoring “Ready Now” on the *ESI-K* ranged from 89% to 48% across all the school districts.

The results for the *Work Sampling System* were determined by the teachers’ rating of performance indicators in five domains (personal/social, language/literacy, mathematical thinking, the arts, and physical development/health). Scores were reported in the following readiness categories:

- Proficient – the skill was demonstrated
- In Process – the skill was not demonstrated consistently
- Not Yet – the skill was not demonstrated.

The results for the *Ready-for-School Behavioral Screener* were determined by the teachers’ checklist rating of 93 items that were grouped into 14 standards consistent with the expectations for readiness found in Section 411.01(4), F. S. Scores were reported in the following readiness categories:

- Proficient – demonstrated proficiency of needed skill
- Competent – development is proceeding at an adequate pace
- Emerging – may required additional instruction to more fully acquire needed skills.

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In considering the SRUSS results it is important to note that the purpose of a developmental screening instrument is to survey a child's ability to acquire skills. Such instruments are not in-depth assessments of skill achievement, performance, or acquired knowledge.

The Florida Partnership for School Readiness is currently evaluating the results of the 2002-03 SRUSS administration for the purpose of conducting additional research and analysis.

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### *Development of Characteristics of High Quality*

In addition to its guiding principles, the Council developed expectations for high quality to use as an additional reference for implementing the UPK program. Using a process similar to that used in developing the guiding principles, members gave suggestions that generated a list of factors to define high quality prekindergarten. The process resulted in 32 items that were later consolidated into seven topic areas. In a subsequent conference call, members voted on their top five items. Items that received at least five votes were included in the final set. Using this criterion, 19 items were in the final list.

The Council's principles of high quality, as summarized in the following chart, were disseminated in members' meeting materials and were posted on the Council's website.

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## Council Consensus – Characteristics of High Quality

CATEGORY	QUALITY STATEMENT
<b>Accountability for Outcomes</b>	<ul style="list-style-type: none"> <li>• Expectations for accountability extend to child outcomes, teachers, parents, and the legislature</li> <li>• Consistently high-performing programs regardless of geographic location or provider type</li> <li>• Recognize the uniqueness of each child; establish a multi-track process that validates outcomes in all socio-economic backgrounds</li> <li>• Ensure that children have functional use of oral language to interact effectively with others</li> </ul>
<b>Assessment</b>	<ul style="list-style-type: none"> <li>• Individualized learning experience linked to ongoing assessment of each child's need regardless of child's background</li> <li>• Recognition that outcomes for children may be different given individual needs; rates of learning may be different</li> <li>• Use of a statewide assessment of child outcomes that includes both diagnostic and prescriptive components, but avoids stigmatizing children</li> </ul>
<b>Community Partnerships</b>	<ul style="list-style-type: none"> <li>• Ensure that children are ready for the learning experience and recognize that the child's basic needs must be met through coordination with other state agencies or private partnerships</li> </ul>
<b>Parent Involvement</b>	<ul style="list-style-type: none"> <li>• Respectful partnerships between parents and teachers; respectful of cultural diversity; sensitive to needs of second-language learners</li> <li>• Opportunities for all parents to “grow with” their child and develop parenting skills; partner with other providers/agencies for resources and services for families</li> </ul>
<b>Curriculum and Learning Environment</b>	<ul style="list-style-type: none"> <li>• Literacy-focused, age-appropriate curriculum; family literacy opportunities</li> <li>• Responsive to children with disabilities and those with special needs, including non-English speaking children; consider incentives for programs</li> <li>• Customized and focused on the needs of the individual child</li> <li>• Multi-sensory approach to early literacy; hands-on approach that includes the research-based components (phonics, vocabulary, etc.) of reading</li> <li>• Must be fun and instill a love for learning</li> <li>• Learning environments with low child-to-teacher ratios and appropriate learning materials and curricula</li> </ul>
<b>Professional Development</b>	<ul style="list-style-type: none"> <li>• Systematic and structured ongoing staff development for all providers</li> <li>• All providers having access to the same quality staff development in key areas such as curriculum delivery and serving children identified with special needs, those with disabilities, or non-English speaking children</li> </ul>
<b>Service Delivery Design and Governance</b>	<ul style="list-style-type: none"> <li>• Inclusive of the widest possible array of providers, including family-based providers</li> </ul>

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## **CHAPTER 4 OUTCOMES AND ACCOUNTABILITY**

*What should Florida's four-year-old children know and be able to do?  
How will we know if these child outcomes have been achieved?*

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### *What Research and Experts Tell Us*

The Council heard testimony from the following:

- John Winn, Deputy Commissioner, Florida Department of Education, described what accountability means for K-12 programs and the implications for the UPK program.
- Katherine Kamiya, Executive Director, Florida Partnership for School Readiness (FPSR), presented Florida's current school readiness standards and described the process by which they were developed.
- Catherine Scott-Little, Ph.D., SERVE, summarized what other states have developed in the way of child outcomes and performance standards for prekindergarten education.

#### **John Winn**

John Winn addressed the questions, *“What does accountability mean for K-12 programs? What are the implications of K-12 expectations for the UPK program?”* Mr. Winn described standards as the unifying stream for all educational programs. Standards lend consistency to the educational process. He reviewed the history of Florida's accountability system, including the development of the Sunshine State Standards and the Florida Comprehensive Assessment Test. He identified five elements of a successful accountability system:

- Know what you are trying to accomplish.
- Decide what your measures are.
- Establish meaningful consequences.
- Ensure clear reporting.
- Accountability should lead directly to improvement.

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## **Katherine Kamiya**

Katherine Kamiya addressed the question, “*What are Florida’s current school readiness standards (outcomes for children)?*” Ms. Kamiya gave an overview of significant legislation and national initiatives that helped form the current *Florida School Readiness Performance Standards for Three-, Four-, and Five-Year-Old Children 2002* developed by the FPSR. Ms. Kamiya reviewed the format of the standards, noting there are definitions of the standards, examples of behavior, and cross-references to Head Start Performance standards, Sunshine State Standards, and the Florida Statutes. All Council members received a copy of the FPSR standards to review. A summary of the FPSR Performance Standards is provided in Appendix C. A complete copy of the standards is available on the FPSR website at [www.schoolreadiness.org](http://www.schoolreadiness.org).

## **Catherine Scott-Little**

Catherine Scott-Little addressed two questions: *What important elements of children’s development are associated with success in school? What outcomes for children have other states identified and how do Florida’s current standards compare?* While there is no all-encompassing definition of readiness, in the mid-90s the National Education Panel established five domains that are important for children’s later success: (1) physical health and well-being, (2) emotional development and social domain, (3) approaches toward learning (attitudes, habits when learning), (4) language development and early literacy, and (5) cognition and general knowledge. SERVE determined that 39 states have early learning standards or are in the process of developing them. Florida compares favorably to other states in terms of:

- Age focus – Florida is consistent with most states by focusing on ages 3-5.
- Domains – Florida has done a good job by covering six domains.
- Linkage to K-12 standards – Florida and other states indicate that preschool standards are aligned with K-12.
- Intended purpose – Standards should inform curricula and instruction, serve as the basis for assessment, and allow for accountability.

All states have found it challenging to address how children with disabilities and children with limited English proficiency should be accommodated in standards.

Most standards have been developed since 1999, including Florida’s. However, training and program monitoring are lagging across the nation. Also, alignment among standards, curriculum, and assessment is critical. The standards are “what,” the curriculum is “how,” and the assessment is “how we know.”

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Considerations for standards are:

- Be clear about how standards will be used and the purpose of the standards.
- Each domain is important and should be addressed in the standards.
- Research should be used to establish expectations articulated in standards.
- Standards should be based on the assumption that there will be variation in children and should allow for individual differences.
- Standards should be an important vehicle to establish strong instructional programs.
- Safeguard that programs are held accountable, not children.
- Training and support are critical.
- Alignment is important – assessments, curriculum, standards.
- Standards can unify the early childhood field.
- Avoid multiple sets of standards.

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### *Council Deliberations and Recommendations*

The Council used the guiding principles and the characteristics of high quality as a framework for the discussion of outcomes and accountability. The guiding principle is "focus on outcomes and accountability."

The corresponding characteristics of high quality are

- expectations for accountability extend to child outcomes, teachers, parents, and the legislature
- consistently high-performing programs regardless of geographic location or provider type
- recognize the uniqueness of each child; establish a multi-track process that validates outcomes in all socio-economic backgrounds
- ensure that children have functional use of oral language to interact effectively with others.

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The Council reviewed the FPSR *Florida School Readiness Performance Standards for Three-, Four-, and Five-Year-Old Children 2002*. After discussion, the members agreed to use the FPSR standards as the child outcomes for UPK, with additions to the language category to emphasize literacy. The wording to add is as follows:

- verbal language
  - listening
  - speaking
  - vocabulary
  - social uses of language
- emerging literacy
  - oral language
  - print knowledge
  - phonological awareness.

Additional recommendations relating to outcomes and accountability were as follows:

### **Recommended Standards for Outcomes and Accountability**

- A statewide performance measure should be established requiring that at least 90% of children who complete UPK are assessed as "ready" upon entering kindergarten.
- Quality should be consistent across public and private settings.
- Programs should be measured on quality of the learning environment and interactions between children and staff.
- Programs must comply with all applicable licensure and statutory requirements, including adult-to-child ratios, minimum square footage, and hours per day.
- Programs should measure a continuum of performance in all domains with progress evaluated against child and program baseline data.
- Statewide expectations should be established for planning and resource allocation and use.

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## **CHAPTER 5 PROGRAM STANDARDS**

*What characteristics should Florida's UPK early education programs have in order to achieve the outcomes we expect?*

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### *What Research and Experts Tell Us*

The Council heard testimony from the following:

- W. Steven Barnett, Ph.D., Director, National Institute for Early Education Research, shared the findings from key studies of high quality early education programs, detailing the long-term benefits derived from the prekindergarten experience.
- Charles E. M. Kolb, President, Committee for Economic Development (CED), gave an overview of the recommendations developed by the CED trustees relevant to the five guiding principles of access, delivery, financing, infrastructure and oversight, and data and research.

#### **Steven Barnett**

Steven Barnett addressed the question, “*What are the characteristics of successful early education (UPK) programs?*” Dr. Barnett provided the perspective of an economist and looked at the return on investment of prekindergarten. He noted that at least 40 studies provide information about successful programs. He focused his presentation on findings from three of the key studies of high quality early education programs. Based on these studies, he identified the factors that impede high quality. These factors are as follows:

- Preschool teachers have too little education.
- Preschool teacher compensation is too low.
- Classes are too large.
- Standards for learning are not in place.
- A broad curriculum is not always available.

His recommendations concerning standards for Florida were as follows:

- Set a few important standards.
- Ensure access to resources for all providers.

- 
- Initiate programs and support for teachers, including career ladders using nonconventional routes.
  - Respect the amount of time needed to “ramp-up” quality programs.
  - Include teacher-directed and self-initiated learning in the curriculum.

### **Charles Kolb**

Charles Kolb provided additional information to address the question, “*What are the characteristics of successful early education (UPK) programs?*” He gave an overview of events that have brought quality early education to the forefront of public policy. He noted that the CED report provided to members identifies five guiding principles: access, delivery, financing, infrastructure and oversight, and research-comparable data. He encouraged members to review the recommendations contained in the report, which were developed by the CED trustees.

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## ***Council Deliberations and Recommendations***

To develop program standards, the Council again used the guiding principles and characteristics of high quality as a framework for the discussion.

The guiding principles related to program standards are

- emphasize developmentally appropriate practices
- offer parental choice and opportunities for involvement
- involve public/private partnerships
- employ qualified staff.

In discussion following the expert testimony, the Council members generated a list of potential program standards for each topic. Over the course of three meetings the members refined and clarified the statements. In their final discussion of this topic, the members rated the statements on a five-point agree/disagree scale. All items were rated 4.0 or higher and were therefore adopted as recommended program standards. The Council concluded with the recommendations below.

### **Assessment**

The corresponding characteristics of high quality associated with assessment include

- individualized learning experience linked to ongoing assessment of each child's needs, regardless of child's background

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- recognition that outcomes for children may be different given individual needs; rates of learning may be different
  - use of a statewide assessment of child outcomes that includes both diagnostic and prescriptive components, but avoids stigmatizing children.

### **Recommended Standards for Assessment**

- The State should define essential elements that assessment instruments should address, yet allow flexibility in selection from a limited, defined set of instruments.
- Assessment instruments should
  - include educational and developmental screening to identify need for services and be prescriptive so parents and teachers know how to address children's needs
  - be comparable and consistent in measurement
  - include a variety of data sources
  - be skill-focused, clearly written, and research-based
  - reflect progress made toward a standard, in addition to whether the standard was reached or not
  - accommodate non-English speaking children and children with disabilities.
- Assessments should be conducted at the beginning and end of each year.
- Parents should receive regular periodic assessments of child progress and developmental and educational needs.
- Assessments should use trend data and multiple observations, not a single observation.
- Assessment procedures should not be too complicated or extensive for the child, too burdensome for the assessors, too time-consuming, or too expensive.
- Retain requirement for uniform screening for all children entering kindergarten

- 
- Develop effective linkages for kindergarten transitions and ensure that assessment information (pre/post) is shared with the kindergarten teacher.

### **Community Partnerships**

The definition of high quality community partnerships stated that programs must

- ensure that children are ready for the learning experience and recognize that the child's basic needs must be met through coordination with other state agencies or private partnerships.

### **Recommended Standards for Community Partnerships**

- Programs should address vision, hearing, social and emotional development, and health issues through linkages with community partner agencies.
- Applications used by parents for UPK program enrollment should inventory the child's needs and service history (including Medicaid eligibility).
- Establish referral process for wrap-around services (funded from other sources) for children who need additional supports.
- Link with current early care and education resources in the community:
  - single point of entry through resource and referral function
  - current providers
  - early intervention professionals and Child Find.
- Develop partnerships with county government, public health departments, Children's Services Councils, libraries, business, and retirees.
- Use universities and community colleges to provide interns and deliver training for professional development.

### **Parental Involvement**

As defined by the Council, high quality parental involvement is characterized by

- respectful partnerships between parents and teachers; respectful of cultural diversity; sensitive to the needs of second-language learners

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- opportunities for all parents to “grow with” their child and develop parenting skills; partner with other providers/agencies for resources and services for families.

### **Recommended Standards for Parental Involvement**

- Staff in UPK programs should respect the role of parents as their child's first and most vital teacher.
- Programs should have strong expectations of parental involvement and encourage parents to be involved in getting their children "ready for school."
- Require that the curriculum include a parental involvement component.
- Parent involvement opportunities and resources should be offered in the language most familiar to the parent.
- Parent education and enrichment opportunities should be an integral part of all UPK programs
- Programs should link to literacy programs to target parents who are not literate.
- Include in the application/entry process for UPK programs opportunities to get information regarding parental involvement and provide parents with supports.

### **Curriculum and Learning Environment**

High quality curricula and the learning environment are characterized by

- literacy-focused, age-appropriate curriculum; family literacy opportunities
- responsive to children with disabilities and those with special needs, including non-English speaking children; consider incentives for programs
- customized and focused on the needs of the individual child
- multi-sensory approach to early literacy; hands-on approach that includes the research-based components (phonics, vocabulary, etc.) of reading
- must be fun and instill a love for learning

- 
- learning environments with low child-to-teacher ratios and appropriate learning materials and curricula.

## **Recommended Standards for Curriculum and Learning Environment**

### ***Curriculum***

- Organized activities include a balance of teacher-directed and child-directed learning opportunities that are designed to address and enhance children's literacy and language, cognitive, emotional, social, self-regulatory, and moral capabilities.
- Learning activities should be designed to build on children's interests and skills to create meaningful and authentic experiences.
- The State should certify curriculum choices for programs to select and provide a mechanism for UPK providers to request certification of alternative curricula.
- All curriculum choices should be
  - age-appropriate
  - research-based (especially concerning early literacy)
  - designed to promote all domains
  - consistent with Florida Statutes
  - affordable.
- Ensure appropriate requirements are in place for outdoor play space as well as indoor space.

### ***Quantity***

- Maximum class size: Maximum of 20 children in a single class.
- Minimum class size: 5 with exceptions (flexibility) allowable to meet unique community or child needs.
- Minimum length of year: 1080 hours with at least 720 contact hours of quality learning experience addressing the curriculum and performance standards.

### ***Ratios***

- Minimum staff ratio: 1:10 ratio, with a second staff person required for classes of 11 - 20 children.

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### ***Quality***

- Regardless of setting, programs must meet Gold Seal Standards or Southern Association of Colleges and Schools (SACS) accreditation within one year of UPK program implementation.
- Establish a time-limited waiver for the Gold Seal or SACS requirement for program providers to obtain accreditation within 12 months after UPK implementation.

### **Professional Development**

High quality professional development is characterized by

- systematic and structured ongoing staff development for all providers
- all providers having access to the same quality staff development in key areas such as curriculum delivery and serving children who have special needs, those with disabilities, or non-English speaking children.

### **Recommended Standards for Professional Development**

#### ***Minimum Qualifications***

- Require at least two staff for every 20 children to have a minimum of a national Child Development Associate (CDA) certificate or a Florida CDA Equivalent certificate.
- Establish a multi-level reimbursement system that is based on qualifications of staff.
- Provide incentives for high performance in achieving positive outcomes.

#### ***Skill Development***

- Provide funding for resource teachers to provide coaching and development of programs for UPK staff, including assistance to meet the needs of non-English speaking children and children with disabilities.
- Establish a ratio of resource teachers to classrooms that reflects the qualifications of the UPK staff, with more resource teachers in cases where the staff hold a CDA and fewer where staff hold a bachelor's degree.

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- Establish a continuing education requirement for the Florida CDA Equivalent, as is required for the national CDA, which includes effective practices for increasing parental involvement.
  - Require a continuing education component for UPK staff and administrators including, but not limited to, meeting the needs of non-English-speaking children and children with disabilities
  - Require individual professional development plans/supports for UPK staff who need them.
  - Provide career ladder opportunities for UPK staff and administrators.

***Phased Implementation***

- Establish a waiver for the requirement for the second CDA in the classroom to allow time for staff to upgrade their certification. Establish rigid criteria for the waiver, and ensure that it is time-limited to 12 months after UPK implementation.
- 5-year target: At least one staff member in each classroom will have an associate's degree in Early Childhood Education.
- 8-year target: At least one staff member in each classroom will have a bachelor's degree in Early Childhood Education.

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## **CHAPTER 6 COSTS AND RESOURCES**

*What funding and resource principles should guide the funding of Florida's UPK programs?*

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### *What Research and Experts Tell Us*

The Council heard testimony from the following:

- Carolyn Trammell, Program Manager, Georgia's Prekindergarten Program, explained the elements that are included in the cost of Georgia's universal prekindergarten program.
- Anne Mitchell, President, Early Childhood Policy Research, and Dick Clifford, Ph.D., Senior Scientist and Research Associate Professor, Frank Porter Graham Child Development Institute, UNC-Chapel Hill, described how other states' early education programs are funded.
- Lucy Hadi, Chief of Staff to the Lt. Governor, presented information on school readiness programs in Florida, including the numbers served by age and funding source, population estimates for four-year-old children, and the state and federal budget structure relating to school readiness programs.
- Shan Goff, Deputy Chancellor for Student Achievement, K-12 Education, Florida Department of Education, presented information on the federal requirements for programs for four-year-old children with disabilities, state and federal sources of funds for these programs, and the number of four-year-old children with disabilities who are currently served in Florida in existing programs.
- Linda Champion, Administrator, Office of Funding and Financial Reporting, School Support Services, Florida Department of Education, presented information on program costs for grades K-3.

#### **Carolyn Trammell**

Carolyn Trammell presented background on Georgia's universal prekindergarten program and information about the funding formula. Georgia's funding formula is based on the number of children served. The per-child rate varies according to the lead teacher credential, location within the state, and provider type. The funding formula is divided into salary and non-salary components and pays for the following expenses:

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- teacher and teacher assistant salaries
  - classroom supplies and materials
  - administration (maximum 6%).

Providers must spend state prekindergarten funds on the provision of services but have flexibility once certain expenditure controls are met. The state contracts for services and provides one-time start-up dollars in the amount of \$8,000 per new classroom.

1992-1993 was the initial funding year, using state general revenue funds to serve approximately 750 children. Funding for subsequent years has come from the state lottery. The 2002-2003 funding was \$252 million to serve 65,900 children. The cost per child was \$4,000 in the initial year and was \$3,824 in 2002-2003.

Ms. Trammell identified critical success factors to be

- direct involvement of the Governor
- adequate funding
- integration into existing child care and education community
- universal access (not another "at-risk" program)
- public/private partnerships
- choice.

### **Anne Mitchell and Dick Clifford**

Anne Mitchell and Dick Clifford addressed the questions, *"What resources and funding are available? How are other states' early education programs funded?"* Ms. Mitchell provided a definition and historical overview of state-funded prekindergarten programs, described the total investment that states have made and are currently making in prekindergarten, and noted the revenue sources that states are using to fund the programs. She concluded with a review of the cost estimating methods used in Illinois and Massachusetts.

Dr. Clifford reviewed a variety of factors that have cost implications for prekindergarten, notably staff qualifications, curriculum, and length of day. He briefly discussed measuring quality of programs. Dr. Clifford urged members to set high standards, noting that it is very difficult to raise standards later. He also advised phasing-in of standards over time. His summary recommendation was "Aim high and phase in."

### **Lucy Hadi**

Lucy Hadi provided a summary of service data for the school readiness system. She reported that an estimated 61,555 four-year-old children are currently served

in Florida's school readiness programs. The chart below shows the number of children that are currently receiving school readiness services, by funding source and age.

**Children Served in School Readiness Programs  
by Funding Source and Age: FY 2002-2003**

<b>Funding Sources<sup>1</sup></b>	<b>Birth to Age 2</b>	<b>Age 3</b>	<b>Age 4</b>	<b>Age 5</b>	<b>Total Birth to Age 5</b>
School Readiness <sup>2</sup>	50,543	24,560	28,757	13,732	117,592
Public School Funded <sup>3</sup>	3,705	5,801	14,333	444	24,283
<b>Total State</b>	<b>54,248</b>	<b>30,361</b>	<b>43,090</b>	<b>14,176</b>	<b>141,875</b>
Head Start Program <sup>4</sup>	2,636	9,989	18,465	2,325	33,415
<b>Total State &amp; Head Start</b>	<b>56,884</b>	<b>40,350</b>	<b>61,555</b>	<b>16,501</b>	<b>175,290</b>

<sup>1</sup> Children may receive services from more than one program.

<sup>2</sup> School Readiness includes children served for FY 2002-03 including Even Start and HIPPIY programs.

<sup>3</sup> Public School Funded from Survey 2, October 2002, as of August 7, 2003

<sup>4</sup> Head Start data from enrollment counts in December 2002 by the Head Start State Collaboration Office

Source: Executive Office of the Governor.

Ms. Hadi then presented population projections for the four-year-old population and the number that might be served in UPK, assuming a 70 percent participation rate of eligible children. The estimated numbers range from approximately 150,000 to 160,000. The following chart provides detail on the estimates.

**Four-Year-Old Population Estimates and  
Estimated Participation in UPK**

<b>Year</b>	<b>Total Estimated # of 4-Year Olds</b>	<b>Number at 70% Participation Rate</b>
2004	213,501	149,451
2005	217,140	151,998
2006	219,691	153,784
2007	221,441	155,009
2008	222,734	155,914
2009	223,920	156,744
2010	225,341	157,739

Source: Office of Economic and Demographic Research, February 21, 2002.

Ms Hadi also outlined the current structure of the \$687,176,068 budget for school readiness in Florida for 2003-2004 as illustrated in the chart below.

**Florida Partnership for School Readiness Budget  
Fiscal Year 2003-2004**

<b>Program</b>	<b>General Revenue</b>	<b>Federal Funding</b>	<b>Other Funding<sup>1</sup></b>	<b>Total</b>
School Readiness Services	\$168,675,343	\$476,709,192	\$4,700,000	\$650,084,535
Even Start		12,000,000		12,000,000
Quality Initiatives & Other Set Asides		19,375,459		19,375,459
Program & Admin Support	2,175,388	3,540,686		5,716,074
<b>Program Totals</b>	<b>\$170,850,731</b>	<b>\$511,625,337</b>	<b>\$4,700,000</b>	<b>\$687,176,068</b>

<sup>1</sup>Budget Authority with no corresponding cash to support it.

Ms. Hadi explained the relationship of Temporary Assistance to Needy Families (TANF) and Child Care Development Funds (CCDF) federal funds and the implications of the federal funding requirements for universal prekindergarten. She also provided current cost data for Gold Seal programs and other program types. She concluded with an overview of staff licensing requirements, relating to the earlier discussion of CDA credentials and the estimated number holding certain credentials currently.

**Shan Goff**

Shan Goff presented a summary of services and funding under the Individuals with Disabilities Education Act (IDEA). She reported a December 2002 count of 11,469 four-year-old children with disabilities served, with 47 percent of those having speech or language impairment. She identified the amount of federal funding from IDEA, Part B (ages 3-21), as approximately \$1,091 per child and from IDEA, Part B, Preschool (ages 3-5), as approximately \$504 per child. State funding is through the Florida Education Finance Program (FEFP). Amounts per student range from \$3,637 to \$20,295, depending upon the cost factors.

Ms. Goff informed members that Title I, Part A, of the No Child Left Behind Act is designed to improve the academic achievement of disadvantaged children and has implications for staff qualifications and program requirements for universal prekindergarten. In particular, districts using Title I funds to provide preschool programs must comply with performance standards of the Head Start Act and must include parent involvement programs. Teachers and paraprofessionals

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must be "highly qualified." As of October 2002, there were 5,909 prekindergarten students with a primary funding source of Title I.

### **Linda Champion**

Linda Champion presented information on program costs for grades K-3. She reviewed the total program costs for K-3 students, the components of classroom costs, the components of school support costs, and the components of district support costs. She reported \$4,200 per K-3 student, with \$2,732 of that as classroom costs; \$1,238 in school support costs; and \$239 in district support costs.

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## ***Council Deliberations and Recommendations***

The guiding principles were used as a framework for the discussion of costs and resources. The guiding principle associated with costs and resources is "be supported by adequate resources."

In discussion following the expert testimony, the Council members generated a list of potential program standards relating to costs and resources. The Council concluded with the recommendations below.

### **Recommended Standards for Costs and Resources**

- UPK funding will support up to a six-hour program day of which a minimum of four hours must be high quality instruction.
- All funding that currently supports early learning services for eligible four-year-old children should be used to the maximum degree possible in implementing Florida's UPK program, including wrap-around and extended day services, consistent with applicable laws and regulations.
- Communities should collaborate through public/private partnerships on increasing capacity to serve four-year-old children; resources in local communities must be considered including churches, community centers, current child care providers, local government facilities, and business locations.
- Consider a one-time per-child allocation for start-up costs for UPK programs.

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## **CHAPTER 7**

### ***SERVICE DELIVERY DESIGN AND GOVERNANCE***

*What state and local governance options would be best suited to execute essential functions of UPK?*

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#### ***What Research and Experts Tell Us***

The Council heard testimony from the following:

- Kay Henderson, Administrator, Division of Early Childhood Education, Illinois Department of Education, provided an overview of service delivery models used in other states.
- Karen Ponder, Executive Director, North Carolina Partnership for Children, presented organizational principles that should guide local governance.
- Tim Elwell, Office of Program Policy Analysis and Government Accountability (OPPAGA), reported on OPPAGA's preliminary findings.
- Stephanie Gehres, Office of the Auditor General (AG), reported on the AG's identified issues.

#### **Kay Henderson**

Kay Henderson reviewed the history of early childhood education in Illinois. The early childhood program currently serves both three- and four-year-old children at risk of academic failure. The model of the current program includes:

- half-day classes with 2.5 hours of instruction; five days per week; 180 days per year
- variety of settings
- certified teachers, teaching two half-day sessions
- approved standards and aligned curriculum and assessment
- parent involvement
- community partnerships
- transition

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- ongoing assessment of children, reported to parents
  - funding for substitute costs and travel cost for professional development.

The early childhood program is required to present an evaluation report every three years to the General Assembly. There has generally been support for the program because of the evaluation information. They instituted a longitudinal study of prekindergarten children from the very beginning of the program. They do not have a statewide school readiness measure, but they have data on these children at third grade. About 70-75% of the children are at or above the national average on achievement tests.

The program structure includes a parent training program. The state requires the program to have a written parent involvement plan. Some school districts require written plans for parents.

Funding now flows collectively for birth to 3 services, prekindergarten, and parent training. Therefore, when prekindergarten is increased, the birth to 3 programs and parent training get an increase.

Initially funding for the delivery system was provided through block grants to schools through a competitive grant program. Only public schools could provide or subcontract for programs. Now child care centers can apply with selection at the state level. Chicago and Evanston collaboratives and another collaborative are funded directly.

### **Karen Ponder**

Karen Ponder described North Carolina's *Smart Start* program, initiated in 1993 by former Governor Hunt, and the *More at Four* program initiated by current Governor Easley. *Smart Start* is a comprehensive system of supports for families with children from birth to kindergarten. Whereas *Smart Start* focuses on ensuring that communities can identify and fund priority services for all families with young children, the *More at Four* program targets the educational needs of the state's most at-risk four-year-old children. The *More at Four* program requires funded programs to meet (or be working to meet) research-based standards. There are three approved curricula, each having national research to support validity. A bachelor's certification in Birth to Kindergarten is required for teachers. A 2:18 ratio is required. They do not include family home care providers. However, 95% of prekindergarten children are in center-based care in the state.

The 2002-2003 statewide average allocation per child for *More at Four* was \$3,640 for operating expenses. Counties receiving new slots were also allocated \$500 per child for start-up costs. The goal for *More at Four* funding is a rate per child of \$7,000. State funding for *More at Four* provides approximately half of the

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cost of serving a child in a quality prekindergarten classroom. In addition to state funding, programs must have a local funding contribution. Programs must raise at least 10% of their allocation in private matching funds, with 75% of that amount in-kind and the remainder in cash. There is a tiered reimbursement system that is paid to the facility and reflected in salary.

The programs operate statewide through local partnerships created to disburse funding for birth to five programs. A state board with a mandated membership at the state level administers the program and provides oversight of funding. The state board mandates local boards' membership. Local boards have 21 members, with two business leaders required. Service providers are included. Regarding conflicts of interest, most have a nonconflicted allocation process in which members without conflicts make allocations and monitor local programs. The state auditor audits all partnerships at the state and local level.

Ms. Ponder offered several "lessons learned" over the course of implementing the two programs:

- Create an infrastructure to support all programs and use that to support new efforts.
- Use all your existing high-quality programs. Don't let your work with four-year-old children dismantle your efforts for birth to 3.
- Decide which program components are most important and concentrate your efforts there. Research points to teacher qualifications as critical. North Carolina lead teachers have Birth to Kindergarten certification.
- Local communities are best equipped to operate local programs, but they must have support from the state. The state board supports them in the finance area. They withhold funding if there is lack of compliance.
- Build accountability measures in from the beginning. Financial oversight is critical. Make sure the local communities know what the accountability measures are.
- Make services family friendly and make sure families know what services exist. The system must be coordinated, but there may be multiple entry points.
- Leadership is the key to success.

### **Tim Elwell**

The UPK legislation required a report from OPPAGA, due January 15, 2004. Tim Elwell presented the preliminary findings of the OPPAGA report, including examples of promising practices by local coalitions. To date OPPAGA staff had analyzed all 50 coalition plans, visited 13 coalitions, and conducted interviews

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with those not visited. They also surveyed 1,100 coalitions members and had a 70% return rate. The preliminary findings were as follows:

- Potential is beginning to be realized.
- The Partnership has made progress but there are issues that must be resolved; guidance is needed on policy issues.
- The Florida Partnerships for School Readiness (FPSR) has developed rules, local coalition plan review has improved, considerable progress has been made on simplified point of entry, and funding issues have improved somewhat.
- The FPSR has contracted with the Florida Children's Forum to provide training and technical assistance.
- The design and implementation of an assessment system and a longitudinal evaluation are areas where more development is needed.
- Progress has been hindered by unanswered policy questions such as whether coalitions can make requirements of providers, whether schools can receive a full-day rate for 6 hours of care, and what groups are mandatory to be placed.
- The partnership needs to improve its support to coalitions. Some continue to struggle.

### **Stephanie Gehres**

Stephanie Gehres provided the identified issues from the AG report that is due to the legislature and the Partnership in December. The AG study focuses on compliance with laws. She reviewed areas of concern in terms of Partnership oversight of coalitions and internal control. She noted concerns in the areas of

- program administration concerning rules, policies, guidance, and staff management
- program management and accountability concerning board membership, statewide reporting system, financial policy, funding policies and allocations to coalitions, monitoring, travel and other expenditures, contracts, and plans
- programmatic issues concerning parental choice and fairness, education component, provider reimbursements, eligibility, children served, and School Readiness Uniform Screening System (SRUSS).

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## *Council Deliberations and Recommendations*

The Council's guiding principles and characteristics of high quality also framed the discussion of service delivery design and governance. The guiding principle associated with service delivery design and governance is "be supported by adequate resources."

The corresponding characteristic of high quality is "inclusive of the widest possible array of providers, including family-based providers."

Council members reviewed the expert testimony and heard comments concerning governance issues from a number of stakeholders during the public comment period of each meeting. Over the course of three meetings, the members discussed service delivery and governance options and generated a list of potential program standards. The Council concluded with the recommendations below.

### **Recommended Standards for Service Delivery Design**

- It is important to have a diverse provider system for the UPK program to support parental choice and maximize use of existing program capacity and community resources.
- There must be a concerted effort to build physical and program capacity for UPK implementation in each local community through partnerships with local governments, community and faith-based organizations, and businesses.

### **Recommended Standards for Local Governance**

- Maintain a local governance structure with modifications to address deficiencies/conflicts in membership and operation.
  - Consolidate administrative functions to minimize the number of local coalitions, while assuring that program planning, service coordination, and fund allocation address the specific needs of each county.
  - Financial decisions of local coalitions must be "non-conflicted." Voting members of local coalitions should not have financial interests that pose a conflict with the larger public interests addressed by the coalition. To this end, a voting majority of local coalition members should be persons who do not have a substantial financial interest in the design or delivery of school readiness services in Florida.

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- Ensure that all key stakeholders are represented in planning and service coordination discussions and decisions.
  - Reinforce existing statutory requirements on ethics and conflicts of interest. Provide local coalitions appropriate operating procedures, guidelines, and training relevant to membership and operations with specific attention to ethics, including areas of potential conflict.
  - Revise current membership requirements to reflect changes in role and to address need for local flexibility and for representation from the private business sector, which may affect the coalition's size.
  - In revising membership requirements for local coalitions, include representation from post-secondary education providers, programs for infants and toddlers with disabilities under Part C of the Individuals with Disabilities Education Act, consumers/parents, and family child care homes.
  - Include provisions for coalitions to submit nominations for membership for consideration.
  - At least 51 percent of voting members must be private sector, non-conflicted members, and the chair must be a private-sector business non-conflicted member.

### **Recommended Standards for State Governance**

- Transfer school readiness programs to the Department of Education under a separate Chancellor for Early Learning who will report to the Commissioner of Education.
- The State Board of Education has final authority for rules, etc.
- Establish an Early Learning Board (e.g., functioning like the Board of Governors for Universities appointed by Governor) to advise the State Board of Education and the Chancellor on policy, personnel, and resources.
- The Early Learning Board should include persons who represent the community and who are knowledgeable of early childhood programs (including Head Start).
- The Early Learning Board must develop a well-defined state implementation plan for UPK that includes a strong fiscal and program accountability structure, and which must be approved by the State Board of Education.

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- Local coalitions must be provided technical assistance and guidance. The Chancellor must have the authority to require corrective action by the local coalitions.
  - No additional positions or funds should be provided for state-level administration of the UPK program than are used for state-level administration of the School Readiness program for FY 2004-2005.

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## CHAPTER 8 SUMMARY

### *Recommendations for Florida Universal Prekindergarten Education*

#### ACCOUNTABILITY

**Guiding principle: Focus on outcomes and accountability.**

##### Characteristics of High Quality

- Expectations for accountability extend to child outcomes, teachers, parents, and the legislature
- Consistently high-performing programs regardless of geographic location or provider type
- Recognize the uniqueness of each child; establish a multi-track process that validates outcomes in all socio-economic backgrounds
- Ensure that children have functional use of oral language to interact effectively with others

##### Recommended Standards

- ◆ A statewide performance measure should be established requiring that at least 90% of children who complete UPK are assessed as "ready" upon entering kindergarten
- ◆ Quality should be consistent across public and private settings
- ◆ Programs should be measured on quality of the learning environment and interactions between children and staff
- ◆ Programs must comply with all applicable licensure and statutory requirements, including adult-to-child ratios, minimum square footage, and hours per day
- ◆ Programs should measure a continuum of performance in all domains with progress evaluated against child and program baseline data
- ◆ Statewide expectations should be established for planning and resource allocation and use

#### ASSESSMENT

**Guiding Principle: Focus on outcomes and accountability.**

##### Characteristics of High Quality

- Individualized learning experience linked to ongoing assessment of each child's needs regardless of child's background
- Recognition that outcomes for children may be different given individual needs; rates of learning may be different
- Use of a statewide assessment of child outcomes that includes both diagnostic and prescriptive components, but avoids stigmatizing children

- 
- Recommended Standards**
- ◆ The State should define essential elements that assessment instruments should address, yet allow flexibility in selection from a limited, defined set of instruments
  - ◆ Assessment instruments should
    - include educational and developmental screening to identify need for services and be prescriptive so parents and teachers know how to address children's needs
    - be comparable and consistent in measurement
    - include a variety of data sources
    - be skill-focused, clearly written, and research-based
    - reflect progress made toward a standard in addition to whether the standard was reached or not
    - accommodate non-English speaking children and children with disabilities
  - ◆ Assessments should be conducted at the beginning and end of each year
  - ◆ Parents should receive regular periodic assessments of child progress and developmental and educational needs
  - ◆ Assessments should use trend data and multiple observations, not a single observation
  - ◆ Assessment procedures should not be too complicated or extensive for the child, too burdensome for the assessors, too time-consuming, or too expensive
  - ◆ Retain requirement for uniform screening for all children entering kindergarten
  - ◆ Develop effective linkages for kindergarten transitions and ensure that assessment information (pre/post) is shared with the kindergarten teacher

**COMMUNITY PARTNERSHIPS**  
**Guiding principle: Involve public/private partnerships.**

- Characteristics of High Quality**
- Ensure that children are ready for the learning experience and recognize that the child's basic needs must be met through coordination with other state agencies or private partnerships

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- Recommended Standards**
- ◆ Program should address vision, hearing, social and emotional development, and health issues through linkages with community partner agencies
  - ◆ Applications used by parents for UPK program enrollment should inventory the child's needs and service history (including Medicaid eligibility)
  - ◆ Establish referral process for wrap-around services (funded from other sources) for children who need additional supports
  - ◆ Link with current early care and education resources in the community:
    - single point of entry through resource and referral function
    - current providers
    - early intervention professionals and Child Find
  - ◆ Develop partnerships with county government, public health departments, Children's Services Councils, libraries, business, and retirees
  - ◆ Use universities and community colleges to provide interns and deliver training for professional development

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## PARENTAL INVOLVEMENT

**Guiding principle: Offer parental choice and opportunities for involvement.**

- Characteristics of High Quality**
- Respectful partnerships between parents and teachers; respectful of cultural diversity; sensitive to the needs of second-language learners
  - Opportunities for all parents to “grow with” their child and develop parenting skills; partner with other providers/agencies for resources and services for families

- Recommended Standards**
- ◆ Staff in UPK programs should respect the role of parents as their child's first and most vital teacher
  - ◆ Programs should have strong expectations of parental involvement and encourage parents to be involved in getting their children "ready for school"
  - ◆ Require that the curriculum include a parental involvement component
  - ◆ Parent involvement opportunities and resources should be offered in the language most familiar to the parent
  - ◆ Parent education and enrichment opportunities should be an integral part of all UPK programs
  - ◆ Programs should link to literacy programs to target parents who are not literate
  - ◆ Include in the application/entry process for UPK programs opportunities to get information regarding parental involvement and provide parents with supports

## CURRICULUM AND LEARNING ENVIRONMENT

**Guiding principle: Emphasize developmentally appropriate practices.**

- Characteristics of High Quality**
- Literacy-focused, age-appropriate curriculum; family literacy opportunities
  - Responsive to children with disabilities and those with special needs, including non-English speaking children; consider incentives for programs
  - Customized and focused on the needs of the individual child
  - Multi-sensory approach to early literacy; hands-on approach that includes the research-based components (phonics, vocabulary, etc.) of reading
  - Must be fun and instill a love for learning
  - Learning environments with low child-to-teacher ratios and appropriate learning materials and curricula

**Recommended Standards**

**Curriculum**

- ◆ Organized activities include a balance of teacher-directed and child-directed learning opportunities that are designed to address and enhance children’s literacy and language, cognitive, emotional, social, self-regulatory and moral capabilities
- ◆ Learning activities should be designed to build on children’s interests and skills to create meaningful and authentic experiences
- ◆ The State should certify curriculum choices for programs to select plus provide a mechanism for UPK providers to request certification of alternative curricula
- ◆ All curriculum choices should be
  - age-appropriate
  - research-based (especially concerning early literacy)
  - designed to promote all domains
  - consistent with Florida Statutes
  - affordable

- ◆ Ensure appropriate requirements are in place for outdoor play space as well as indoor space

**Quantity**

- ◆ Maximum class size: Maximum of 20 children in a single class
- ◆ Minimum class size: 5 with exceptions (flexibility) allowable to meet unique community or child needs
- ◆ Minimum length of year: 1080 hours with at least 720 contact hours of quality learning experience addressing the curriculum and performance standards

**Ratios**

- ◆ Minimum staff ratio: 1:10 ratio, with a second staff required for classes of 11 - 20 children

**Quality**

- ◆ Regardless of setting, programs must meet Gold Seal Standards or Southern Association of Colleges and Schools (SACS) accreditation within one year of UPK program implementation
- ◆ Establish a time-limited waiver for the Gold Seal or SACS requirement for program providers to obtain accreditation within 12 months after UPK implementation

**PROFESSIONAL DEVELOPMENT**  
**Guiding principle: Employ qualified staff.**

**Characteristics of High Quality**

- Systematic and structured on-going staff development for all providers
- All providers having access to the same quality staff development in key areas such as curriculum delivery and serving children identified with special needs, those with disabilities, or non-English speaking children

**Recommended Standards**

**Minimum Qualifications**

- ◆ Require at least two staff for every 20 children to have a minimum of a national Child Development Associate (CDA) certificate or a Florida CDA Equivalent certificate
- ◆ Establish a multi-level reimbursement system that is based on qualifications of staff
- ◆ Provide incentives for high performance in achieving positive outcomes

**Skill Development**

- ◆ Provide funding for resource teachers to provide coaching and development of programs for UPK staff, including assistance to meet the needs of non-English speaking children and children with disabilities
- ◆ Establish a ratio of resource teachers to classrooms that reflects the qualifications of the UPK staff, with more resource teachers in cases where the staff hold a CDA and fewer where staff hold a bachelor's degree
- ◆ Establish a continuing education requirement for the Florida CDA Equivalent, as is required for the national CDA, which includes effective practices for increasing parental involvement
- ◆ Require a continuing education component for UPK staff and administrators including, but not limited to, meeting the needs of non-English-speaking children and children with disabilities
- ◆ Require individual professional development plans/supports for UPK staff who need them
- ◆ Provide career ladder opportunities for UPK staff and administrators

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### ***Phased Implementation***

- ◆ Establish a waiver for the requirement for the second CDA in the classroom to allow time for staff to upgrade their certification. Establish rigid criteria for the waiver, and ensure that it is time-limited to 12 months after UPK implementation
- ◆ 5-year target: At least one staff member in each classroom will have an associate's degree in Early Childhood Education
- ◆ 8-year target: At least one staff member in each classroom will have a bachelor's degree in Early Childhood Education

## **COSTS AND RESOURCES**

**Guiding principle: Be supported by adequate resources.**

### **Recommended Standards**

- ◆ UPK funding will support up to a six-hour program day of which a minimum of four hours must be high quality instruction
- ◆ All funding that currently supports early learning services for eligible four-year-old children should be used to the maximum degree possible in implementing Florida's UPK program, including wrap-around and extended day services, consistent with applicable laws and regulations
- ◆ Communities should collaborate through public/private partnerships on increasing capacity to serve four-year-old children; resources in local communities must be considered including churches, community centers, current child care providers, local government facilities, and business locations
- ◆ Consider a one-time per-child allocation for start-up costs for UPK programs

## **SERVICE DELIVERY DESIGN AND GOVERNANCE**

**Guiding principle: Be supported by adequate resources.**

### **Characteristics of High Quality**

- Inclusive of the widest possible array of providers, including family-based providers

### **Recommended Standards**

#### ***Service Delivery Design***

- ◆ It is important to have a diverse provider system for the UPK program to support parental choice and maximize use of existing program capacity and community resources
- ◆ There must be a concerted effort to build physical and program capacity for UPK implementation in each local community through partnerships with local governments, community and faith-based organizations, and businesses

#### ***Local Governance***

- ◆ Maintain a local governance structure with modifications to address deficiencies/conflicts in membership and operation
  - Consolidate administrative functions to minimize the number of local coalitions, while assuring that program planning, service coordination, and fund allocation address the specific needs of each county.
  - Financial decisions of local coalitions must be "non-conflicted." Voting members of local coalitions should not have financial interests that pose a conflict with the larger public interests addressed by the coalition. To this end, a voting majority of local coalition members should be persons who do not have a substantial financial interest in the design or delivery of school readiness services in Florida.
  - Ensure that all key stakeholders are represented in planning and service coordination discussions and decisions
  - Reinforce existing statutory requirements on ethics and conflicts of interest. Provide local coalitions appropriate operating procedures, guidelines, and training relevant to membership and operations with specific attention to ethics, including areas of potential conflict

- 
- Revise current membership requirements to reflect changes in role and to address need for local flexibility and for representation from the private business sector, which may affect the coalition's size
  - In revising membership requirements for local coalitions, include representation from post-secondary education providers, programs for infants and toddlers with disabilities under Part C of the Individuals with Disabilities Education Act, consumers/parents, and family child care homes
  - Include provisions for coalitions to submit nominations for membership for consideration
  - At least 51 percent of voting members must be private sector, non-conflicted members, and the chair must be a private-sector business non-conflicted member

#### **State Governance**

- ◆ Transfer school readiness programs to the Department of Education under separate Chancellor for Early Learning who will report to the Commissioner of Education
  - ◆ The State Board of Education has final authority for rules, etc.
  - ◆ Establish an Early Learning Board (e.g., functioning like the Board of Governors for Universities appointed by Governor) to advise the State Board of Education and the Chancellor on policy, personnel, and resources
  - ◆ The Early Learning Board should include persons who represent the community and who are knowledgeable of early childhood programs (including Head Start)
  - ◆ The Early Learning Board must develop a well-defined state implementation plan for UPK that includes a strong fiscal and program accountability structure, and which must be approved by the State Board of Education.
  - ◆ Local coalitions must be provided technical assistance and guidance. The Chancellor must have the authority to require corrective action by the local coalitions
  - ◆ No additional positions or funds should be provided for state-level administration of the UPK program than are used for state-level administration of the School Readiness program for FY 2004-2005
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***APPENDIX A***

***CS/CS/SB 1334 – School  
Readiness Programs***

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ENROLLED

2003 Legislature

CS for CS for SB 1334, SB 534 & SB 360  
1st Engrossed

1  
2 An act relating to school readiness programs;  
3 implementing s. 1(b) and (c), Art. IX of the  
4 State Constitution; creating the voluntary  
5 universal prekindergarten education program;  
6 limiting the application of provisions relating  
7 to school readiness programs; requiring the  
8 State Board of Education to submit a report  
9 with recommendations or options for the  
10 curriculum, design, and standards of the  
11 voluntary universal prekindergarten education  
12 program; directing the Office of Program Policy  
13 Analysis and Government Accountability and the  
14 Auditor General to conduct audits and submit  
15 reports to the Governor and Legislature;  
16 providing an effective date.

17  
18 Be It Enacted by the Legislature of the State of Florida:

19  
20 Section 1. Voluntary universal prekindergarten  
21 education program.--

22 (1) The voluntary universal prekindergarten education  
23 program shall provide a high-quality prekindergarten learning  
24 opportunity in the form of early childhood development and  
25 education which is voluntary and free for every child in this  
26 state who is 4 years of age. The program must be organized,  
27 designed, and delivered in accordance with section 1(b) and  
28 (c), Article IX of the State Constitution. Except as otherwise  
29 expressly provided by law, sections 411.01-411.011, Florida  
30 Statutes, do not apply to the voluntary universal  
31 prekindergarten education program.

1           (2) The State Board of Education shall conduct a study  
2 on the curriculum, design, and standards for the voluntary  
3 universal prekindergarten education program. By October 1,  
4 2003, the State Board of Education shall submit a report to  
5 the Governor, the President of the Senate, and the Speaker of  
6 the House of Representatives. The Agency for Workforce  
7 Innovation and the Florida Partnership for School Readiness  
8 shall provide any necessary information and coordinate with  
9 the state board. The report must include the recommendations  
10 or options of the state board on each of the following program  
11 elements:

12           (a) Curriculum and standards.--Developmentally  
13 appropriate curriculum and standards that provide children a  
14 high-quality prekindergarten learning opportunity. These  
15 curriculum and standards must be designed to:

16           1. Address and enhance each child's ability to make  
17 age-appropriate progress;

18           2. Provide early childhood development of language and  
19 cognitive capabilities;

20           3. Provide education in basic skills and other  
21 appropriate skills; and

22           4. Deliver early childhood development and education  
23 according to professionally accepted standards.

24           (b) High-quality learning opportunity.--Quality  
25 standards that provide children a high-quality prekindergarten  
26 learning opportunity. These quality standards must include  
27 specific recommendations or options for the expected outcomes  
28 of the voluntary universal prekindergarten education program.

29           (c) Quantity of instruction.--Standards for the  
30 quantity of instruction to be provided as voluntary and free  
31 for every child in the state who is 4 years of age. These

1 standards must include specific recommendations or options for  
2 each of the following elements:  
3       1. Hours per day; and  
4       2. Days per year.  
5       (d) Delivery system.--Standards for providers in order  
6 to deliver children a high-quality prekindergarten learning  
7 opportunity. These standards must include specific  
8 recommendations or options for each of the following elements:  
9       1. Appropriate range of settings, including both  
10 public and private providers, with consideration of the  
11 capacity in each available setting;  
12       2. Licensing or regulatory requirements for providers;  
13       3. Health and safety requirements for providers; and  
14       4. Parental choice.  
15       (e) Assessment and evaluation.--Methods for measuring  
16 the performance of the voluntary universal prekindergarten  
17 education program. These methods must include specific  
18 recommendations or options for each of the following elements:  
19       1. Assessment of age-appropriate progress for each  
20 child;  
21       2. Evaluation of outcome measures for each provider in  
22 each setting; and  
23       3. Evaluation of school readiness coalitions.  
24       (f) Funding.--Estimated cost per full-time-equivalent  
25 child of the recommended curriculum, design, and standards.  
26 This cost estimate must consider funding for each of the state  
27 board's recommendations or options for each of the program  
28 elements described in this subsection.  
29       (3) The report must also include the state board's  
30 recommendations or options for best practices to improve the  
31 outcomes of school readiness coalitions and providers.

1           Section 2. Audits.--  
2           (1) Performance Audit.--The Office of Program Policy  
3 Analysis and Government Accountability shall conduct a  
4 performance audit of the school readiness programs  
5 administered by the Florida Partnership for School Readiness,  
6 the Agency for Workforce Innovation, and the school readiness  
7 coalitions for fiscal years 2000-2001, 2001-2002, and  
8 2002-2003. The audit shall reassess the implementation,  
9 efficiency, and outcomes of the school readiness programs and  
10 shall examine the progress achieved by the Florida Partnership  
11 for School Readiness and the school readiness coalitions in  
12 response to the office's findings and recommendations reported  
13 under section 411.01(11), Florida Statutes. The office shall  
14 also:  
15           (a) Monitor the study conducted by the State Board of  
16 Education on the voluntary universal prekindergarten education  
17 program;  
18           (b) Evaluate the ability of the school readiness  
19 system to effectively implement the voluntary universal  
20 prekindergarten education program based upon the state board's  
21 recommendations or options for curriculum, design, and  
22 standards for the program; and  
23           (c) Identify modifications or options for the school  
24 readiness system necessary to effectively implement the  
25 voluntary universal prekindergarten education program.  
26  
27 A report of the audit's findings and recommendations or  
28 options shall be submitted to the Governor, the President of  
29 the Senate, and the Speaker of the House of Representatives by  
30 January 15, 2004.  
31

1           (2) Financial and Operational Audit.--The Auditor  
2 General shall conduct a financial and operational audit of the  
3 school readiness programs administered by the Florida  
4 Partnership for School Readiness, the Agency for Workforce  
5 Innovation, and the school readiness coalitions for fiscal  
6 years 2000-2001, 2001-2002, and 2002-2003. The Auditor General  
7 shall also examine compliance with state and federal law and  
8 with rules adopted by the Florida Partnership for School  
9 Readiness and shall review implementation of the school  
10 readiness plans for compliance with the approved plans. A  
11 report of the audit's findings and recommendations or options  
12 shall be submitted to the Governor, the President of the  
13 Senate, and the Speaker of the House of Representatives by  
14 January 15, 2004.

15  
16 While the audits are being conducted pursuant to this section,  
17 local school readiness coalitions shall refrain from  
18 initiating new long-term fiscal commitments.

19           Section 3. This act shall take effect upon becoming a  
20 law.

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***APPENDIX B***

***BIBLIOGRAPHY OF COUNCIL  
RESOURCE DOCUMENTS***

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## **BIBLIOGRAPHY OF COUNCIL RESOURCE DOCUMENTS**

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**APPENDIX C**

***SUMMARY OF FLORIDA SCHOOL  
READINESS PERFORMANCE  
STANDARDS, 2002:  
For Three-, Four-, And Five-Year-Old Children***

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# **FLORIDA SCHOOL READINESS PERFORMANCE STANDARDS FOR THREE-, FOUR-, AND FIVE-YEAR-OLD CHILDREN**

**Note: The complete standards are available at [www.schoolreadiness.org](http://www.schoolreadiness.org),  
the website of the Florida Partnership for School Readiness.**

## ***Introduction***

The School Readiness Act, section 411.01, Florida Statutes, was passed unanimously by the Florida Legislature and signed into law by Governor Jeb Bush on June 15, 1999. The act recognized that school readiness programs increase children's chances of achieving future educational success and becoming productive members of society. It was the intent of the Legislature that school readiness services be an integrated and seamless system of services. The act created the Florida Partnership for School Readiness and made it the principal organization responsible for the enhancement of school readiness for the state's children. The Florida Partnership for School Readiness works in collaboration with local school readiness coalitions.

The Florida Partnership for School Readiness was charged with adopting a system for measuring school readiness and developing school readiness performance standards and outcome measures. To ensure that the system for measuring school readiness was comprehensive and appropriate statewide, a Performance Standards and Outcomes Measures Workgroup and Advisory Committee were formed with representatives of district school systems; providers of public and private child care; health care providers; state agency partners; and state and national experts in child development, children with special needs and measurement and assessment.

The Florida School Readiness Performance Standards represent the culmination of their work and incorporate an exhaustive analysis of research, a review of the best practices and standards used across the nation, principles developed by the National Association for the Education of Young Children (NAEYC), and input from early childhood practitioners and kindergarten teachers.

The Florida School Readiness Performance Standards represent our common vision for children in the state and lay in the foundation of our accountability system.

## ***What Are The School Readiness Standards***

The Florida School Readiness Performance Standards are based on what we know about children, and what they should know or be able to do at each age in six areas of development:

- ❖ Physical Health
- ❖ Approaches to Learning
- ❖ Social and Emotional Development
- ❖ Language and Communication
- ❖ Cognitive Development and General Knowledge
- ❖ Motor Development

The Florida School Readiness Performance Standards are grouped by the areas of development and divided by the age of the child. Examples of observable behaviors are provided for each standard; however, in the summary below these examples are excluded.

### *How The Standards Are Used*

The Florida School Readiness Performance Standards are to be used by parents and early childhood professionals to:

- ❖ Identify the developmental goals they should help children attain by age five.
- ❖ Obtain ideas on how to improve the classroom and home environments to support learning.

### *How The Florida Standards Fit With Other Child Development Standards*

The Florida School Readiness Performance Standards for 5-year-old children are cross-referenced and aligned to the Sunshine State Standards and the 17-point list of statutory requirements found in the School Readiness Act, §411.01(4)(o), Florida Statutes.

The Florida School Readiness Performance Standards for 3- and 4-year-old children are cross-referenced and aligned with the Head Start Performance Standards, 45 Code of Federal Regulations 1304, 1305, 1308, and Guidance.

The Florida School Readiness Performance Standards are inclusive of the 17-point list included in the School Readiness Act and consistent with the School Readiness Uniform Screening System (SRUSS) at kindergarten entry.

## PHYSICAL HEALTH

<b>PHYSICAL HEALTH</b>	<b>3-YEAR-OLDS</b>
------------------------	--------------------

### A. PHYSICAL HEALTH

1. Shows characteristics of good health to facilitate learning.
2. Demonstrates visual ability to facilitate learning.
3. Exhibits auditory ability to facilitate learning.
4. Can perform oral hygiene routines.
5. Shows familiarity with the role of a primary health care provider.

### B. KNOWLEDGE OF WELLNESS

1. Shows that basic physical needs are met.
2. Follows basic health and safety rules with reminders.
3. Begins to perform self-care tasks independently.

<b>PHYSICAL HEALTH</b>	<b>4-YEAR-OLDS</b>
------------------------	--------------------

### A. PHYSICAL HEALTH

1. Shows characteristics of good health to facilitate learning.
2. Demonstrates visual ability to facilitate learning.
3. Exhibits auditory ability to facilitate learning.
4. Can perform oral hygiene routines.
5. Shows familiarity with the role of a primary health care provider.

### B. KNOWLEDGE OF WELLNESS

1. Shows that basic physical needs are met.
2. Follows basic health and safety rules.
3. Performs some self-care tasks independently.

<b>PHYSICAL HEALTH</b>	<b>5-YEAR-OLDS</b>
------------------------	--------------------

### A. PHYSICAL HEALTH

1. Shows characteristics of good health to facilitate learning.
2. Demonstrates visual ability to facilitate learning.
3. Exhibits auditory ability to facilitate learning.
4. Can perform oral hygiene routines.
5. Shows familiarity with the role of a primary health care provider.

### B. KNOWLEDGE OF WELLNESS

1. Shows that basic physical needs are met.
2. Shows interest in health issues.
3. Shows interest in safety issues.
4. Performs self care tasks competently.

## APPROACHES TO LEARNING

<b>APPROACHES TO LEARNING</b>	<b>3-YEAR-OLDS</b>
-------------------------------	--------------------

A. EAGERNESS AND CURIOSITY

1. Shows eagerness and curiosity as a learner.

B. PERSISTENCE

1. Attends briefly, and seeks help when encountering a problem.

C. CREATIVITY/INVENTIVENESS

1. Approaches play with purpose and inventiveness.

<b>APPROACHES TO LEARNING</b>	<b>4-YEAR-OLDS</b>
-------------------------------	--------------------

A. EAGERNESS & CURIOSITY

1. Shows eagerness and curiosity as a learner.

B. PERSISTENCE

1. Attends to tasks and seeks help when encountering a problem.

C. CREATIVITY/INVENTIVENESS

1. Approaches tasks with flexibility and inventiveness.

<b>APPROACHES TO LEARNING</b>	<b>5-YEAR-OLDS</b>
-------------------------------	--------------------

A. EAGERNESS & CURIOSITY

1. Shows eagerness and curiosity as a learner.

B. PERSISTENCE

1. Sustains attention to a task, persisting even after encountering difficulty.

C. CREATIVITY/INVENTIVENESS

1. Approaches tasks with flexibility and inventiveness.

## SOCIAL & EMOTIONAL

<b>SOCIAL &amp; EMOTIONAL</b>	<b>3-YEAR-OLDS</b>
-------------------------------	--------------------

### A. SELF CONCEPT

1. Demonstrates self-confidence.
2. Shows some self-direction.

### B. SELF CONTROL

1. Follows simple classroom rules and routines with guidance.
2. Begins to use classroom materials carefully.
3. Manages transitions.

### C. INTERACTION WITH OTHERS

1. Interacts with one or more children.
2. Interacts with familiar adults.
3. Participates in the group life of the class.
4. Shows empathy and caring for others.

### D. SOCIAL PROBLEM SOLVING

1. Seeks adult help when needed to resolve conflicts.

<b>SOCIAL &amp; EMOTIONAL</b>	<b>4-YEAR-OLDS</b>
-------------------------------	--------------------

### A. SELF CONCEPT

1. Demonstrates self-confidence.
2. Shows some self-direction.

### B. SELF CONTROL

1. Follows simple classroom rules and routines.
2. Uses classroom materials carefully.
3. Manages transitions.

### C. INTERACTION WITH OTHERS

1. Interacts easily with one or more children.
2. Interacts easily with familiar adults.
3. Participates in the group life of the class.
4. Shows empathy and caring for others.

### D. SOCIAL PROBLEM-SOLVING

1. Seeks adult help when needed to resolve conflicts.

**SOCIAL & EMOTIONAL****5-YEAR-OLDS****A. SELF CONCEPT**

1. Demonstrates self-confidence.
2. Shows initiative and self-direction.

**B. SELF CONTROL**

1. Follows classroom rules and routines.
2. Uses classroom materials purposefully and respectfully.
3. Manages transitions and adapts to changes in routine.

**C. INTERACTION WITH OTHERS**

1. Interacts easily with one or more children.
2. Interacts easily with familiar adults.
3. Participates in the group life of the class.
4. Shows empathy and caring for others.

**D. SOCIAL PROBLEM SOLVING**

1. Seeks adult help when needed to resolve conflicts.

**LANGUAGE AND COMMUNICATION****LANGUAGE AND COMMUNICATION****3-YEAR-OLDS****A. LISTENING**

1. Gains meaning by listening.
2. Follows two-step directions.

**B. SPEAKING**

1. Speaks clearly enough to be understood by most listeners.
2. Uses expanded vocabulary and language for a variety of purposes.

**C. READING**

1. Shows appreciation for books.
2. Shows beginning phonological awareness.
3. Shows interest in letters and words.
4. Comprehends and responds to stories read aloud.

**D. WRITING**

1. Represents ideas and stories through pictures, dictation, and play.
2. Uses scribbles and unconventional shapes to write.

**LANGUAGE AND COMMUNICATION****4-YEAR-OLDS****A. LISTENING**

1. Gains meaning by listening.
2. Follows two- or three-step directions.

**B. SPEAKING**

1. Speaks clearly enough to be understood without contextual clues.
2. Uses expanded vocabulary and language for a variety of purposes.

**C. READING**

1. Shows appreciation for books and reading.
2. Shows beginning understanding of concepts about print.
3. Demonstrates phonological awareness.
4. Begins to develop knowledge about letters.
5. Comprehends and responds to stories read aloud.

**D. WRITING**

1. Represents ideas and stories through pictures, dictation, and play.
2. Uses letter-like shapes, symbols, and letters to convey meaning.
3. Understands purposes for writing.

**LANGUAGE & COMMUNICATION****5-YEAR-OLDS****A. LISTENING**

1. Listens for meaning in discussions and conversations.
2. Follows directions that involve a series of actions.

**B. SPEAKING**

1. Speaks clearly and conveys ideas effectively.
2. Uses expanded vocabulary and language for a variety of purposes.

**C. LITERATURE AND READING**

1. Shows interest in and demonstrates knowledge about books and reading.
2. Shows some understanding of concepts about print.
3. Begins to demonstrate phonemic awareness.
4. Knows letters, sounds, and how they form words.
5. Comprehends and responds to fiction and informational text read aloud.

**D. WRITING**

1. Represents stories through pictures, dictation, and play.
2. Uses letter-like shapes, symbols, letters, and words to convey meaning.
3. Understands purposes for writing.

## COGNITIVE DEVELOPMENT AND GENERAL KNOWLEDGE

<b>COGNITIVE DEVELOPMENT AND GENERAL KNOWLEDGE</b>	<b>3-YEAR-OLDS</b>
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### SUBDOMAIN V.A: MATHEMATICAL THINKING

#### A. MATHEMATICAL PROCESSES

1. Shows interest in solving mathematical problems.

#### B. PATTERNS, RELATIONSHIPS, AND FUNCTIONS

1. Sorts objects into subgroups that vary by one attribute.

#### C. NUMBER CONCEPT AND OPERATIONS

1. Shows curiosity and interest in counting and numbers.

#### D. GEOMETRY AND SPATIAL RELATIONS

1. Identifies several shapes.
2. Shows understanding of several positional words.

#### E. MEASUREMENT

1. Shows understanding of some comparative words.
2. Participates in measuring activities.

### SUBDOMAIN V.B: SCIENTIFIC THINKING

#### A. INQUIRY

1. Uses senses to observe and explore classroom materials and natural phenomena.
2. Begins to use simple tools and equipment for investigation.
3. Makes comparisons among objects.

### SUBDOMAIN V.C: SOCIAL STUDIES

#### A. PEOPLE, PAST AND PRESENT

1. Begins to recognize own physical characteristics and those of others.

#### B. HUMAN INTERDEPENDENCE

1. Begins to understand family structures and roles.
2. Describes some jobs that people do.

#### C. CITIZENSHIP AND GOVERNMENT

1. Shows awareness of group rules.

#### D. PEOPLE AND WHERE THEY LIVE

1. Shows beginning awareness of their environment.

### SUBDOMAIN V.D: THE ARTS

#### A. EXPRESSION AND REPRESENTATION

1. Uses a variety of art materials for tactile experience and exploration.
2. Participates in group music experiences.
3. Participates in creative movement, dance, and drama.

## B. UNDERSTANDING AND APPRECIATION

1. Responds to artistic creations or events.

<b>COGNITIVE DEVELOPMENT AND GENERAL KNOWLEDGE</b>	<b>4-YEAR-OLDS</b>
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### SUBDOMAIN V.A: MATHEMATICAL THINKING

#### A. MATHEMATICAL PROCESSES

1. Begins to use simple strategies to solve mathematical problems.

#### B. PATTERNS, RELATIONSHIPS, AND FUNCTIONS

1. Sorts objects into subgroups that vary by one or two attributes.
2. Recognizes simple patterns and duplicates them.

#### C. NUMBER AND OPERATIONS

1. Shows beginning understanding of number and quantity.

#### D. GEOMETRY AND SPATIAL RELATIONS

1. Begins to recognize and describe the attributes of shapes.
2. Shows understanding of and uses several positional words.

#### E. MEASUREMENT

1. Orders, compares, and describes objects according to a single attribute.
2. Participates in measuring activities.

### SUBDOMAIN V.B: SCIENTIFIC THINKING

#### A. INQUIRY

1. Asks questions and uses senses to observe and explore materials and natural phenomena.
2. Uses simple tools and equipment for investigation.
3. Makes comparisons among objects.

### SUBDOMAIN V.C: SOCIAL STUDIES

#### A. PEOPLE, PAST AND PRESENT

1. Identifies similarities and differences in personal and family characteristics.

#### B. HUMAN INTERDEPENDENCE

1. Begins to understand family needs, roles, and relationships.
2. Describes some people's jobs and what is required to perform them.
3. Begins to be aware of technology and how it affects life.

#### C. CITIZENSHIP AND GOVERNMENT

1. Demonstrates awareness of rules.
2. Shows awareness of what it means to be a leader.

#### D. PEOPLE AND WHERE THEY LIVE

1. Describes the location of things in the environment.
2. Shows awareness of the environment.

#### SUBDOMAIN V.D: THE ARTS

##### A. EXPRESSION AND REPRESENTATION

1. Uses a variety of art materials for tactile experience and exploration.
2. Participates in group music experiences.
3. Participates in creative movement, dance, and drama.

##### B. UNDERSTANDING AND APPRECIATION

1. Responds to artistic creations or events.

<b>COGNITIVE DEVELOPMENT &amp; GENERAL KNOWLEDGE 5-YEAR-OLDS</b>
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#### SUBDOMAIN V.A.: MATHEMATICAL THINKING

##### A. MATHEMATICAL PROCESSES

1. Shows interest in solving mathematical problems.
2. Uses words to describe mathematical ideas.

##### B. PATTERNS, RELATIONSHIPS, AND FUNCTIONS

1. Recognizes patterns and duplicates or extends them.
2. Sorts objects into subgroups, classifying and comparing according to a rule.

##### C. NUMBER CONCEPT AND OPERATIONS

1. Shows understanding of the concept of number and quantity.
2. Begins to understand relationships between quantities.

##### D. GEOMETRY AND SPATIAL RELATIONS

1. Recognizes and describes some attributes of shapes.
2. Shows understanding of and uses direction, location, and position words.

##### E. MEASUREMENT

1. Orders, compares, and describes objects by size, length, capacity, and weight.
2. Estimates and measures using non-standard and standard units.
3. Shows interest in common instruments for measuring.
4. Shows awareness of time concepts.

##### F. DATA COLLECTION AND PROBABILITY

1. Begins to collect data and make records using lists or graphs.

## SUBDOMAIN V.B.: SCIENTIFIC THINKING

### A. INQUIRY.

1. Seeks information through observation, exploration, and descriptive investigations.
2. Uses simple tools and equipment to extend the senses and gather data.
3. Forms explanations and communicates scientific information.

### B. PHYSICAL SCIENCE

1. Identifies, describes, and compares properties of objects.

### C. LIFE SCIENCE

1. Observes and describes characteristics, basic needs, and life cycles of living things.

### D. EARTH SCIENCE

1. Explores and identifies properties of rocks, soil, water, and air.
2. Begins to observe and describe simple seasonal and weather changes.

## SUBDOMAIN V.C.: SOCIAL STUDIES

### A. PEOPLE, PAST, AND PRESENT

1. Identifies similarities and differences in people's characteristics, habits, and living patterns.
2. Demonstrates beginning awareness of state and country.
3. Shows some awareness of time and how the past influences people's lives.

### B. HUMAN INTERDEPENDENCE

1. Begins to understand how people rely on others for goods and services.
2. Describes some people's jobs and what is required to perform them.
3. Begins to be aware of technology and how it affects life.

### C. CITIZENSHIP AND GOVERNMENT

1. Demonstrates awareness of the reasons for rules.
2. Shows beginning understanding of what it means to be a leader.

### D. PEOPLE AND WHERE THEY LIVE

1. Expresses beginning geographic thinking.
2. Shows beginning awareness of the relationship between people and where they live.

## SUBDOMAIN V.D.: THE ARTS

### A. EXPRESSION AND REPRESENTATION

1. Uses a variety of art materials to explore and express ideas and emotions.
2. Participates in group music experiences.
3. Participates in creative movement, dance, and drama.

### B. UNDERSTANDING AND APPRECIATION

1. Responds to artistic creations or events.

## MOTOR DEVELOPMENT

<b>MOTOR DEVELOPMENT</b>	<b>3-YEAR-OLDS</b>
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A. GROSS MOTOR DEVELOPMENT

1. Moves with some balance and control.
2. Coordinates movements to perform simple tasks.

B. FINE MOTOR DEVELOPMENT

1. Uses strength and control to perform simple tasks.
2. Uses eye-hand coordination to perform simple tasks.
3. Explores the use of various drawing and art tools.

<b>MOTOR DEVELOPMENT</b>	<b>4-YEAR-OLDS</b>
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A. GROSS MOTOR DEVELOPMENT

1. Moves with balance and control.
2. Coordinates movements to perform simple tasks.

B. FINE MOTOR DEVELOPMENT

1. Uses strength and control to perform simple tasks.
2. Uses eye-hand coordination to perform tasks.
3. Shows beginning control of writing, drawing, and art tools.

<b>MOTOR DEVELOPMENT</b>	<b>5-YEAR-OLDS</b>
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A. GROSS MOTOR DEVELOPMENT

1. Uses balance and control to perform large motor tasks.
2. Coordinates movements to perform tasks.

B. FINE MOTOR DEVELOPMENT

1. Uses strength and control to accomplish fine motor tasks.
2. Uses eye-hand coordination to perform fine motor tasks.
3. Uses writing and drawing tools with some control.

# Universal Prekindergarten Education Advisory Council

Report and Recommendations to the Florida State Board of Education

