COUNTY OF LOS ANGELES
POLICY ROUNDTABLE FOR CHILD CARE AND DEVELOPMENT
POLICY • PLANNING • PRACTICE

**MARCH 13, 2019 ♦ 10:00 a.m. to Noon**
Kenneth Hahn Hall of Administration ♦ Conference Room 743
500 W. Temple Street ♦ Los Angeles, California 90012

# AGENDA

## Welcome and Introductions

| | | | |
|---|---|---|---|
| 10:00 | 1. Comments from the Chair | | Terry Ogawa |
| 10:15 | 2. Approval of Minutes – February 13, 2019 | **Action Item** | Terry Ogawa |

## Public Policy

| | | |
|---|---|---|
| 10:20 | 3. Building California's Future: Tackling the Facilities Challenge for Our Youngest Learners | Karla Pleitéz Howell |
| 10:40 | 4. Child Care & Early Childhood Education Timeline | Ellen Cervantes |
| 10:50 | 5. Responding to the Governor's Budget Proposals and Prioritizing Legislation<br>▪ Increase Investments in Infants and Toddlers<br>▪ Reform the Reimbursement System for Subsidized Services<br>▪ Expand Workforce Investments<br>▪ Support Facility Development | Dean Tagawa & Michele Sartell |
| 11:10 | 6. Assembly Blue Ribbon Commission on Early Childhood Recommendations | Jacquelyn McCroskey |

## Ongoing Efforts

| | | |
|---|---|---|
| 11:30 | Strategic Planning: Review of Proposed Principles | Ellen Cervantes |
| 11:40 | Update on Director Selection Process | Robert Gilchick |

## Wrap-up

| | | |
|---|---|---|
| 11:45 | 6. Announcements & Public Comments | Meeting Participants |
| 11:55 | 7. Meeting in Review & Call to Adjourn | Terry Ogawa |

**Next Meeting:**
Wednesday, April 10, 2019, 10:00 a.m. to 12:00 p.m.
Kenneth Hanh Hall of Administration
500 West Temple Street Room 743
Los Angeles, CA 9001

**Mission Statement: The Los Angeles County Policy Roundtable for Child Care and Development builds and strengthens early care and education by providing recommendations to the Board of Supervisors on policy, systems and infrastructure improvement.**

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# Meeting Minutes for February 13, 2019

## Welcome and Introductions

### 1. Call to Order and Comments by the Chair

Chair Terry Ogawa opened the meeting of the Policy Roundtable for Child Care and Development (Roundtable) at 10:06 a.m. with self-introductions.

### 2. Approval of January 9, 2019 Minutes

*Upon a motion by Nellie Ríos-Parra and seoncded by Dawn Kurtz, the minutes for the January 9, 2019 were approved. Kalene Gilbert abstained.*

## Public Policy

### 3. Policy Report and Discussion

Michele Sartell provided a high level presentation of the Governor's budget proposals for early care and education. Governor Newsom has proposed a cradle to career agenda that encompasses education as well as other services to improve child and family well being. Michele referenced a handout in the meeting materials titled, Governor Introduces Proposed Budget – FY 2019-20 Early Care and Education Items. The Governor's proposals for early care and education address achieving universal preschool, expanding state preschool slots, building the infrastructure planning (facility development and workforce capacity), providing a cost-of-living adjustment, adjusting funding for CalWORKS Stages 2 and 3 Child Care based on anticipated caseloads, and developing a cradle to career data system. Additional proposed investments address paid family leave, home visitation, and developmental screenings.

While the Governor's proposed investments in early care and education are historic, his budget overlooks the significant gap in services available for babies and toddlers of low-income working families. In Los Angeles County, only six percent of 51 percent of eligible babies and toddlers of low-income, working families are served by state subsidized programs. Furthermore, the Governor does not address the reimbursement rates for subsidized services that continue to lag behind the cost of operating programs that meet higher quality standards as set forth by the quality rating and improvement system being implemented across the state.

Michele mentioned that on February 5th the Board of Supervisors passed a motion directing the Chief Executive Officer to send a five-signature letter to the Governor and the County's State legislative delegation expressing the Board's support for the Governor's proposals for funding early care and education programs and encouraging additional investments in infant and toddler care and other related services that increase access to high quality early care and education programs. Hopefully, the motion provides the means necessary to the Roundtable and Child Care Planning Committee also weigh in on the Governor's proposals in particular as hearings come up.

Michele added that the Early Childhood Education Coalition has sent letters to Senator Holly Mitchell, Chair of the Senate Budget Committee and Assembly Member Phil Ting, Chair of the Assembly Budget Committee. The letter was included in the meeting packets.

Michele briefly summarized trailer bills addressing early care and education services. Trailer bill language specific to the Emergency Child Care Bridge Program for Foster Children proposes waiving fees associated with the registry for providers who are serving children funded under the program. In addition, advocacy efforts are underway to increase funding that would provide additional vouchers for more children, and increase the number of navigators and trauma informed trainings available for early educators. Terry Ogawa asked Jennifer Hottenroth of the Department of Children and Family Services (DCFS) to provide an update on the program at a future meeting.

Michele next referenced the Child Care and Early Learning Trailer Bill, which addresses three items as follows: 1) Requires the development of recommendations for future investments in the State system of child care and early learning; 2) Allocates $245 million in infrastructure grants for the construction of new or retrofitting of exiting child care and preschool facilities, including those that operate as a child care center or a family child care home; and 3) Allocates $245 million for competitive workforce development grants to expand the number of qualified child care and early learning professionals. The Joint Committee on Legislation is closely monitoring this trailer bill.

Michele concluded her presentation by sharing the matrix of legislation, which was included in the meeting handouts. There are several early care and education bills, and others related to the field; she encouraged Roundtable members to let her know of any bills not in the matrix for potential inclusion.

## Ongoing Efforts

### 4. Update on Early Childhood Mental Health Consultation Project

Kalene Gilbert of the Department of Mental Health (DMH) thanked the Roundtable for their contributions to the progress that has been made to date on the project. She mentioned that her office has transitioned from the children's division to the prevention division with the goal engaging directly with communities to increase protective factors and reduce risk factors associated with trauma with a focus on education.

Early childhood mental health consultation (ECMHC) in early childhood settings is a problem solving and capacity-building intervention implemented within a collaborative relationship between a professional consultant with early childhood mental health expertise and one or more individuals with other areas of expertise, primarily child care center staff. ECMHC aims to build the capacity (improve the ability) of staff, families, programs, and systems to prevent, identify, treat and reduce the impact of behavioral challenges, trauma and mental health concerns among children and their families.

DMH's Prevention Administration Services has proposed a pilot project to implement ECMHC with existing Prevention and Early Intervention (PEI) providers experienced in the practice to deliver:

- Classroom level consultation to build the skills of early care and education staff to address challenging behaviors
- Workforce development to enhance staff understanding of social-emotional development as well as address staff wellness

### 5. Update on Director Selection Process

Dr. Robert Gilchick reported that over 100 applications for the director position have been received by Human Resources. Applicants meeting the minimum qualifications for a Health Program Manager I were added to a list of potential candidates. Dr. Debbie Allen and Dr.

Gilchick have been interviewing candidates with the intent of identifying persons with both a balance of management skills and expertise in early care and education. Applications are still being accepted. Roundtable members suggested a number of strategies to increase the pool of candidates including advertising the position with other counties, developing a more attractive job bulletin and conducting targeted outreach.

## Wrap Up

### 6. Announcements and Public Comments

### 7. Meeting in Review

#### a. Action Items

| Item Description | Lead |
|---|---|
| Policy Stakeholder Event | Terry Ogawa |
| Continue the Strategic Planning Progress | Richard Cohen & Ellen Cervantes |

#### b. Follow up Items

| Item Description | Lead | Pending/Due |
|---|---|---|
| Early Childhood Mental Health Consultation | Kalene Gilbert | Updates |
| Child Care Alliance of Los Angeles to present the updates on the Emergency Child Care Bridge Program for Foster Children | Ellen Cervantes<br>Cristina Alvarado | Updates |
| Continue discussions with Cheryl Wold on strengthening and using data from the *Portrait of Los Angeles County* | Terry Ogawa | TBD |
| Continue discussions with the Office of Women and Girls Initiative | Terry Ogawa | TBD |
| Measure H – Homeless Initiative: Board of Supervisor's Child Care Motion | Cristina Alvarado | Updates |

### 8. Call to Adjourn

The meeting was adjourned at 11:50 a.m.

**Members Attending:**
Boris Villacorta, First Supervisorial District
Dawn Kurtz, Child360
Ellen Cervantes, Fifth Supervisorial District
Fran Chasen, Southern Chapter of the CA Association for the Education of Young Children
Jackie Majors, Chid Care Alliance of Los Angeles
Jennifer Hottenroth, Department Children and Family Services
Karla Pleitéz Howell, First Supervisorial District
Kalene Gilbert, Department of Mental Health
Nellie Ríos-Parra, Child Care Planning Committe
Robert Glichick, Department of Public Health
Terry Ogawa, Third Supervisorial District

**Alternate Members Attending:**
Aden Michael, Department of Public Health
Colleen Pagter, Los Angeles Unified School District
Debi Anderson for Keesha Woods, Los Angeles County Office of Education
Paul Pulver, Child Care Alliance of Los Angeles County

**Guests Attending:**
Anne Blackstock-Bernstein, UCLA
Avery Seretan, First 5 LA
Cristina Alvarado, Child Care Alliance of Los Angeles
Debra Colman, First 5 LA
Elsa Jacobsen, Child 360
Monica Banken, Board of Supervisors
Porsha Cropper, Second Supervisorial District
Robert Beck, Department of Public Social Services
Yasmin Grewal-Kök, Early Edge California

**Staff:**
Marghot Carabali
Michele Sartell

ADVANCEMENT PROJECT

# BUILDING CALIFORNIA'S FUTURE:

## Tackling the Facilities Challenge for Our Youngest Learners

POLICY BRIEF
FEBRUARY 2019

# ACKNOWLEDGEMENTS

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## A SPECIAL THANK YOU TO THE ADVANCEMENT PROJECT CALIFORNIA TEAM THAT MADE THIS POSSIBLE:

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*Dr. Marlene Zepeda, thank you for your invaluable partnership and insight. We also deeply appreciate Elizabeth Bluestein, Sarah Stegemoeller and Pam Schmidt for inspiring the authors, and express gratitude to Public Counsel for 20-plus years of helping child care providers navigate complex legal issues. We are indebted to our partners who have generously contributed to this endeavor.*

## WITH DEEPEST THANKS TO OUR PARTNERS FOR OFFERING YOUR INVALUABLE EXPERTISE THROUGHOUT THIS PROJECT:

Alameda County Early Care and Education Program, Ellen Dektar
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California Children's Academy, Andrea Joseph
California Child Care Resource and Referral Network, Linda Asato, Keisha Nzewi and Gemma DiMatteo
California Department of Education, Sarah Neville-Morgan
California Head Start, Christopher Maricle
California Strategies, Monique Ramos
Child 360, Elsa Jacobsen
Child Care Alliance of Los Angeles, Cristina Alvarado
Child Care Law Center, Kim Kruckel, Laurie Furstenfeld and Julia Frudden
Child Care Resource Center, Michael Olenick
Child Development Consortium of Los Angeles, Lisa Wilkin
Community Child Care Council of Sonoma County, Lara Magnusdottir
Every Child California, Nina Buthee
First 5 Association, Moira Kenney
First 5 California, Erin Gabel
First 5 Los Angeles, Kim Pattillo Brownson, Peter Barth, and Becca Patton
GoKids Inc., Jessica Kranz
Los Angeles Area Chamber of Commerce, David Rattray, Sonia Rivera Campos, and Roberto Viramontes
Los Angeles County Office for Advancement of Early Care and Education, Michele Sartell
Los Angeles Unified School District, Dean Tagawa
Public Counsel, Ritu Mahajan, Shashi Hanuman and Kabita Parajuli
Reading and Beyond, Luis Santana
Redwood City Child Care Coordinator, Kristen Anderson
UCLA Luskin School of Public Affairs, Sarah Reber
Young Horizons, Sarah Soriano


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## ABOUT US

Advancement Project California is a next generation, multi-racial civil rights organization working on systems change. California staff in Los Angeles and Sacramento work to expand opportunities in our educational systems, create healthy built environments, build participatory and representative communities, and shift public investments toward equity. We develop rigorous, evidence-based solutions, innovate technology and tools with coalition partners to advance the field, broker partnerships between community advocates and the halls of power, and build racial and economic equity. With the understanding that education is an essential component in improving the lives and opportunities of all Californians, we work across the state and with a diverse set of stakeholders to improve the early learning and K–12 education systems. We believe that effective and respectful partnerships are the bedrock of fixing a system responsible for educating California's children.

## INTRODUCTION

Early learning environments are essential for promoting healthy child development. Vibrant colors, sunlight, and natural outdoor environments for playing and exploring are all critical to contributing to a child's brain function and physical development. However, the majority of families and children in California do not have access to high-quality early learning environments, due to lack of early care and education (ECE) facilities[1] in their neighborhood. Lack of access is particularly acute for low-income communities of color.

Presently, California's ECE system and infrastructure reflect a California of decades past. Family working trends show that in the 1970s, about 30 percent of mothers with children under age three entered the workforce. Nationally, we now see that close to 60 percent of mothers with children under three enter the workforce.[2] Families need two incomes to meet the demands of rising housing costs and increased costs of living. Unfortunately, there has not been equivalent growth in ECE services, leaving many families in a difficult position. Despite changes in working trends, investments in the California publicly-funded[3] ECE system are just barely at pre-recession funding levels.[4]

Recognizing this, the Golden State's new gubernatorial administration and legislators have committed more resources to increase availability of high-quality ECE for California's children. There is much discussion across the state about how best to achieve this goal. Missing from many of these discussions, however, is an analysis of whether the state has sufficient physical facilities to house the babies, toddlers, and preschoolers it aims to serve.

This report is a comprehensive examination of California's ECE facilities challenge. Whether California's high-quality ECE system is universal or targeted, whether the impetus comes from an initiative, the legislature, the governor, or elsewhere, decision-makers will face the same reality: **Increased ECE access cannot be offered where there are no spaces to house these programs.** This report analyzes where ECE facilities are available, barriers to facility development and improvement, and policy recommendations to ensure that California builds the needed infrastructure for the success of our ECE system.

### TABLE 1: FACILITIES IN CALIFORNIA

| FACILITY TYPE | DESCRIPTION | CHILD AGE SERVED (INFANTS AND TODDLERS OR PRESCHOOL-AGE) | MAX CAPACITY |
|---|---|---|---|
| **Small Family Child Care Home** | A licensed provider's personal residence where they care for eight or fewer children, for periods of less than 24 hours per day, while the parents or guardians are away. | Both | 8 |
| **Large Family Child Care Home** | A licensed provider's personal residence where they care for 14 or fewer children, for periods of less than 24 hours per day, while the parents or guardians are away. | Both | 14 |
| **Child Care Center** | Any child care facility other than a family child care home where children are provided non-medical care and supervision in a group setting for less than 24 hours per day. | Both | Max varies based on indoor/outdoor square footage available |
| **Transitional Kindergarten** | Programs offered to four-year-olds with birthdays between September 2 and December 2, operated by Local Educational Agencies. May run a part-day or full-day program. Program is no cost and all local children are eligible. | Preschool-Age | Majority of stand-alone, full-day classrooms' average class size is 20[5] |





# WHY EARLY CARE AND EDUCATION MATTERS

The research is clear: For children to thrive, we must ensure that all children, birth through five, have safe, socially supported, and effective ECE.[6]

## BRAIN DEVELOPMENT AND ATTACHMENT

A child's first five years are a magical period of learning and development. Neuroscientists show that by age five, 90 percent of a baby's brain is developed.[7] Quality experiences and relationships during these first years are the impetus for positive development and the creation of trillions of neural connections, which have a deep and lasting impact on future development. High-quality ECE helps children form healthy attachments, which provide the basis for cognitive development, physical growth, and health.[8]

## KINDERGARTEN READINESS

Early learning opportunities are essential for preventing educational achievement gaps before they begin to form.[9] A report from the Getting Down to Facts II series, "A Portrait of Educational Outcomes in California," examines K–12 educational outcomes and finds that disparities in educational outcomes are evident long before 3rd grade testing begins, demonstrating that positive experiences before kindergarten are critical to future success.[10] Closing the achievement gap requires increasing access to high-quality ECE services in our highest-need communities.

## ECE IS A SMART INVESTMENT

Nobel Prize-winning economists find that ECE investments offer substantial financial returns.[11] New research documents a 13 percent per year return on investment of high-quality ECE programs for low-income children of color.[12] Taxpayers and society at large also benefit from high-quality ECE programs, specifically from the tax revenues of working parents who contribute to the economy—supporting all children on a path to success.[13]

# THE CALIFORNIA ECE FACILITIES INFRASTRUCTURE

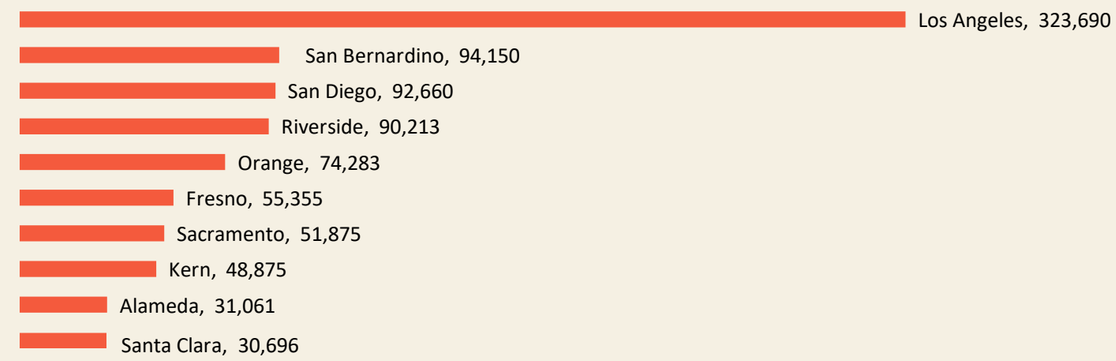
**California ECE Facilities.** The California Department of Social Services' Community Care Licensing Division regulates and licenses three types of ECE facilities: small family child care homes, large family child care homes, and child care centers. This report analyzes capacity data of these three types of ECE settings, plus Transitional Kindergarten facilities operated by Local Educational Agencies. See Table 1 above.

**State of ECE Facilities Infrastructure.** California has nearly three million children under age six.[14] Yet the current ECE facilities infrastructure has the capacity to serve less than a quarter of California's youngest learners. As decision-makers grapple with how best to move ECE program expansion, the following maps serve as an illustration of the magnitude of California's ECE challenge.

**Child care centers and Transitional Kindergarten Infrastructure.** California has 522,462 licensed child care center seats for children ages two through five, plus 90,707 Transitional Kindergarten[15] seats. This leaves 1,401,331 children ages two through five without a currently available licensed child care center or Transitional Kindergarten seat (see Map 1). The facilities challenge significantly impacts families with children under the age of two. California only has 47,443 licensed child care center seats for children ages birth through two. This leaves 921,525 babies and toddlers without access to a licensed child care center seat (see Map 2).

**California children who lack access to a ready space are not spread evenly throughout the state.** They are concentrated in severely space-short neighborhoods. They are clustered in major urban counties in Southern California, the Central Valley and parts of the Bay Area. For example, Los Angeles has the largest share of children under six without access to a publicly funded ECE seat. (See Table 2).

**TABLE 2: California counties with most low-income children under six without access to a publicly-funded ECE seat**

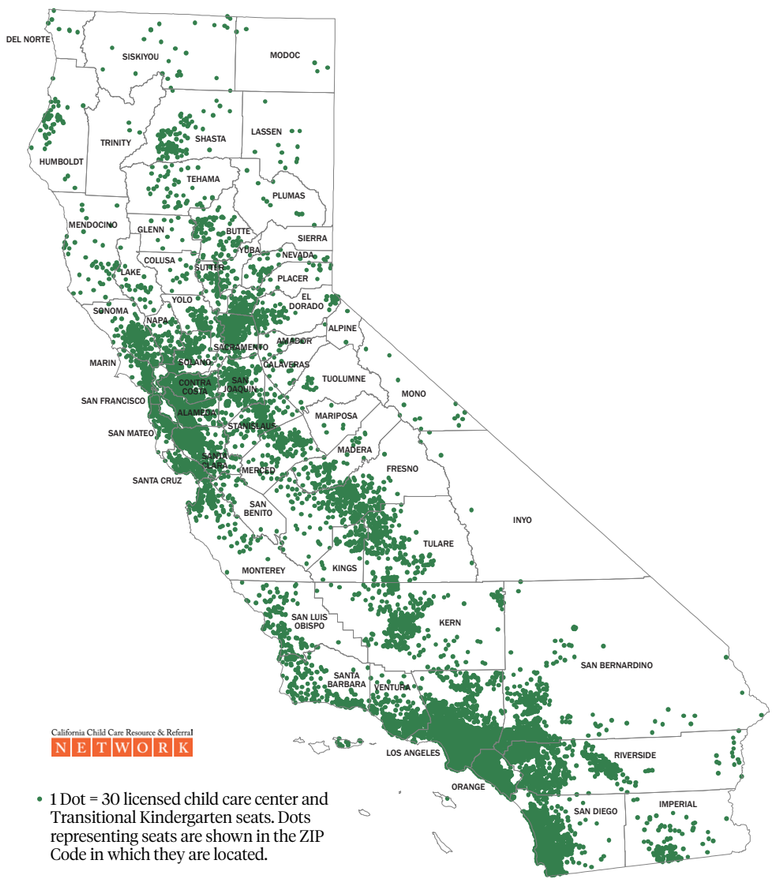



**Advancement Project's analysis shows that closing the facilities gap will require supports and investments in family child care homes throughout the state.** Licensed family child care homes have seats for 283,544 children under the age of twelve. Family child care homes are a critical piece of the facilities puzzle to meet needs of families throughout the state (see Map 3). These facilities generally provide more affordable and flexible care for families. For example, 41 percent of family child care homes offer evening, weekend, or overnight care.[16]

**Based on analysis of facilities geographic patterns, the children most in danger of being left out of future ECE investments are disproportionately the very children who are presented as the most compelling reason to provide the program in the first place.** Highest need areas are communities with the largest number of children under five without access to a publicly-funded ECE program in their ZIP Code. A comparison of lowest need areas and highest need areas shows that there are striking racial disparities in access. Specifically we see an increase of Asian, Black, LatinX and Native Hawaiian and Pacific Islander children in neighborhoods with highest need for facilities and access to publicly-funded programs (Table 3)[17, 18]. Moreover, we see that two-thirds of kids in high-need areas of California are LatinX. Most surprising about this data is that Asian children make up more of the population in high-need areas than in low-need areas, and thus have less readily available access to ECE programs.

## MAP 1.

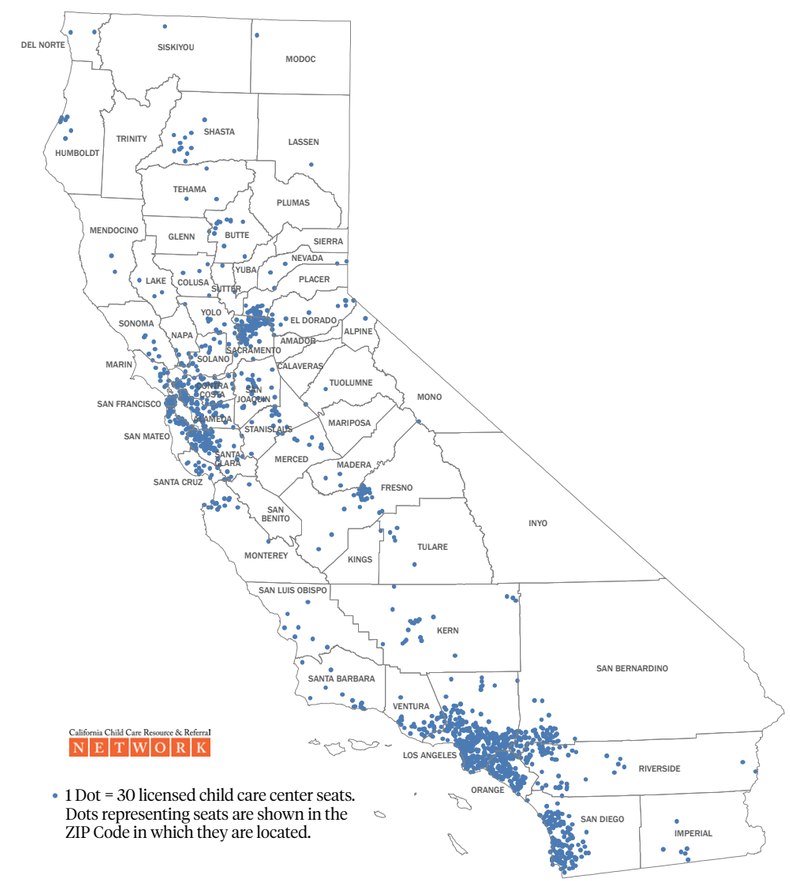
### Only 613,000 child care center and Transitional Kindergarten seats for more than 2M children ages two through five.




- 1 Dot = 30 licensed child care center and Transitional Kindergarten seats. Dots representing seats are shown in the ZIP Code in which they are located.

## MAP 2.

### Only 47,000 child care center seats for nearly 1M children under age two.

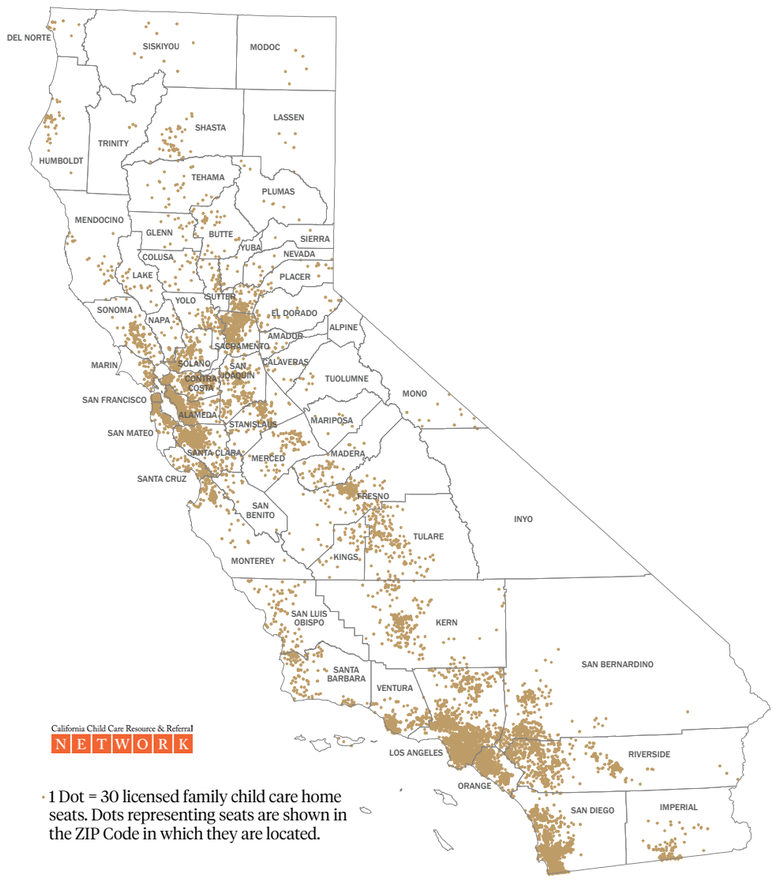



- 1 Dot = 30 licensed child care center seats. Dots representing seats are shown in the ZIP Code in which they are located.

*Advancement Project California collaborated with the California Child Care Resource & Referral Network to create Maps 1-3. Data in Map 1 include the number of child care center seats serving children ages two through five in 2017 and the number of children enrolled in Transitional Kindergarten, based on California Department of Education 2016-17 enrollment data. Data in Map 2 include the number of child care center seats in 2017 serving children under age two. Data in Map 3 includes the number of licensed Family Child Care Homes serving children ages 0-12 in 2017. Maps created February 2019 by Advancement Project* *(c) 2019 Advancement Project California. All rights reserved.*

## MAP 3.

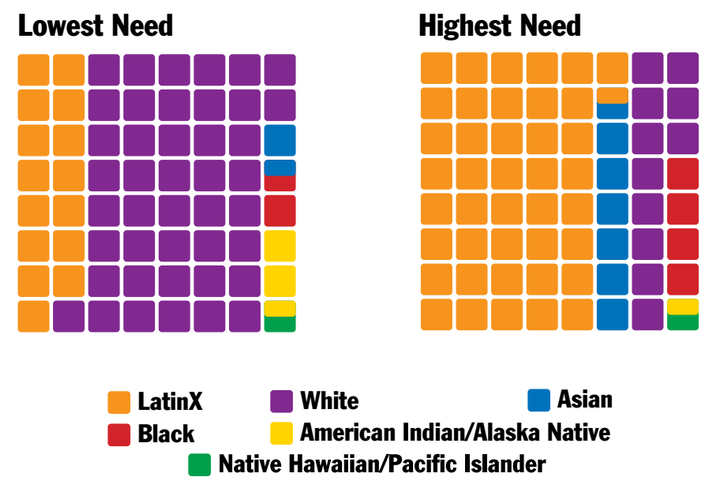
**California Family Child Care Homes are critical to the ECE system and provide over 280,000 seats.**




*Map created February 2019 by Advancement Project (c) 2019 Advancement Project California. All rights reserved.*

## TABLE 3

**Two-thirds of children in Lowest Need Areas are White, while two-thirds in the Highest Need Areas are LatinX.**

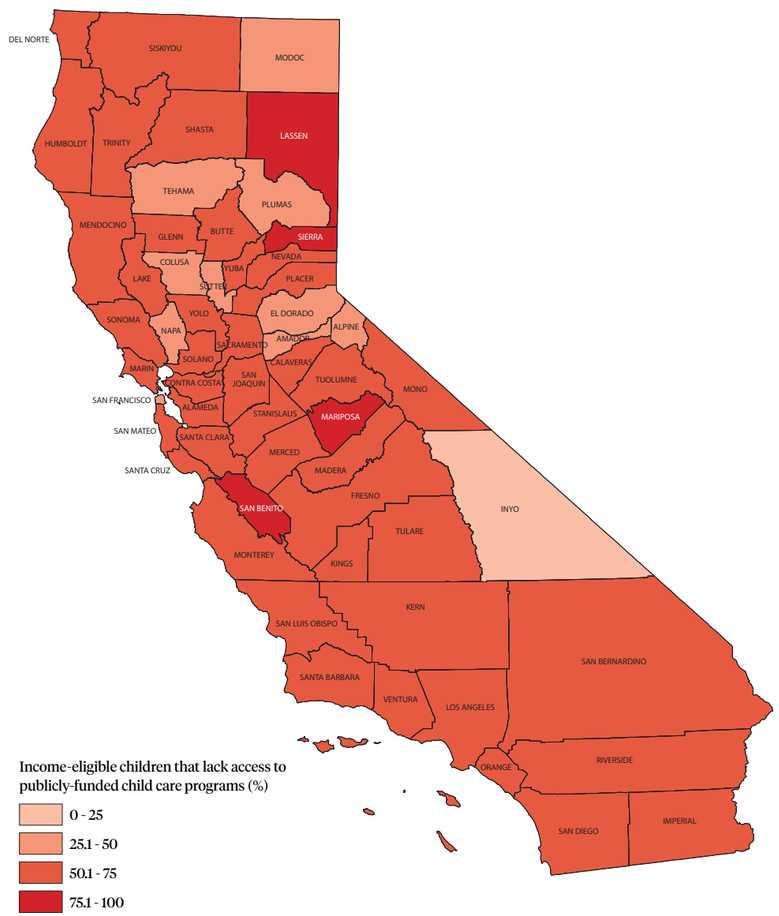



**Access for preschoolers has made great strides, but families continue to remain without access across the state.** Available preschool spaces are scarce for low-income preschoolers, children ages three through five. In California, 821,320 preschoolers are income-eligible for publicly-funded preschool or Transitional Kindergarten. Yet, 61 percent of children who are income-eligible for publicly-funded programs do not have access to these programs (see Map 4).

**Babies and toddlers experience the largest disparities and overall gaps in access to ECE.** Achievement gaps begin before a child learns to talk. Thus ensuring babies and toddlers, children ages birth through three, access to ECE opportunities is critical. There are 762,797 babies and toddlers who are income-eligible for publicly-funded ECE programs. Yet, 94 percent of children who are income-eligible for publicly-funded programs do not have access (see Map 5).

## MAP 4.

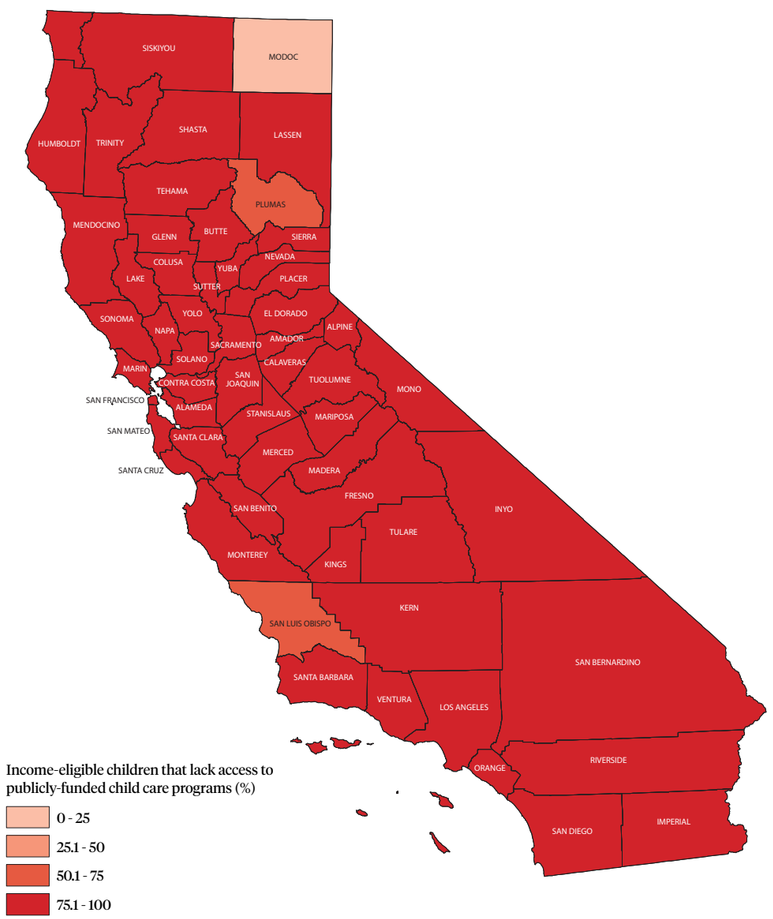
**Only 39 out of 100 low-income preschoolers have access to a publicly-funded seat.***



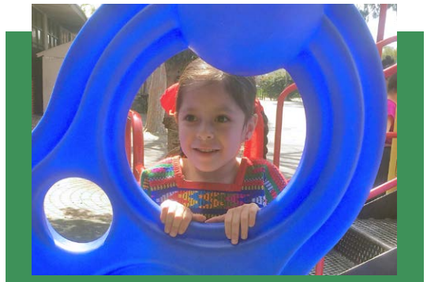

*Advancement Project California used American Institutes for Research (AIR) and California Department of Education (CDE) data for these maps. Map 4 includes AIR data on the number of preschoolers, ages three through five, who are income-eligible for state Title 5 subsidized programs (under 70% 2015-2016 State Median Income) and enrollment in the following programs: Head Start, CalWORKs 2, CalWORKs 3, California State Preschool Program, Alternative Payment Programs, and Title 5 Family Child Care Homes in 2016. Transitional Kindergarten enrollment comes from CDE 2016-17 data. Map 5 includes AIR data on the number of babies and toddlers, under age three, who are income-eligible for state Title 5 subsidized programs and enrollment in the following programs: Early Head Start, CalWORKs 2, CalWORKs 3, Alternative Payment Programs, and Title 5 Family Child Care Homes in 2016. Maps created February 2019 by Advancement Project* *(c) 2019 Advancement Project California. All rights reserved.*

## MAP 5.

**Only 6 out of 100 low-income babies and toddlers have access to a publicly-funded seat.***



## STORY 1



**Reading and Beyond**
**4670 E. Butler Avenue, Fresno, CA**
**Luis Santana, Executive Director**

Luis Santana, Executive Director of Reading and Beyond, leads an organization that serves the needs of children and families across multiple counties in the Central Valley. Reading and Beyond has two ECE facilities that serve 90 children. Both facilities are located in the highest need areas of Fresno County as assessed by the Local Child Care and Development Planning Council. Due to the high need, Luis spent several years looking for affordable facilities to purchase or lease but most locations are extremely expensive. Luis was finally able to purchase a facility that he believed needed minor modifications. However, after working with the city and hiring an architect, the estimated costs to modify the facility was $350,000. Unfortunately, Luis does not have the funding to modify and open the facility. Luis shares: "Our families need these programs. As a state, we need to do a better job of encouraging facilities development where our children need it most."

## CHALLENGES TO BUILDING THE ECE INFRASTRUCTURE

The Great Recession of 2008 to 2012 hit California's ECE programs hard, seeing nearly $1 billion in cuts and a loss of over 100,000 dedicated publicly-funded spaces.[19] As a result, many center-based and family child care home providers had to close their doors, resulting in a considerable reduction in ECE facilities. Today, the ECE facility infrastructure is in decline, and some communities are struggling more than others.

There are several reasons why California has not yet recovered from recession-era budget cuts, and our shortage of ECE facilities continues – as laid out in the maps above. First, child care providers share that it is difficult to find real estate space and homes in which to operate ECE facilities. Finding appropriate land and space that meet regulations and zoning requirements can be incredibly challenging, time consuming, and ultimately expensive.

Second, land use and regulatory barriers can present a challenge for both family child care home and child care center providers. For example, many cities and counties require small family child care providers to obtain a zoning permit if they wish to become a large family child care provider to care for more children in their own home. For child care centers, permitting approval processes and regulations vary across localities, contributing to the complexity of navigating various agency bureaucracies and red tape. Some localities require large financial investments to complete the application process and permit fees, which can cost thousands of dollars.[20]

Third, many providers identify the lack of technical assistance by state and local entities as a contributory factor to the inequitable distribution of facilities across California.[21] The development of child care center and family child care home facilities involves a considerable level of knowledge across many specialized areas—business, finances, local government processes, facility design, and development and construction management.[22]

Fourth, developing a funding base for a quality facility necessitates the navigation of multiple funding sources with different requirements. The Low Income Investment Fund explains, "[N]o single financial source provides all the capital needed for a project, providers must be adept at cobbling together many and varied public and private funding sources to cover the full cost of development."[23]

# AN ACTION PLAN TO BUILD CALIFORNIA'S ECE INFRASTRUCTURE

California decision-makers—the legislature, the governor, and the state superintendent of public instruction—can play a pivotal role in increasing the number of ECE facilities for our children. These decision-makers are entrusted with policy development, policy implementation, and fiscal budgets that support the needs of children and their families. Championing ECE facilities, a fundamental pre-requisite in increasing high-quality ECE programs, requires a close link between short-, mid-, and long-term strategies. Below we lay out an action plan for state decision-makers to ensure we build the ECE facilities infrastructure.

## 1. SHORT-TERM STRATEGIES

### A. Convert the Child Care Facilities Revolving Fund from a loan to a well-funded grant program.

The California Department of Education administers two loan programs to support the current ECE infrastructure. One program is the Child Care Facilities Revolving Fund (CCFRF), generally referred to as the portable facilities loan. The second program is the California Renovation and Repair Loan program (CRRL), referred to as the renovation and repair loan. Child care providers may apply for CRRL loans to renovate or repair existing facilities or to acquire new buildings.[24] The department has not received many applications for these loans for a variety of reasons: available funding or revenue child care operators received is used for the operation of the ECE program, the maximum funding allowance is too low, lack of land to place portables and the loan is too long.

To increase ECE facilities development, decision-makers have the opportunity to convert existing loan programs into a well-funded grant program. Additionally, decision-makers should consider expanding eligibility to support family child care and Early Head Start providers to address the large facilities infrastructure gap for babies and toddlers.

Investing in Early Head Start[25] child care centers ensures that California continues to drawdown federal funding to support our zero-to-three infrastructure. These programs are also essential for meeting the facilities needs of babies and toddlers, outlined in the maps.

A grant program may provide family child care homes with funding to pay for zoning permit applications, fire safety inspections and equipment requirements, and/or the purchase of child care friendly furniture and materials. It is important to underscore that family child care homes are where the vast majority of infant and toddlers are served, and expansion of this sector will strengthen services to our youngest children. In addition, family child care homes provide families with critically needed flexible hours that match their work schedules. Adults in this sector often times possess culturally and linguistically skills representative of the children they serve. Family child care homes play a crucial role in providing a "public purpose"[26] that otherwise would be unmet.

### B. Conduct an inventory of state-owned property and land that may be converted or developed into ECE facilities.

California has a "Statewide Property Inventory."[27] This inventory includes the state's real property assets, including land and buildings that are not being fully utilized.

To meet the demand and need for ECE services, California decision-makers have an opportunity to identify state-owned property and land that where existing buildings could be converted or new ECE facilities built in accordance with state and local regulations. State decision-makers can prioritize identification of buildings that are currently underutilized and convert them to ECE facilities that serve the community's needs.

## 2. MID-TERM STRATEGIES

### A. Include ECE as a legal element in state general plan guidance for local jurisdictions.

Land-use planning is essential for meeting the current needs of society and ensuring the efficient use of resources for future generations. California state law requires that local jurisdictions submit general plans that reflect considerations for the community's growth and sustainability. California law also requires each plan to address mandated elements: land use, circulation, housing, conservation, open space, noise, and safety. Cities and counties that have identified disadvantaged communities must also address environmental justice in their general plans, including air quality.[28]

The general plan is more than the legal underpinning for land-use decisions; it is a vision of how a community will grow, reflecting community priorities and values.[29] Missing within these guidelines is the long-term planning for a sustainable ECE infrastructure. Sacramento decision-makers have the opportunity to ensure cities plan for family-friendly communities with housing at affordable prices, parks, quality public schools, safe neighborhoods, and access to child care. To do this, Sacramento decision-makers can spearhead efforts to require an eighth element in general plans: the Early Care and Education Infrastructure Element. An ECE Infrastructure Element may require jurisdictions to work with Local Child Care and Development Planning Councils to identify child care need, assess suitable land for child care, address zoning barriers to child care development, and create local plans for addressing child care needs.

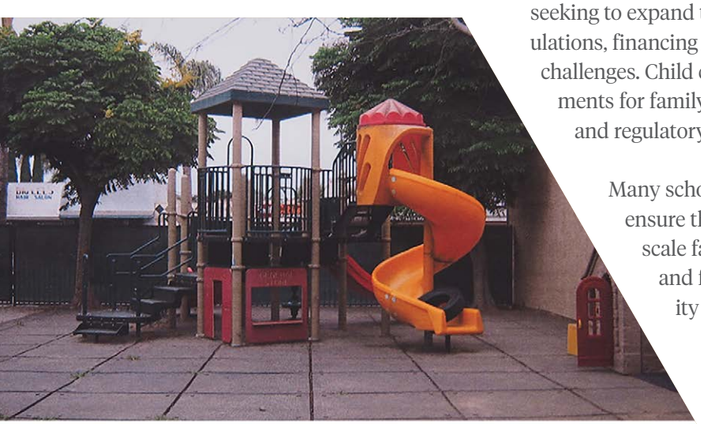
**STORY 2**

**Educare Los Angeles at Long Beach**
**4840 Lemon Avenue,**
**Long Beach, CA 90807**
**Roberto Viramontes,**
**Director, Public Affairs**

In greater Los Angeles, ECE facilities development presents various challenges. "To build high quality ECE facilities that are safe, secure and developmentally appropriate, you need critical increases in funding," states Roberto Viramontes, Director, Public Affairs, at Educare Los Angeles at Long Beach. Educare partnered with Long Beach Unified School District (LBUSD). The district provided land to build the new facility, which is now co-located at Clara Barton Elementary School in north Long Beach. Roberto adds, "This type of public-private partnership allowed us to focus on the development of a high-quality facility that serves children and families in a comprehensive way, while also being connected to the K-5 system." Educare Los Angeles at Long Beach offers a beautiful outdoor play-space, 16 classrooms, a staff training room, a parent meeting room, a multi-purpose room, a lactation room as well as a conference room. With the development of this new facility, opportunities were specifically created to fully serve children and families and consistently support the professional development of Educare staff. At Educare Los Angeles at Long Beach, everyone learns and grows together, which are the hallmarks of a high-quality facility and program and which should be replicated in as many ECE facilities in California as possible.

### B. Establish a California Department of Education ECE facilities technical assistance office to support providers.

The expansion of ECE facilities is difficult and presents providers with complicated regulations and procedures. Too often, child care providers seeking to expand their services encounter a confusing maze of codes, regulations, financing requirements, building requirements, and construction challenges. Child care center facilities development and land-use requirements for family child care homes require in-depth technical assistance and regulatory coordination.[30]



Many school districts currently have the centralized capacity to ensure that facilities development experts are navigating large-scale facilities development to serve the needs of K–12 students and families. The ECE system lacks such a centralized capacity for the complexities of its facilities development.

The California Department of Education can increase a child care provider's knowledge of facilities development by offering technical assistance. Sacramento decision-makers have the opportunity to create a centralized technical assistance office within the department to offer providers support for ECE facilities construction, repair, architectural design, permitting, financing, and scaling best practices for ECE facilities development for both child care centers and family child care homes.

## 3. LONG-TERM STRATEGIES

### Create a statewide ECE Facilities Bond to ensure a stable and dedicated funding stream for ECE facilities for highest need communities.

For California to address the needs of our youngest learners, we must build new ECE facilities, as well as modernize existing family child care homes and child care centers. A dedicated funding stream is essential to ensure all ECE facilities are educationally and environmentally sound, to continue to enhance neighborhoods as centers of their communities and to remain useful for decades. To do this, we recommend creating a statewide ECE facilities bond with a strong emphasis on equity.

According to a Getting Down to Facts II report, titled "Financing School Facilities in California: A Ten-Year Perspective," before the late 1940s, local school districts were responsible for the financing of new school construction and modernization projects. We learned then that the system was falling short and State intervention was needed to fix the problem. Multiple programs over the years have provided facility funding to school districts in California.[31] In short, a state responsibility for facilities finance has been critical in the K–12 system. Yet, for our very young children, there has been no parallel programming for financing facilities.

American voters, including California families, recognize that safe and developmentally-appropriate ECE facilities are an essential component of building healthy and economically sustainable communities.[32] Sacramento decision-makers have an opportunity to grow a system that will build out our ECE facilities infrastructure. This will require long-term investments, with appropriate policies and procedures to ensure implementation.

As in the K–12 field, California decision-makers can explore bond measures to finance ECE facilities development. In addition, we recommend that legislature ask the California Department of Education to create a Taskforce to explore the levels of need to ensure that ECE facilities bond resources are allocated both to areas with scarcity in ECE facilities and to a high percentage of families who are low-income. The Taskforce would create the mechanism for distribution of ECE facilities bond dollars.

# CONCLUSION

This report documents the ECE facilities crisis and lays out an action plan for leaders in Sacramento to build a system responsive to the demand of families and children statewide, especially low-income children of color. To maximize our children's potential so they, in turn, can positively contribute to California's well-being, we need to seriously consider increasing the number of available ECE facilities. Together, we can build a Golden State our children deserve.

# APPENDIX:

## 1. COMMUNITY VOICE METHODOLOGY

Local child care and development planning councils (LPCs) support the overall coordination of child care services. LPCs plan for child care and development services based on the needs of families in local communities. They do so by serving as a forum to identify local priorities for child care and the development of policies.

### TABLE A-1

| COUNTY | LPC COORDINATOR | OFFICE |
|---|---|---|
| **Los Angeles** | Michele Sartell | Los Angeles County Department of Public Health<br>https://childcare.lacounty.gov/ |
| **Fresno** | Matilda Soria | Office of Fresno County Superintendent of Schools<br>https://www.fcoe.org/departments/lpc/ |
| **Santa Clara** | Michael Garcia | Santa Clara County Office of Education<br>https://www.sccoe.org/depts/students/lpc/Pages/default.aspx |
| **San Luis Obispo** | Raechelle Bowlay-Sutton | Community Action Partnership of San Luis Obispo County<br>www.capslo.org |
| **San Francisco** | Tony Tyson | San Francisco Office of Early Care and Education<br>www.sfoece.org |

In 2017 and 2018, the LPCs, in partnership with the Advancement Project California, worked to create heat maps that illustrate child care need access across the state of California. Each county received two maps: one map showed the percentage of children under three eligible for state subsidized child care, and the other showed the percentage of eligible children served.[33] Table A-1 below details pilot projects in five counties and their LPC coordinators.

A critical element of LPC pilot project involved uplifting community voices across the five counties to strengthen and align the research data with the

needs and realities of each county. Advancement Project California and LPC partners conducted five input sessions that included over 115 ECE experts, parents, and child care providers. Each community input session included a brief presentation of child care need data. A key research question posed during these sessions was: "What factors create or cause barriers to accessing ECE services in the county?"

### Key Barriers

Community input sessions identified several barriers:

- facilities;
- workforce compensation;
- affordability and housing;
- quality ECE; and
- child care hours incompatible with workforce (parents') needs.

ECE facilities shortages were prioritized across the five counties for significantly contributing to the gap in access to ECE services. Participants shared that even if state funding were to increase, not enough seats or facilities are available to house all eligible children. Community input sessions and interviews with organizations named in the "Acknowledgement" section, informed the barriers elevated in the "Challenges to Building the ECE Infrastructure" section of this report. This report is meant to be responsive to community voices by uplifting the facility challenge to state decision-makers and providing policy recommendations to reduce facilities development barriers.

## 2. DATA METHODOLOGY

Advancement Project California utilized the following data indicators and sources to calculate ECE facilities infrastructure capacity and access illustrated in this report.

### TABLE A-2

| DATA INDICATORS | DATA SOURCE AND YEAR |
|---|---|
| · **Number of licensed child care center seats**<br>· **Number of licensed family child care home seats** | California Child Care Resource and Referral Network, 2017 |
| · **Number of children enrolled in Transitional Kindergarten** | California Department of Education, 2016–2017 |
| · **Number of children under age three/ages three through five/under age six in low-income households earning less than 70 percent of State Median Income**<br>· **Number of children under age three/ages three through five/under age six enrolled in Early Head Start, Head Start, Title 5 Family Child Care Homes, Alternative Payment Programs, California State Preschool, CalWORKs Stage 2 and Stage 3** | American Institutes for Research, Early Learning Needs Assessment Tool, 2016 |
| · **Number of children under age two/ages two through five/under age six** | California Department of Finance Population Projections, 2017 |
| · **Number of Black, LatinX, American Indian and Alaska Native, Asian, Native Hawaiian and Pacific Islander, and White children under age five** | US Census Bureau, American Community Survey 5-Year Estimates, 2013–2017, Tables B01001B/H/C/D/E/I |

## DEFINITIONS

***Babies and Toddlers and Preschool.*** In the analysis for Maps 4 and 5, children under age three are considered *babies and toddlers*, while those ages three through five are considered *preschool age*. U.S. Census Bureau, Cartographic Boundary County/State/ ZIP Code Tabulation Area shapefiles were used to create maps.

***Publicly-funded ECE Capacity.*** Enrollment in the following programs: Early Head Start, Head Start, Transitional Kindergarten, Title 5 Family Child Care Homes, Alternative Payment Programs, California State Preschool (Part/Full Day), CalWORKs Stage 2, and CalWORKs Stage 3.

***Publicly-funded ECE Demand.*** Children under age six in low-income households, defined as households earning less than 70 percent of the state median income. This data and ***Capacity*** are then used to calculate the number and percentage of children in low-income households without access to licensed publicly-funded ECE.

***Highest Need and Racial Disparities.*** To understand need, we calculated the number of children, under six, who lack access to a publicly-funded ECE program in their ZIP Code. Then, we assigned ZIP Codes to an ECE need category based on the percentile of the number of children without access. For example, ZIP Codes with the most children without access make up the Highest Need Areas. We then calculated the total number and percentage of Black, LatinX, American Indian and Alaska Native, Asian, Native Hawaiian and Pacific Islander, and Non-Hispanic White children under age five residing in each category of need to better understand the racial disparities in ECE access.

## ENDNOTES

1 Facilities refers to all types of out-of-home settings used for ECE programs—Family Child Care Homes, Child Care Centers (such as Head Start, California State Preschool Program, Part-day programs) and Transitional Kindergarten.

2 US Bureau of Labor Statistics. Current Population Survey. March 1975–2015 Annual Social and Economic Supplement. Retrieved from Women's Bureau US Department of Labor.

3 This report utilizes publicly-funded to capture the ecosystem of programs that are little to no cost for families due to investments by federal, state, or local entities.

4 "Dollars for Child Care and Preschool in 2018–19 Near Pre-Recession Levels With Boost From One-Time Funding." California Budget & Policy Center (September 10, 2018), https://calbudgetcenter.org/resources/dollars-for-child-care-and-preschool-in-2018-19-near-pre-recession-levels-with-boost-from-one-time-funding/.

5 "Transitional Kindergarten in California What Do Transitional Kindergarten Classrooms Look Like in the Third Year of the Program's Implementation?" American Institutes for Research (June 2016).

6 Deborah Stipek and Peggy Pizzy, "Getting Down to Facts II: Early Childhood Education in California," The Early Learning Landscape (September 2018).

7 Timothy T. Brown and Terry L. Jernigan. "Brain Development during the Preschool Years." Neuropsychology Review 22, no. 4 (December 2012): 313–33. https://doi.org/10.1007/s11065-012-9214-1.

8 National Academies of Sciences, Engineering, and Medicine. Transforming the financing of early care and education (National Academies Press, 2018).

9 Achievement gap is the unequal or inequitable distribution of academic performance or educational attainment amongst different racial and economic backgrounds.

10 Sean Reardon, Doss Christopher, Josh Gagne, Rebecca Gleit, Angela Johnson, and Victoria Sosina. "A Portrait of Educational Outcomes in California." (Palo Alto: Stanford University, September 2018).

11 James Heckman and Dimitriy Masterov. "The Productivity Argument for Investing in Young Children." Working Paper No. 5, Invest in Kids Working Group, Committee for Economic Development (2004).

12 Jorge Luis García, James J. Heckman, Duncan Ermini Leaf, and María José Prados. Quantifying the life-cycle benefits of a prototypical early childhood program. No. w23479. National Bureau of Economic Research (2017).

13 "Invest in a Strong Start for Children." The Center for High Impact Philanthropy: University of Pennsylvania, 2015. https://live-penn-impact.pantheon.io/wp-content/uploads/2016/2015/06/Why-Invest-High-Return-on-Investment.pdf.

14 Advancement Project California analysis of American Community Survey 2017 5-year estimate finds there are 2,984,809 million children under six in California.

15 California Kindergarten Readiness Act of 2010, Education § 46300, 48000, 48010. Accessed January 30, 2019. https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=200920100SB1381.

California State Legislature, Senate, Bill (SB) 1381. (2018). School districts are required to enroll all children, four years and nine months of age and up, who request services for Transitional Kindergarten. However, enrollment is not mandated and is voluntary for families.

16 2017 California Child Care Portfolio. San Francisco: California Child Care Resource & Referral Network (2017).

17 All groups include LatinX except for White. For example, a Black child who is LatinX is included in both groups.

18 To provide as accurate a representation as possible for California's Native populations, Advancement Project California (APCA) has worked with several partners on the Race Counts project and with a Native American consultant who conducted focus groups across the state. From this work, APCA learned that Native Americans often do not identify as a racial group. Thus, the representation of Native Americans in any data currently collected requires deeper analysis in order to fully understand racial disparities.

19 "Report: Reinvestment in State Child Care and Preschool Programs Remains a Critical Need," California Budget & Policy Center (June 6, 2014), https://calbudgetcenter.org/news/report-reinvestment-in-state-child-care-and-preschool-programs-remains-a-critical-need/.

20 Brentt Brown, Maricela Carlos, Carlise King, Gary J. Kinley, Fran Kipnis, Claudia Siegman, Susie Smith, Jen Wohl, and Marie Young. "Strategies for Increasing Child Care Facilities Development and Financing in California." Building Child Care Project (2007).

21 "Child Care Facilities Development: A Report on California's Readiness." Low Income Investment Fund (February 2010).

22 Ibid.

23 Ibid.

24 "Child Care Facilities Revolving Loan Fund - Child Development (CA Dept of Education)." Accessed December 31, 2018. https://www.cde.ca.gov/sp/cd/op/ccfrf.asp.

25 Early Head Start is a federally funded early learning program for families and their children under three. The program provides center-based care and home visiting programs. Center-based programs are 6.5 hours. The program provides education, social services, mental health, nutrition, disability, health, and family engagement supports to families and their children.

26 California Emp. Etc. Com. V. Payne (1947) 31 Cal.2d 210, 216; see also County of Alameda v. Janssen (1940) 16 Cal. 2d 276, 281; Johnston v. Rapp (1951) 103 Cal.App.2d 202, 207; 75 Ops. Cal.Atty. Gen. 20, 25 (1992); 68 Ops. Cal.Atty.Gen.46, 50 (1985); 67 Ops. Cal.Atty.Gen. 32, 34 (1984); City and County of San Francisco v. Patterson, 202 Cal. App. 3d 95, 103-04, 248 Cal. Rptr. 290, 295 (1988). See also McQuillin, Municipal Corporations, § 39.25 (3d ed.) (all expenditures must be for a public purpose).As the California Supreme Court explained in City of Oakland v. Garrison (1924) 194 Cal. 298, 302: Where the question arises as to whether or not a proposed application of public funds is to be deemed a gift within the meaning of that term as used in the constitution, the primary and fundamental subject of inquiry is as to whether the money is to be used for a public or private purpose. If it is for a public purpose within the jurisdiction for the appropriating board or body, it is not, generally speaking, to be regarded as a gift.

27 "Statewide Property Inventory – Real Estate Services Division (California Department of General Services)." Accessed January 30, 2019. https://www.dgsapps.dgs.ca.gov/RESD/SPI-Web/wscripts/spi.asp?action=Main.

28 "General Plan Guidelines: 2017 Update." Chapter 4: Required Elements. Governor's Office of Planning Research, (2017).

29 "General Plan Guidelines: 2017 Update," Chapter 1: Introduction. Governor's Office of Planning Research (2017).

30 Brentt Brown et. al, "Strategies for Increasing Child Care Facilities Development and Financing in California."

31 Eric J. Brunner and Jeffrey M. Vincent, "Getting Down to Facts II: Financing School Facilities in California: A Ten-Year Perspective (September 2018).

32 "Early Learning Facilities Policy Framework," Bipartisan Policy Center (November 2018).

33 Los Angeles County maps are publicly available and can be found at Advancement Project California's website. For other county maps, please contact education@advanceproj.org.

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*For questions, please contact Advancement Project California at education@advanceproj.org*

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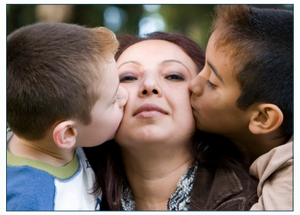
# Programs & Services



- Help Finding Child Care
- Child Development & Parenting
- Head Start Birth to Five
- Research & Program Evaluation
- Family Engagement
- Child Care Workforce Development
- Child & Family Literacy
- Book, Toy & Resource Library
- Child & Family Health & Wellness
- Child Care Financial Assistance
- Home Visiting

## Vision

Healthy and strong children and families living in thriving communities.

## Mission

CCRC cultivates child, family and community well-being.

## Values

Excellence
Innovation
Collaboration
Respect
Dedication
Integrity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SAN FERNANDO VALLEY ANNEX
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Sacramento, CA 95814
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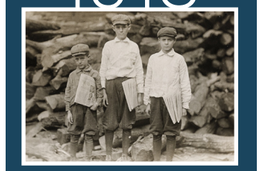
# Child Care & Early Childhood Education Timeline

Child Care Resource Center is a federally recognized 501(c)(3) non-profit organization. EIN 95-3081695.

# A History of California Legislation

## 1913



**First licensure standards** created for institutions caring for children

## 1927

**First state funding of child care** established for day nurseries

## 1943

**Child care center program** established through funding from the Federal Lanham Act

## 1946

State took over funding of the state child care center program, eligibility of program extended

## 1947

Child care center program extended on an annual basis until 1957, program eligibility extended

## 1957

State child care center program made permanent, program eligibility extended

## 1963

**Compensatory education pilot projects** established, including preschool programs

## 1965

**State preschool program** created based on the federal Head Start program

## 1972

The **Child Development Act** consolidated all child care and preschool programs under one comprehensive program **California Department of Education** designated as the single agency responsible for all child care and preschool programs

## 1976

**Resource and Referral** established

**Alternative Payment** programs established a voucher system to expand child care

## 1980

The **Child Care and Development Services Act** integrated alternative child care programs into state child development programs, established a state Standard Reimbursement Rate (SRR) & differential Cost of Living Adjustment (COLA), and established a capital outlay account for child care facilities

## 1988

**Proposition 98** passed by voters to provide public education (K-12) with guaranteed minimum level of funding. The Proposition was ambiguous as to whether or not state-subsidized child development programs were included and if so, whether it was limited to programs operated by school districts

## 1992

**CTA v. Huff** ruled that non-school district child development programs would be included in Proposition 98's base funding guarantee

## 1997

**California Work Opportunity and Responsibility to Kids** (CalWORKs) established the **Temporary Assistance for Needy Families** (TANF) program. Child care established as an entitlement to program recipients

## 1998

**Children and Families First Act** passed by voters to create the First 5 California Commission

## 1999

**First 5 California** established as a commission focused on children's health and education during their first 5 years

## 2008

Prior to the **Great Recession**, the state spent $3.2 billion on all early childhood education programs

## 2010

State began to cut funding to early childhood education

## 2011

Child development programs eliminated from Proposition 98

## 2012

The 2012-2013 state budget cut $825 million from early childhood education funding, a 27% decrease

## 2014

State began replacing lost early childhood education funding **Local Control Funding Formula** (LCFF) implemented to replace the previous funding system for K-12th grade **Transitional Kindergarten** (TK) established

## 2015

State increased funding commitment to child care and early learning

## 2016

State legislature decided districts could use LCFF to fund **Extended Transitional Kindergarten** (ETK)

**SRR** received a 5% increase

Assembly **Blue Ribbon Commission on Early Childhood Education** created

## 2017

The 2017-2018 state budget increased funding for early childhood education back to $3 billion, with most of the return funneled to preschool programs

**Regional Market Rate** (RMR) increased

**SRR** received a 10% increase

State Median Income restored to 70% of current year estimates and added an exit ceiling at 85% of current year for family eligibility

The California Budget & Policy Center estimated 1.5 million children are income eligible but not receiving child care subsidy assistance

## 2018

First 5 California celebrated its 20th year

**Special thanks to:** *On The Capitol Doorstep. A History of Major Legislation Affecting Child Care and Preschool Funding*

*Pat Dorman for earlier versions*

# OFFICE OF ASSEMBLYMEMBER
# Eloise Gómez Reyes
FORTY-SEVENTH ASSEMBLY DISTRICT

## AB-194

### SUMMARY

AB 194 invests $1 billion to increase the number of subsidized child care slots for the highest need families in California, expanding access to the state's early childhood education (ECE) programs.

### EXISTING LAW/BACKGROUND

Well established research shows that high-quality early childhood education programs equip young children with the social, emotional, and cognitive skills they need to be ready to enter kindergarten and have a bright future. ECE programs also provide necessary support to our state's working families by allowing them to go to work knowing that their children will be in a safe and enriching environment. Yet, families often find that ECE programs, particularly child care, are expensive and difficult to find, especially for low-income communities.

There is currently a severe shortage of child care in California. Recent data shows that 1.2 million children are eligible for state-subsidized child care but do not receive it due to the lack of access in the state (California Budget & Policy Center; 2016). The shortage is most acute for our youngest children, ages zero to three, with less than 14% of infants and toddlers who qualify for subsidized child care actually receiving services. These large gaps in access mean that of our state's children are missing out on essential learning opportunities.

To ensure the future success of our state, there is a critical need to substantially increase the availability of subsidized child care for young children.

### THIS BILL

This bill would improve access to subsidized ECE programs in the state by investing $1 billion dollars to create additional child care slots. This funding will go towards Alternative Payment programs and General Child Care, which generally serve the vast majority of eligible infants and toddlers in the system where the need is most dire. This critical investment will bring California closer to meeting the high demand for child care in the state to address the needs of families.

### SUPPORT

Child Care Resource Center (Sponsor)
Child Care Law Center (Sponsor)
California Alternative Payment Program Association (Sponsor)
Parent Voices (Sponsor)

### CONTACT

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WWW.ASSEMBLY.CA.GOV/MCCARTY ★ @ASMKEVINMCCARTY ★ #PREK4ALL


## AB 125 (McCarty) Early Childhood Education: Reimbursement Rates

**Sponsor:** First 5 California
**Staff Contact:** Suzy Costa, (916) 319-2007
**As Introduced:** 12/3/18

### SUMMARY


AB 125 would establish a single regionalized state reimbursement rate system – called The Child Care Stabilization Formula – for child care, preschool, and early learning services.


### ISSUE

California has a mixed delivery system that provides child care, preschool, and early learning services for the state's youngest learners. California is strengthened by its ability to provide parents with a choice when it comes to selecting the early learning experiences that are most appropriate for their children and their families.

The Standard Reimbursement Rate (SRR) does not cover the true cost of providing care across different economic regions of the state. In all areas of the state, and some significantly more than others, the SRR is lower than the true cost of providing care (as measured by the Regional Market Rate (RMR) survey), which further limits access.

However, California currently has two different and unaligned systems for reimbursing early learning services: child care providers meeting Title 22 standards are reimbursed using a RMR that accounts for geographic economic cost factors, while state-contracted early learning centers that meet Title 5 standards, in addition to Title 22 standards, are reimbursed at a flat SRR. This unaligned, two-system approach limits access, fails to maximize program quality, and is forcing many child care providers out of business in California.

Low reimbursement rates result in an early childhood education (ECE) teacher shortage and contribute to excessive turnover as ECE teachers leave the profession. These issues also contribute to a limited supply of early education and child care opportunities for children.

### SOLUTION

To address the problems of a bifurcated rate system, reimbursement should be streamlined and expended in a way that:
1) Compensates teachers and programs for the cost of providing care;
2) Is responsive to the economic diversity of California;
3) Recognizes the costs of meeting varying quality standards, regulations, and contracting burdens; and
4) Incentivizes quality and participation in research-based quality improvement efforts as a means to improve child outcomes.

AB 125, The Child Care Stabilization Formula, would establish a single regionalized state reimbursement rate system for child care, preschool, and early learning services that would achieve these four goals. Through these reforms, California can achieve a more equitable system to support children and families and maximize public benefit.

### COMPANION BILLS

AB 123 (McCarty) – Pre-K for All
AB 124 (McCarty) – Preschool Facilities Bond Act of 2020

### SUPPORT

First 5 California (sponsor)
Child Care Resource Center
EveryChild California
First 5 Los Angeles

# AB 324 – Childcare Professional Development Act

## SUMMARY

AB 324 would create guidelines for the early care and education (ECE) professional development and retention system to strengthen, recruit, and retain the ECE workforce.

## BACKGROUND

Research shows that quality childcare is critical to a child's development and lifelong wellbeing. Ninety percent of a child's brain develops by age 5, and billions of neural connections are formed daily based on a child's everyday experiences and interactions. The daily interactions and experiences a child has in childcare is directly linked to their brain development and builds the foundation for their future brain function and learning capabilities. However, quality childcare programs are in high demand, and many parents cannot find affordable and quality options for their children. Part of the problem is due to a shortage in the childcare workforce, low wages, educational barriers to entry, and high start-up costs.

In 2000, AB 212 (Aroner) authorized funds from the California Department of Education (CDE) for childcare development staff retention. These funds aim to retain quality staff who have experience working directly with children in state-subsidized, Title 5 child development programs. The funds are used to provide services such as: increased staff wages and benefits, tutoring and mentorship programs, financial aid assistance, career counseling, and professional development.

## PROBLEM

Under existing law, there is limited guidance as to how AB 212 funds should be expended. This has led to wide variety in implementation of the funds throughout the state. Large inconsistencies exist in the intentionality of the programs, the resources and support provided to educators, and the measurements of success used. For example, one county uses AB 212 funds to provide coursework reimbursements. Other counties blend their AB 212 funds with other funds to form a more robust professional development program. In 2010, state law was amended to allow Los Angeles County to spend unused AB 212 funds for Title 22 programs, which were not previously eligible. With these funds, Los Angeles County focused on academic credits for degrees.

These inconsistencies have led to varying levels of support and retention of ECE staff. Though AB 212 funds still play a crucial role in the ECE system, it requires clearly defined goals and implementation strategies in order to ensure its success.

## THIS BILL

AB 324 requires CDE to develop guidelines for the use of AB 212 funds. The new guidelines will still allow for local flexibility, but will create a standardized, effective, and measurable funding program. These guidelines will prioritize stipends that recruit, strengthen, and retain a quality, diverse ECE workforce.

## CONTACT

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February 13, 2019

The Honorable Gavin Newsom
Governor, State of California
State Capitol
Sacramento, CA 95814

Dear Governor Newsom:

We are writing to thank you for including such a strong focus on early childhood in the "California for All" State Budget Proposal for Fiscal Year 2019-20. The proposed funding of nearly $2.0 billion to increase access to full-day preschool, expand support services for young children and their families, and build capacity for child care workforce development and infrastructure is a historic investment in the well-being of our youngest children and their families.

In recognition of the need to build capacity for early care and education, Los Angeles County continues to coordinate efforts across numerous County Departments and other key community stakeholders in order to expand critical services and support systems for young children and their families. The bold vision included in the proposed budget provides a unique opportunity to build on the County's current efforts to expand access, improve quality, strengthen the workforce, and build infrastructure to support the local early care and education system.

We appreciate your commitment to universal pre-kindergarten and other critically needed support services, such as home visitation programs. We also would like to encourage additional investments in infant and toddler care, as well as other related services, to increase access to subsidized programs. While the inclusion of funds to support the development of a long-term plan for quality subsidized child care is a big step in the right direction, there is also a need in the County to mitigate the severe gap in subsidized services that currently exists for our infants and toddlers.

Thank you for your strong commitment to strengthening families and improving the well-being of all of California's children.

Sincerely,

JANICE HAHN
Chair of the Board
Supervisor, Fourth District

HILDA L. SOLIS
Supervisor, First District

MARK RIDLEY-THOMAS
Supervisor, Second District

SHEILA KUEHL
Supervisor, Third District

KATHRYN BARGER
Supervisor, Fifth District

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**Assembly Blue Ribbon Commission on Early Childhood Education**

The Assembly Blue Ribbon Commission held its hearing on March 11, 2019 to take public comment on their draft report.

To view the hearing, go to http://calchannel.granicus.com/MediaPlayer.php?view_id=7&clip_id=5975.

The link to the draft recommendations are available at https://speaker.asmdc.org/sites/speaker.asmdc.org/files/pdf/BRC-All%20Draft%20Sections%203.11.19.pdf.

Written comments will be accepted until March 20, 2019 at Assembly.BlueRibbonCommission@asm.ca.gov.

The Commissioners anticipate a final release of the report in April 2019.