

Santa Clara County Early Learning Facilities Study

Final Report



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Santa Clara County  Office of Education

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Acknowledgements

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The Santa Clara County Office of Education (SCCOE) is a regional service agency that provides instructional and business services to the 31 school districts of Santa Clara County. The SCCOE serves students through special education programs, alternative schools, Head Start and State Preschool programs, migrant education, and Opportunity Youth Academy. The Office also provides curriculum support, staff development, and technology support and training directly to teachers and staff in schools countywide. Contributing members include:

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Executive Summary

Background

The 2017 Early Learning Facilities Study was a multi-phase project commissioned by the Santa Clara County Office of Education (SCCOE) to provide data and insights into early care and education (ECE) facility needs in Santa Clara County. The project involved the following steps:

1. Assessment of the ECE landscape;
2. Analysis of unmet need for infant/toddler care and preschool;
3. Facilities cost estimation to meet unmet need through licensed care;
4. Surveys of ECE provider facility enhancement and expansion interest; and
5. Interviews and focus groups with ECE stakeholders to learn more about resources and barriers to facility development.

Findings from the Early Learning Facilities Study are intended to provide the basis for a countywide facilities development plan that sets coherent and sustainable solutions for meeting the demand for quality licensed infant/toddler care and preschool.

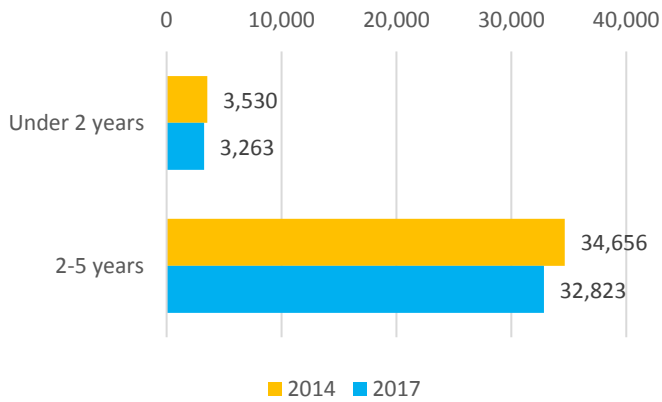
Santa Clara County Early Care and Education Landscape

The ECE landscape analysis included a review of relevant state policy, funding streams for state subsidized programs, funds available for renovation, repair, and relocatable buildings, and rating systems for facility quality. As of 2017, an estimated 20% of licensed center-based providers and 2% of family child care homes (FCCHs) in Santa Clara County were participating in FIRST 5's Quality Rating Improvement System (QRIS) Consortium.

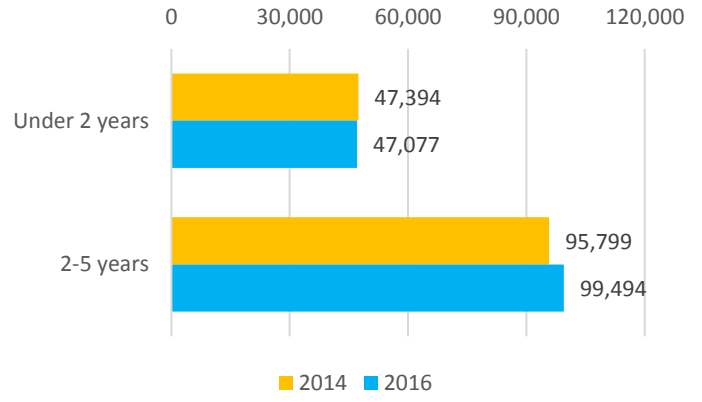
Also included in the landscape analysis is a brief description of ECE programs such as Transitional Kindergarten (which has seen a 44% increase in enrollment since 2014), State Preschool (CSPP), Special Education Preschool, and Head Start. Currently, 14 school districts in the County have CSPP contracts (6/6 unified school districts, 6/20 elementary school districts, 1/5 high school districts, and the SCCOE). Head Start classrooms are located at over 40 sites in Santa Clara and San Benito County, 75% of which are in San Jose.

Santa Clara County is home to 631 licensed child care centers and 1,510 FCCHs, down by 5% and 19% respectively since 2014, resulting in reductions in the number of slots that are available to children ages 0-2 and 2-5 years. At licensed centers, slots available to infants/toddlers have declined 8% (5% for preschool-aged children). During this same time period, the population of children ages 2-5 years has increased 4%, from 95,799 to 99,494 children.

Change in Slots at Licensed Centers



Change in Child Population

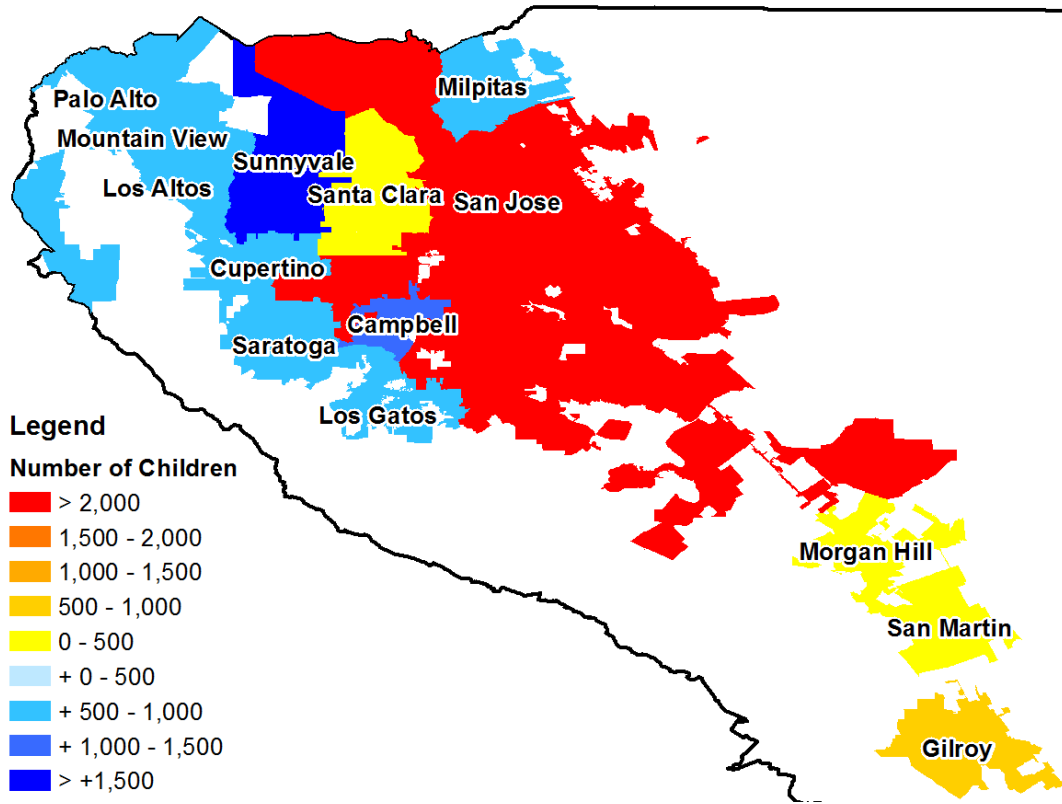


Unmet Need for Infant/Toddler Care and Preschool

Data on licensed center, FCCH, and license-exempt center (LEC) infant/toddler care and preschool desired capacity were collected from the Community Child Care Council of Santa Clara County, Inc. (4Cs). American Community Survey 2016 child population estimates were provided by the American Institutes for Research (AIR). Both supply and demand data were disaggregated by ZIP code and age group.

After applying adjustment factors for child care participation rates, there are an estimated 28,136 children ages 0-2 years in Santa Clara County that are in need of, yet are without, child care. Unmet need for infant/toddler care exists in every major city in the County, from 50 children in Alviso to 16,465 children in San Jose.

Unmet Need for Preschool (2016/17)



Unlike infant/toddler care, unmet need for preschool does not exist in every major city. The adjusted demand for preschool exceeds the number of child care slots for preschool-aged children in the cities of San Jose (2,743), Gilroy (593), Morgan Hill (223), San Martin (119) and Santa Clara (62). San Jose alone accounts for 73% of the unmet need for licensed preschool. Combined, there are over 1,000 more slots for children ages 3 and 4 years in Sunnyvale and Campbell than are needed.

Additional mapping analyses explored unmet need by ZIP code in San Jose and the proximity of current licensed centers to elementary schools and priority development areas for housing and transportation hubs.

Cost of Early Care and Education Facilities to Meet Unmet Demand for Preschool

Early care and education construction cost estimates for Santa Clara County were adopted from San Mateo County’s Early Learning Facilities Needs Assessment. Both San Mateo and Santa Clara County are considered “high cost,” are experiencing considerable growth in industry, and are comprised of densely populated cities that have limited availability of land for ECE development.

The average cost of development varies by type of construction and ranges from \$25,412 to \$53,800 per child space. The cost of a single portable building with the capacity to serve 24 children is \$609,888. If 60% of the unmet need for preschool (N=3,740) is met by new portable buildings, 20% by new buildings, and 20% through expansion of existing centers, the total estimated cost for development of early learning facilities is \$117 million.

Average Cost per Child Space

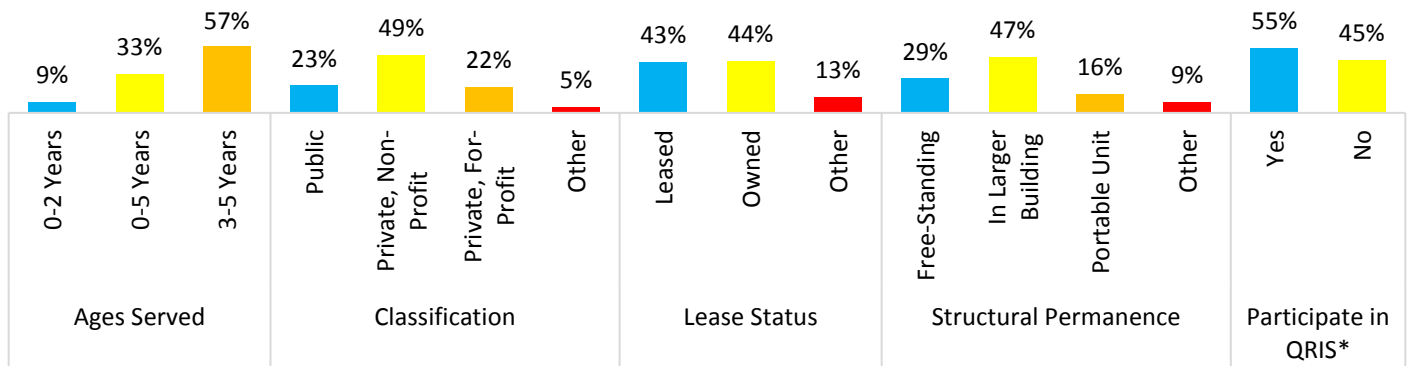
Type	Cost
New Commercial	\$53,800
New Building	\$43,183
Employer-based Center	\$41,033
Expanding Existing Center	\$37,003
Portable Building	\$25,412

The actual cost per child space depends on a number of factors. For example, the cost per child space for infants/toddlers is likely higher due to licensing space requirements and the inflexible space needed for things such as cribs and diaper changing areas. Further, recent estimates for modular portables demonstrate increased purchasing power for buildings with larger square-footage. The estimated per child cost for a 96x40 square foot unit that fits 3 classrooms with space for 24 children each is \$8,889 compared to \$11,090 for a two-classroom, 72x40 square foot unit.

Early Care and Education Provider Enhancement and Expansion Interest

Eighty-six licensed, center-based providers and representatives from 28 school districts in Santa Clara County responded to surveys that queried early learning facility needs, expansion interest, and the availability and usefulness of resources to navigate facility planning, development, and start-up stages. Select ECE stakeholders were asked to expand on these topics in a series of interviews and focus groups which included Title 5 providers, Head Start, Strong Start, SELPA and State Preschool directors, City Planning and Development officials, and representatives from FIRST 5, 4Cs, Silicon Valley Community Foundation, and the City of San Jose Public Libraries.

ECE Provider Survey Demographics



*Quality Rating Improvement System

Survey Findings

- 76% of preschool providers self-rated facilities as in need of moderate-to-extensive improvements.
- 25% of providers that serve preschool-aged children plan to expand to serve more preschoolers.
- 0% of sole licensed infant providers were interested in expanding.

When asked about obstacles encountered in opening, maintaining, enhancing, or expanding facilities, the top five provider responses were lack of space (35%), issues finding a site (33%), lack of local or state funding (25%), issues obtaining a license (20%), and local zoning or land use restrictions (20%).

School districts provided more favorable ratings of the condition of preschool facilities. The need for minor improvements was reported by three of ten districts with preschool classrooms. Five districts that currently offer preschool are planning to increase their capacity to serve preschoolers through expansion and/or new development within the next two years. Those that do not offer preschool or have no interest in providing preschool cited lack of funding, lack of space, and little demand.

Conclusions and Study Recommendations

Current child care supply and demand data reveal the geographic areas in the County with the greatest need for early learning facilities. Stakeholder data offer insights into development interest and the support required by providers to expand.

Addressing the need for early learning facilities will require partnerships between ECE providers, housing developers, and philanthropic, city, and business leaders. The approach must be strategic and involve public awareness and fund raising campaigns, policy change advocacy, and analyses of changing demographics. The focus must be on maximizing available space and identifying opportunities for new development in current and future areas with high unmet need while promoting quality standards and inclusive practices. Specific recommendations include:

- Advocate for quality ECE program and early learning facility development;
- Facilitate the implementation of a countywide early learning facilities development plan;
- Offer facilities training and technical assistance to ECE providers; and
- Create and manage a local fund for awarding one-time early learning facility development grants.

Introduction

Background

In partnership with consultants with the American Institutes for Research (AIR) and over 100 Early Care and Education (ECE) community stakeholders, the Santa Clara County Office of Education (SCCOE) sponsored a year-long strategic planning initiative designed to move Santa Clara County towards a voluntary, universal, and comprehensive system that meets the early care and education needs of all children (birth to 8 years) and families in the County. This initiative is known as the 2017 Santa Clara County Early Learning Master Plan (ELMP). One of the areas of focus in the ELMP is that of early learning facilities, the constraints for which pose a significant barrier to delivering and expanding access to quality ECE programs for infants, toddlers, and preschool-aged children.

From November 2016 to May 2017, experts in the field of ECE convened an ELMP Facilities Workgroup to discuss viable solutions for expanding early learning facilities and to develop a series of related short- and long-term goals. As demonstrated by the Silicon Valley Community Foundation's Build Up for San Mateo County's Children initiative born out of the San Mateo County Child Care and Preschool Needs Assessment,¹ the SCCOE recognized the important role and need for current facilities data and worked with consultants and community stakeholders to conduct a comprehensive Early Learning Facilities Study (ELFS) for Santa Clara County. The study was designed to provide data and insights into early learning facility needs in the County and to inform coherent and sustainable solutions for meeting anticipated demands.

The primary aims for the study were to provide current data and information on:

1. Opportunities and challenges faced by ECE providers with developing, expanding and maintaining early learning facilities in Santa Clara County.
2. Supply of existing early learning facilities, including preschool classrooms and child care centers.
3. Demand for new facilities assuming 90% of eligible 3- and 4-year-old children are served in public preschool programs.

The investigation was conducted in three phases, beginning on March 1, 2017, which included an assessment of the current ECE landscape followed by stakeholder surveys, interviews and focus groups. The stakeholders that were surveyed included licensed, center-based ECE providers and school districts in the County. Interviews and focus groups included select ECE providers such as Title V, Special Ed, Head Start, and private child care providers. In addition, interviews were conducted with members of SCCOE leadership, school district administrators, city officials, business leaders, and members of the ELMP Facilities Workgroup. This investigation included a mapping analysis of unmet need for infant/toddler care and preschool.

¹ http://www.smcoe.org/assets/files/learning-and-leadership/child-care-partnership-council/Needs%20Assessment%202017/CCPC_Full_Report_Needs_Assessment_11-17.pdf

Research Framing Questions

The following research questions guided this study:

- What is the current landscape for ECE providers in Santa Clara County?
- What is the capacity and quality of current public facilities in SCC?
- What are our anticipated needs for new or expanded public facilities?

Primary Focus

The project focused on licensed child care centers and school-based facilities serving children ages 0-5 years. Analyses of licensed child care supply accounted for utilization of family child care homes (FCCHs) and license-exempt providers, however, FCCHs and LECs were not the primary focus of survey, interview, or focus group efforts.

Structure of the Report

This report is organized into four sections beginning with a review of the ECE landscape in Santa Clara County (see **Early Care and Education Landscape**). Following this section is a summary of findings from analyses of unmet need for infant and toddler care and preschool (see **Unmet Need for Infant/Toddler Care and Preschool**).² Quantifying the number of children ages 0-2 years and 3-4 years in the County that are in need of yet are without child care is essential to determining the cost associated with meeting that need through development of early learning facilities. The latter is addressed in **Early Learning Facility Cost Estimates to Meet Unmet Demand for Child Care**. Following the presentation of facilities cost estimates is a review of the methodology and findings from ECE stakeholder surveys, interviews, and focus groups (see **Early Care and Education Stakeholder Surveys, Interviews, and Focus Groups**). These data provided insights into ECE provider renovation and expansion needs, interest, and related obstacles and formed the basis for the study recommendations presented in the final section (see **Conclusions and Recommendations**).

² More detailed methodology related to this analysis is provided in **Appendix C**.

Early Care and Education Landscape

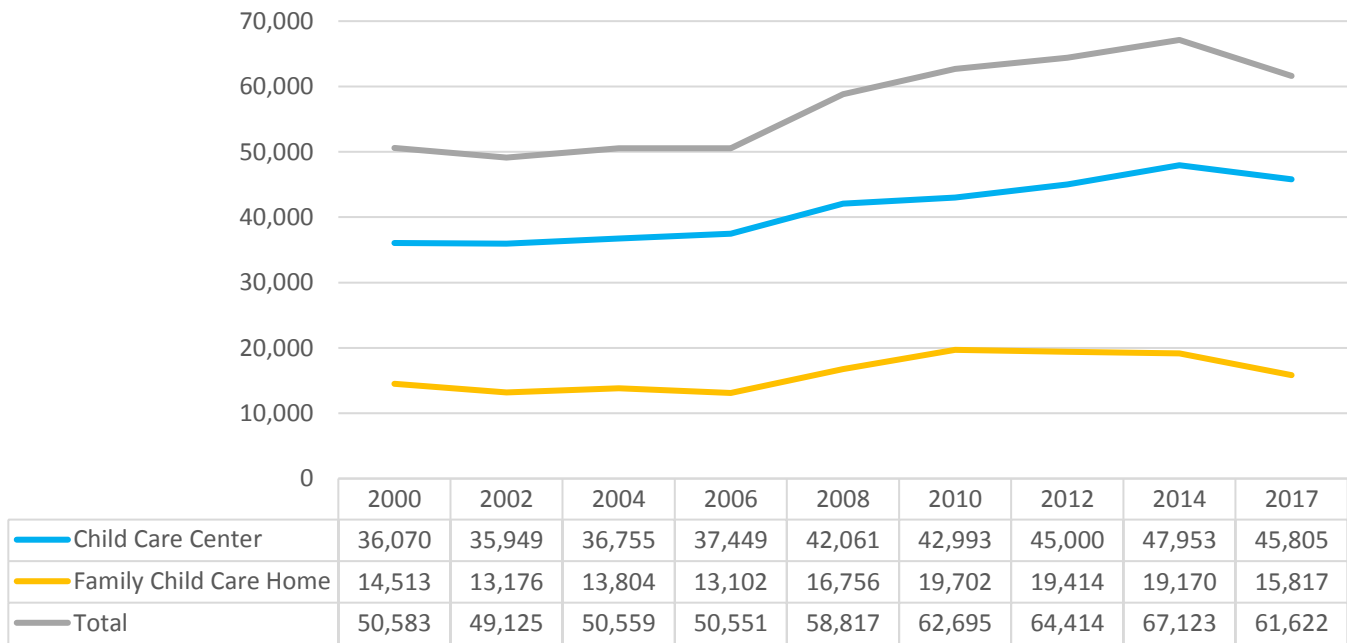
In this section, a brief overview of what is known about supply and demand for licensed child care in the County is provided and followed by relevant facts about conditions that exist for ECE providers and the families and communities they serve.

Child Care Supply and Demand

The California Child Care Resource and Referral Network conducts assessments on the availability of licensed child care slots by county on a biennial basis. According to the most current data available, in 2017 there were a total of 61,622 licensed slots available to children ages 0-12 years in Santa Clara County, 74% of which were provided by licensed child care centers.

From 2006 to 2014, the number of slots available to children through licensed centers and family child care homes (FCCHs) increased by 22% and 30% respectively (see **Figure 1**), however, the period from 2014 to 2017 saw an 8% reduction in the total number of licensed slots. At licensed centers, the number of slots available to infants and toddlers decreased by 8% while those available to children of preschool age fell 5%.

Figure 1. Number of Licensed Child Care Slots in Santa Clara County (2000-2017)

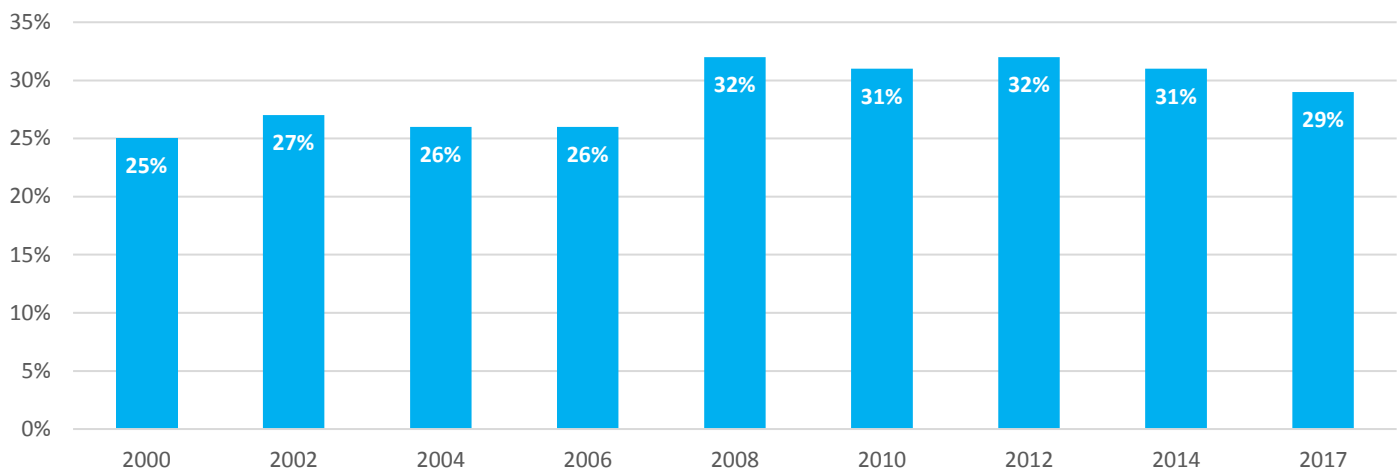


Source: [California Child Care Portfolio](#), California Child Care Resource & Referral Network

Notes: A child care slot is a space for one child in a child care center or family child care home. However, due to shortages of qualified staff and other issues, many licensed providers may be unable to fill all of their slots. In these cases, the number of slots actually is greater than the number of spaces available in a facility. As a result, the number of slots likely overestimates the quantity of child care that is actually available. Child care centers are facilities that provide care for infants, toddlers, preschoolers, and/or school-age children during all or part of the day. These facilities may be large or small and can be operated independently by nonprofit organizations or by churches, school districts, or other organizations. Most are licensed by the California Dept. of Social Services (CDSS). In family child care homes, care is offered in the home of the provider, often a parent; care is typically provided for children of a variety of ages. Data for some counties are not available and are listed as N/A.

The California Child Care Resource and Referral Network estimates that the number of child care slots available to children in Santa Clara County meets the need for less than one-third of the children that require care (see **Figure 2**). Of the children with working parents, approximately 29% can be served by licensed child care providers. This rate has held relatively constant for the past five years despite changes in the child population. California Department of Finance projections indicate that the number of children in Santa Clara County that are under the age of 2 years has declined by less than 1% since 2014 (from 47,394 in 2014 to 47,077 in 2016). Conversely, the number of children ages two to five years increased by 5% during this same time period (from 95,799 to 99,494 in 2016).

Figure 2. Percent of Children with Working Parents for Whom Licensed Child Care is Available (2000-2017)



Source: California Child Care Portfolio, California Child Care Resource & Referral Network

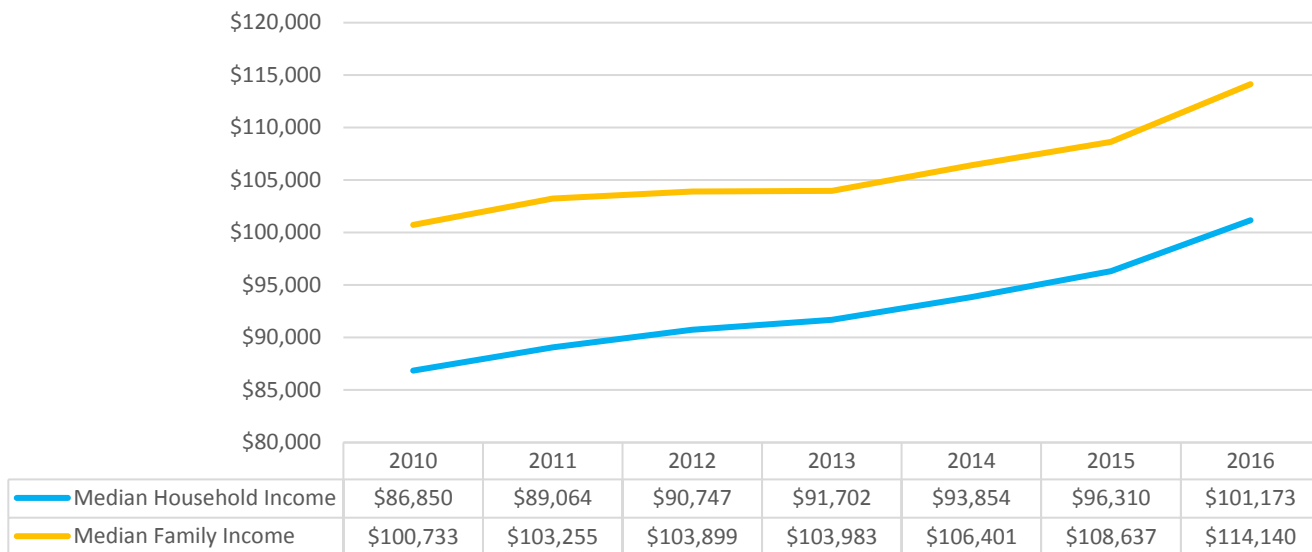
Notes: Estimated percentage of children with parents in the labor force for whom licensed child care is available and unavailable. Figures for 2000-2008 cover children ages 0-13, but 2010-2017 figures cover children ages 0-12. Data are calculated using California Child Care Resource & Referral Network data and state Dept. of Finance population estimates and projections. This indicator uses a broad estimate of child care demand. Not all children with working parents need licensed care; some may be cared for by family members, nannies, friends, or unlicensed care. Use caution in interpreting trends over time because methods of estimating the child population vary across years.

The visuals provided above do not allow for an assessment of childcare supply and demand that is specific to children of preschool age (ages 3-5 years) or younger (infants/toddlers). Findings from the analysis of unmet need for licensed child care among children ages 0-5 years conducted as part of this study are presented under **Unmet Need for Infant/Toddler Care and Preschool**. Currently, there are 631 licensed child care centers and approximately 1,510 family child care homes in operation in major cities located in Santa Clara County.

Conditions for Families

The availability of quality, licensed child care is not the only issue impacting families living in Santa Clara County. For many, rises in income have been offset or have not kept up with increases in cost of living expenses such as child care and housing. American Community Survey 5-year estimates indicate that annual median household income increased by 16% over a six year period; 13% for median family income (see **Figure 3**).

Figure 3. Median Household and Family Income in Santa Clara County (2010-2016)



Source: Income in the past 12 months, U.S. Census Bureau, American Community Survey 5-Year Estimates

According to data reported in the 2017 Child Care Portfolio, the cost of full-time infant/toddler care and preschool through licensed centers and family child care homes increased by the same percentage in just two-year’s time (see **Table 1**). In 2016, families in Santa Clara County can expect to pay as much as \$19,000 annually for infant/toddler care, \$14,000 for preschool.

Table 1. Cost of Licensed Child Care (2014, 2016)

Provider Type	Infant/Toddler Care			Preschool		
	2014	2016	Change	2014	2016	Change
Licensed Centers	\$16,375	\$19,212	+17%	\$11,991	\$13,994	+17%
Licensed FCCHs	\$11,155	\$12,473	+12%	\$10,601	\$10,601	+13%

Source: California Child Care Portfolio, California Child Care Resource & Referral Network

Notes: Mean child care costs reported in the California Child Care Portfolio are collected through the Regional Market Rate Survey of California Child Care Providers. The federal government requires that states conduct the Regional Market Rate Survey every two years.

As shown in **Table 2**, in just one year’s time the median price for single family homes increased in all but one major city in Santa Clara County, from 4% in Milpitas to a staggering 106% in Monte Sereno. Despite seeing a 1% reduction from 2016 to 2017, Palo Alto maintains the 4th highest median price for single family homes at \$2,760,000. Like sale prices for single family homes, rent costs have escalated significantly over a relatively short period of time. The Department of Housing and Urban Development estimates that the average cost of rent increased by 20%, or approximately \$360/month since 2014.

Table 2. Median Price for Single Family Homes by City (2016, 2017)

City	January 2016	January 2017	Change
Campbell	\$1,200,000	\$1,275,000	6%
Cupertino	\$1,935,500	\$2,060,000	6%
Gilroy	\$660,000	\$725,000	10%
Los Altos	\$2,797,500	\$3,015,000	8%
Los Altos Hills	\$2,931,250	\$3,895,000	33%
Los Gatos	\$1,789,000	\$1,975,000	10%
Milpitas	\$912,000	\$945,000	4%
Monte Sereno	\$1,435,000	\$2,950,000	106%
Morgan Hill	\$860,000	\$1,025,000	19%
Mountain View	\$1,657,500	\$2,070,000	25%
Palo Alto	\$2,800,000	\$2,760,000	-1%
San Jose	\$922,225	\$978,000	6%
San Martin	\$835,000	\$954,000	14%
Santa Clara	\$1,100,000	\$1,246,000	13%
Saratoga	\$2,100,000	\$2,440,008	16%
Sunnyvale	\$1,509,000	\$1,727,500	14%

Source: Monthly Statistics, [Santa Clara County Association of Realtors](#)

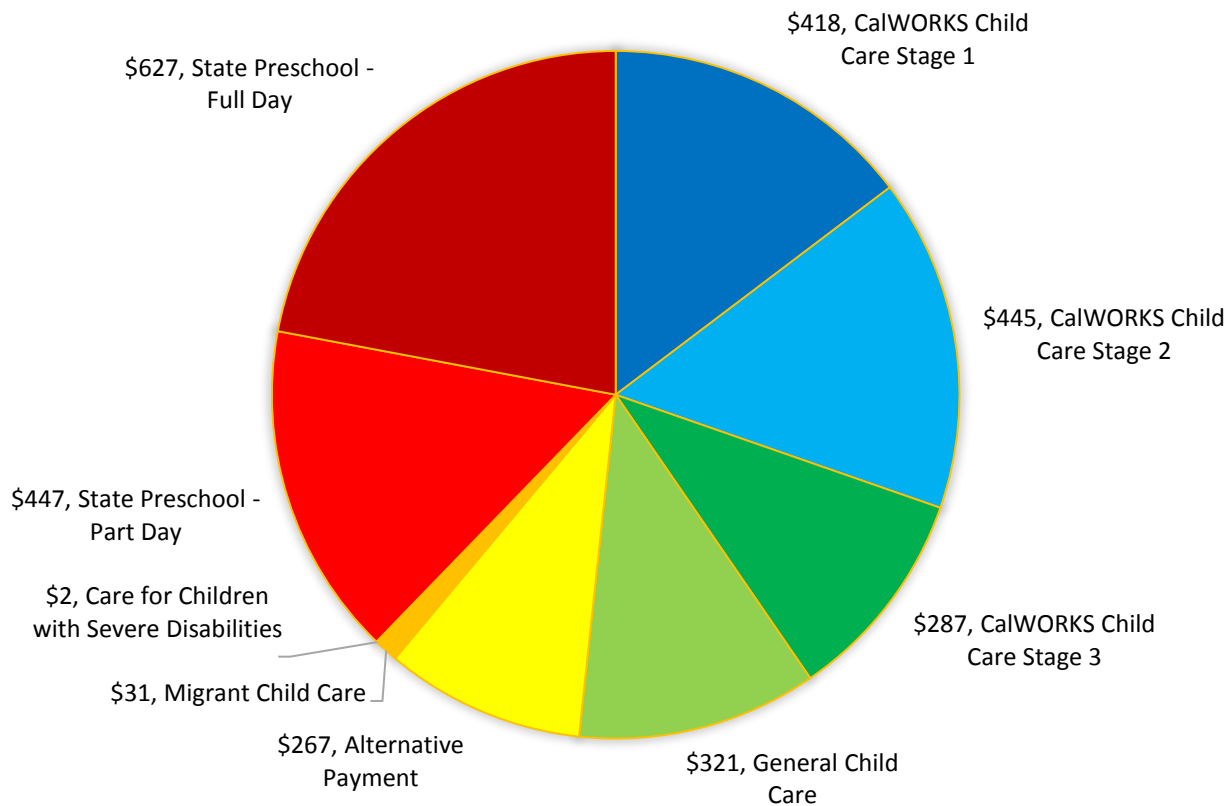
Together, these data indicate that a family of four, with one infant and one preschool-aged child, earning \$101,173 annually, would have to allocate 31% of their income to cover the cost of child care at a licensed center. That is double the rate defined as affordable child care by the U.S. Department of Health and Human Services.³

State Policy and Funding Implications for Early Care and Education Programs

The State of California allocated \$3.7 billion for California Department of Education (CDE) Early Education and Support Division programs in 2016-17. These funds are spread across 9 programs that include California Work Opportunity and Responsibility to Kids (CalWORKs) subsidies, General Child Care (CCTR), Alternative Payment (CAPP), Migrant Child Care, care for children with severe disabilities, and part- and full-day California State Preschool (CSPP). The amounts allocated to each program are summarized in **Figure 4**. Other funds available through the State include Child Care and Dependent Tax Credits (which supports 180,000 filers up to \$516 each) and the Employee Child and Dependent Care Benefit Exclusion (which allows taxpayers to deduct \$5,000 of income per year if their employer offers a payroll deduction program for child care expenses). In addition, federal funds from Head Start, Early Head Start, and the federal child care tax credit of up to \$6,000 are available to qualifying California families.

³ The U.S. Department of Health and Human Services defines child care as affordable when it costs a family no more than 7% of their income per child.

Figure 4. Budget for CA Department of Education Early Education and Support Division Programs (2016/17)



Source: Hopkinson, A. (2017, Jan. 17). Early education advocates raise concerns about governor’s budget.

In the state budget proposal for 2017-2018, Governor Brown proposed delaying the planned increase in the number of state-subsidized preschool slots that had been outlined in the prior year’s budget. The 2016-2017 budget outlined a process for creating an additional 8,877 full-day preschool slots over four years, beginning April 1, 2017, for the first 2,959 slots, then another 2,959 slots at the beginning of the following two Aprils. Halting the addition of new slots would mean fewer children would have access to early learning facilities and, therefore, fewer will receive early childhood education. Halted or not, Governor Brown’s plan did not address the unmet need for infant or toddler care. It did, however, include the allocation of part-day State Preschool programs to serve children with special needs who do not meet the income eligibility criteria as long as all eligible and interested children are served first.

The California Legislative Analyst’s Office (LAO) noted, in response to Governor Brown’s proposed budget, a shift in funds toward a \$5.4M Quality Rating and Improvement System (QRIS) Block Grant for child care providers serving infants and toddlers.⁴ While the funds would be used to assess and monitor the progress of childcare providers in achieving and maintaining high quality ratings, the proposal fails to provide support for the coordination of county-level activities, including data collection. The California Legislative Analyst’s Office

⁴ California Legislative Analyst’s Office. (n.d.). Analysis of Child Care and Preschool Proposals, CA Legislative Analyst’s Office.

instead recommended shifting funds into a county-level block grant to allow agencies to support any provider serving subsidized children. The Legislative Analyst's Office also recommends a shift in funding for Alternative Payment (AP) agencies. Currently, the State provides funding to AP Agencies, who determine family eligibility and pay providers. Alternative Payment agencies' costs are determined by their caseload. An AP agency working with providers that serve a larger share of infants and toddlers receives more operational funding than an agency working with providers serving older children. Instead, LAO recommends that the State base operational funding to AP Agencies on the number of children served.

Of additional note is the statewide shift towards using a more current State Median Income (SMI) in determining income eligibility for subsidized care. Determinations of initial eligibility will use 70% SMI from the most recent year; ongoing eligibility will be based on 85% SMI. This has implications for access and continuity of care.⁵ By shifting to a recertification rate set at 85% SMI, more families will remain income eligible for a longer period of time.

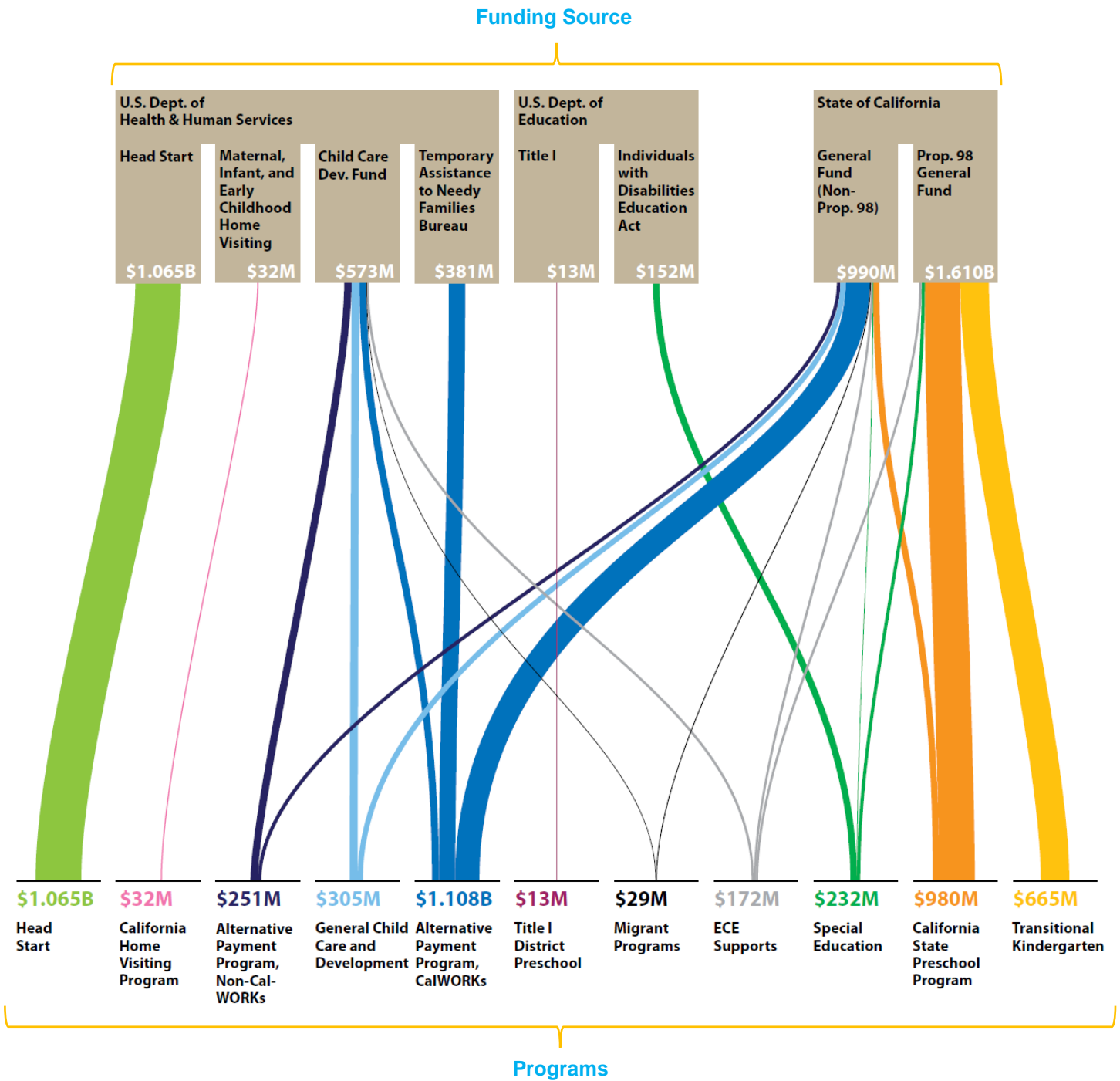
Further, in 2016, Assembly Bill #2368 authorized Santa Clara County to participate in an individualized child care subsidy pilot program from January 1, 2017 to January 1, 2022. The bill allows the County to implement new strategies to try to improve support to families who struggle to afford subsidized childcare. It grants the County greater flexibility in adjusting the initial income eligibility threshold that determines whether families qualify for subsidized care from 70% SMI to 85% SMI, adjusting reimbursement rates for subsidized child care providers, re-allocating contracts away from providers that are not earning their full share of contract slots to those that are, and lengthening the re-certification timelines for families that initially qualify for subsidized child care from every year to every two years. This pilot plan is implemented without provision of any additional funds.

State and Federal Funding Streams and Subsidies

The federal and state funding structure for ECE programs is complex, especially for providers that serve low-income populations and rely heavily on government subsidies for operations costs. **Figure 5**, published in the Learning Policy Institute's 2017 report, *Understanding California's Early Care and Education System*, illustrates this point well. The figure shows that there are approximately twenty different funding streams feeding into eleven different categories of programs. One hundred percent of funding for Head Start is provided by the U.S. Department of Health and Human Services whereas funding for General Child Care and Development is split between the U.S. Department of Health and Human Services and the State of California. Similarly, funding for the Alternative Payment Program and CalWORKs is provided by the State and the U.S. Department of Health and Human Services through the Child Care Development Fund and the Temporary Assistance to Needy Families (TANF) Bureau. Funding for California State Preschool, which is allocated \$980 million, is provided entirely by the State through two separate funding streams: General Fund (Non-Proposition 98) and the Proposition 98 General Fund.

⁵ Santa Clara County Office of Education. (March 2017). Child Care Subsidy Pilots in California.

Figure 5. Early Care and Education Program State and Federal Funding Streams



Source: Understanding California’s Early Care and Education System (June 1, 2017), Learning Policy Institute

Notes: This graphic shows the multiple state and federal sources that fund ECE programs in California. County FIRST 5 Investments, including \$559 million from state tobacco tax, are not included since these investments are locally determined. Transition Kindergarten funding is an estimate based on Local Control Funding Formula allocations, and does not reflect federal or local support, which may be substantial. Local preschool initiatives may receive funding from sources other than Title I, but these data are not collected statewide. Early Care and Education support include quality rating and improvements systems, resources and referral agencies, local planning councils, and other quality enhancements. Funding for ECE supports includes \$21 million in Proposition 10 tobacco tax revenue administered through FIRST 5 California quality improvement grants.

State Funds for Renovation, Repair and Relocatable Buildings

The Budget Act of 2013 established a five million dollar fund for center-based child care facilities that provide subsidized child care. Funds were made available to institutions of higher education, local education agencies, nonprofit organizations, and providers with contractual agreements with the California Department of Education (CDE). The primary purpose of these funds was to ensure compliance with the Americans with Disabilities Act (ADA), health and safety regulations, and licensing standards. Funds were disbursed during 2013-2014 as a one-year budget item.

In 2014, the Child Care Facilities Revolving Fund (CCFRF) was instituted (*EC 8278.3*) and continues to provide funding in the form of loans to eligible⁶ CDE Early Education and Support Division (EESD) contracting agencies. These loans are designated for general renovation and repair of existing facilities or for the acquisition of relocatable buildings. Child care agencies can apply for up to \$420,000 for each relocatable building (12 x 40 ft. modules) and up to \$140,000 maximum for each module added as an expansion to an existing building. The loans are interest-free but must be repaid within ten (10) years.⁷

Cost of New Development

While operating an ECE facility presents budgeting and management challenges, the cost associated with building a new facility presents its own set of difficulties for providers. New development cost considerations extend to the following categories:

- Acquisition (land, building, broker's fee),
- Rehabilitation (parking, landscaping, playground), and
- Soft costs (entitlement fees, construction and project oversight, insurance).⁸

The cost of acquisition is the major limiting factor for providers interested in building a new early learning facility. As reported in the San Mateo County Early Care and Education Facilities Task Force Final Report,⁹ commercial vacant land ranges between \$84 and \$122 per square foot. This places the cost for a classroom designed for 20 children at \$168,000 to \$244,000. While these figures are specific to the cost of commercial space in San Mateo County, it is assumed that the cost for similar development in Santa Clara County is comparable. This topic is explored further under **Early Learning Facility Cost Estimates to Meet Unmet Demand for Child Care**.

Quality of Facilities

Infant and day care licensing requirements dictate certain aspects of facility quality. For example, the land cost estimates provided in the previous section are based on the requirement that there must be at least 25 square

⁶ Must be administering one of the following programs: (1) General Child Care; (2) California State Preschool; (3) Migrant Child Care; (4) Child Care for Children with Exceptional Needs; and (5) California School Age Families Education.

⁷ <http://www.cde.ca.gov/fg/fo/profile.asp?id=2376> and <http://www.cde.ca.gov/sp/cd/op/ccfrf.asp>

⁸ <http://www.buildingchildcare.net/uploads/pdfs/Child-Care-Facility-Dev-Budget-Guide.pdf>

⁹ <http://www.smcoe.org/assets/files/about-smcoe/press-releases/2017/Other%20Items/Facilities%20Taskforce%20Report.pdf>

feet per child indoors and 75 feet per child outdoors.¹⁰ Licensing requirements also dictate that outdoor play space be fenced, outdoor equipment and furnishings be child size, sturdy, and free of hazards that could injure children, and that indoor equipment must be clean, safe, well-maintained, and age-appropriate. Failure to meet these requirements upon inspection by health, social service and/or fire departments could result in the cancellation of the provider's certificate of operation. Additionally, ECE providers are required by law to ensure that facilities meet the needs of children with special needs in accordance with the Americans with Disabilities Act (ADA).¹¹ Accommodations include the same square footage as a kindergarten classroom, accessible adaptive motor rooms, outside playground equipment that allows for access for children with special needs, and appropriate bathroom facilities.

Meeting state and federal licensing, building codes and ADA requirements, while necessary, is not sufficient for assessing facility quality, nor is meeting the requirements for accreditation from agencies such as the National Association for the Education of Young Children (NAEYC). Unfortunately, despite the recommendation for the creation and promotion of design criteria for ECE facilities raised in the 2013 California Comprehensive Early Learning Plan, a mandatory, comprehensive set of quality standards has not yet been established.

Progress has been made in the State, however, through the Quality Counts California Quality Rating Improvement System (QRIS) Consortium, a continuation of the Federal Race to the Top initiative that promotes locally driven assessment and monitoring of early learning facility quality.¹² In Santa Clara County, this task is headed by FIRST 5, in collaboration with the Santa Clara County Office of Education, which issues infant/toddler and California State Preschool Program (CSPP) CDE-funded block grants to providers interested in raising their quality standards. Funds are used to rate participating providers on quality across 6 domains, one of which is Environment.¹³ To achieve the highest rating for Environment, ECE providers must (a) arrange for an outside agency to conduct an independent Environment Rating Scale (ERS) assessment of their facility and achieve a high, overall score or (b) have a National Accreditation approved by the CDE.

As of January 2018, 124 licensed center and 40 FCCH providers in Santa Clara County were participating in the QRIS Consortium. The most current, average Environment rating among center-based providers is 3.69 out of 5 points. Sixty-six percent of licensed centers achieved an Environment rating of 4 points or higher. The most current, average Environment rating among participating FCCHs was lower than that of licensed centers at 3.13 out of 5 points. Only 12.5% of FCCH providers (N=5) earned an Environment rating of 4 points. A rating of 4 or 5 points is generally considered "high" quality.

Early Care and Education Providers in Santa Clara County

There are hundreds of independent, non-profit and for-profit ECE facilities that operate within the county. Some of them are more insular and serve more full-pay families while others have a variety of partners and operate using Title 5, Headstart, and other subsidies for low-income children. Many of these centers partner with school districts to provide care on school campuses and a few partner with corporations to provide care on corporate

¹⁰ <http://www.childcareresourcesinc.org/parents-families/about-quality-child-care/what-should-i-know-about-state-child-care-regulations/requirements-for-child-care-centers/>

¹¹ <https://www.ada.gov/childqanda.htm>

¹² <http://www.cfc.ca.gov/programs/qualitycountscsca.html>

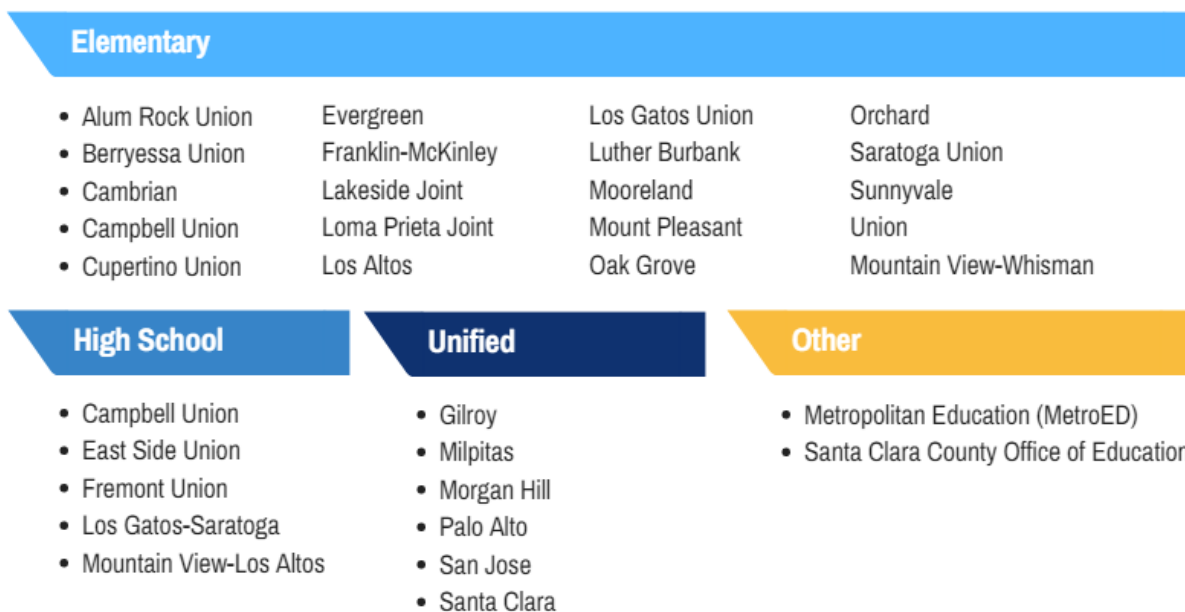
¹³ <https://www.first5kids.org/early-learning/qualitymatters>

campuses. Among the largest providers in Santa Clara are Kidango and Child Development Centers. Kidango is a non-profit 501c3 organization that has been in operation for 38 years and provides care to over 4,000 low-income infants and toddlers at twelve centers located in the City of San Jose. Child Development Centers is a for-profit provider headquartered in San Jose that operates 129 centers statewide, providing over 20,000 children ages 0-5 years with child care.

School Districts

There are 33 school districts in the county. Twenty districts (20) are elementary school districts, five (5) are high school districts, six (6) are unified school districts, and the remaining two (2) are distinct in that they provide services for special populations and/or operate in multiple districts. A district summary is provided in **Figure 6**.

Figure 6. Santa Clara County School Districts



The number of school districts in Santa Clara County serving pre-Kindergarten children on their campuses is growing. For the purposes of this report, assessing exactly which campuses are hosting a preschool or early care facility proved to be a limitation. The issue is that Federal and State requirements for collecting and reporting K-12 administrative systems data do not include grade levels prior to Kindergarten. District programs that target pre-Kindergarten populations include Transitional Kindergarten, the California State Preschool Program (CSPP), Special Education Preschool, and Head Start. Brief descriptions of these programs are provided below.

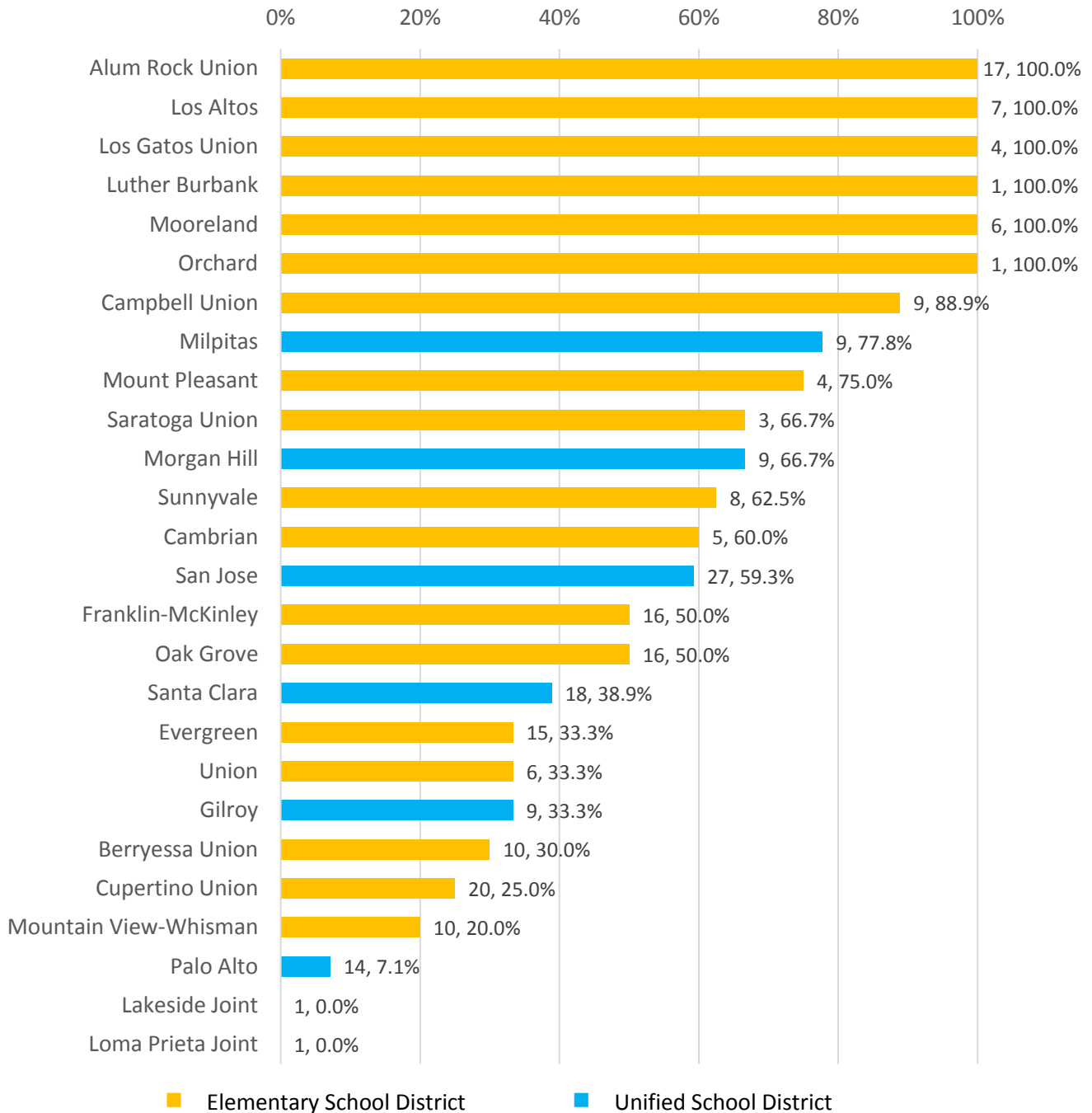
Transitional Kindergarten

Elementary School Districts are making considerable strides towards the advancement of Transitional Kindergarten (TK) programs. Transitional Kindergarten is the first year of a two-year kindergarten program that uses a modified age and developmentally appropriate curriculum for children that turn 5 between September 2 and December 2 of any given academic year.¹⁴ Transitional Kindergarten programs are part of the K-12 public school system. Currently, 52% of the Santa Clara County public schools with Kindergarten have TK classrooms.

¹⁴ <http://www.cde.ca.gov/ci/gs/em/kinderfaq.asp>

Six districts (Orchard Elementary School District, Alum Rock Union School District, Los Altos School District, Los Gatos Union School District, Luther Burbank School District, and Moreland School District) have TK classrooms at 100% of school sites (see **Figure 7**).

Figure 7. Transitional Kindergarten Programs among Elementary and Unified School Districts



Notes: Data is current as of September 29, 2017. Districts are sorted in descending order by percent of schools with TK programs. Values indicate the number of schools within the district that offer Kindergarten followed by the percent of those schools with TK programs. For example, Berryessa Union School District has 10 schools that offer Kindergarten yet only 3 (30%) have TK programs. Cupertino Union School District has 20 schools that offer Kindergarten yet only 5 (25%) that have TK programs.

The number of children enrolled in TK in Santa Clara County increased 44% between the 2013/14 and 2015/16 academic years, from 1,996 to 2,870 students. The expansion of TK programs that was needed to accommodate this influx, while positive, has created challenges for school district facilities and child care providers alike. Districts have responded by adjusting or repurposing space formerly used for other programs or building new facilities. Child care providers (including those partnering with school districts to provide State Preschool, Head Start, and after-school programs) have, in turn, seen their enrollment numbers fluctuate downwards and budgets tighten.

California State Preschools

The California State Preschool Program (CSPP) is the largest state preschool program in the nation. It provides part- and full-day services that include a core class curriculum that is developmentally, culturally and linguistically appropriate for income eligible three- and four-year old children. Also included in the program are meals, parent education, and family referrals to health and social services.¹⁵ Additional information on CSPP eligibility guidelines and a comparison of part- and full-day services can be found on the Santa Clara County Office of Education (SCCOE) website.¹⁶

Currently, of the 33 districts in the County, 14 have CSPP contracts with the CDE. This applies to all unified school districts (6/6), 30% of elementary school districts (6/20), one high school district (East Side Union High School District), and the SCCOE. Elementary school districts with CSPP contracts include Campbell Union, Cupertino Union, Luther Burbank, Mooreland, Mountain View-Whisman, and Sunnyvale. Through partnerships with school districts, the SCCOE operates eight CSPP sites, six of which offer full-day programs. Other CSPP providers in Santa Clara County include but are not limited to Go Kids, Inc., Child Development Centers, Kidango, San Juan Bautista (SJB) Child Development Centers, and Continuing Development, Inc.

Special Education Preschools

Special Education (SpEd) preschools are hosted by school districts and elsewhere, sometimes on campuses without preschool settings for typically developing children. As such, finding appropriate facilities often requires skillful partnership. State and federal law/regulations mandate that school districts provide SpEd infant/toddler and preschool services.¹⁷ The Santa Clara County Office of Education provides special education services to students who have been referred by their home district. Preschool SpEd instruction is provided by the SCCOE at Chandler Tripp School (Early Start).

Facility issues include the need for sites where students with disabilities can learn alongside typically developing peers and facilities that are Americans with Disability Act (ADA) compliant both inside and out, such as Gatepath Learning Links® Preschools. Gatepath has been operating a successful Learning Links Inclusive Preschool in Burlingame since the 1950s and sought to replicate this success in Santa Clara County. The program expanded in partnership with the city of Mountain View and FIRST 5 to open its first Santa Clara County facility in 2014.

¹⁵ <http://www.cde.ca.gov/sp/cd/op/cdprograms.asp>

¹⁶ <http://www.sccoe.org/depts/students/early-learning-services/Pages/State-Preschool.aspx>

¹⁷ Individuals' with Disabilities Education Improvement Act:20 United States Code, Chapter 33, Subchapters I-IV and Code of Federal Regulations, Title 34, California Education Code, Part 30, Chapters 1-8, and California Code of Regulations, Title 5, Division 1, Ch 3

More information about this partnership is provided in **Appendix A: Gatepath Learning Links © Preschool Vignette**.

Head Start

Head Start programs are hosted primarily by school districts using federal dollars. These programs, which provide comprehensive ECE services to extremely low-income children and their families, are subject to regular enrollment fluctuations requiring nimble administration and the ability to rapidly start up and break-down facilities. Together with partner organizations, this includes over 40 sites located in Santa Clara and San Benito County. Sixteen of those sites have Head Start classrooms operated by the SCCOE (see **Table 3**).

Table 3. Characteristics of SCCOE Operated Head Start Sites in Santa Clara and San Benito County (2017/18)

Site	No. of Classrooms	Options for Families	Inclusive Setting	City
Anne Darling	2	Double Session	A.M. Only (2)	San Jose
Chandler Tripp	1	Double Session	Both Sessions	San Jose
Cottonwood	4	Full-day	Yes (2)	San Jose
Daniel Lairon	3	Single/Double/Full-day	No	San Jose
Edenvale	2	Single/Double Session	No	San Jose
Job Corps	2	Single/Double Session	No	San Jose
Lyndale	2	Single/Double Session	A.M. Only (1)	San Jose
McKinley	2	Single/Double Session	A.M. Only (2)	San Jose
Rouleau	5	Single/Double/Full-day	A.M. Only (2)	San Jose
San Antonio	2	Double/Full-day	No	San Jose
San Jose	2	Double/Full-day	No	San Jose
Wool Creek	3	Single/Double Session	A.M. Only (3)	San Jose
Christopher Ranch	1	Full-day	No	Gilroy
Glenview	2	Single/Double Session	No	Gilroy
Leavesley	2	Single/Double Session	No	Gilroy
Hollister	4	Single/Double/Full-day	P.M. Only (1)	Hollister

Source: Head Start Program (2017/18), Santa Clara County Office of Education

As shown in Table 3, SCCOE Head Start services are provided to children through a combination of single, double, and full-day sessions and in both inclusive and non-inclusive settings. The majority of Head Start classrooms (48.7%) are double-session classrooms (i.e., offer two part-day sessions daily), followed by full-day (25.6%) and single-session (25.6%). Half of the SCCOE operated Head Start sites offer inclusive classrooms. Seventy-five percent of sites are located in the City of San Jose.

Other Early Care and Education Providers

In addition to school districts, this study examined several other types of ECE providers that are hosting and/or supporting programs in their facilities. This includes, Community College Lab Schools, Corporate Child Care Centers, City Parks and Recreation, and Independent non-profit and for-profit Centers.

College Child Care Lab Schools

Community Colleges and University Lab Schools offer a comprehensive alternative for preschool and infant/toddler care that benefits teacher trainees, student-parents, and children alike. Unfortunately, where there were once several facilities in the County, only a few remain: West Valley College, Mission College, and De Anza College. Over the past 8 years, child care lab schools located at Foothill College, Evergreen Valley College, San Jose City College and, more recently, Gavilan College, have closed their child care centers for reasons that include college deficit reduction, insufficient state subsidies to run quality operations, and low enrollment.

West Valley College's Child Development Center has been in operation for 45 years. At licensed capacity, the center can serve up to 32 children, ages 2-5 years. Their budget is managed completely on child care subsidies and family fees. Mission College's Child Development Center offers full- and part-day programs to children ages six weeks to five years through fee-based and subsidized child care services. As described in the following section, this center benefits financially from a strategic partnership with the Intel Corporation that dates back to 2011. De Anza College's Child Development Center, based in Cupertino, accepts children ages 18 months to five years. It offers a year-around program to students as well as the general public. State subsidized child care is available to qualifying families.

Corporate Child Care

Santa Clara County is home to some of the largest and wealthiest tech companies in the country. This is a critical resource that some providers are beginning to leverage with great success. Studies have shown the benefits of on-site child care for improving employee retention rates and overall well-being, and many large corporations are creating early learning facilities on or near their corporate campuses to meet the needs of their workers.¹⁸ In addition to cutting down on absenteeism and lateness, hosting a child care facility is good for public relations and enables companies to recruit employees who might otherwise avoid signing on. Corporations can also receive a federal tax credit for up to 25% of the facility expenditures per year.

Google and Cisco are two of the larger tech companies to offer child care to employees in Santa Clara County. Cisco has two centers on its San Jose campus, and Google has four centers near its Mountain View headquarters. These corporate providers face the same facilities challenges of licensing, insurance, space and upkeep that other providers do, but have chosen to make the investment in child care. Combined, Google offers child care to approximately 500 children (ages 0-5 years) of employees. Despite opening a center at a 4th location, Google's early learning facilities are operating at full capacity and waitlists demonstrate growing demand especially for infant and toddler care.

Intel, based in the City of Santa Clara, has also avoided the cost of building facilities on each of its main campuses. Instead, it offers child care to employees through early learning facilities such as the one operated at Mission College. In exchange for Intel support and funding, partner centers give admission priority to children of Intel employees. More information about Intel's child care partnership with Mission College is provided in **Appendix B: Mission College Child Development Center and Intel Corporation Partnership**.

¹⁸ Nicole L. Gullekson, Rodger Griffeth, Jeffrey B. Vancouver, Christine T. Kovner, Debra Cohen, (2014) "Vouching for childcare assistance with two quasi-experimental studies", Journal of Managerial Psychology, Vol. 29 Issue: 8, pp.994-1008

Still other companies like Facebook and Yahoo have chosen not to offer child care. These companies have opted for the provision of longer maternity and paternity leaves and childcare stipends or vouchers.¹⁹ While this approach may appease some employees, it does not compensate for the demand that these large corporations create when they build their headquarters in the County, bringing hundreds of new residents with them. In addition, families that commute into Santa Clara County for work are tapping childcare resources in areas other than where they reside.

City Parks and Recreation

Some city governments in the County have been galvanizing around the need for early learning and school readiness by sponsoring their own preschool programs. The City of San Jose, under the leadership of Mayor Sam Liccardo, created the San Jose Early Education and Digital Literacy Initiative in 2017. As part of this initiative, the San Jose City Library has partnered with the Parks and Recreation (P&R) program to elevate the level of educational content in the children's recreation program offered by P&R. Under the directorship of Jill Bourne, a new position of Education Initiative Manager was created and new resources, tools, and trainings are being provided to the P&R staff to help them prepare toddlers and preschool-aged children in San Jose for eventual entrance into TK or Kindergarten. These programs are not licensed preschools, but they are priced at more affordable rates for families in need of care. According to Samantha Cramer, the Initiative Manager, it is too early to see whether or not this model is one that should be replicated, but they are determined to evaluate outcomes closely. The program is currently providing care to roughly 600-700 3- and 4-year olds at twelve sites located across the City of San Jose.

¹⁹ See: Fortune Magazine, October 2013. "Which Tech Companies Offer the Best Child Care." Jennifer Alsever: <http://fortune.com/2013/10/14/which-tech-company-offers-the-best-child-care/>

Unmet Need for Infant/Toddler Care and Preschool

Studies of child care supply and demand have been conducted in Santa Clara County by the SCCOE's Local Early Education Planning Council (LPC) and the Strong Start coalition in collaboration with other agencies and organizations including the Santa Clara County Social Services Agency, Community Child Care Council of Santa Clara County (4Cs), WestEd/E3 Institute, and Head Start. The LPC is required by the California State Department of Education (CDE) to conduct a needs assessment of early education and before and after school programs every five (5) years. Last completed in 2013, the needs assessment incorporated Santa Clara County child population estimates and projections, estimates for children that qualify for state subsidized care, data on licensed child care capacity, and estimates for child care demand.²⁰ The next LPC needs assessment will be completed in 2018.

More recently, in 2016, the Santa Clara County Office of Education (SCCOE) contracted the American Institutes for Research (AIR) to conduct a county-wide needs assessment for CDE Early Education and Support Division funded programs. The assessment utilized child population and child care enrollment data compiled for the Early Learning Needs Assessment Tool (ELNAT).²¹ Analyses for Title V enrollment for children ages 3-4 years were completed by Santa Clara County ZIP code and school district and are publicly available through an open data application on the SCCOE website.²² Though data available through this application are more up-to-date than that reported in the 2013 LPC Needs Assessment report, the information was last updated in 2015. As such, Title V eligible child population estimates were derived from 2014 American Community Survey Public Use Microdata Sample (PUMS) data. Title V program enrollment data were also collected at that time from the California Child Care Resource and Referral Network, CDE, California Department of Public Health, and an AIR-administered survey of Head Start programs.

The analysis of unmet need for child care conducted as part of this study build on earlier work. While Title V enrollment of children ages 3 and 4 years continues to be a priority, the target population in this study is broader, extending to all children ages 0-5 years in Santa Clara County. Current estimates for child care demand were derived from American Community Survey 2016 PUMS data. These data were provided by age and ZIP by AIR. Information on child care supply was collected from 4Cs who provided data on desired capacity of licensed centers, family child care homes (FCCHs), and license-exempt centers at the ZIP code level for two separate age groups: (a) children ages 0-2 years (i.e., infants/toddlers), and (b) children ages 3 and 4 years (i.e., preschoolers). All data sources, adjustment factors, and assumptions are detailed in **Appendix C: Unmet Need Methodology**. Findings from this analysis are summarized in the following section.

Child Care Supply

Child care supply is defined as the number of child care slots available to children ages 0-4 years. Data on the total number of child care slots available to children within each age group through licensed centers, FCCHs, and license-exempt centers are summarized in **Table 4**. The total number of slots available to children ages 0-2 years in Santa Clara County is 7,408 slots. The total number of slots available to children of preschool age is 6x greater at 43,778 slots.

²⁰ http://www.sccoe.org/depts/students/lpc/Documents/2013-Assessment/LPC_NeedsAssessment_Mandated.pdf

²¹ <http://elneedsassessment.org/>

²² <http://opendata.sccoe.org/dashboards/titlev/zipcodes.aspx>

Table 4. Estimated Number of Child Care Slots by Age Group and City (2017)

	Children Ages 0-2 Years				Children Ages 3 & 4 Years			
	Centers	FCCHs	LECs	Total	Centers	FCCHs	LECs	Total
Los Altos	21	26	0	47	1,246	62	0	1,308
Mountain View	435	85	12	532	1,740	163	48	1,951
Sunnyvale	544	376	45	965	4,465	659	15	5,139
Palo Alto	360	53	105	518	2,704	3	125	2,832
Alviso	0	2	0	2	122	119	0	241
Campbell	200	51	0	251	1,965	86	0	2,051
Cupertino	148	157	0	305	1,443	281	0	1,724
Gilroy	180	187	0	367	542	366	0	908
Los Gatos	127	25	0	152	1,140	46	118	1,304
Milpitas	227	152	0	379	2,182	266	0	2,448
Morgan Hill	73	76	0	149	844	126	0	970
San Martin	0	10	0	10	24	24	0	48
Santa Clara	104	282	0	386	2,282	494	0	2,776
Saratoga	124	17	9	150	1,307	34	29	1,370
San Jose	1,113	1,973	109	3,195	14,983	3,575	150	18,708
Total	3,656	3,472	280	7,408	36,989	6,304	485	43,778

Abbreviations: FCCH = Family Child Care Home, LEC = License-Exempt Center

Source: Community Child Care Council of Santa Clara County

Notes: Counts reflect desired capacity as of 12/31/2017. Desired capacity is defined as the number of children a provider is willing to serve.

Demand for Child Care

Demand for child care is defined as the number of children ages 0-5 years that are in need of child care services, whether through licensed centers, family child care homes, or license-exempt centers. Estimates for demand were calculated by applying a series of adjustment factors to 2016 ACS five-year child population estimates. For children ages 0-2 years, demand assumptions were adopted from the San Mateo County Early Learning Facilities Needs Assessment.²³ Per recommendations by the California Child Care Coordinators Association, 37% of children ages 0-23 months are in need of child care. Based on labor participation rates among two-parent households, a 75% demand factor for child care was applied to children between the ages of 24-35 months.

Demand factors for children ages 3-5 years are based on goals established in the SCCOE's Early Learning Master Plan.²⁴ Estimates assume that 90% of the child population age 3 and three-quarters of the child population age 4 require licensed child care. A 0% demand factor was applied to the remaining quarter of 4-year-olds assuming that all of the children in this subset are age-eligible for and enroll in Transitional Kindergarten (TK). Similarly, it is assumed that 100% of 5-year-olds enroll in TK or Kindergarten programs. The demand factors applied in this study are summarized in **Table 5**.

²³ <http://www.smcoe.org/assets/files/learning-and-leadership/early-learning/Facilities/Countywide%20Profile.pdf>

²⁴ http://www.sccoe.org/depts/students/early-learning-services/Documents/Master_Plan.pdf

Table 5. Percent of Children That Require Child Care by Age

Age	Demand Factor
0-11 Months	37%
12-23 Months	37%
24-35 Months	75%
3 Years	90%
4 Years	-
¼ Subset	90%
¼ Subset	0%
5 Years	0%

Estimates for the number of children that require child care by major city in Santa Clara County are provided in **Table 6**. After applying demand factors, it is estimated that there are over 35,000 children ages 0-2 years that are in need of child care. The demand for child care among children ages 2-5 years is slightly higher at approximately 39,000. Seventy-two percent of the children ages 0-5 years in need of child care in Santa Clara County reside in three cities: San Jose (55%), Santa Clara (8%), and Sunnyvale (9%).

Table 6. Estimated Number of Children that Require Child Care by Age and City (2016)

City	Age Groups						Combined	
	0-11 Months	12-23 Months	24-35 Months	3 Years	4 Years	5 Years	0-2 Years	2-5 Years
Los Altos	187.0	173.4	264.3	408.1	354.5	0.0	624.7	762.6
Mountain View	344.2	316.7	481.0	748.8	649.8	0.0	1,141.9	1,398.6
Sunnyvale	839.1	948.5	1,732.4	1,810.0	1,778.1	0.0	3,520.0	3,588.0
Palo Alto	418.0	429.2	673.4	1,025.5	813.5	0.0	1,520.7	1,839.0
Alviso	12.3	13.9	25.5	26.6	26.1	0.0	51.8	52.7
Campbell	196.9	198.0	387.3	516.0	477.9	0.0	782.2	993.9
Cupertino	175.6	259.7	459.0	473.1	434.7	0.0	894.3	907.8
Gilroy	274.6	272.1	477.0	790.0	711.5	0.0	1,023.6	1,501.5
Los Gatos	149.4	200.8	364.0	397.5	356.1	0.0	714.1	753.6
Milpitas	309.7	349.6	735.8	815.9	654.2	0.0	1,395.1	1,470.0
Morgan Hill	218.1	216.1	378.8	627.4	565.1	0.0	813.0	1,192.5
San Martin	30.6	30.3	53.2	88.1	79.4	0.0	114.2	167.5
Santa Clara	618.2	702.2	1,523.5	1,865.3	972.3	0.0	2,843.9	2,837.6
Saratoga	86.4	129.1	229.1	235.6	216.5	0.0	444.6	452.1
San Jose	4,519.5	4,952.7	10,187.3	11,830.3	9,620.3	0.0	19,659.5	21,450.7
Total	8,379.6	9,192.4	17,971.6	21,658.1	17,710.0	0.0	35,543.6	39,368.1

Source: American Community Survey (ACS) 2016 five-year population estimates for children ages 0-5 provided by AIR.

Notes: Child care demand factors were applied to the number of children within each age group to determine the number of children that require or are “in need” of child care.

Unmet Need for Child Care

Current estimates for unmet need were calculated by subtracting the estimates for the number of children ages 0-2 and 2-5 years that require child care (i.e., demand) from the estimated number of child care slots available to children in each age group. These data are summarized below in **Table 7**.

Table 7. Unmet Need for Child Care among Children Ages 0-2, 2-5 Years by City (2016/17)

City	Child Care Supply		Child Care Demand		Unmet Need	
	0-2 Years (A)	2-5 Years (B)	0-2 Years (C)	2-5 Years (D)	0-2 Years (E) ¹	2-5 Years (F) ²
Los Altos	47	1,308	624.7	762.6	-577.7	545.4
Mountain View	532	1,951	1,141.9	1,398.6	-609.9	552.4
Sunnyvale	965	5,139	3,520.0	3,588.0	-2,555.0	1,551.0
Palo Alto	518	2,832	1,520.7	1,839.0	-1,002.7	993.0
Alviso	2	241	51.8	52.7	-49.8	188.3
Campbell	251	2,051	782.2	993.9	-531.2	1,057.1
Cupertino	305	1,724	894.3	907.8	-589.3	816.2
Gilroy	367	908	1,023.6	1,501.5	-656.6	-593.5
Los Gatos	152	1,304	714.1	753.6	-562.1	550.4
Milpitas	379	2,448	1,395.1	1,470.0	-1,016.1	978.0
Morgan Hill	149	970	813.0	1,192.5	-664.0	-222.5
San Martin	10	48	114.2	167.5	-104.2	-119.5
Santa Clara	386	2,776	2,843.9	2,837.6	-2,457.9	-61.6
Saratoga	150	1,370	444.6	452.1	-294.6	917.9
San Jose	3,195	18,708	19,659.5	21,450.7	-16,464.5	-2,742.7
Total	7,408	43,778	35,543.6	39,368.1	-28,135.6	4,409.9

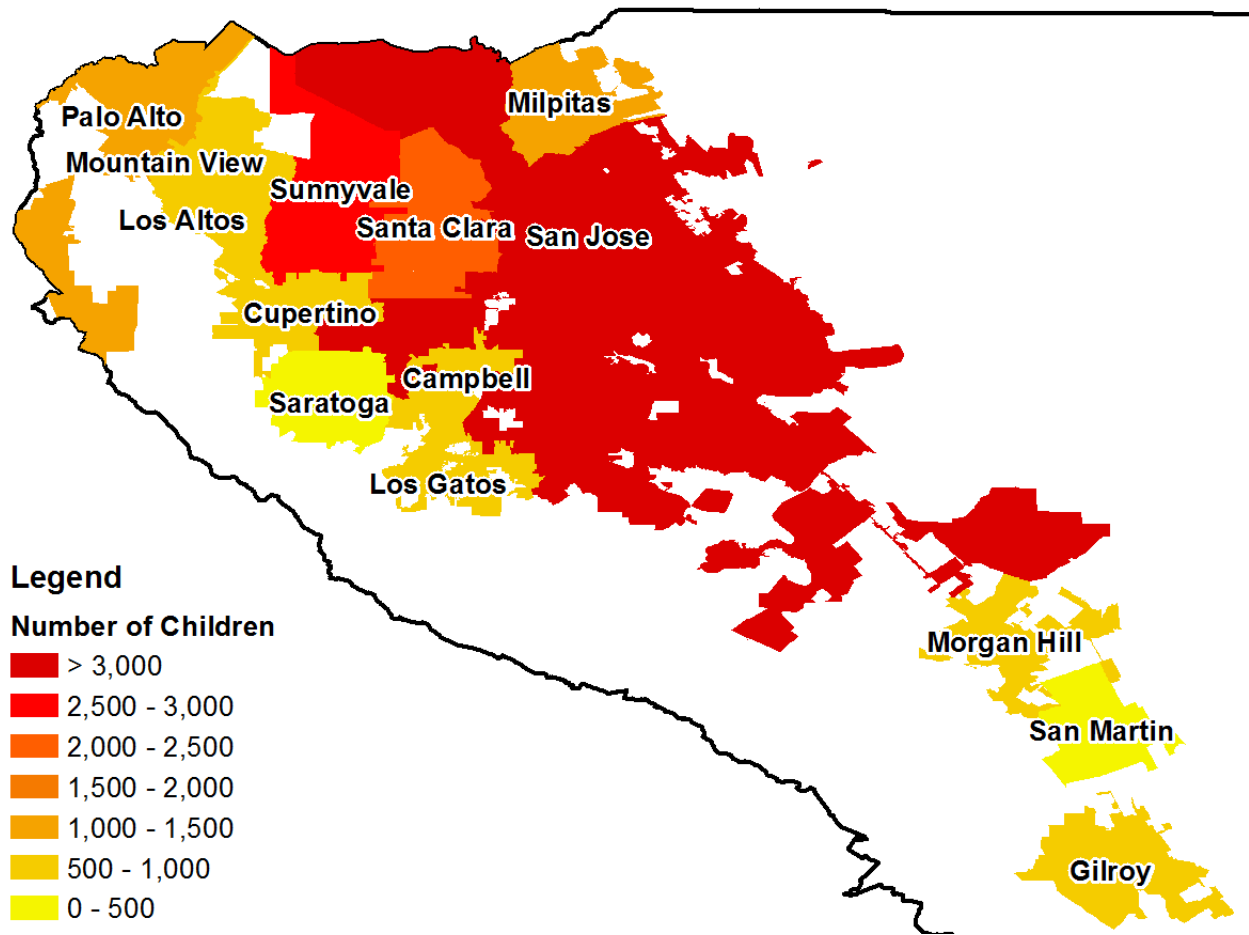
¹E = A - C

²F = B - D

Unmet Need for Infant/Toddler Care

Unmet need for licensed infant care exists in every major city in Santa Clara County. The magnitude of unmet need among children ages 0-2 years varies from 50 slots in the City of Alivso to 16,464 slots in San Jose. As shown in **Figure 8**, the estimated need for infant/toddler care is greatest in the San Jose-Sunnyvale- Santa Clara Metropolitan Area. Combined, there are an estimated 21,477 children ages 0-2 years that require yet are without child care living in this area. San Jose alone accounts for 59% of the unmet need in the County. The estimated unmet need for licensed infant care ranges from 1,000-3,000 slots in Sunnyvale (2,555), Santa Clara (2,458), Milpitas (1,016), and Palo Alto (1,003), from 500-700 slots in Morgan Hill (664), Gilroy (657), Mountain View (610), Cupertino (589), Los Altos (578), Los Gatos (562), and Campbell (531), and is lowest (< 500 slots) in Saratoga (295), San Martin (104), and Alviso (50).

Figure 8. Unmet Need for Infant and Toddler Care among Children in Santa Clara County

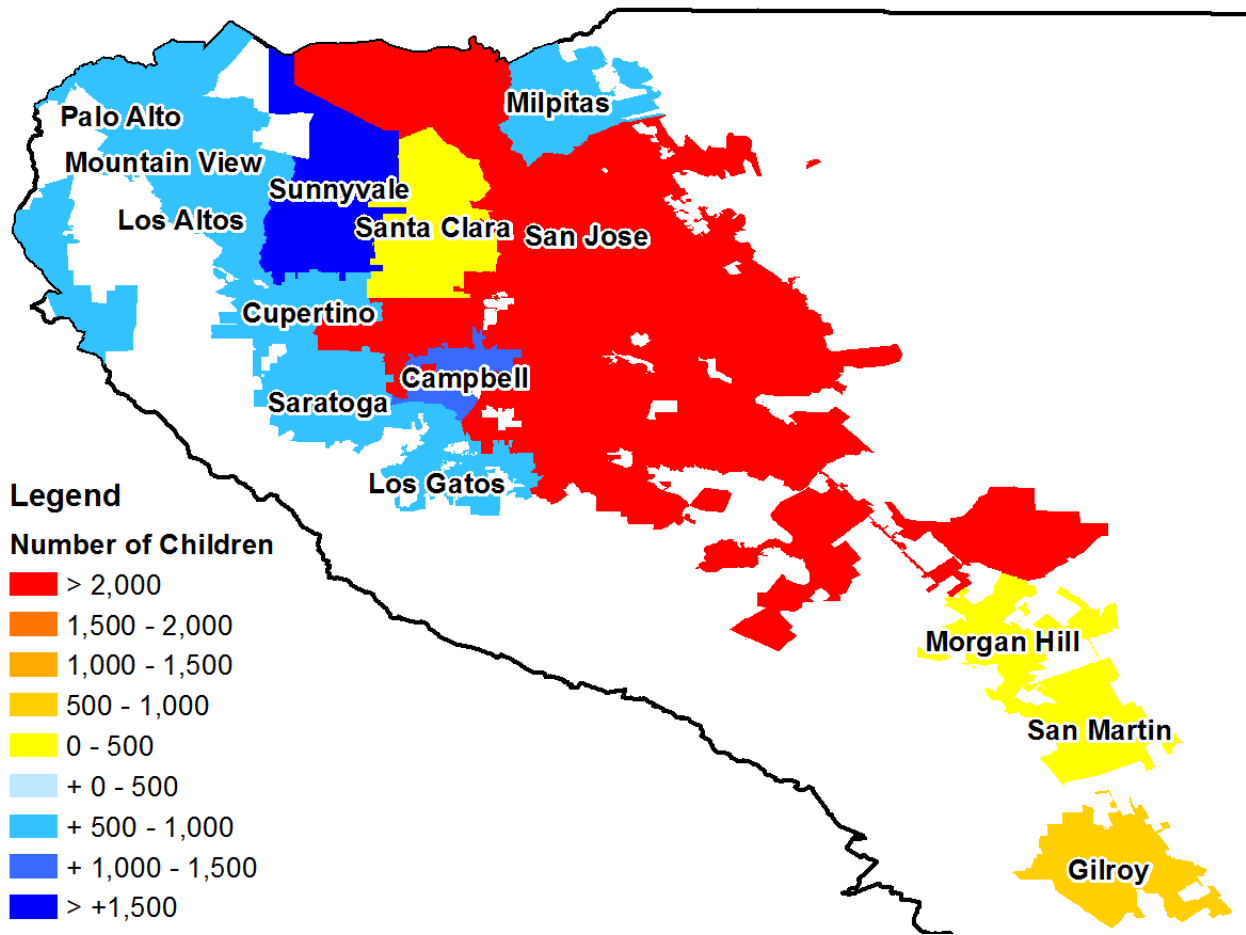


Unmet Need for Preschool

Unlike unmet need for infant and toddler care, unmet need for preschool does not exist in all major cities in Santa Clara County. In fact, supply and demand data indicate that there is a mismatch in child care slots available to children ages three and four years in two-thirds of tabulated cities. In the City of Sunnyvale, there are 1,500 more slots than there are preschool-aged children in need of care (see **Table 7**). Palo Alto, Campbell, Milpitas, and Saratoga have an excess of approximately 1,000 slots. All cities where the current supply for child care exceeds the demand are displayed in blue in **Figure 9**.

As with unmet need for infant and toddler care, the City of San Jose accounts for the greatest proportion (73%) of unmet need for preschool in the County, equating to an estimated 2,743 children ages 2-5 years that require yet are without preschool. Gilroy had the second highest proportion at 16% (N=593.5). The estimated unmet need for preschool ranges from 62 to 223 slots in Santa Clara (62), San Martin (120), and Morgan Hill (223).

Figure 9. Unmet Need for Preschool among Children in Santa Clara County



Maps that (a) identify the locations of licensed infant and/or daycare/preschool centers that participate in the FIRST 5 Santa Clara County Quality Rating Improvement System (QRIS) Consortium and (b) identify elementary schools with TK programs are available in supplemental city profiles. Center and school location data overlay (a) 2016 American Community Survey child population data by census tract and (b) Plan Bay Area 2040²⁵ priority development areas (PDAs). These maps are designed to provide a sense of the geographic relationship between current early care and education facility locations, potential transit, employment and residential development, and areas more densely populated by children that may require licensed infant/toddler care and preschool. A sample city profile analysis is provided in **Appendix D: Early Learning Facilities in the City of Gilroy**.

²⁵ <http://www.planbayarea.org/>

Early Learning Facility Cost Estimates to Meet Unmet Demand for Child Care

Estimates for the cost(s) associated with building new or temporary facilities or expanding current facilities to meet the unmet demand for child care among children in Santa Clara County are presented in this chapter. Two primary sources were considered. While neither source provides the precision that a comprehensive cost analysis of Santa Clara County would offer, they do provide an approximate range of construction cost estimates despite limitations such as the exclusion of land costs. As such, the estimates may not reflect the full range of possible site costs.

American Institutes for Research Policy Brief on Estimating the Cost of Preschool for All in California

In 2005, in response to a growing interest in California to provide universal access to preschool services regardless of family income, the American Institutes for Research (AIR) and the Institute for Women's Policy Research (IWPR) produced a report titled *Estimating the Cost of Preschool for All in California*.²⁶ The brief offers preliminary cost estimates for urban and rural areas of California for new, renovated and portable facilities to meet the demand for preschool for all four-year-old children. The following cost-estimate assumptions applied:

- The program was based on high-quality standards as defined by the State of California and influenced by professional standards of the National Association for the Education of Young Children (NAEYC);
- Preschool was offered through a variety of publicly and privately operated settings that met high-quality standards;
- The maximum staff-to-child ratio was 1:10, with a class size of 20;
- Each class had a lead teacher with a Bachelor's (BA) degree (and eventually with an early childhood education credential), and a second teacher with an Associate's (AA) degree;
- Teachers with BA degrees and credentials were compensated at levels comparable to those for public kindergarten teachers, and teachers with an AA degree were compensated at 80% of the BA level salary. To be eligible for fulltime compensation, teachers in the preschool program taught two, three-hour sessions;
- The program built upon existing early childhood programs and created new spaces in areas with unmet preschool need;
- The number of hours of Preschool for All (PFA) were approximately 525 hours per year (three hours per day for 175 days);
- Preschool was a viable option for all families (including those with two working parents, or those headed by a single working parent) by offering the program in connection with full-day, full-year services when needed or by providing linkages to other early care and education providers for wraparound services (which were funded by parent fees or other non-PFA sources); and

²⁶ 2005 Estimating the Cost of Preschool for All in California: A Policy Brief. AIR and IPWR.

- Program implementation included investments in program support services and infrastructure, including workforce development and facilities, to support local practitioners.

After adjusting for inflation and depending on the type of construction (e.g., new building, renovation, portable building), the average cost per classroom ranged from \$286,000 to \$810,000 in urban areas (see **Table 8**). For a new building that meets indoor/outdoor space requirements for 20 children, the average cost per child was \$55,864. The per child cost of meeting that same demand with a portable building was \$19,725.

Table 8. California - Average Cost per Early Learning Space

Construction Type	Urban Development	
	Average Cost/Classroom *	Average Cost/Space
New building	\$810,000	\$55,864
Renovation	\$547,500	\$37,760
Portable building **	\$286,000	\$19,725

* Average Cost/Classroom includes 75 sq. ft. of indoor and outdoor space per child (for a total of 150 sq. ft.) and excludes land costs. An average of 20 spaces/classroom was assumed in the study.

** Includes the structure, site design, preparation, general site improvement, and installation

Not included in the table above are cost estimates for rural development. Holding indoor/outdoor space and number of children constant, the cost of a new building in a rural setting was estimated to be \$590,000, a 27% reduction from urban development.

Brion Economics’ Early Learning Facilities Needs Assessment for San Mateo County

More recently, in 2016, the San Mateo County Human Services Agency commissioned an assessment of the countywide need for early learning facilities. The work was completed in February 2017 and includes cost estimates based on 13 recent childcare development projects erected within San Mateo County.²⁷

The San Mateo County study estimated the average cost per childcare space in the County by type of construction (see **Table 9**) which included two additional categories: (1) Employer-based center and (2) New/Existing commercial space. Like the earlier work conducted by AIR, the average cost per space was lowest for portable building development (\$25,412) followed by expansion (i.e., renovation) of an existing child care center (\$37,003). Unlike the study conducted by AIR, the average cost per space was highest for new development/renovation of existing commercial space (\$53,800). The estimated average cost per space associated with new building or employer-based center development were comparably set at just over \$40,000.

²⁷ 2016 San Mateo County Early Learning Facilities Needs Assessment. Brion Economics.

Table 9. San Mateo County - Average Cost per Early Learning Space

Construction Type	Average Cost/Space
New building	\$43,183
New/Existing commercial space	\$53,800
Expansion of existing center	\$37,003
Portable building	\$25,412
Employer-based center	\$41,033

Assumptions by construction type used to calculate the weighted average of \$40.7K for San Mateo County are provided in **Table 10**. The study assumed that new building development would address the majority (40%) of need for early learning facility spaces and that new/existing commercial and portable building development would each account for 20%.²⁸ The remaining 20% of need would be addressed through expansion of existing centers (15%) and through employer-based center development (5%).

Table 10. San Mateo County – Distribution of Construction Type

Construction Type	Weight	Actual Ave	Weighted Ave
New building	40%	\$ 43,183	\$ 17,273
New or existing commercial space	20%	\$ 53,800	\$ 10,760
Expansion of existing center	15%	\$ 37,003	\$ 5,550
Portable building	20%	\$ 25,412	\$ 5,082
Employer-based center	5%	\$ 41,033	\$ 2,052
Total	100%	\$ 200,431	\$ 40,718

Santa Clara County Facilities Cost Estimates

The timeliness of the early learning facilities studies for both Santa Clara and San Mateo County reflects the increased importance of ECE programs among counties that are considered “high cost,” are experiencing considerable growth in industry, and are densely populated. In considering the appropriateness of using the San Mateo estimates for Santa Clara County’s purposes, we noted the shared experiences with the high cost of real estate, as well as the limited availability of land.

Sample scenarios for Santa Clara County (each of which emphasizes a type of construction to illustrate the impact on the weighted average) are provided in **Table 11**. Please note that the scenarios are strictly for illustrative purposes and that the weights assumed in each scenario are not intended to forecast the likelihood of one distribution over another. Further, each approach assumes that 0% of the need for early learning facility spaces will be addressed through new/existing commercial or employer-based center development.

²⁸ Brion Economics estimated that 10,216 early learning facilities spaces were needed and that the need would be addressed over the period of 10 years.

Table 11. Santa Clara County – Illustrations of Distribution of Construction Type

Type	Portable Focused Approach			Even Distribution Approach			Expansion Focused Approach		
	Wt.	Actual Ave	Wt. Ave	Wt.	Actual Ave	Wt. Ave	Wt.	Actual Ave	Wt. Ave
New building	20%	\$43,183	\$8,637	33%	\$43,183	\$14,394	20%	\$43,183	\$8,637
New or existing commercial	0%	\$53,800	-	0%	\$53,800	-	0%	\$53,800	-
Expansion	20%	\$37,003	\$7,401	33%	\$37,003	\$12,334	60%	\$37,003	\$22,202
Portable building	60%	\$25,412	\$15,247	33%	\$25,412	\$8,471	20%	\$25,412	\$5,082
Employer based center	0%	\$41,033	-	0%	\$41,033	-	0%	\$41,033	-
Total	100%	\$200,431	\$31,284	100%	\$200,431	\$35,199	100%	\$200,431	\$35,921
Estimated Spaces Needed	31,876								
Estimated Cost	\$997,208,784			\$1,122,003,324			\$1,145,017,796		

According to these approaches, the total capital cost associated with creating spaces for the estimated 31,876 children ages 0-5 years in Santa Clara County that are in need of care ranges from \$997.2 million to \$1.1 billion (see **Table 11**). The number of spaces needed in the City of San Jose alone would require an investment of approximately \$600.9 million using the “Portable Focused Approach.” If restricted to preschool slots, an estimated \$117 million would be needed for facility development.

Other Considerations

The actual cost per child space depends on a number of factors. For example, the cost per child space for infants/toddlers is likely higher due to licensing space requirements and the inflexible space needed for things such as cribs and diaper changing areas. Further, recent estimates for modular portables demonstrate increased purchasing power for buildings with larger square-footage. The estimated per child cost for a 96x40 square foot building that fits 3 classrooms with space for 24 children each is \$8,889. By comparison, the per child cost for a 72x40 square foot building that fits two classrooms is \$11,090. These estimates do not account for outdoor space dictated by licensing requirements.

Early Care and Education Stakeholder Surveys, Interviews, and Focus Groups

Stakeholder input was collected through the administration of surveys to Early Care and Education (ECE) providers operating in Santa Clara County and through a series of interviews and focus groups with select ECE stakeholders. The data collection methodology is described in greater detail in the following sections.

Early Care and Education Stakeholder Surveys

Two surveys were developed and administered as part of this study to learn more about the conditions of licensed center- and school-based ECE facilities in Santa Clara County. Survey items queried the types of services provided, facility needs and quality, potential expansion interest, resources that are available for repair, renovation and development of new facilities, and associated barriers.

Early Care and Education Provider Facility Survey

The *Early Care and Education Provider Facility Survey* was administered to licensed infant and day care providers through outreach efforts extended by 4Cs, FIRST 5 Santa Clara County, and the SCCOE Local Early Education Planning Council (LPC). This survey contained 63 content questions clustered within five categories (see **Table 12** for a description of survey items). Providers with multiple sites were asked to complete the survey once for each site in an effort to collect data tied to a single ECE facility. To reduce response burden on providers with multiple sites and limit duplicative responses, the last set of questions on enhancement, expansion and new development resources were only presented to respondents who indicated that they were completing the survey for the first time.

Table 12. Description of ECE Provider Survey Item Categories

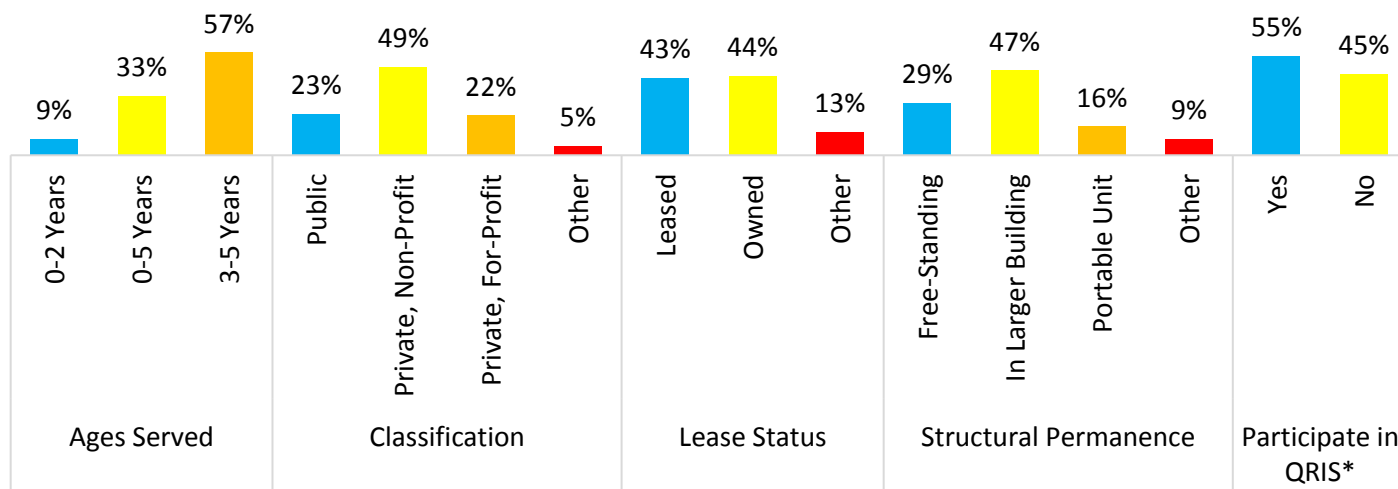
Category	Description
Demographics (12 Items)	Demographic questions asked providers to indicate the name and location of the center for which they were responding, the center’s organization type (i.e., public, private for profit, private non-profit), whether the center in question was leased or owned, affiliations with other institutions or organizations such as colleges or companies, and systems for assessing facility quality and improvement needs.
Infant Care Facility and Follow-up (18 Items)	Infant care facility questions asked providers to indicate if they were licensed to care for infants, toddlers and/or preschool aged children, specify program options available to children (e.g., full-day, part-day, full-week, partial-week), enumerate enrollment and waitlist numbers, and rate the condition of facilities on a 4-point Likert scale that ranged from “Poor - In need of extensive improvements” to “Excellent - No improvements are needed.” For the purposes of this rating, “facilities” were defined as indoor/outdoor settings, building and structural components such as air quality, natural light and ventilation, and design elements such as placement of storage fixtures and restrooms, safety and flooring. All responses other than “Excellent” prompted a series of follow-up questions that asked providers to describe facility improvement needs, costs, and plans for addressing those needs.
Day Care Facility and Follow-up (19 Items)	-See description for Infant Care Facility and Follow-up -
New Development Interest (5 Items)	Questions on new development interest asked providers to indicate whether or not they planned on or were in the process of opening a new licensed infant center and/or preschool in Santa Clara County. Participants that responded “Yes” were asked to indicate if the new facility would provide subsidized child care slots and/or slots to children with special education needs, the planned timeline for opening the facility, and its ZIP code location.
Enhancement, Expansion, and New Development Interest (9 Items)	These questions asked providers to identify resources that they found helpful when developing their most recent ECE facility, indicate their level of satisfaction with the availability and usefulness of tools/resources to help navigate the planning, development and start-up stages, rate the availability and/or accessibility of funding to help cover costs for all stages of development, and list any obstacles encountered when opening, maintaining, renovating or developing new facilities.

Respondent Demographics – ECE Providers

The *Early Care and Education Provider Facility Survey* garnered 86 responses from 77 mutually exclusive ECE licensees. If based on the total number of licensed center-based providers in Santa Clara County (N=631), the estimated response rate is 14%. While less than desirable, it should be noted that providers from 12 of 14 major cities (86%) included in the analyses of unmet need submitted responses. Fifty-seven percent of responses were from providers located in the San Jose-Sunnyvale-Santa Clara Statistical Metropolitan Area, the most densely populated area in Santa Clara County.

Other notable demographics for licensed center-based providers that responded to the survey are provided below. A combined 71% of responses were from private for- and non-profit providers and a majority reported that they either leased (43%) or owned (44%) their facilities (see **Figure 10**). Fifty-seven percent of responses were from providers that serve preschool-aged children. Only 9% of respondents were exclusive infant and toddler providers. When asked to describe the structural permanence of their facilities, 29% of respondents selected “Free-standing, dedicated structure,” followed by “Area within larger, affiliated or unaffiliated building” (47%), “Temporary building or portable unit” (16%), and “Other” (9%). “Modular classroom,” a type of portable classroom designed for longevity as single- or multi-story structures complete with restroom facilities, was the most common response among providers that selected “Other.”

Figure 10. Summary of Provider Demographics



*Quality Rating Improvement System (QRIS) is a systemic approach to assess, improve, and communicate the level of quality in early and school-age care and education programs. More information on QRIS and participating providers in Santa Clara County can be found at <https://www.first5kids.org/early-learning/qualitymatters>.

The last set of demographic questions asked about provider participation in the SCCOE/FIRST 5 Santa Clara County QRIS Consortium and/or utilization of other systems for assessing and maintaining facility quality. Fifty-five percent of respondents indicated that their center “participates in QRIS.” Use of other, non-certificated or accredited tools, assessments, or measures to assess quality of facilities were reported by nineteen providers, the most common (N=14) being the National Association for the Education of Young Children (NAEYC).

Early Care and Education School District Facility Survey

The *Early Care and Education School District Facility Survey* was administered to Superintendents and Early Learning Directors from 33 school districts in Santa Clara County through outreach efforts extended by the SCCOE’s Office of the Superintendent. This survey contained 24 content questions clustered within 4 categories:

- Demographics and Follow-up (3 questions);
- Current Preschool Providers and Follow-up (12 questions);
- Prospective Preschool Providers (5 questions); and
- Current and Prospective Day Care Primer and Follow-up (2 questions).

Demographic information on the districts that responded to the survey are provided in the following section. Respondents were asked to select their school district and to indicate the earliest supported grade level. Districts representatives that responded “Transitional Kindergarten” or beyond advanced to items that queried district plans for offering preschool in the future (Prospective Preschool Providers) whereas districts that responded “Preschool” were asked to supply additional information.

Follow-up questions asked of current preschool providers queried the number of schools within the district that offer preschool, the type of services or programs rendered (e.g., Head Start, State Preschool), and the quality of preschool facilities. For the latter, current preschool providers were asked to rate the overall condition of preschool facilities district-wide using a 4-point Likert scale that ranged from “Poor - Most require extensive improvements” to “Excellent - No improvements are needed at any preschool facility.” Consistent with the *Early Care and Education Provider Facility Survey*, this question was followed by items surveying the nature of facility improvement needs and associated costs.

Respondent Demographics – School Districts

Excluding the Santa Clara County Office of Education and Metropolitan Education School Districts, 28 of 31 districts responded to the *Early Care and Education School District Facility Survey* yielding a 90% response rate. Recipients of the survey included twenty elementary, five high school, and six unified school districts. A summary of response rates by district type is provided in **Table 13**.

Table 13. Response Rates by District Type

District Type	Number Surveyed	Number Responded	Response Rate
Elementary Districts	20	17	85%
High School Districts	5	5	100%
Unified Districts	6	6	100%
Total	31	28	90%

Notes: Multiple surveys submitted on behalf of 3 of 5 High School Districts (East Side Union High School District, Fremont Union High School District, and Mountain View-Los Altos High School District) and 2 of 17 Elementary School Districts (Luther Burbank School District, Lakeside Joint School District) are counted as 1 survey response under “Number Responded.”

As expected, none of the high school districts responded “Preschool,” “Transitional Kindergarten,” or “Kindergarten” when asked to indicate the earliest grade level served, however, four of six answered “Yes” when asked, “Has your district ever housed a licensed early care facility (i.e., day care center that serves infants, toddlers, and may include preschool-aged children) on any school or district site(s)?”. One district, East Side Union High School District, responded “Yes” and indicated that “the facility is still operational today.”

Of the elementary and unified school districts that responded to the survey and that operate ECE programs, the majority (15/22) offer preschool (see **Table 14**). This count includes all of the unified school districts and 9 of 17 elementary districts. Transitional Kindergarten (N=7) and kindergarten (N=1) are the earliest grade levels within the remaining eight elementary districts.

Table 14. Early Learning Grade Levels by District Type

District Type	Number Responded	Pre-K	TK	K	Post-K
Elementary Districts	17	9 (53%)	7 (41%)	1 (6%)	0 (0%)
High School Districts	6	0 (0%)	0 (0%)	0 (0%)	6 (100%)
Unified Districts	5	6 (100%)	0 (0%)	0 (0%)	0 (0%)
Total	28	15 (54%)	7 (25%)	1 (4%)	6 (21%)

Abbreviations: Pre-K = Preschool, TK = Transitional Kindergarten, K = Kindergarten, Post-K = All Grade Levels Beyond Kindergarten

ECE Interviews and Focus Groups

Data collected through the administration of the provider and school district facilities surveys offered insights into the state of licensed, center-based early learning facilities in Santa Clara County and exposed areas where additional inquiry was needed and could be ascertained through a strategic series of interviews and focus groups. Careful consideration of all survey data collected enabled the research team to create a list of stakeholders best suited to fill information gaps on ECE services, facility quality and maintenance, provider expansion interest, and resources and barriers to early learning facility development.

Stakeholders were organized into three focus groups and individual interviews. The focus groups consisted of:

- Title V ECE Providers,
- SCCOE SELPA and Early Learning Directors/Managers, and
- Members of the SCCOE’s Early Learning Master Plan Facilities Work Group.

A total of nineteen (19) individuals participated in phone or in person interviews. Interviewees included:

- School district Superintendents and Early Learning Directors,
- City officials,
- Corporate and community college ECE Directors,
- Members of San Jose Public Library Education Initiatives,
- Representatives from ECE advocacy groups and other non-profit organizations such as FIRST 5, 4C’s, and the Silicon Valley Community Foundation,
- Members of the SCCOE’s Early Learning Master Plan Facilities Work Group, and
- Strong Start.

General protocols were created for interviews and focus groups then customized to specific stakeholders. A member of the consultant team and a recorder facilitated each. Notes were then provided to the research team for analysis.

Analysis of the qualitative data collected through interviews and focus groups occurred in two iterative phases. The first set of interviews and focus groups enabled the team to create a set of initial observations which helped to identify emergent themes in need of further exploration and the development of preliminary recommendations. These themes and recommendations then informed a second round of interviews.

Key Findings

Findings from ECE provider and school district facility surveys and stakeholder interviews/focus groups have been consolidated into three categories:

- Expansion interest among ECE providers and school districts is low;
- ECE providers lack access to information and support; and
- Funding for facility enhancement and expansion is limited.

Each finding is discussed in greater detail below.

Expansion Interest among ECE Providers and School Districts is Low

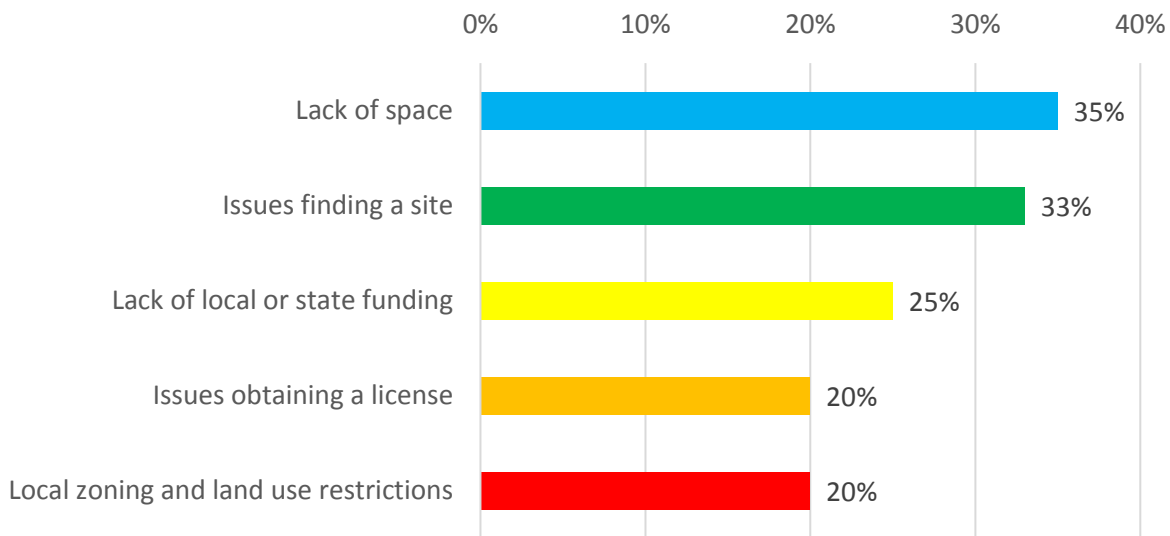
Survey data indicate that 25% of providers with licenses to serve preschool-aged children plan to expand to serve more preschoolers in the future. Expansion interest among sole licensed infant providers was nonexistent. Further, only five school districts with current preschool programs indicated a plan to increase their capacity to serve more preschoolers through expansion and/or new development within the next two years. Taken together, these data suggest that the high unmet need for infant and toddler care (N = 28,136 slots) that exists in Santa Clara County will persist, while some of the unmet need for preschool (N = 3,740 slots) may be mitigated through provider and school district expansion efforts. Though impractical, geographic data suggest that all of the unmet need for preschool that exists in Santa Clara, San Jose, Morgan Hill, San Martin, and Gilroy can be absorbed by providers operating in neighboring cities that have estimated surpluses in slots for preschool-aged children.

The main barrier to expansion of facilities for infant and toddler care continues to be cost. Per licensing regulations, more space is required to serve infants and toddlers than is needed for children of preschool age. In addition, more staff are needed to provide care for children at younger ages. The requirements for General Child Care (CCTR) and CSPP teacher-child staffing ratios for infants, toddlers, and preschoolers are 1:3, 1:4, and 1:8 respectively.²⁹

The limited ability and interest among providers and school districts in opening or expanding preschool facilities can be attributed to a number of factors that include fluctuating demand and lack of funding. Providers and school districts with early learning programs expressed concerns regarding a child population that has been in a state of flux for over a decade as more couples make the decision to delay or choose not to start a family and families that struggle to meet cost of living expenses migrate to lower cost areas. As shown in **Figure 11**, when asked about obstacles encountered in opening or expanding facilities, the most common provider responses included lack of space (35%), issues finding a site (33%), lack of local or state funding (25%), issues obtaining a license (20%), and local zoning or land use restrictions (20%). Like child care providers, school districts cited lack of funding and space as obstacles to preschool expansion.

²⁹ <https://www.cde.ca.gov/fg/aa/cd/documents/cctr1617.doc>

Figure 11. Top Five Barriers to Facility Expansion and New Development



ECE Providers Lack Access to Information and Support

Included in the final set of provider survey items that queried enhancement, expansion, and new development interest was the question, “What resources would have been most helpful to you (or providers in general) in the planning, pre-development, or development stages that were not available when you started your last child care center?” Providers that responded to this question voiced frustrations with the availability and/or accessibility of information and support, especially as it relates to knowing where families with young children will be residing in the future, licensing/permitting/zoning, and lack of technical assistance.

Predicting Where Families with Young Children Will Be Living in the Future

Providers and school districts that are interested in expanding or those looking to start their first child care center or preschool expressed an interest in having access to a system that collects data on child migration trends and forecasts where families with young children will be living five-to-ten years in the future. These data would assist in establishing early learning facilities in areas throughout the County that currently and will continue to have high need. Inclusion of demographic data on income, family work status, disability status, and mobility would have an added benefit of identifying shifts in special populations such as those that qualify for subsidized child care programs, special education services, and migrant education. To date, no such system exists, although school districts in the County have been known to work with demographers on independent analyses to predict enrollment trends.

Licensing, Permitting and Zoning

Providers unanimously agreed that the licensing, permitting and zoning processes for opening a facility are time consuming, confusing, and costly. One of the issues facing providers that seek to develop new facilities in cities other than those where they are currently operating is varying zoning restrictions, licensing requirements, and fees across municipalities. Building permits can take up to 18 months to obtain. In addition, separate licenses and fees apply to infant/toddler care and preschool providers. Currently, providers that serve children ages 0-5 years must obtain two licenses, however, when and if approved, Assembly Bill #605 would require said providers to have a single, birth-to-first grade license.

Lack of Technical Assistance

Providers indicated that navigating licensing, permitting, and zoning processes would have been more manageable if they had access to a knowledgeable point-of-contact; a designated liaison between child care providers and city or county officials to assist with questions related to paperwork and filing. Unfortunately, providers must access multiple state and local agencies for support, including but not limited to one or more of the following:

- Community Child Care Licensing Division Child Care Regional Office (Title 22);
- California Department of Education, Early Education and Support Division (Title 5);
- Community Child Care Council of Santa Clara County (4Cs);
- Santa Clara County Office of Education Local Early Education Planning Council;
- California Department of Education, Special Education Division;
- Chamber of Commerce;
- California Department of Developmental Services; and
- Building Child Care California Statewide Collaborative.³⁰

A review of this list of players underscores why expanding or opening a new facility is a daunting task for providers. To complicate things further, most child care directors are not experienced and/or lack the time needed to interface with city governments, create business plans, market, and fundraise; all are essential to being successful in a competitive ECE environment.

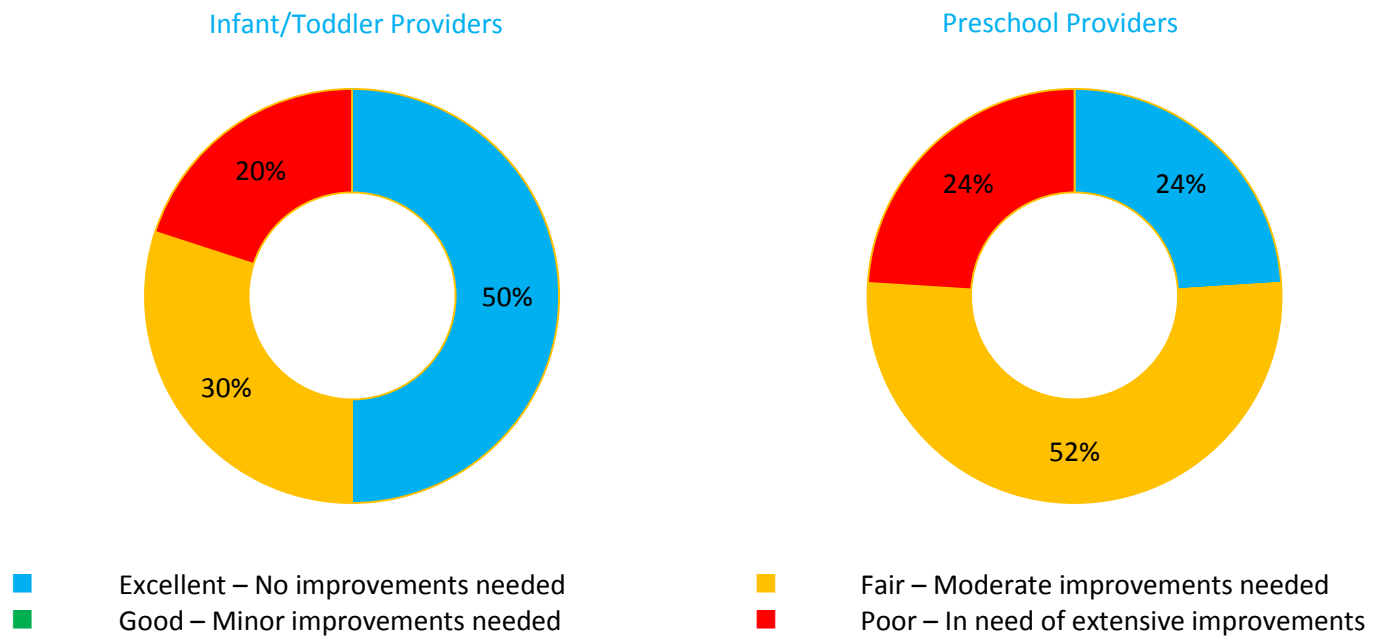
Funding for Facility Enhancement and Expansion is Limited

Providers lack funds. According to survey data, this poses one of the biggest, most critical challenges to the expansion and renovation of early learning facilities. The sources of funding described under **State Policy and Funding Implications for Early Care and Education Programs** are simply not adequate, especially for private providers who, unlike school districts, lack the bargaining power to secure capital investment for facilities development and start up through local bond measures and parcel taxes. In addition to funds that are needed for development, providers seek financial support for improvement of early learning facilities.

Providers indicated that lack of local or state funding was the most common obstacle to facility enhancement or renovation needs. Over 75% percent of preschool providers (50% of infant/toddler care providers) self-rated facilities as in need of moderate-to-extensive improvements (see **Figure 12**) yet only twelve of those providers (26%) reported pursuit of bids for the work needed. All of the infant/toddler care providers who indicated a need for improvement responded that they were taking steps to improve conditions through renovations that ranged from indoor/outdoor painting to re-tiling and vent installation. Aside from budget constraints the limit facility renovation, 43% of providers lease their facilities and have agreements with lessors that prevent most facility modifications. Unlike providers, school districts with preschool programs provided more favorable ratings of the condition of facilities. The need for minor improvements was reported by three of ten districts with preschool classrooms.

³⁰ More information on these agencies can be found in **Appendix E: Resources for ECE Providers**.

Figure 12. Renovation Needs among Infant/Toddler and Preschool Providers



Conclusions and Recommendations

Summary of Findings

This report contains important data and insights into early learning facility needs in Santa Clara County, home to approximately 146,000 children between the ages of 0-5 years, 52% of which require child care. Findings from this study indicate that:

- Providers have the capacity to meet the need for 21% of infants and toddlers countywide;
- There is a need for infant/toddler care facilities in every major city in the County; and
- The number of preschool-aged children that require care exceeds the number of available preschool slots in San Jose, Morgan Hill, San Martin, and Gilroy.

Information collected from child care providers and ECE stakeholders through surveys, interviews, and focus groups highlights the many challenges to early learning facility enhancement and expansion, namely:

- Expansion interest among ECE providers and school districts is low;
- ECE providers lack access to information and support; and
- Funding for early learning facility enhancement and expansion is limited.

Findings suggest that more licensed child care providers and school districts in Santa Clara County would be interested in expanding to serve additional children ages 0-5 years and making facility quality improvements if funding were readily available and there were easily accessible support systems for forecasting need for child care and preschool, finding sites for development, and navigating licensing, permitting, and zoning processes. Depending on the type of construction, the up-front cost for facility development could range from \$25,412 to \$53,800 per child space. Findings also underscore the need for ECE advocacy and policy alignment that supports the development of quality early learning facilities and incentivizes the provision of infant/toddler care and preschool by licensed providers.

Study Recommendations

Findings from this study support the following broad recommendations:

- Advocate for quality ECE program and early learning facility development;
- Facilitate the implementation of a countywide early learning facilities development plan;
- Offer facilities training and technical assistance to ECE providers; and
- Create and manage a local fund for awarding one-time early learning facility development grants.

Each are described in greater detail below.

Advocate for Quality ECE Program and Early Learning Facility Development

Early Care and Education stakeholders must continue to work together to advocate for quality ECE program and early learning facility development. This can occur through alignment and support of federal, state and local policies and practices that promote ECE program expansion. At the State level, the SCCOE and Kidango demonstrated the power of stakeholder partnership when sponsoring Assembly Bill #2368 which increased access to subsidized child care for families living in Santa Clara County through approval of an individualized child care subsidy pilot.³¹ The bill received wide support from Title V providers who benefit directly through a higher state reimbursement rate and the flexibility to reallocate unearned funds.

Similarly, it is recommended that ECE stakeholders rally behind Assembly Bill #605 which, if passed, would require the California Department of Social Services to develop and implement a birth-to-entering first grade license option for day care providers, thereby streamlining the licensing and inspection processes and reducing administrative burden.³² Currently, child care centers that care for children ages 0-5 years must apply, pay for, and pass inspection for two separate licenses; one for care of children ages 0-2 years and the other for care of children ages 2-5 years.

More locally, ECE stakeholders should advocate for alignment of zoning ordinances across municipalities in the interest of simplifying the permit process. This was a strategy utilized by the Low Income Investment Fund (a community development financial institution that provides innovative capital solutions that support families and communities) to secure “child care friendly zoning” that now applies in all but a few industrial areas in San Francisco County. Depending on the city and type of licensed provider (FCCH vs. child care center), providers operating in Santa Clara County may be required to have multiple permits. For example, center-based providers operating in the City of Milpitas must acquire a city building permit issued by the Building Department and a city planning permit issued by the Planning Division.³³ Providers could more easily overcome these obstacles with assistance from an early learning facilities technical assistance provider (see **Offer Facilities Training and Technical Assistance to ECE Providers**).

Given the substantial barrier funding poses, advocacy by ECE stakeholders should extend to strategies for securing local funding or space for early learning facilities. The San Mateo County Child Care and Facilities Task Force researched and found promise in local taxes, such as school district bond measures and developer impact fees, as sources of capital investment for facilities.³⁴ Each could be leveraged as sources of funding in Santa Clara County. The up-front costs associated with the expansion of early learning facilities could also be addressed through the promotion of unique partnerships between developers and ECE providers. Additional details related to these recommendations are provided below.

Urge School Districts to Include Development of Early Learning Facilities in Bond Measures

Concerted efforts should be made to urge districts, especially elementary and unified school districts located in areas with high unmet need for child care, to include development of early learning facilities in local bond measures. On average, school districts propose local ballot measures that allow them to issue bonds that can be used to pay for school construction every 6 years. In 2016, Franklin-McKinley School District, one of Santa

³¹ <https://www.sccoe.org/depts/students/lpc/Publications%20and%20Documents/Child%20Care%20Subsidy%20Pilots%20in%20California.pdf>

³² https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201720180AB605

³³ http://www.ci.milpitas.ca.gov/pdfs/child_care_startup.pdf

³⁴ <https://www.siliconvalleyecf.org/sites/default/files/publications/2017-ChildCarePreschool-FacilitiesReport.pdf>

Clara County's twenty elementary school districts, passed a bond for \$67.4 million to make necessary upgrades to school facilities. Upgrades included the addition of one Kindergarten classroom and the replacement of portable classrooms with permanent modular buildings at one of their school sites.³⁵ Also in 2016, Gilroy Unified School District, a district located in an area of the County undergoing extensive housing development and where there is already high unmet need for infant/toddler care and preschool, passed a \$170 million bond to modernize two aging middle schools and build a new elementary school.³⁶ Morgan Hill Unified School District, has not passed a bond since 2012. Current data indicate that there are approximately 664 infants and toddlers and 225 preschool-aged children in need of child care in the City of Morgan Hill (see **Unmet Need for Infant/Toddler Care and Preschool**).

Encourage Cities and Counties to Assess Developer Impact Fees for Child Care

Developer impact fees, which are fees imposed by local governments on a new or proposed development project to pay for all or a portion of the costs of providing public services to the new development, show great promise.³⁷ In San Mateo County, two municipalities (San Mateo, South San Francisco) have developer impact fees with current balances of approximately \$1.2-2 million that can be allocated to early learning facilities. This amount of funds could cover all or most of the cost of facilities to meet the need for preschool in the City of Santa Clara (N = 62 slots), assuming that need is addressed by the portable-focused approach described under **Santa Clara County Facilities Cost Estimates**. While it did not address child care needs, recently, the San Jose City Council approved a housing impact fee of \$17 per square foot on new market-rate developments.³⁸ This money will be used to increase the supply of affordable housing in the City, including acquisition, financing, construction, and development. A proportion of those funds are to be allocated to the costs of administering a proposed Housing Impact Fee Fund not unlike the recommended fund for development of early learning facilities that is discussed under **Create and Manage a Local Fund for Awarding One-time Early Learning Facility Development Grants**.

Promote Partnerships between Housing Developers and ECE Providers

The development of early learning facilities can be supported by housing developers indirectly, through developer impact fees, as well as directly, through development of facilities or allocation of space on housing and mixed-use development sites that is dedicated to ECE programs. One example of this is the Redwood City Broadway Plaza, which proposes 420,000 square-feet of office space, 120 affordable housing units, and 400 market-rate housing units alongside a 10,000 square-foot child care facility.³⁹ The inclusion of a child care facility was an amendment made to original development plans by the Sobrato Organization in response to feedback received from the local community. Equipped with a list of known upcoming development projects and an understanding of geographic need for child care (both are products of this study; see **Facilitate the Implementation of a Countywide Early Learning Facilities Development Plan**), similar requests for early learning facilities space could be made of developers in Santa Clara County. In addition, developers could be persuaded to work together with rental or lease companies to create affordable housing or apartment units,

³⁵ https://www.fmsd.org/apps/pages/index.jsp?uREC_ID=455669&ttype=d&pREC_ID=986284

³⁶ <https://www.gusd.k12.ca.us/MeasureE>

³⁷ <http://sf-planning.org/impact-fees>

³⁸ <https://housingtrustfundproject.org/san-jose-california-creates-housing-impact-fee-fund/>

³⁹ https://www.smdailyjournal.com/news/local/revised-redwood-city-broadway-plaza-proposal-getting-first-look/article_f5d2ac42-fb3b-11e7-8e6c-f718a4681d45.html

possibly larger and with additional amenities (i.e., toileting, lighting, ventilation, open space, etc.), that facilitate the provision of ECE by licensed family child care providers.

Quality and Inclusion Considerations

The recommendations listed above have implications for early learning facility expansion and development interest among child care providers. Additionally, and where possible, efforts should be made to ensure that new facilities meet quality standards and promote inclusive settings that meet the needs of students with disabilities and low-income families. As discussed under **Quality of Facilities**, huge strides are being made with regards to licensed center and FCCH quality standards through FIRST 5 Santa Clara County's QRIS Consortium. Participating providers receive financial incentives that are intended to drive improved quality and/or maintenance of high quality standards. For example, providers that earn low ratings on the Environment domain receive an improvement plan and funds that can be used to resolve identified issues. Those that achieve the highest ratings across all domains receive a stipend that they may use at their discretion. Data indicate that more can be done to fund and promote participation in QRIS among licensed providers. Currently, an estimated 20% of licensed centers and 3% of FCCHs are members of the Consortium.

Facilitate the Implementation of a Countywide Early Learning Facilities Development Plan

As stated under **Unmet Need for Infant/Toddler Care and Preschool**, additional mapping analyses were completed as part of this study to (a) identify the locations of licensed infant and/or daycare/preschool centers that participate in the QRIS Consortium and (b) identify elementary schools with Transitional Kindergarten (TK) programs. Center and school location data were plotted over (a) American Community Survey child population data by census tract and (b) Plan Bay Area 2040⁴⁰ priority development areas (PDAs). These maps are designed to provide a sense of the geographic relationship between current early learning facility locations, potential transit, employment and residential development, and areas more densely populated by children that may require licensed infant/toddler care and preschool at the city level.

It is recommended that these geographic data, or city profiles, be used to develop a countywide early learning facilities development plan; one that drills down on unmet need or surplus in ECE programs within individual municipalities, anticipates future need, and prioritizes investments in early learning facilities. As such, they offer a powerful tool that should be leveraged in meetings with city planning or development officials to advocate for facility space, which aligns with Facilities Goal #5 established in the 2017 ELMP by the Facilities Workgroup.⁴¹ These maps could also serve as a valuable resource for early learning technical assistants when working with child care providers who are interested in expanding or developing new facilities. A sample city profile analysis is provided in **Appendix D: Early Learning Facilities in the City of Gilroy**. Maps can be modified to include and/or emphasize school district boundaries which can be used to support arguments for the inclusion of early learning facilities development in school district bond measures.

Offer Facilities Training and Technical Assistance to ECE Providers

Child care provider survey data demonstrate the need for an early learning facilities technical assistance provider; an individual or agency dedicated to providing expertise and technical assistance to help ECE providers

⁴⁰ <http://www.planbayarea.org/>

⁴¹ <https://www.sccoe.org/elmp2017/2017%20ELMP/ELMP%20-%20Full%20Plan.pdf>

work with developers to build and improve early learning facilities in the County. This recommendation aligns with 2017 ELMP Facilities Goal #1. The ELMP Facilities Workgroup proposed a partnership with the Low Income Investment Fund around the provision of technical assistance services to ECE providers as one possible solution. Another potentially viable option is to create a multi-county or regional agency to provide said services. Both options carry funding, staffing, and oversight considerations that should be researched further.

The specific duties of the early learning facilities technical assistant may include but are not limited to those requested by ECE providers:

- Forecasting need for infant/toddler care and preschool;
- Surveying sites for development of early learning facilities;
- Assisting with licensing, permitting, and zoning processes; and
- Facilitating communication with developers, city officials, and the community.

The role could expand to include coordination of a data repository that ECE providers can access to share information on enrollment and waitlist data in real time. If open to the public, parents could utilize this same system when making decisions about where to enroll their children. The repository would prove to be even more valuable if ECE program and quality ratings data were integrated at the provider level. Given these responsibilities, and when created, the early learning facilities technical assistance provider may be best suited to manage a local fund for awarding one-time early facility development grants.

[Create and Manage a Local Fund for Awarding One-time Early Learning Facility Development Grants](#)

Sustainable sources of funding are required to meet the need for infant/toddler care and preschool through expansion and new development of quality early learning facilities. As stated under **Santa Clara County Facilities Cost Estimates**, meeting the current need for preschool alone through facilities development would require an investment of \$119 million; up to \$1.1 billion to meet the need for all children ages 0-5 years. Raising this amount of funds will likely involve a multifaceted approach that includes local bond measures, developer impact fees, and grant programs.

The CDE's Child Care Facilities Revolving Fund (CCFRF), described under **State Funds for Renovation, Repair and Relocatable Buildings**, provides a source of funding for facilities development in the form of a no-interest loan that providers can use to purchase new relocatable buildings, however, has several limitations. First, even with 0% interest ECE providers would find it difficult to repay the loan over the required ten-year period. This issue is compounded by the fact that most ECE providers struggle to break-even, especially those that provide state subsidized child care. The individualized child care subsidy pilot discussed earlier may provide some relief here. Second, the application process is cumbersome and lengthy. This issue could be alleviated, at least in part, were providers to have access to an early learning facilities technical assistance provider.

Given these limitations, few providers apply for CCFRF loans, which leaves approximately \$26.1 million in funds underutilized. These are funds that could be put to better use if they were repurposed into one-time grants for facilities renovation or development. For example, providers could use grant funds to retrofit facilities to meet the accessibility requirements of children with special needs. Barring changes to the CDE's CCFRF, the ELMP Facilities Workgroup proposes a local fund dedicated to awarding one-time early learning facility development grants to ECE providers through a competitive process. Aside from granting local control to a managing body,

which has implications for efficiencies, the benefit of this approach is that the funds awarded to providers for facilities renovation or development would not need to be re-paid. In the interest of expanding inclusive early learning facilities, priority could be given to applicants who demonstrate a desire to expand services to children with special needs, offer subsidized child care, and who plan to develop in areas with high unmet need. Funding sources for this fund could include but are not limited to individual and corporate philanthropic dollars and endowments and earnings from developer impact fees.

Closing Remarks

A detailed listing of all recommendations included in this report is provided in **Figure 13**.

Figure 13. Summary of Study Recommendations



Advocate for quality ECE program and early learning facility development

- Support local, state, and federal policies that promote ECE program expansion
- Advocate for alignment of license and permit process across municipalities
- Urge school districts to include early learning facilities in bond measures
- Encourage cities and counties to assess developer impact fees for child care
- Promote partnerships between housing developers and ECE providers
- Advocate for the development of facilities that support inclusive settings



Facilitate the implementation of a countywide early learning facilities development plan

- Use geographic data on unmet need to identify priority early learning facility development areas
- Create city and/or school district profiles that can be used to advocate for early learning facility development
- Work with key ECE stakeholders to seek out opportunities to enact the early learning facilities development plan



Offer facilities training and technical assistance to ECE providers

- Secure funding to develop a business case for an early learning facilities technical assistance provider
- Identify “home” or host agency for the early learning facilities technical assistance provider and determine scope of services
- Expand services to include resource and referral, subsidy certification, and management of a local fund for facilities development



Create and manage a local fund for awarding one-time early learning facility development grants

- Urge state policymakers to repurpose CDE CCFRF funds into one-time grants that can be used for early learning facility renovation or development
- Create a local fund for awarding one-time grants as an alternative to CCFRF
- Seek out local funding sources and define the grant application process

Addressing the need for early learning facilities in Santa Clara County will require partnerships between ECE providers, housing developers, and philanthropic, city, and business leaders. The approach must be strategic and involve public awareness and fund raising campaigns, policy change advocacy, and analyses of changing demographics. The focus must be on maximizing available space and identifying opportunities for new

development in current and future areas with high unmet need while promoting quality standards and inclusive practices.

Additional information related to expansion of early care and education programs and early learning facilities can be found in the full report of the 2017 Early Learning Master Plan.⁴²

⁴² <https://www.sccoe.org/elmp2017/2017%20ELMP/ELMP%20-%20Full%20Plan.pdf>

Glossary of Key Terms

Early Learning Master Plan: A plan established by the Santa Clara County Office of Education, in collaboration with over 100 early care and education (ECE) stakeholders, that describes the state of Santa Clara County's ECE system across six key areas (access, articulation, facilities, families, quality, and workforce) and outlines goals and metrics to address the needs of children ages birth to eight years, their families, and ECE providers. The 2017 ELMP provides an overview of the progress made since the plans inception in 2010, current needs, and specific goals and steps to address those needs by 2024.

Early Learning Facilities Study: A multi-phase study commissioned by the Santa Clara County Office of Education in 2017 to provide data and insights into early learning facility needs in Santa Clara County and to inform coherent and sustainable solutions for meeting the anticipated demand for early care and education.

Early Learning Facility: Facilities where child care and preschool are provided to children ages 0-5 years. Facilities can include licensed day care centers, family child care homes, and license-exempt centers. This project focused on licensed child care centers and school-based facilities.

Child Care Centers: Child care centers, also referred to as day care centers, are facilities where non-medical care and supervision are provided to infant-to-school-age children in a group setting for periods of less than 24 hours. Child care centers are usually located in commercial buildings.

Family Child Care Homes: Facilities where non-medical care and supervision are provided to infant-to-school-age children in a group setting. Care is delivered in a licensee's own home to smaller groups of children than are typically served in child care centers.

Small Family Child Care Homes: Family child care homes that can provide care to no more than eight children.

Large Family Child Care Home: Family child care homes that can provide care to no more than fourteen children.

License-Exempt Child Care: Early learning facilities that are exempt from licensure. Common license exempt providers include family members, parent cooperatives, non-profit or recreational programs, businesses that offer limited child care to clients or customers, organized camps, and heritage schools. Some of these providers are regulated by governmental agencies other than Community Care Licensing, the Department of Public Health, and/or the Department of Education.

Infants: Children ages 0-12 months.

Toddlers: Children ages 1-3 years.

Preschoolers: Children ages 3-5 years.

Child Care Supply: The number of child care slots available to infants, toddlers, and preschool-aged children through licensed child care centers, family child care homes, and license-exempt centers.

Licensed Capacity: The number of children a child care provider is licensed to serve. Licensed capacity is based on a number of factors, primarily square footage.

Desired Capacity: The number of children a child care provider prefers or is willing to serve. Desired capacity does not exceed licensed capacity.

Child Care Demand: The number of children ages 0-5 years that are in need of child care services, whether through licensed centers, family child care homes, or license-exempt centers.

Unmet Need for Child Care: The number of children ages 0-5 years that require child care for which there are no available child care slots.

Appendices

Appendix A: Gatepath Learning Links © Preschool Vignette

Gatepath Learning Links© Preschool, Mountain View

Facility

The facility is a 7,000 square foot center (built in 2008) located in Rengstorff park adjacent to a Senior Center where the children can visit and engage in activities with residents as part of their program. It is operating at full capacity with 106 children: 16 infants (beginning at 6 weeks of age) and toddlers, and 90, 3-4 year olds. Low-income Mountain View residents receive priority for space.

Investment

Building the facility required a budget of \$3.5 million. The City of Mountain View's Capital Improvement Program (CIP) provided \$400,000. A Construction Convergence Tax of \$300,000 and a loan from the David and Lucile Packard Foundation of \$2.8 million for 15 years (1% interest rate) closed the gap.

Partners

Learning Links pays an annual operator fee to the city of \$200,000. Santa Clara First 5 supports use and lease annually of \$200,000. The city of Mountain View provides a subsidy of \$100,000 annually to support the minimal state funding for 15% of low-income children. Rental fees for community use of the facility after hours supply additional income.

For more information about Gatepath's Learning Links Preschools see:

<http://www.gatepath.org/Burlingame-Preschool> and <http://www.gatepath.org/Mountain-View-Preschool>

Appendix B: Mission College Child Development Center and Intel Corporation Partnership

Mission College Child Development Lab & Intel Corporation, Santa Clara

Facility

The MC CDC preschool building has 2 main classrooms for children 3 to 5 years old. Another facility on campus serves infants and toddlers and has 2 main classrooms for each of these two age groups. The Center is licensed for 111 children, ages 0-5, including children with special needs. It remains consistently at capacity. It is a full-day, full-year program. MC CDC enrolls children from Intel employees, the community and MC students.

Investment

A Bond Measure for \$2.5 million helped build the new Preschool facility. Additional donations of from Intel and the Packard Foundation of \$750,000 each enabled MC to complete the project. Intel provides an additional \$10,000-30,000 annually in operational support for the program.

Partners

Mission College and Intel Corporation.

For more information about this program, see: <http://missioncollege.edu/depts/child/center.html>

Appendix C: Unmet Need Methodology

Supply

Child care supply is defined as the estimated number of child care slots available to infants and toddlers (children ages 0-2 years) and preschool-aged children (children ages 3-4 years) in Santa Clara County. The following steps were taken to determine the number of child care slots available to children in each age group for all major cities in Santa Clara County:

Step 1 involved the collection of desired capacity data on licensed child care centers, family child care homes (FCCHs), and license-exempt centers (LECs).⁴³ These data were provided by the Community Child Care Council of Santa Clara County (4Cs). The original data file contained slot counts disaggregated by age group (0-2 years, 3-4 years) and ZIP code. Slot counts were current as of December 31, 2017. Licensed capacity data were substituted for all cases where desired capacity data were unavailable. Licensing regulations for the maximum number of children that can be served by small (licensed to care for 6 or 8) and large (licensed to care for 12 or 14 children) applied.⁴⁴

Step 2 involved the collapse of ZIP code level slot counts to produce aggregate counts for the number of slots available to children ages 0-2 and 3-4 years by major city in Santa Clara County. These data are summarized in the table below. Counts were summed across provider types (i.e., Centers, FCCHs, LECs) to enumerate the total number of slots available to children within each age group by city.

Estimated Number of Child Care Slots by Age Group and City (2017)

	Children Ages 0-2 Years				Children Ages 3 & 4 Years			
	Centers	FCCHs	LECs	Total	Centers	FCCHs	LECs	Total
Los Altos	21	26	0	47	1,246	62	0	1,308
Mountain View	435	85	12	532	1,740	163	48	1,951
Sunnyvale	544	376	45	965	4,465	659	15	5,139
Palo Alto	360	53	105	518	2,704	3	125	2,832
Alviso	0	2	0	2	122	119	0	241
Campbell	200	51	0	251	1,965	86	0	2,051
Cupertino	148	157	0	305	1,443	281	0	1,724
Gilroy	180	187	0	367	542	366	0	908
Los Gatos	127	25	0	152	1,140	46	118	1,304
Milpitas	227	152	0	379	2,182	266	0	2,448
Morgan Hill	73	76	0	149	844	126	0	970
San Martin	0	10	0	10	24	24	0	48
Santa Clara	104	282	0	386	2,282	494	0	2,776
Saratoga	124	17	9	150	1,307	34	29	1,370
San Jose	1,113	1,973	109	3,195	14,983	3,575	150	18,708
Total	3,656	3,472	280	7,408	36,989	6,304	485	43,778

Abbreviations: FCCH = Family Child Care Home, LEC = License-Exempt Center

Source: Community Child Care Council of Santa Clara County

⁴³ Desired capacity is defined as the number of children providers are willing to serve and is considered more realistic approximation of the number of available child care slots than licensed capacity.

⁴⁴ <http://www.sccca.info/pdfs/FCC%20staff%20ratio.pdf?sid=c1b565890700c5245edf969550505f47>

Demand

Demand for licensed child care is defined as the number of children ages 0-5 years that are in need of child care services, whether through infant centers and preschools, FCCHs, or LECs. The estimates for current child care demand calculated as part of this study were derived from American Community Survey 2016 Public Use Micro System (PUMS) data five-year population estimates for children ages 0-5 years. The following steps were taken to determine the number of children ages 0-2 years and 3-4 years in Santa Clara County:

Step 1 involved the collection of child population estimates. These data were provided by the American Institutes for Research (AIR). The original data file contained estimates for the number of children by age group (0-11 months, 12-23 months, 24-35 months, 3 years, 4 years, and 5 years) and ZIP code.

Step 2 involved the collapse of ZIP code level child population estimates to produce aggregate counts for the number of children within single-year age groups by major city in Santa Clara County. These data are summarized in the table below.

Estimated Number of Children by Age and City (2016)

City	Age Groups						Combined	
	0-11 Months	12-23 Months	24-35 Months	3 Years	4 Years	5 Years	0-2 Years	2-5 Years
Los Altos	505.4	468.8	352.4	453.5	525.1	494.2	1,326.6	1,472.8
Mountain View	930.2	856.1	641.4	832.0	962.6	900.4	2,427.6	2,695.0
Sunnyvale	2,267.8	2,563.5	2,309.9	2,011.1	2,634.2	1,982.6	7,141.2	6,627.9
Palo Alto	1,129.8	1,160.0	897.9	1,139.4	1,205.2	1,166.8	3,187.8	3,511.4
Alviso	33.4	37.7	34.0	29.6	38.7	29.0	105.0	97.3
Campbell	532.2	535.2	516.4	573.4	708.0	562.0	1,583.8	1,843.4
Cupertino	474.6	701.9	612.0	525.6	644.0	813.9	1,788.5	1,983.5
Gilroy	742.0	735.3	636.0	877.8	1,054.0	656.2	2,113.3	2,588.0
Los Gatos	403.8	542.6	485.3	441.7	527.6	635.0	1,431.7	1,604.3
Milpitas	837.1	944.8	981.1	906.5	969.2	996.6	2,763.0	2,872.3
Morgan Hill	589.4	584.0	505.1	697.1	837.2	521.2	1,678.4	2,055.5
San Martin	82.8	82.0	70.9	97.9	117.6	73.2	235.7	288.7
Santa Clara	1,670.9	1,897.7	2,031.3	2,072.5	1,440.5	1,551.9	5,599.9	5,064.9
Saratoga	233.6	348.9	305.5	261.8	320.8	407.6	888.0	990.2
San Jose	12,214.8	13,385.8	13,583.0	13,144.8	14,252.3	13,789.1	39,183.6	41,186.2
Total	22,647.7	24,844.3	23,962.2	24,064.5	26,237.1	24,579.6	71,454.1	74,881.2

Source: American Community Survey (ACS) Public Use Micro System (PUMS) data 2016 five-year population estimates for children ages 0-5 provided by the American Institutes for Research (AIR).

Step 3 involved the application of demand factors to child population estimates to determine the number of children at each age that require care. Assumptions for child care demand for children ages 0-3 years were adopted from the child care supply and demand methodology applied by Brion Economics as part of their San

Mateo County Child Care Needs Assessment.⁴⁵ Per recommendations by the California Child Care Coordinators Association, Brion Economics estimated that 37% of children ages 0-2 years are in need of child care. A liberal 75% demand factor for child care was applied to children between the ages of 24-35 months based on labor participation rates among two-parent households.

Demand factors for children ages 3-5 years are based on goals established in the Santa Clara County Office of Education’s Early Learning Master Plan.⁴⁶ Estimates assume a 90% child care participation rate among 3-year-olds and three-quarters of 4-year-olds. A 0% demand factor was applied to the remaining quarter of 4-year-old children assuming that all of the children in this subset are age-eligible (i.e., turn five between September 2 and December 2) for and enroll in Transitional Kindergarten (TK).⁴⁷ Similarly, it is assumed that 100% of 5-year-olds enroll in TK or Kindergarten programs. All demand factors are summarized in the table below.

Percent of Children That Require Child Care by Age

Age	Demand Factor
0-11 Months	37%
12-23 Months	37%
24-35 Months	75%
3 Years	90%
4 Years	-
¾ Subset	90%
¼ Subset	0%
5 Years	0%

The following table contains adjusted estimates for the number of children that require child care by age group and major city in Santa Clara County. Countywide, approximately 50% of children ages 0-2 years are in need of infant/toddler care and 53% of children ages 3-5 years are in need of preschool.

⁴⁵ <http://www.smcoe.org/assets/files/learning-and-leadership/early-learning/Facilities/Countywide%20Profile.pdf>

⁴⁶ http://www.sccoe.org/depts/students/early-learning-services/Documents/Master_Plan.pdf

⁴⁷ According to provisional data from the Center for Disease Control (CDC) National Center for Health Statistics’ National Vital Statistics System, 25% of live-births nationwide occur in the months of September through November.

Estimated Number of Children that Require Child Care by Age and City (2016)

City	Age Groups						Combined	
	0-11 Months	12-23 Months	24-35 Months	3 Years	4 Years	5 Years	0-2 Years	2-5 Years
Los Altos	187.0	173.4	264.3	408.1	354.5	0.0	624.7	762.6
Mountain View	344.2	316.7	481.0	748.8	649.8	0.0	1,141.9	1,398.6
Sunnyvale	839.1	948.5	1,732.4	1,810.0	1,778.1	0.0	3,520.0	3,588.0
Palo Alto	418.0	429.2	673.4	1,025.5	813.5	0.0	1,520.7	1,839.0
Alviso	12.3	13.9	25.5	26.6	26.1	0.0	51.8	52.7
Campbell	196.9	198.0	387.3	516.0	477.9	0.0	782.2	993.9
Cupertino	175.6	259.7	459.0	473.1	434.7	0.0	894.3	907.8
Gilroy	274.6	272.1	477.0	790.0	711.5	0.0	1,023.6	1,501.5
Los Gatos	149.4	200.8	364.0	397.5	356.1	0.0	714.1	753.6
Milpitas	309.7	349.6	735.8	815.9	654.2	0.0	1,395.1	1,470.0
Morgan Hill	218.1	216.1	378.8	627.4	565.1	0.0	813.0	1,192.5
San Martin	30.6	30.3	53.2	88.1	79.4	0.0	114.2	167.5
Santa Clara	618.2	702.2	1,523.5	1,865.3	972.3	0.0	2,843.9	2,837.6
Saratoga	86.4	129.1	229.1	235.6	216.5	0.0	444.6	452.1
San Jose	4,519.5	4,952.7	10,187.3	11,830.3	9,620.3	0.0	19,659.5	21,450.7
Total	8,379.6	9,192.4	17,971.6	21,658.1	17,710.0	0.0	35,543.6	39,368.1

Source: American Community Survey (ACS) Public Use Micro System (PUMS) data population estimates for children ages 0-5 provided by the American Institutes for Research (AIR).

Notes: Child care demand factors were applied to the number of children within each age group to determine the number of children that require or are “in need” of child care.

Unmet Need

Unmet need is defined as the number of children that require child care for which there are no child care slots. Current estimates for unmet need at the city-level were calculated by subtracting estimates for the number of children ages 0-2 years and 3-5 years that require child care (demand) from the estimated number of child care slots available to children within these age groups through licensed center, FCCH, and LEC settings (supply). Unmet need estimates are provided in the following table. Cities where the number of children that require care exceeds the number of child care slots are listed in red font. Those with an excess of child care slots are listed in blue font. These data were used to create the thematic maps for unmet need that are provided in the body of this report. All calculations assume that families are utilizing child care within their cities of residence.

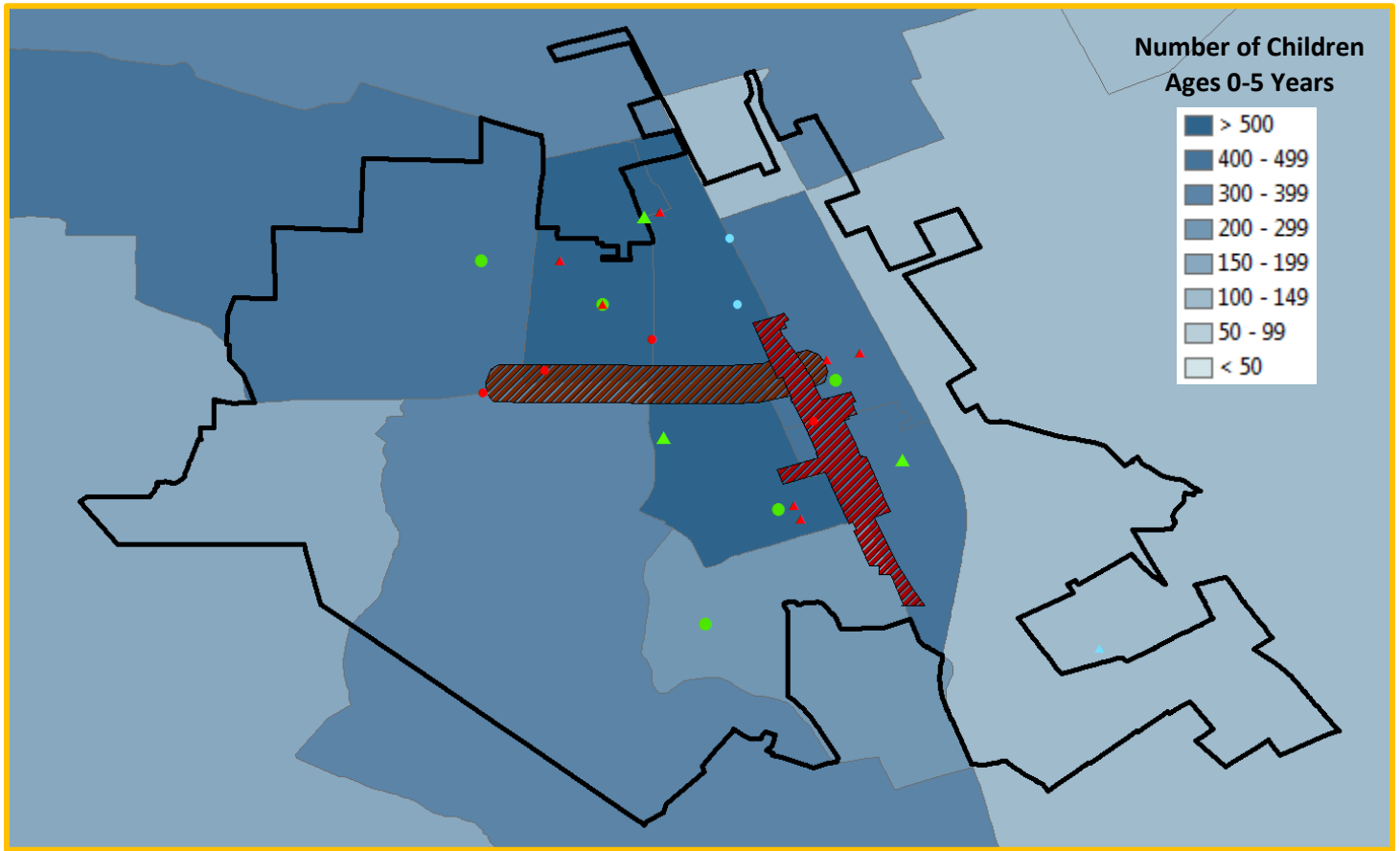
Unmet Need for Child Care among Children Ages 0-2, 2-5 Years by City (2016/17)

City	Child Care Supply		Child Care Demand		Unmet Need	
	0-2 Years (A)	2-5 Years (B)	0-2 Years (C)	2-5 Years (D)	0-2 Years (E) ¹	2-5 Years (F) ²
Los Altos	47	1,308	624.7	762.6	-577.7	545.4
Mountain View	532	1,951	1,141.9	1,398.6	-609.9	552.4
Sunnyvale	965	5,139	3,520.0	3,588.0	-2,555.0	1,551.0
Palo Alto	518	2,832	1,520.7	1,839.0	-1,002.7	993.0
Alviso	2	241	51.8	52.7	-49.8	188.3
Campbell	251	2,051	782.2	993.9	-531.2	1,057.1
Cupertino	305	1,724	894.3	907.8	-589.3	816.2
Gilroy	367	908	1,023.6	1,501.5	-656.6	-593.5
Los Gatos	152	1,304	714.1	753.6	-562.1	550.4
Milpitas	379	2,448	1,395.1	1,470.0	-1,016.1	978.0
Morgan Hill	149	970	813.0	1,192.5	-664.0	-222.5
San Martin	10	48	114.2	167.5	-104.2	-119.5
Santa Clara	386	2,776	2,843.9	2,837.6	-2,457.9	-61.6
Saratoga	150	1,370	444.6	452.1	-294.6	917.9
San Jose	3,195	18,708	19,659.5	21,450.7	-16,464.5	-2,742.7
Total	7,408	43,778	35,543.6	39,368.1	-28,135.6	4,409.9

¹E = A - C

²F = B - D

Appendix D: Early Learning Facilities in the City of Gilroy



Source: Number of Children Ages 0-5 Years, 2015 5-year population estimates, American Community Survey, U.S. Census Bureau; Early Care and Education infant centers and preschools, Child Care Centers, Department of Social Services; Early Care and Education infant centers and preschools that participate in the Santa Clara County Quality Rating Improvement System (QRIS) Consortium, FIRST 5 Santa Clara County; Elementary schools with Transitional Kindergarten (TK) and Kindergarten (K), Public Schools and District Data Files, California Department of Education; Priority Development Areas in Santa Clara County, Planning, Building and Code Enforcement, San Jose City Hall

Legend

● Infant Center (x0)	● Preschool (x4)	● Infant/Preschool (x2)
▲ QRIS Infant Center (x0)	▲ QRIS Preschool (x8)	▲ QRIS Infant/Preschool (x1)
● K+ Public School (x6)	▲ TK+ Public School (x3)	

Abbreviations: QRIS = Quality Rating Improvement System; K+ = Elementary schools where the earliest grade level is Kindergarten; TK+ = Elementary schools where the earliest grade level is Transitional Kindergarten.

Priority Development Areas

▨ Mixed Use Corridor	▨ Rural Corridor	▨ Transit Town Center
▨ Suburban Center	▨ Employment Center	▨ City Center
▨ Regional Center	▨ Rural Town Center	▨ Transit Neighborhood
▨ Urban Neighborhood		

Notes: Priority Development Areas (PDAs) are areas where new development will support the day-to-day needs of residents and workers in a pedestrian-friendly environment served by transit. While PDAs were originally established to address housing needs in urban settings, they were later broadened to address employment centers.

Estimated Number of Child Care Slots by Age Group (2017)

	Children Ages 0-2 Years				Children Ages 3 & 4 Years			
	Centers	FCCHs	LECs	Total	Centers	FCCHs	LECs	Total
Gilroy	180	187	0	367	542	366	0	908

Estimated Number of Children by Age (2016)

City	Age Groups						Combined	
	0-11 Months	12-23 Months	24-35 Months	3 Years	4 Years	5 Years	0-2 Years	2-5 Years
Gilroy	742.0	735.3	636.0	877.8	1,054.0	656.2	2,113.3	2,588.0

Estimated Number of Children that Require Child Care by Age (2016)

City	Age Groups						Combined	
	0-11 Months	12-23 Months	24-35 Months	3 Years	4 Years	5 Years	0-2 Years	2-5 Years
Gilroy	274.6	272.1	477.0	790.0	711.5	0.0	1,023.6	1,501.5

Unmet Need for Child Care among Children Ages 0-2, 2-5 Years (2016/17)

City	Child Care Supply		Child Care Demand		Unmet Need	
	0-2 Years (A)	2-5 Years (B)	0-2 Years (C)	2-5 Years (D)	0-2 Years (E) ¹	2-5 Years (F) ²
Gilroy	367	908	1,023.6	1,501.5	-656.6	-593.5

Appendix E: Resources for ECE Providers

Building Child Care California Statewide Collaborative

The Building Child Care (BCC) Project provides a centralized clearinghouse of information and services to increase the California child care sector's understanding of the facilities development and financing process and access to facility development resources. It was developed as part of the Building Child Care Project that was funded by the California Department of Education for 10 years, ending October 2010. With the assistance and input of many others across the state, the four [collaborative partners](#) on this project combined their experience, resources and expertise to build a network of information and services for people interested in acquiring, building, renovating, or expanding child care facilities. While this website has remained live, resources have not been added or updated, and the technical assistance, toll-free helpline, newsletters and webinars have been suspended. The Local Investment in Child Care (LINCC) partners now oversees the website and hopes to gain support to update and add new information. Some of the publications are dated, but the website offers a plethora of helpful resources.

URL: <http://www.buildingchildcare.org/>

Community Child Care Licensing Division Child Care Regional Office (Title 22)

The core mission of the Child Care Licensing Program is to ensure the health and safety of children in care. The Child Care Licensing Program strives to provide preventive, protective, and quality services to children in care by ensuring that licensed facilities meet established health and safety standards through monitoring facilities, providing technical assistance, and establishing partnerships with providers, parents, and the child care community. The Child Care Licensing Program provides oversight and enforcement for licensed Child Care Centers and Family Child Care Homes through 14 Regional Offices located throughout California. All children and families, regardless of age, ethnicity, cultural background, socioeconomic status, or ability, are afforded the same protections under the law and regulations for child care facilities. Questions regarding the Program can be directed to the [Local Regional Office](#), the Child Care Advocate Program (916-654-1541), or the [Centralized Complaint and Information Bureau](#).

URL: <http://www.cdss.ca.gov/inforesources/Child-Care-Licensing>

California Department of Developmental Services

The California Department of Developmental Services (CDDS) is the agency through which the State of California provides services and supports to individuals with [developmental disabilities](#). These disabilities include intellectual disability, cerebral palsy, epilepsy, autism and related conditions. Services are provided through state-operated [developmental centers](#) and community facilities, and contracts with 21 nonprofit [regional centers](#). The regional centers serve as a local resource to help find and access the services and supports available to individuals with developmental disabilities and their families. The CDDS is home to [Early Start](#), an early intervention program for infants and toddlers with disabilities and their families.

URL: <https://www.dds.ca.gov/>

California Department of Education, Early Education and Support Division (Title 5)

Provides leadership and support to contractors and the child development community, ensuring high quality early education programs are provided to children ages birth to 13 years. The Early Education and Support Division is part of the [Teaching and Learning Support Branch](#). Additional resources and information for child development contractors, families, and community members regarding child development programs funded by the state can be found at [Child Development](#). Questions can be directed to Director Sarah Neville-Morgan ([P] 916-322-6233; [F] 916-323-6853).

URL: <https://www.cde.ca.gov/re/di/or/cdd.asp>

California Department of Education, Special Education Division

Provides information and resources to serve the unique needs of individuals with disabilities so that each person will meet or exceed high standards of achievement in academic and non-academic skills. The Special Education Division is part of the [Teaching and Learning Support Branch](#). Information and resources to serve the unique needs of persons with disabilities so that each person will meet or exceed high standards of achievement in academic and nonacademic skills can be found at [Special Education](#). Questions can be directed to Director Sarah Kristin Wright ([P] 916-445-4613; [F] 916-327-3706).

URL: <https://www.cde.ca.gov/re/di/or/sed.asp>

Community Child Care Council of Santa Clara County (4Cs)

4Cs works with hundreds of families and child care providers in Santa Clara County. Our business is as much about serving the needs of child care providers as it is about helping families. The agency links providers with resources and training to [improve the quality of the child care services](#) they provide. Additionally 4Cs administers several [subsidy programs that pay child care providers](#), both licensed and non-licensed, for the services they offer to participating families. For questions contact (408)487-0747, Monday – Friday, 8:30 a.m. – 5:00 p.m.

URL: <http://www.4c.org/provider/>

FIRST 5 Santa Clara County

FIRST 5 Santa Clara County is committed to supporting local early childhood educators to provide the highest quality care for Santa Clara County's youngest children. The organization focuses on seven key areas that include children's health, family support, high quality early care and education, communications and public awareness, workforce development, systems change, and community and family engagement. In 2012, FIRST 5 received a three-year grant through the Federal Race to the Top Early Learning Challenge (RTT-ELC) to develop a pilot Quality Rating and Improvement System (QRIS). The QRIS defines a common understanding of quality for early care and education programs, measures programs against standards and gives programs a quality rating, provides educators with training and support to achieve higher levels of quality, and informs the community on the importance of high quality care and education for children. Participating providers are rated on the basis of

several criteria, receive quality improvement plans, and are allocated funds for improvement in identified areas. For general inquiries, contact [408.260.3700](tel:408.260.3700).

URL: <https://www.first5kids.org/about-us/contact>

Santa Clara County Office of Education Local Early Education Planning Council

The Local Early Education Planning Council (LPC) is a collaborative association of representatives from the early care and education field, including parents, child care providers, businesses, and government. A joint committee of board members from the Santa Clara County Board of Supervisors and Santa Clara County Board of Education oversees the Council. The Council brings together parents, community members, government representatives, and child care providers to assess local child care needs, set local priorities for use of state and federal funds, and affect public policy decisions regarding early education and before- and after-school programs. To receive meeting agendas for the Local Early Education Planning Council, and any related Early Learning announcements (i.e. recent articles, training information, and job announcements), please email [Michael Garcia, LPC Staff Coordinator](mailto:Michael.Garcia@sccoe.org).

URL: <https://www.sccoe.org/depts/students/lpc/Pages/default.aspx>

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