



# **BUILDING CALIFORNIA'S FUTURE:**

## **Tackling the Facilities Challenge for Our Youngest Learners**



**POLICY BRIEF  
FEBRUARY 2019**

# ACKNOWLEDGEMENTS

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## ABOUT US

Advancement Project California is a next generation, multi-racial civil rights organization working on systems change. California staff in Los Angeles and Sacramento work to expand opportunities in our educational systems, create healthy built environments, build participatory and representative communities, and shift public investments toward equity.

We develop rigorous, evidence-based solutions, innovate technology and tools with coalition partners to advance the field, broker partnerships between community advocates and the halls of power, and build racial and economic equity. With the understanding that education is an essential component in improving the lives and opportunities of all Californians, we work across the state and with a diverse set of stakeholders to improve the early learning and K-12 education systems. We believe that effective and respectful partnerships are the bedrock of fixing a system responsible for educating California's children.



## **INTRODUCTION**

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

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

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

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

**TABLE 1: FACILITIES IN CALIFORNIA**

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

## WHY EARLY CARE AND EDUCATION MATTERS

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

### BRAIN DEVELOPMENT AND ATTACHMENT

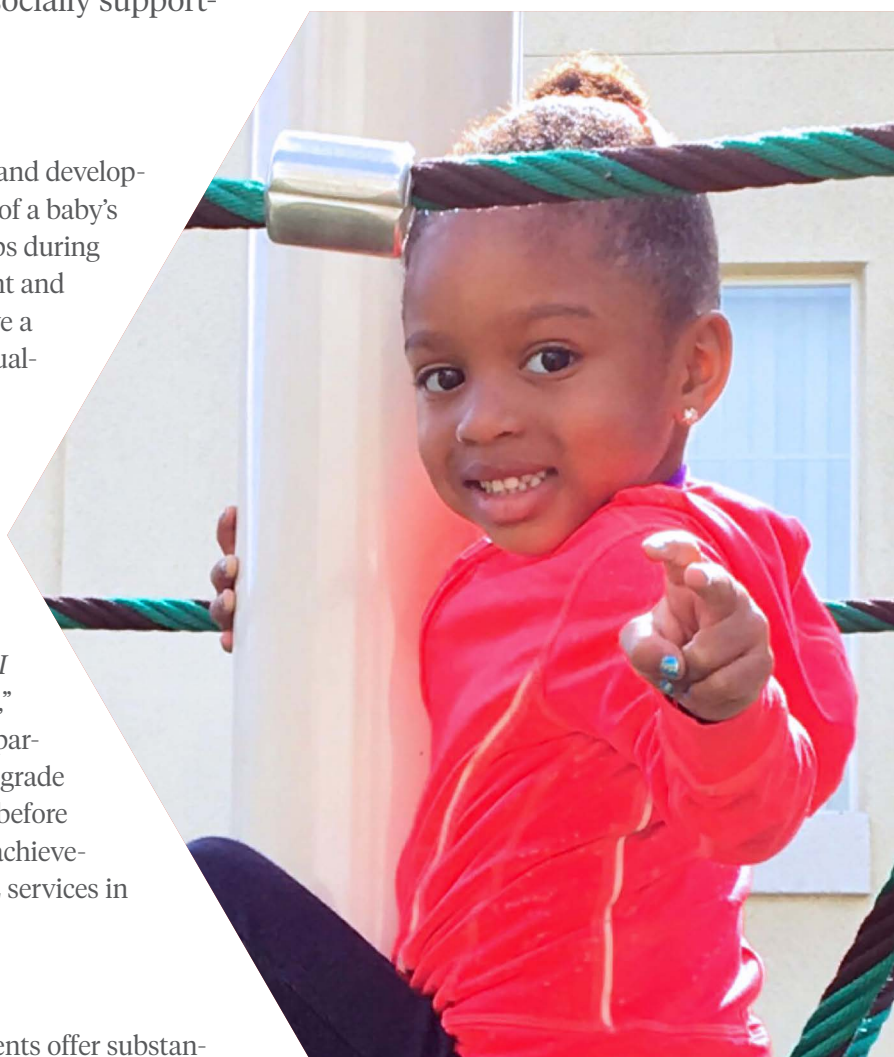
A child's first five years are a magical period of learning and development. Neuroscientists show that by age five, 90 percent of a baby's brain is developed.<sup>7</sup> Quality experiences and relationships during these first years are the impetus for positive development and the creation of trillions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

### KINDERGARTEN READINESS

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

### ECE IS A SMART INVESTMENT

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





## THE CALIFORNIA ECE FACILITIES INFRASTRUCTURE

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

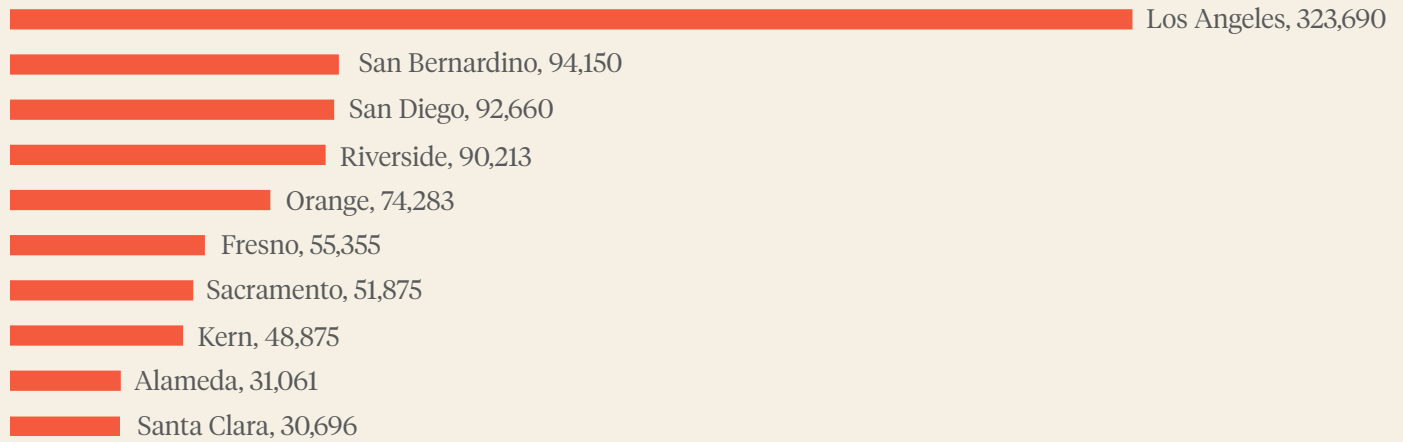
**State of ECE Facilities Infrastructure.** California has nearly three million children under age six.<sup>14</sup> Yet the current ECE facilities infrastructure has the capacity to serve less than a quarter of California's youngest learners. As decision-makers grapple with how best to move ECE program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

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

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



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

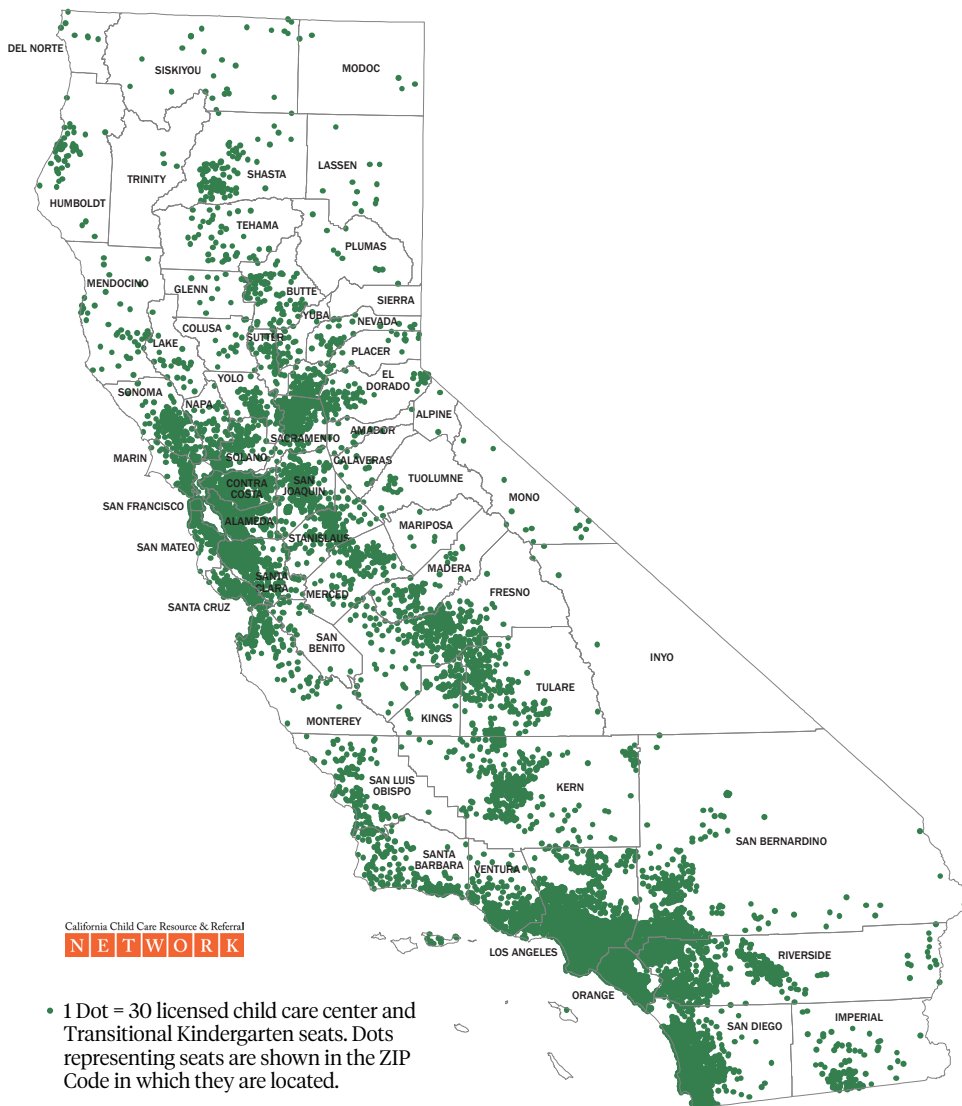


**Advancement Project’s analysis shows that closing the facilities gap will require supports and investments in family child care homes throughout the state.** Licensed family child care homes have seats for 283,544 children under the age of twelve. Family child care homes are a critical piece of the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

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

## MAP 1.

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

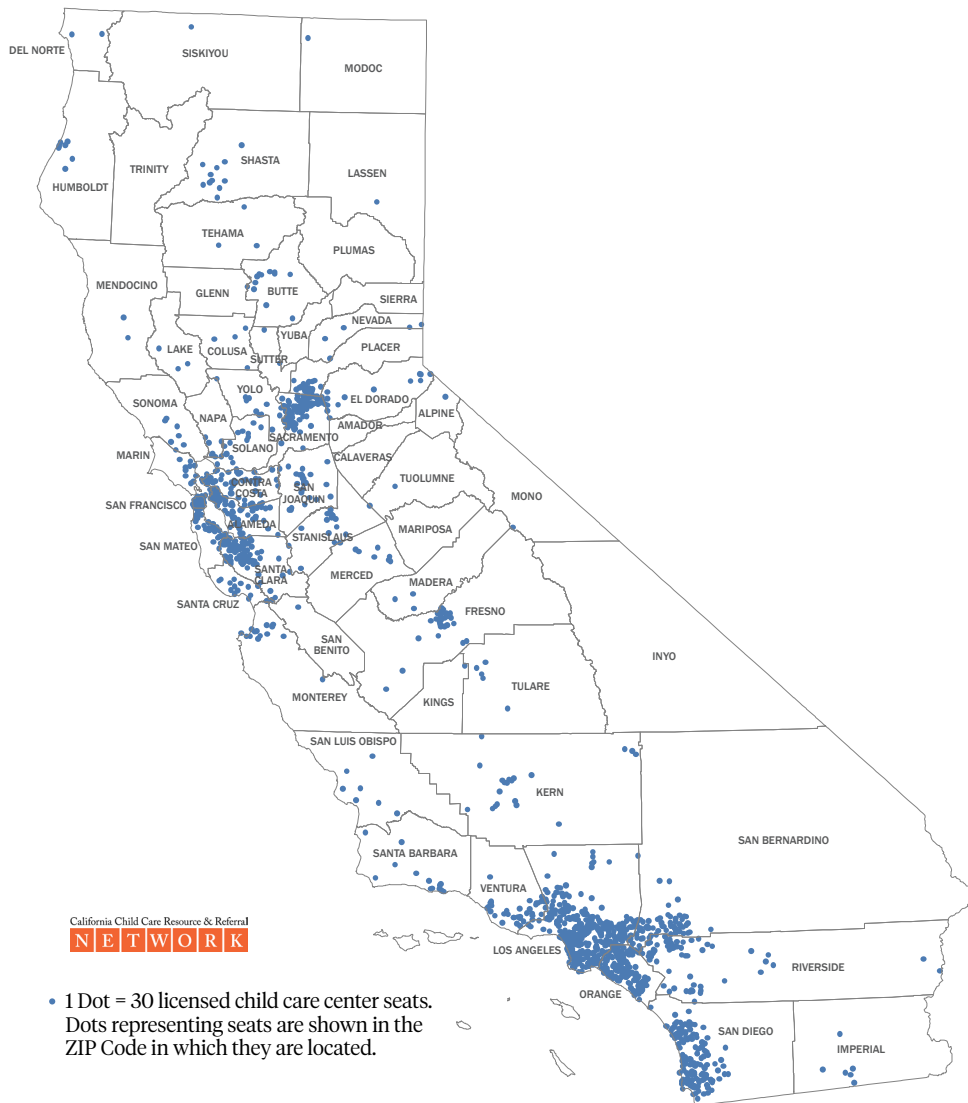


Advancement Project California collaborated with the California Child Care Resource & Referral Network to create Maps 1-3. Data in Map 1 include the number of child care center seats serving children ages two through five in 2017 and the number of children enrolled in Transitional Kindergarten, based on California Department of Education

2016-17 enrollment data. Data in Map 2 include the number of child care center seats in 2017 serving children under age two. Data in Map 3 includes the number of licensed Family Child Care Homes serving children ages 0-12 in 2017. Maps created February 2019 by Advancement Project (c) 2019 Advancement Project California. All rights reserved.

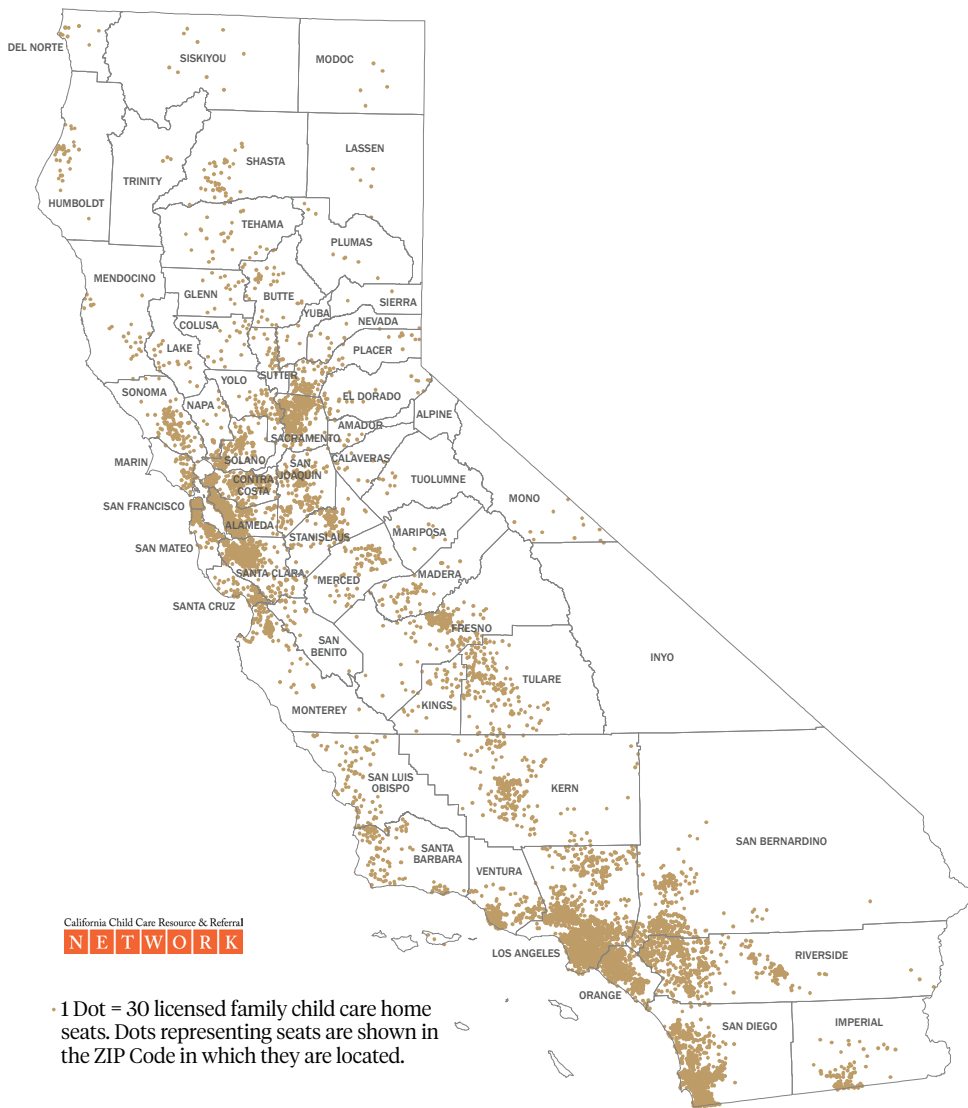
## MAP 2.

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



## MAP 3.

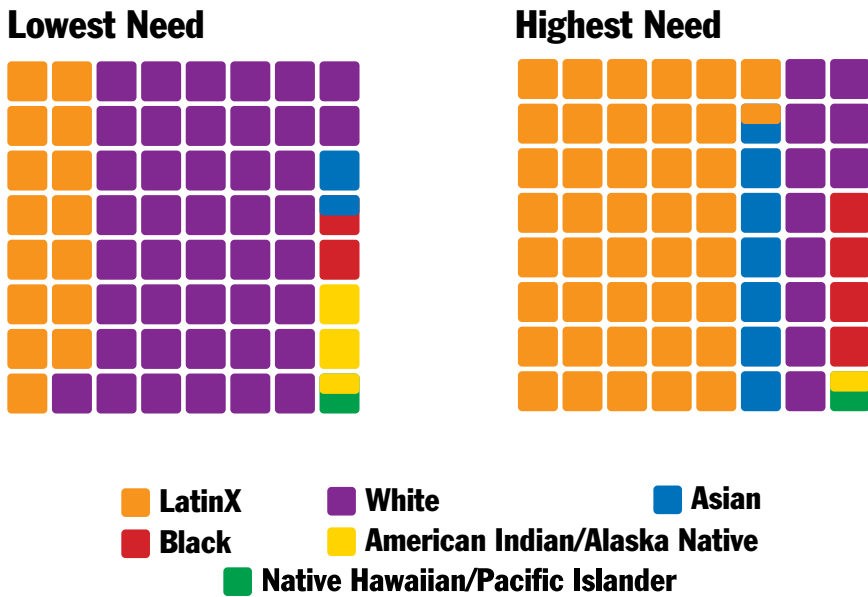
California Family Child Care Homes are critical to the ECE system and provide over 280,000 seats.



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

**TABLE 3**

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

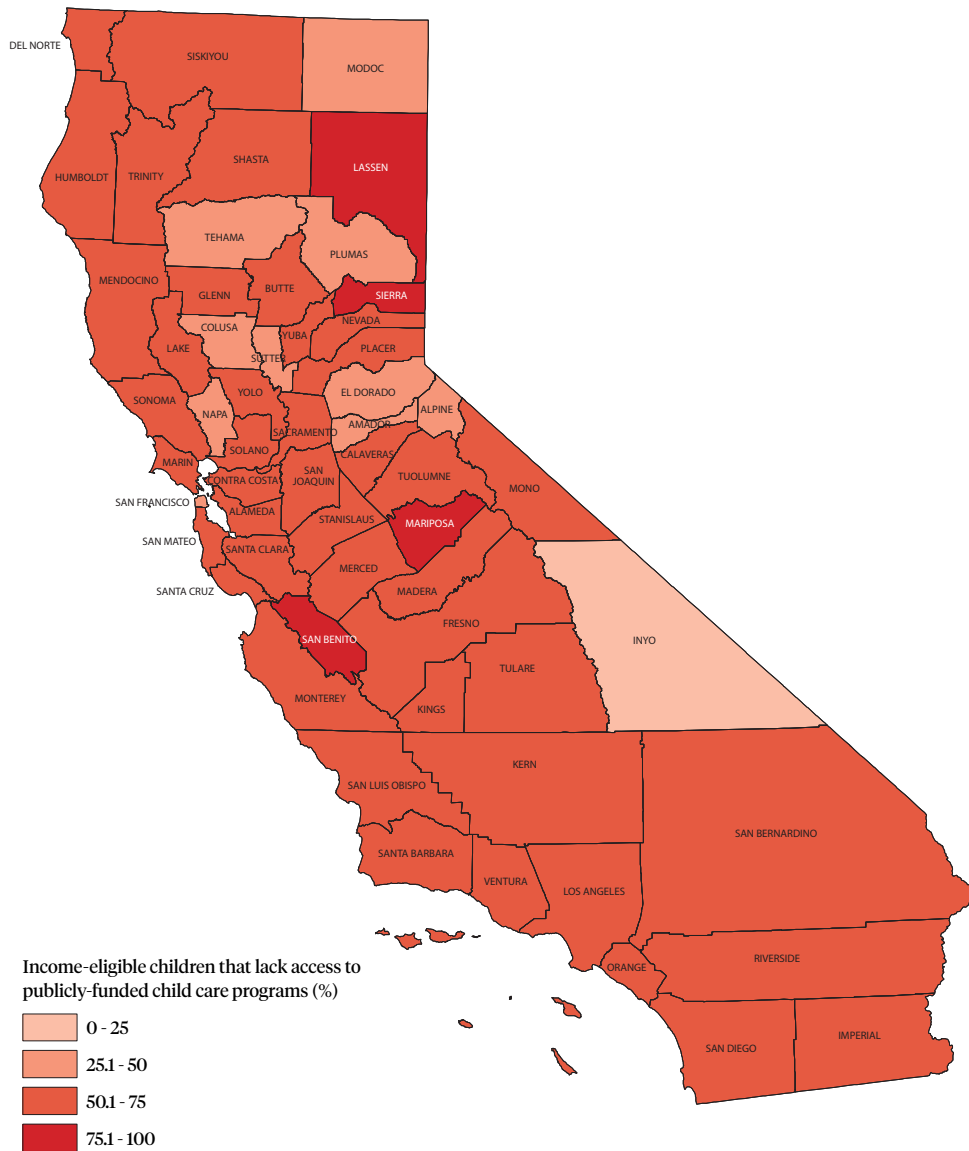


**Access for preschoolers has made great strides, but families continue to remain without access across the state.** Available preschool spaces are scarce for low-income preschoolers, children ages three through five. In California, 821,320 preschoolers are income-eligible for publicly-funded preschool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

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

## MAP 4.

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

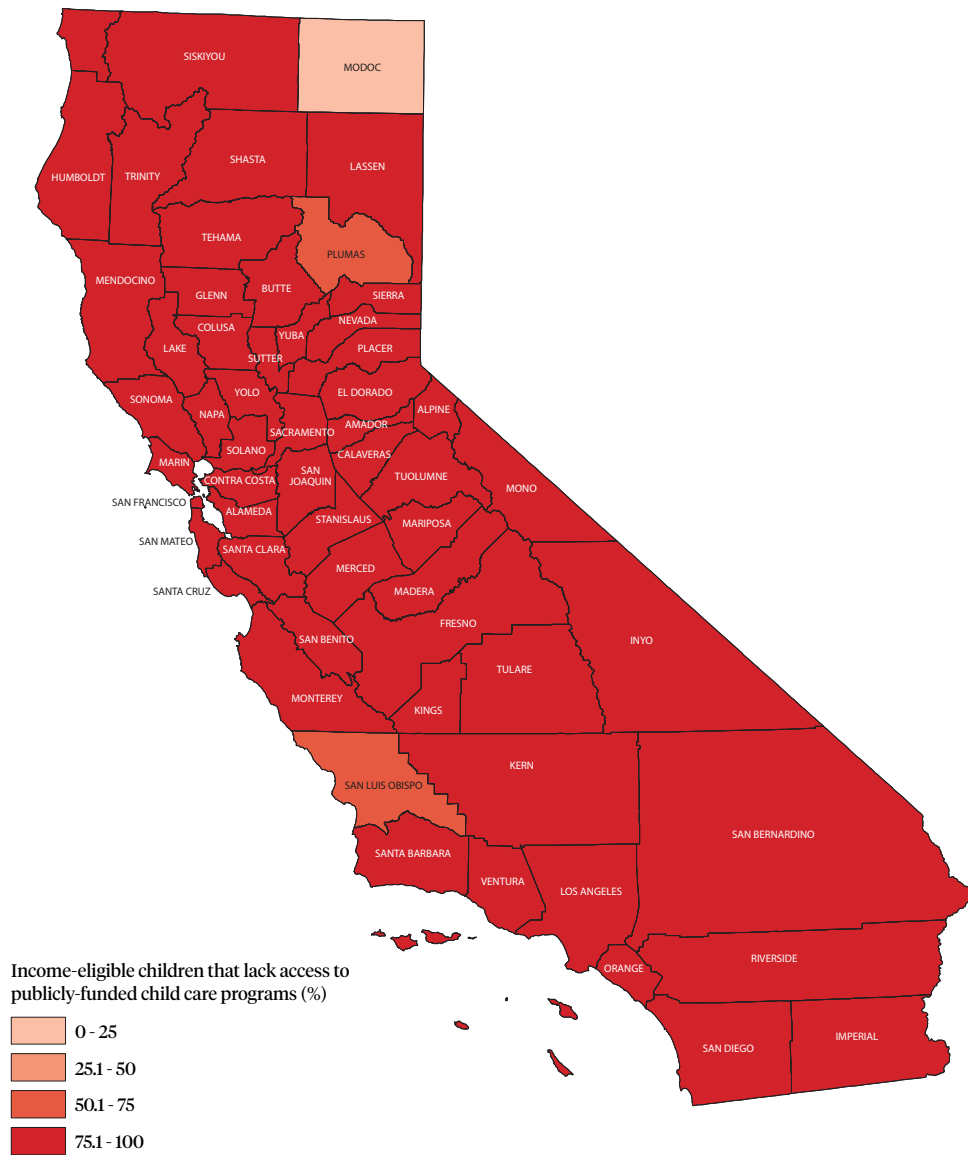


Advancement Project California used American Institutes for Research (AIR) and California Department of Education (CDE) data for these maps. Map 4 includes AIR data on the number of preschoolers, ages three through five, who are income-eligible for state

Title 5 subsidized programs (under 70% 2015-2016 State Median Income) and enrollment in the following programs: Head Start, CalWORKs 2, CalWORKs 3, California State Preschool Program, Alternative Payment Programs, and Title 5 Family Child Care Homes

## MAP 5.

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



*in 2016. Transitional Kindergarten enrollment comes from CDE 2016-17 data. Map 5 includes AIR data on the number of babies and toddlers, under age three, who are income-eligible for state Title 5 subsidized programs and enrollment in the following programs: Early Head*

*Start, CalWORKs 2, CalWORKs 3, Alternative Payment Programs, and Title 5 Family Child Care Homes in 2016. Maps created February 2019 by Advancement Project (c) 2019 Advancement Project California. All rights reserved.*

## STORY 1



### Reading and Beyond

4670 E. Butler Avenue, Fresno, CA  
Luis Santana, Executive Director

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

## CHALLENGES TO BUILDING THE ECE INFRASTRUCTURE

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

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

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

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

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



# AN ACTION PLAN TO BUILD CALIFORNIA'S ECE INFRASTRUCTURE

California decision-makers—the Legislature, the Governor, and the State Superintendent of Public Instruction—can play a pivotal role in increasing the number of ECE facilities for our children. These decision-makers are entrusted with policy development, policy implementation, and fiscal budgets that support the needs of children and their families. Championing ECE facilities, a fundamental pre-requisite in increasing high-quality ECE programs, requires a close link between short-, mid-, and long-term strategies. This section lays out an action plan for state decision-makers to ensure we build the ECE facilities infrastructure.

## 1. SHORT-TERM STRATEGIES

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

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





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

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

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

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

California has a “Statewide Property Inventory.”<sup>27</sup> This inventory includes the state’s real property assets, including land and buildings that are not being fully utilized.

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

## 2. MID-TERM STRATEGIES

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

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

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

## STORY 2

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

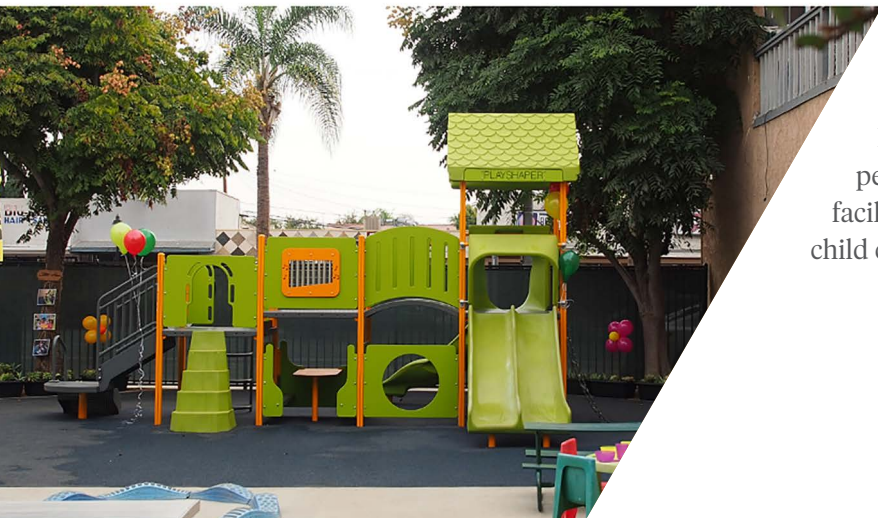
In greater Los Angeles, ECE facilities development presents various challenges. “To build high quality ECE facilities that are safe, secure and developmentally appropriate, you need critical increases in funding,” states Roberto Viramontes, Director, Public Affairs, at Educare Los Angeles at Long Beach.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

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

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

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

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



### **3. LONG-TERM STRATEGIES**

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

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

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

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

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



## CONCLUSION

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



# APPENDIX:


## 1. COMMUNITY VOICE METHODOLOGY

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

**TABLE A-1**

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

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



A critical element of LPC pilot project involved uplifting community voices across the five counties to strengthen and align the research data with the needs and realities of each county. Advancement Project California and LPC partners conducted five input sessions that included over 115 ECE experts, parents, and child care providers. Each community input session included a brief presentation of child care need data. A key research question posed during these sessions was: “What factors create or cause barriers to accessing ECE services in the county?”

### **Key Barriers**

Community input sessions identified several barriers:

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

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



## 2. DATA METHODOLOGY

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

**TABLE A-2**

DATA INDICATORS	DATA SOURCE AND YEAR
<ul style="list-style-type: none"> <li>• Number of licensed child care center seats</li> <li>• Number of licensed family child care home seats</li> </ul>	California Child Care Resource and Referral Network, 2017
<ul style="list-style-type: none"> <li>• Number of children enrolled in Transitional Kindergarten</li> </ul>	California Department of Education, 2016–2017
<ul style="list-style-type: none"> <li>• Number of children under age three/ages three through five/under age six in low-income households earning less than 70 percent of State Median Income</li> <li>• Number of children under age three/ages three through five/under age six enrolled in Early Head Start, Head Start, Title 5 Family Child Care Homes, Alternative Payment Programs, California State Preschool, CalWORKs Stage 2 and Stage 3</li> </ul>	American Institutes for Research, Early Learning Needs Assessment Tool, 2016 <a href="http://www.elneedsassessment.org">www.elneedsassessment.org</a>
<ul style="list-style-type: none"> <li>• Number of children under age two/ages two through five/under age six</li> </ul>	California Department of Finance Population Projections, 2017
<ul style="list-style-type: none"> <li>• Number of Black, LatinX, American Indian and Alaska Native, Asian, Native Hawaiian and Pacific Islander, and White children under age five</li> </ul>	US Census Bureau, American Community Survey 5-Year Estimates, 2013–2017, Tables B01001B/H/C/D/E/I



## DEFINITIONS

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

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

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

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



## ENDNOTES

- 1 Facilities refers to all types of out-of-home settings used for ECE programs—Family Child Care Homes, Child Care Centers (such as Head Start, California State Preschool Program, Part-day programs) and Transitional Kindergarten.
- 2 US Bureau of Labor Statistics. Current Population Survey. March 1975–2015 Annual Social and Economic Supplement. Retrieved from Women’s Bureau US Department of Labor.
- 3 This report utilizes publicly-funded to capture the ecosystem of programs that are little to no cost for families due to investments by federal, state, or local entities.
- 4 “Dollars for Child Care and Preschool in 2018–19 Near Pre-Recession Levels With Boost From One-Time Funding.” California Budget & Policy Center (September 10, 2018), <https://calbudgetcenter.org/resources/dollars-for-child-care-and-preschool-in-2018-19-near-pre-recession-levels-with-boost-from-one-time-funding/>.
- 5 “Transitional Kindergarten in California What Do Transitional Kindergarten Classrooms Look Like in the Third Year of the Program’s Implementation?” American Institutes for Research (June 2016).
- 6 Deborah Stipek and Peggy Pizzy, “Getting Down to Facts II: Early Childhood Education in California,” *The Early Learning Landscape* (September 2018).
- 7 Timothy T. Brown and Terry L. Jernigan. “Brain Development during the Preschool Years.” *Neuropsychology Review* 22, no. 4 (December 2012): 313–33. <https://doi.org/10.1007/s11065-012-9214-1>.
- 8 National Academies of Sciences, Engineering, and Medicine. *Transforming the financing of early care and education* (National Academies Press, 2018).
- 9 Achievement gap is the unequal or inequitable distribution of academic performance or educational attainment amongst different racial and economic backgrounds.
- 10 Sean Reardon, Doss Christopher, Josh Gagne, Rebecca Gleit, Angela Johnson, and Victoria Sosina. “A Portrait of Educational Outcomes in California.” (Palo Alto: Stanford University, September 2018).
- 11 James Heckman and Dimitriy Masterov. “The Productivity Argument for Investing in Young Children.” Working Paper No. 5, Invest in Kids Working Group, Committee for Economic Development (2004).
- 12 Jorge Luis Garcia, James J. Heckman, Duncan Ermini Leaf, and Maria José Prados. *Quantifying the life-cycle benefits of a prototypical early childhood program*. No. w23479. National Bureau of Economic Research (2017).
- 13 “Invest in a Strong Start for Children.” The Center for High Impact Philanthropy: University of Pennsylvania, 2015. <https://live-penn-impact.pantheon.io/wp-content/uploads/2016/2015/06/Why-Invest-High-Return-on-Investment.pdf>.
- 14 Advancement Project California analysis of American Community Survey 2017 5-year estimate finds there are 2,984,809 million children under six in California.
- 15 California Kindergarten Readiness Act of 2010, Education § 46300, 48000, 48010. Accessed January 30, 2019. [https://leginfo.ca.gov/faces/billTextClient.xhtml?bill\\_id=2009201005B1381](https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=2009201005B1381).
- California State Legislature, Senate, Bill (SB) 1381. (2018). School districts are required to enroll all children, four years and nine months of age and up, who request services for Transitional Kindergarten. However, enrollment is not mandated and is voluntary for families.
- 16 2017 California Child Care Portfolio. San Francisco: California Child Care Resource & Referral Network (2017).
- 17 All groups include LatinX except for White. For example, a Black child who is LatinX is included in both groups.
- 18 To provide as accurate a representation as possible for California’s Native populations, Advancement Project California (APCA) has worked with several partners on the Race Counts project and with a Native American consultant who conducted focus groups across the state. From this work, APCA learned that Native Americans often do not identify as a racial group. Thus, the representation of Native Americans in any data currently collected requires deeper analysis in order to fully understand racial disparities.
- 19 “Report: Reinvestment in State Child Care and Preschool Programs Remains a Critical Need.” California Budget & Policy Center (June 6, 2014), <https://calbudgetcenter.org/news/report-reinvestment-in-state-child-care-and-preschool-programs-remains-a-critical-need/>.
- 20 Brentt Brown, Maricela Carlos, Carlise King, Gary J. Kinley, Fran Kipnis, Claudia Siegman, Susie Smith, Jen Wohl, and Marie Young. “Strategies for Increasing Child Care Facilities Development and Financing in California.” *Building Child Care Project* (2007).
- 21 “Child Care Facilities Development: A Report on California’s Readiness.” Low Income Investment Fund (February 2010).
- 22 Ibid.
- 23 Ibid.
- 24 “Child Care Facilities Revolving Loan Fund - Child Development (CA Dept of Education).” Accessed December 31, 2018. <https://www.cde.ca.gov/sp/cd/op/ccfr.asp>.
- 25 Early Head Start is a federally funded early learning program for families and their children under three. The program provides center-based care and home visiting programs. Center-based programs are 6.5 hours. The program provides education, social services, mental health, nutrition, disability, health, and family engagement supports to families and their children.
- 26 California Emp. Etc. Com. V. Payne (1947) 31 Cal.2d 210, 216; see also County of Alameda v. Janssen (1940) 16 Cal. 2d 276, 281; Johnston v. Rapp (1951) 103 Cal. App.2d 202, 207; 75 Ops.Cal.Atty. Gen. 20, 25 (1992); 68 Ops.Cal.Atty.Gen.46, 50 (1985); 67 Ops.Cal.Atty.Gen. 32, 34 (1984); City and County of San Francisco v. Patterson, 202 Cal. App. 3d 95, 103-04, 248 Cal. Rptr. 290, 295 (1988). See also McQuillin, *Municipal Corporations*, § 39.25 (3d ed.) (all expenditures must be for a public purpose). As the California Supreme Court explained in *City of Oakland v. Garrison* (1924) 194 Cal. 298, 302: Where the question arises as to whether or not a proposed application of public funds is to be deemed a gift within the meaning of that term as used in the constitution, the primary and fundamental subject of inquiry is as to whether the money is to be used for a public or private purpose. If it is for a public purpose within the jurisdiction for the appropriating board or body, it is not, generally speaking, to be regarded as a gift.
- 27 “Statewide Property Inventory – Real Estate Services Division (California Department of General Services).” Accessed January 30, 2019. <https://www.dgsapps.dgs.ca.gov/RESD/SPI-Web/wscripts/spi.asp?action=Main>.
- 28 “General Plan Guidelines: 2017 Update.” Chapter 4: Required Elements. Governor’s Office of Planning Research, (2017).
- 29 “General Plan Guidelines: 2017 Update,” Chapter I: Introduction. Governor’s Office of Planning Research (2017).
- 30 Brentt Brown et. al, “Strategies for Increasing Child Care Facilities Development and Financing in California.”
- 31 Eric J. Brunner and Jeffrey M. Vincent, “Getting Down to Facts II: Financing School Facilities in California: A Ten-Year Perspective (September 2018).
- 32 “Early Learning Facilities Policy Framework,” Bipartisan Policy Center (November 2018).
- 33 Los Angeles County maps are publicly available and can be found at Advancement Project California’s website. For other county maps, please contact [education@advanceproj.org](mailto:education@advanceproj.org).



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