SIDNEY L. GARDNER, M.P.A.
PRESIDENT

NANCY K. YOUNG, Ph.D.
DIRECTOR

TERRY ROBINSON, M.B.A.
PROGRAM DIRECTOR

SHARON BOLES, Ph.D.
RESEARCH DIRECTOR

DEBORAH WERNER, M.A.
CALWCF PROGRAM DIRECTOR

KIM DENNIS, M.P.A.
CATHLEEN OTERO, M.S.W., M.P.A.
MARTA ORTEGON, M.S.W.
MICHELLE FREEMAN, M.A., M.P.P.
LANI DALY, B.S., C.A.T.S.

Irvine Child Care Study

RFP 07-2244

April 3, 2008

Sharon Seidman, Ph.D.

Sid Gardner, M.P.A.

Susanne Valdez, M.A.

Marta Ortegon, M.S.W.

Table of Contents

Acknowledgements

Irvine Child Care Committee

Agency Representatives

Kathy White
Child Care Services
representing: University of California,
Irvine

Merri Jo Hooven
School Readiness Program Coordinator
representing: Irvine Unified School District

Donna Gray
Professor, Human Development
representing: Irvine Valley College

Linda Jahneke
Chair, Irvine Child Care Committee
Director, Mariner's Church Preschool
Representing Orange County Child Care
Planning and Development Council

City Council Appointees

Fataneh Barbod   Suzanna Choi

Genet Gomez   Sandy Klein

Tony Sass

Community Providers & Parents

Natalie Hill
Parent Representative

Lee Schneider
Assistant Director & Early Childhood Specialist
Irvine Valley College Child Development Center

Donna Schwartze
Director
Irvine Community Nursery School

Jennifer Stevens
Parent Representative

Irvine City Staff

Sheila Driscoll, Community Services Superintendent

Susan McClintic, Community Services Supervisor

Traci Stubbler, Community Services Program Coordinator

Nancy Moss, Community Development Senior Planner

Sandy Litzie, Senior Management Analyst

Executive Summary

Our Charge

This report updates the 1984 Child Care Plan developed jointly by Berkeley Planning Associates and the City of Irvine's Child Care Committee. Like the previous report, this document reviews current and projected need for child care within the City in comparison to available care. The Irvine Child Care Coordination Office supports all programs serving children living and receiving child care within Irvine, regardless of the organization providing those services. This report includes both children living in Irvine but attending school in Tustin Unified School District sites and child care facilities operated by Tustin Unified School District but located in Irvine.

Irvine City documents use the phrase "child care" more often than other terms used in the field of early care and education (e.g., preschool, school readiness, and child development programs). In this report, the terms child care and "ECE" are used synonymously to represent all early care and education programs. School-age care is used to refer to regular, licensed care provided to children in grades K through 6.

The following report reviews:

- Current child care services within the city, including both capacity and quality,

- Current and projected child care needs, and

- Current City policies regarding and supports for child care services.

This report identifies three key areas in which Irvine's child care supply does not meet City needs:

1. At the present time, available child care is insufficient to meet the demand for child care by City residents and individuals working within the City. High demand for Irvine land, zoning policies, and projected growth suggest that the gap between available and needed child care capacity will grow dramatically in future years.

2. While many Irvine child care centers are of the highest quality, others are less satisfactory. Currently, the City is not involved in assessing the quality of preschool care and only indirectly involved in the quality of some school-age programs. A significant minority (+/-10%) of Irvine students are experiencing difficulty or failure in Irvine's public school system. This calls for expanding and improving child care services for young children at-risk for school failure or with identified special needs.

The Gap in Child Care Services within the City

Estimating both availability of and demand for child care is challenging. Our estimate is based on licensed capacity, intentional under-enrollment to maintain quality, part-time enrollment in which children share a single licensed child care position, non-resident demand for care within the city, and interest in child care. For more information on the calculations used to reach these estimates, please see the detailed discussion of child care capacity (p 13) and child care demand (p 25).

There is currently a sizable gap between the number of available and needed child care positions.

Gap between Needed and Available Child Care in Irvine Today

	Demand for Child Care		Availability		Gap in Availability	
	Minimum	Maximum	Licensed Capacity	Current Enrollment	Minimum[1]	Maximum[2]
Preschool (Ages 0 to 5)	6,471	10,294	5,519	5,192	952	5,102
School-Age (Ages 5 to 12)	4,675	7,732	2,797	2,964	1,878	4,768
Total	*11,146*	*18,026*	*8,316*	*8,156*	*2,830*	*9,870*

Based on the City's estimates of population growth, it appears that the child population will increase by one-third by 2025. This means that the City will need approximately 2,400 additional child care positions just to maintain existing services (without addressing the gap between availability and demand).

Growth in Irvine's Child Population

	Preschool			School-Age		
Year	Estimated Child Population	Minimum (44%) Demand	Maximum (70%) Demand	Estimated Child Population	Minimum (26%) Demand	Maximum (43%) Demand
2007	11,860	6,471	10,294	16,055	4,675	7,732
2012	13,111	7,154	11,381	16,128	4,697	7,767
2015	15,054	8,213	13,067	17,876	5,206	8,609
2025	15,729	8,582	13,653	20,657	6,015	9,948

---

[1] The minimum gap is based on the smallest expected child care need and the larger of the service figures (capacity in the case of preschool care, which over-represents enrollment due to quality issues, and enrollment in the case of school-age care, which represents children sharing the same child care position).

[2] The maximum gap is based on the largest expected child care need and the smaller of the service figures.

Child Care Quality in Irvine

In order for child care to support children's school readiness in the early years and academic success in the elementary years, it is essential that both environments and curricula be of high quality. However, the City does not have any official system for assessing or advocating for child care quality.

All Irvine Child Care Program after-school sites are evaluated yearly using the Program Assessment and Review Committee (PARC) tool. ICCP comprises the majority of licensed school-age programs, but the PARC process is not available to private school-age providers or the City's license-exempt programs. (For more information on PARC, see page 20).

A variety of national agencies accredit preschool centers, the best-known of which is the National Association for the Education of Young Children (NAEYC). Approximately half of Irvine's preschool centers are accredited. Centers operated by non-profit agencies are much more likely to be accredited than for-profit centers. (For more information on accreditation, see page 19).

The ICCCO operates a Child Care Resource Center, where child care providers can access curricular materials, and serves as an information and referral resource for City child care agencies. However, these support activities are not systematically linked to quality improvement. (For more information on the ICCCO, see page 42).

Support for Students At-Risk

Unlike other areas of the County and State, Irvine continues to experience growth in the number of residents who are foreign-born. The majority of foreign immigrants to Irvine are Asian. IUSD enrollment was 37.9% Asian in 2005-2006. The Hispanic/Latino population is also increasing, but currently represents less than 10% of the City and school district. IUSD reports that approximately 10% of its students have an identified special need. IUSD's Early Childhood Learning Center provides support to these children during the preschool years (269 in 2007-2008) as well as twice as many preschoolers who are at-risk for developmental delays but not yet formally diagnosed (600 in 2007-2008). Very few child care providers report enrolling children with special needs, indicating that either these children are not present in these settings or that providers are unaware of the children's needs. The majority of Irvine child care centers report needing more staff training in working with children with special needs. (See page 32 for more information about the child population and page 25 for more information about child care).

Between 15 and 20% of children who are age-eligible for kindergarten are deemed "not ready," which represents the combined effect of parent goals and anxieties, assessed child needs, and other factors. However, 10% of IUSD's 3rd grade students perform below basic levels and a similar number fail the California High School Exit exam. (See page 33).

These data highlight the importance of effective early childhood services to support school readiness and effective school-age services to remediate school difficulties. However, the sparse data available suggest that children most in need of support are least likely to be enrolled in high-quality child care.

Recommended City Policies Regarding and Supports for Child Care Services

Site Development through Area Plans

Clearly neither the current gap between child care demand and availability nor the increased need for child care in the future can be met without additional child care facilities. Assuming these trends continue, current city policy will not meet existing need or close the gap in future need. The City could support the development of new centers by policy changes including

- Changing the zoning in new Planning Areas or when Planning Area development plans are amended to include areas designated for industrial use, which will allow the city to maintain its goal that 1/3 of the preschool spaces be provided by faith-based organizations. *See page 52 for further discussion.*

- Increasing the amount of land set-aside for child care and reducing the price at which such land is sold (either through negotiation with developers or through directly subsidized facilities). This would move away from the current business model for child care favoring for-profit centers and emphasize the role of child care in promoting school readiness and academic success.

- Incorporating a large model child care center as part of the Higher Education Complex in Planning Area 51, which would meet the expected high demand for child care in that area and the adjacent business areas as well as providing a venue for staff training to meet identified staffing needs. *See page 42 for further discussion.*

- Advocating the inclusion of child care use in new corporate parks and high-density housing units as those areas are developed.

Site Development in Existing Developments

The City could support the development of new child care capacity in existing, developed areas by

- Facilitating development of small child care centers as "accessory use" businesses within larger corporate facilities or high-density housing developments. *See page 54 for further discussion.*

- Purchasing and retrofitting homes in residential neighborhoods to serve as subsidized facilities for micro-child care centers and changing permitting regulations to allow this use by right. *See page 53 for further discussion.*

- Consistent with a concern for program quality, permitting child care centers by right in some regions of the city (particularly on set-aside land) in order to reduce the time and resources associated with opening a new child care center as well as make the process feasible for some providers who would otherwise be excluded. *See pages 39 and 54 for further discussion.*

Support for Quality Child Care Services

The City could promote high-quality child care services and facilitate providers' and parents' understanding of child care quality by

- Creating a City-wide system for evaluating preschool programs through a systematic peer evaluation and mentorship process (as is currently done with the Irvine Child Care Project) or via a tiered rating system (such as LA Universal Preschool's system or Orange County United Way's Quality Rating System).

- Expanding the PARC Process monitoring system to include non-ICCP school-age programs on a voluntary basis, in exchange for a quality-certification from the City.

- Publishing information about accreditation and ratings as well as service information on the ICCCO website and disseminating information through the *Irvine World News* and other venues. *See page 47 for additional discussion of quality rating and improvement strategies.*

Because participation in quality evaluation will be voluntary for most programs (with the exception of current ICCP participants), it is important to provide incentives for programs not affiliated with ICCP. This is particularly true for for-profit child care chains for whom business procedures are as important as quality services. These incentives could include:

- Access to grant funds or trainings to improve identified aspects of the program;

- Recognition in the Irvine World News and on the City Child Care website of high-quality programs;

- Priority referral for high-quality programs when parents contact the City looking for child care.

It is clear that Irvine's child care centers often lack information about available resources and trainings. The ICCCO should provide extensive resource and referral support to Irvine's child care directors to ensure that directors (and through them, staff) are informed about all funding and education opportunities. In particular, support is needed for work with at-risk children and children with identified special needs.

Additional Recommendations

Realism about funding is essential to a serious discussion of quality, both in addressing the costs of improved quality and in the critical need for active partnership in securing increased resources. The City is one of several potential supporters for an effort to increase capacity and improve quality, but it should not be expected to play an exclusive role in that arena.

The City may decide that it does not wish to provide City general funds for expansion of child care, but its role in securing new resources does not need to be restricted to its own funds. The City has many roles to play that go well beyond direct funding, including:

- Providing developers and employers with incentives to support child care development, so that developments with child care receive expedited processing or other advantages.

- Convening potential funders to provide information about the City's child care needs and facilitating their use of funds to increase the capacity and quality of Irvine's child care.

- Reviewing whether Irvine receives its fair share of early care and education funding (based on an inventory of all incoming funds) and taking corrective action if more funds should be allocated to the City.

- Evaluating programs and providing parents with information about the quality of centers in the City, rather than just referring parents to licensed centers without quality information.

Should the City decide to allocate additional staff resources or contract with other agencies to increase child care capacity and quality, these staff would be able to support accessible, high-quality child care programs by

- Assessing the quality of early childhood programs and providing support for guiding quality improvement.

- Meeting regularly with Community development staff to review pending planning area decisions and to monitor past decisions about child care slots.

- Overseeing the plans for child care facilities to ensure that they correspond to best-practices for safety, physical development, and the like.

- Meeting regularly with IUSD staff to review links between child care providers and the elementary schools into which students transition.

- Maintaining a current inventory of all funding available to early childhood programs within the City.

- The great cultural diversity of Irvine needs to be better reflected in the governance and program offerings of the City's child care support and referral structure.

The Full Report:
Current Child Care Capacity in Irvine

Licensed Child Care in Irvine

There are two aspects of child care services: the need of parents/guardians for child care for their dependents and the need of children for developmentally-appropriate environments that facilitate well-being and school-readiness. The first is measured by the quantity of child care and the second by the quality of that child care.

Licensed child care in Irvine is provided in two venues: child care centers (centers) and family child care homes (FCCH). Centers can be licensed to serve infants and toddlers (children 0 to 24 months), preschoolers (children 24 to enrollment in public kindergarten), and/or school-age children (children enrolled in kindergarten through 6th grade).[3,4] FCCH serve children 0 to 14 years and are licensed as either small (serving 6 to 8 children, depending on their ages) or large (serving 12 to 14 children, depending on their ages).

Additional care is provided in a variety of unlicensed settings, including

- Four of the five after-school programs operated by the Irvine Parks and Recreation department,

- Supplementary education programs focused on art, language, or academic enrichment,

- Supplementary religious programs operated by faith-based institutions, and

- Care provided by friends or relatives.

Legally, unlicensed care of this sort is allowable only for inconsistent use. Generally this is defined as 8 or fewer hours per week, although more intense programs operated for short periods may also be allowed. Because unlicensed care is of short duration and specific scope, it does not meet either the child care or development goals of the licensed programs reviewed in this study.

---

[3]   See California Code of Regulations 101152.

[4]   Programs operated by IUSD (or other school districts) are governed by Title 5 of the California Code of Regulations and thus have different age categories than standard programs governed by Title 22. For Title 5 programs, *infants* are considered children from birth to 18 months, *toddlers* are children from 18 to 36 months, and *preschoolers* are children from 36 months to enrollment in kindergarten. (Regulation 101216.3)

Child Care Centers

Capacity of Licensed Child Care Centers

In Fall 2001, the ICCCO survey documented 30 licensed child care programs[5] serving children from infancy through age 5 in Irvine. Five years later, in Fall 2006, five sites had closed and another eight had opened. Thus, in 2006 the number of sites had increased by 3 but the actual change in preschool locations was 29% (11 of the 38 sites had changed status, either opening or closing), representing significant instability in child care provision.

Table 1.   Change in Preschool Availability Based on the ICCCO Survey

Year	2001-2002			2006-2007		
	30 Preschool Sites/Agencies			*33 Preschool Sites/Agencies*		
	Licensed Capacity	Children Served	Wait List[6]	Licensed Capacity	Children Served	Wait List
Total	3,427	3,837	3,328	4,401	4,180	4,570
Average	114	128	115	133	127	169
Minimum	18	18	0	24	20	0
Maximum	234[7]	422	2,329	242	210	3,589

By comparison, there were 41 licensed centers serving children prior to school-enrollment operating in Fall 2007. These 41 licensed preschool centers represent 60% of the estimated 68

---

[5]   The survey's intent is to assess the number, capacity, and enrollment of each site. However, in previous years, the annual survey report combined data from different facilities when those facilities were operated by the same agency. It is not clear why the decision was made to aggregate data from some multi-site agencies and not others. Because original data is no longer available for past years, it is no longer possible to disaggregate these facilities.

         The survey analysis in this section describes programs as reported in the previous ICCCO surveys. Thus, it is likely that the 30 documented programs represented 34 (or even more) individual preschool centers. However, the change between years occurred within single-site agencies and accurately depicts sites' opening and closing.

[6]   Wait list data is included here because it indicates that demand for services exceeds available capacity at many centers. However, the actual number of individuals listed as "on the wait list" appears likely to be inaccurate. Many centers include children who request a different schedule on the wait-list, even if the child is already receiving services at the center. Many parents list their children on multiple wait-lists, often while receiving services at a different site. Some centers reported openings for one schedule and a wait-list for an alternative schedule.

[7]   This is the maximum listed as served at a single site. Some aggregated multi-site agencies serve many more children (the largest has the capacity to serve 652 children in 2001-2002 and 661 in 2006-2007). However, because individual site data is not available for these agencies, these numbers were not used here.

licensed child care center facilities in Irvine (see Appendix 4 for a complete listing of all currently licensed child care centers in the City). The remaining 27 centers serve school-age children only, with an additional 9 centers serving both preschool-age and school-age children. Infants and toddlers are served at 20 of the 41 (49%) preschool centers. Five sites (7% of the sites, 12% of the preschool centers) serve all three age groups.

Together, 40 centers serve up to 3,906 preschool-age children. Twenty-one centers serve up to 527 infants and toddlers. Thirty-six centers serve up to 2,514 school-age children.

Enrollment in Child Care Centers

Licensed capacity is not necessarily a good indicator of child care availability. Centers may choose to accept fewer children than Licensing Regulations permit for a variety of reasons, even if demand for child care services is present. Commonly suggested reasons for under-enrollment include:

- **NAEYC Accreditation or other quality standards.** Most early childhood advocacy and professional development groups in the United States advocate smaller group sizes and teacher-child ratios than those required by Licensing. Thus, centers seeking quality certification often choose to enroll fewer children.

- **Operating costs.** There are fixed costs associated with operating a preschool classroom and those costs are higher for younger children than for older children. For example, the cost of a teacher's salary is the same whether one child or six children are enrolled. If a center cannot fully-enroll a classroom (e.g., because of low population density or high-levels of competition) or if a classroom serves only young children (with lower mandated group sizes), finances may dictate closing the classroom rather than operating it.

- **Lack of demand.** Obviously, in some cases centers are not fully-enrolled because they are unable to recruit enough children. These difficulties may reflect poor program quality, changes in population density as neighborhoods age, or parental preferences for a particular program type (e.g., religion, curriculum).

In contrast, centers may also enroll more children than their licensed capacity. Licensed capacity reflects the number of children who may be present in the program at any moment in time. If centers allow children to enroll for partial schedules (e.g., some days of the week or part of the day), two or more children may be enrolled in the same licensed opening.

To assess the relative impact of these different influences on enrollment, the ICCCO survey asked centers to provide several numbers:

- Licensed capacity for each age-group

- Maximum one-time enrollment for each age-group

- Current number of children served in each age-group

Table 2 (below) indicates the aggregate service figures for responding centers.

Table 2.   **Comparing Licensed Capacity, Target Enrollment, and Children Served at Centers Responding to the ICCCO 2007-2008 Survey[8]**

	Sites Reporting		Aggregate Licensed Capacity	Aggregate One-Time Enrollment	Aggregate Children Served
	Number	%			
Infant/Toddler[9]	14	70%	713[10]	494	562
Preschool	25	63%	2,666	2,272	2,675
School-Age	26	72%	1,964	2,149	2,149
Total			*5,343*	*4,915*	*5,386*

Because not all centers returned the ICCCO survey, and not all returned surveys were completed fully, it is only possible to estimate the current one-time enrollment and number of children served.[11] To do so, we computed the proportion of licensed capacity that was reflected in one-time enrollment and children served (as represented in Table 3, for the centers completing this data on the survey). We then used that proportion to extrapolate the total one-time enrollment and children served for the City.

Table 3.   **Estimated Licensed Capacity, Target Enrollment, and Children at All Irvine Child Care Centers**

	Number of Sites	Licensed Capacity	Estimated One-Time Enrollment	Estimated Children Served
Infant/Toddler	20	606	420	478
Preschool	40	4,089	3485	4103
School-Age	36	2,523	2761	2761
Total		*7,218*	*6,665*	*7,341*

---

[8]   In many cases, centers returned partially completed surveys. Thus, the number of responses to any particular question may be lower than the total number of responses for that population. This table reflects the number of centers providing service data for each age group.

[9]   The ICCCO survey asks respondents to differentiate between infants and toddlers for enrollment, capacity, and other aspects of the program. However, California Community Care Licensing combines infants and toddlers into one licensing category. In addition, survey responses suggest that centers use individual criteria (inconsistent across the sample) to differentiate infant and toddler age groups. Therefore, these data combine infant and toddler services into a single category.

[10]   This number over-estimates the true licensed capacity for this age group, because some sites are basing their licensed capacity on their own, self-definition of "toddlers" (which often includes children through age 30 or 36 months). Some sites have redefined classrooms licensed under *preschool* (ages 24 months or higher) as *infant-toddler.* In the subsequent table (Table 4), we reclassified these spaces according to their official license category.

[11]   One-time enrollment represents the largest number of children ever present at each site in each age group. Children-served represents the total number of children served at each site, including children who share a single child-care position (e.g., one child attending in the morning and another in the evening).

<div style="border:1px solid">

Licensed Family Child Care Homes

</div>

Capacity of Irvine Family Child Care Homes (FCCH)

California Community Care Licensing reported 41 licensed large FCCH and 114 small FCCH in October 2007. CFF interviewers successfully contacted 40 (98%) of the large FCCH and 72 (63%) of the small FCCH listed. Of those, 4 of the large FCCH (10%) and 25 of the small FCCH (22% of the small FCCH on list, 35% of the contacted small FCCH) were not currently in operation. These reflect FCCH whose owners have decided to close but whose license is current (either because it is not yet due for renewal or because the operator is maintaining the possibility of reopening his/her child care business). Thus, a significant proportion of the current FCCH licenses in Irvine do not represent open child care facilities.

Forty-two of the 114 small FCCH could not be reached by CFF interviewers because the phone number provided to licensing was inaccurate. Based on those centers that were reached, it is likely that at least 15 of the 42 centers were closed. Thus, we estimate that 37 large FCCH and 74 small FCCH were providing child care in Irvine in October 2007.

Enrollment in Irvine Family Child Care Homes (FCCH)

As was the case with center-based programs, FCCH providers report that actual enrollment is lower than licensed capacity. In fact, the discrepancy between capacity and enrollment is more dramatic for FCCH, particularly small FCCH. Anecdotal data collected during the phone surveys suggest that some family child care providers become licensed to legitimize or legalize personal arrangements between friends that allow a parent to remain home with his/her own children and a friend's children, while receiving payment from the friend. When the provider's children reach school-age, the FCCH is closed.

FCCH licensing in California depends on a complicated formula, in which the number of children in each age group depends on both the total number of children in the home and their respective ages. Approximately 50% of the children enrolled in FCCH are preschool-age, approximately 25% are school-age, and approximately 25% are infants and toddlers.

Table 4. **Child Care Services at Irvine Family Child Care Homes**

	Estimated # of Operating Sites	Licensed Capacity	Estimated Enrollment			Total Across Ages
			Infant-Toddler	Preschool	School-Age	
Large	37	508	83	167	83	333
Small	74	590	120	241	120	481
Total	*111*	*1,098*	*203*	*408*	*203*	*814*

Current Child Care Services in All Venues

Table 5 depicts current child care available in the City of Irvine (as of fall 2007). Licensed capacity represents the greatest possible availability, while current enrollment represents the current number of children served (reflecting both children sharing positions on a part-time basis and intentional under-enrollment to preserve small teacher-child rations and group sizes).

Table 5.   **Current Child Care in all Venues**

	Licensed Capacity	Current Enrollment
Infant/Toddler	881	681
Preschool	4,638	4,511
School-Age	2,797	2,964
Total	*8,316*	*8,156*

Current Child Care Quality in Irvine

Accreditation as a Quality Indicator

One of the most widely-recognized indicators of quality in early childhood programs is accreditation by the National Association for the Education of Young Children (NAEYC). NAEYC Accreditation ensures that centers are maintaining small teacher-child ratios and group sizes, have appropriate classroom resources, and use a developmentally-appropriate curriculum.[12] However, NAEYC is not the only form of accreditation for ECE programs. In recent years, NAEYC Accreditation has become more rigorous and other professional organizations have defined unique emphases within the field (e.g., a faith-based focus through Association of Christian Schools International [ACSI] or an individualized program through National Association of Child Care Professionals [NACCP]).

Accreditation Status of Irvine Preschools

The majority of Irvine preschools report being Accredited by some national group, most commonly NAEYC. However, almost as many report having allowed a prior accreditation to lapse. The Center Director Focus Groups suggested that many centers endeavor to maintain NAEYC quality standards but find the process of maintaining the NAEYC paperwork to expensive and resource-intensive. In addition, some directors reported disagreeing with some of the standards added to the newest version of NAEYC Accreditation.

Table 6.   Accreditation Status of Irvine Preschools

	Current		Lapsed	
NAEYC	16	39%	11	27%
NACCP	1	2%	1	2%
ACSI	1	2%	0	0%
Other	3	7%	0	0%

Accreditation and Enrollment at Preschool Centers

Small group sizes and low teacher-child ratios are widely-recognized indicators of high-quality ECE programs. However, the decision to reduce group size and teacher-child ratio is one reason that centers' enrollment is lower than their licensed capacity.

To assess whether NAEYC Accreditation was a useful indicator of this aspect of program quality (and could therefore help predict discrepancies between licensed and functional capacity), we compared the group size and teacher-child ratios for Accredited and Non-Accredited programs.

---

[12]   NAEYC is the most widely-recognized professional organization for early childhood and has been accrediting center-based programs for young children since 1985. For more information on NAEYC accreditation, see http://www.naeyc.org/accreditation.

As shown below, there were no statistically-significant differences in these measures based on accreditation status. This suggests that NAEYC accreditation is not a useful indicator of this aspect of structural quality among Irvine centers, because most centers are choosing to operate at lower than regulated ratios.

Table 7.   Differences in Group Size and Teacher-Child Ratio Based on NAEYC Accreditation

	Average Group Size		Average Teacher-Child Ratio	
	Accredited	**Non Accredited**	**Accredited**	**Non-Accredited**
Infant	10	15	1:3	1:4
Toddler	16	14	1:5	1:5
Preschool	24	19	1:9	1:10

While NAEYC-Accredited sites generally have much lower capacity to serve infants (in keeping with the lower group size and teacher-child ratio for this age group), there are no meaningful differences between Accredited and Non-Accredited sites in capacity to serve toddlers or preschoolers.

Table 8.   Differences in Self-Reported Capacity Based on NAEYC Accreditation

	Average Site Capacity	
	Accredited	**Non Accredited**
Infant	14	40
Toddler	31	22
Preschool	108	105

These data should not be taken as an indicator that Accredited and non-Accredited centers are similar in all aspects of the program. As discussed below, other aspects of these programs are noticeably different.

Accreditation and School-Age Centers

Although NAEYC formerly accredited programs for school-age children, it has discontinued this evaluation and no other national group provides a widely-recognized comparable assessment. However, the Irvine Child Care Project (ICCP, the joint-powers organization formed by the City and IUSD) developed its own Program Assessment and Review Committee (PARC) tool.

Developed by the PARC committee and governed by the ICCP Board, the "PARC Process" is used to assess all ICCP sites annually. Each ICCP site is visited by a 2-person team comprised of one

trained volunteer from the ICCC/PARC team and a representative from a different ICCP program. The results of this visit, including the scores on the evaluation tool, are summarized by the ICCP Administrator and reviewed with the ICCP site. The typical outcome of a PARC Process review is a series of recommendations about minor program improvements. However, it is possible that absence of required program elements or facilities problems can result in required changes and follow-up visits. In rare instances, ICCP providers have had their contract revoked and reassigned to a different agency. This occurred most recently in 2006.

While the PARC Process assures the quality of participating programs, it is only available to programs affiliated with ICCP. No equivalent process is available to privately-operated programs for school-age children.

Child Care Staff

The quality of a child care program, and the experiences of children within that program, are dependent on the expertise of the program staff. The most frequently cited elements of program quality are staff education and experience. However, other staff characteristics may also influence children's experiences.[13]

Forty-six centers (65%) provided information about their staff. These centers represented 24 infant-toddler programs, 25 preschool programs, and 25 school-age programs (with some centers serving more than one age group). In total, these centers employed 630 teaching staff (including aides, classroom teachers, and administrators with teaching responsibilities). The teaching staff ranged from 3 persons at one site to 50 individuals at the largest site.

Education of Teaching Staff

As shown in Figure 1, slightly more than half of the teachers in Irvine's child care programs have a college degree. This is significantly higher than the norm for Orange County[14], in which 54% of the teachers have no degree. Of particular note is the high proportion of Bachelor's degrees among Irvine teachers (37%) compared to the county early childhood teaching staff (22%).

---

[13]   C.f., Kirp, D. (2007). *The sandbox investment: The preschool movements and kids-first politics.* Cambridge, MA: Harvard University Press.

[14]   Data on early childhood teachers were used for this comparison.
        Seidman, S. & Long, L. (2007). *Orange County early care and education salary and working conditions.* Available at
        http://www.unitedwayoc.org/uploads/FINAL_2007_ECE_Salary__Working_Conditions_Report_1.pdf

Figure 1. **Highest Education among Teachers at Irvine Child Care Programs**
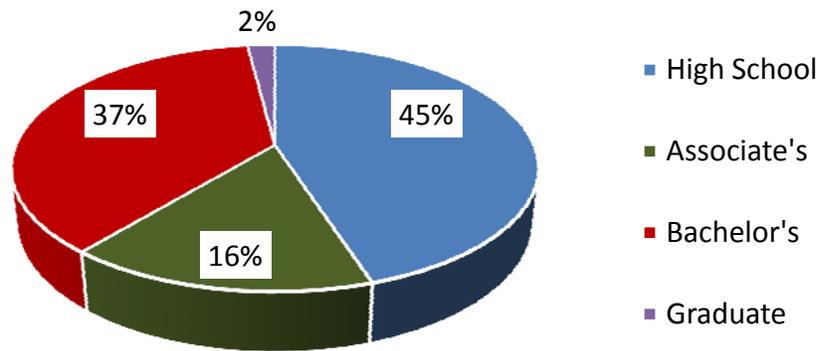
Turnover among Teaching Staff

While education is higher among the Irvine child care workforce than the county norm, teacher "turn-over" (teachers leaving their teaching position) is also higher. Almost one-quarter of the Irvine teachers had been employed at their current center for less than one year, compared with 12% of the Orange County child care teachers.

Figure 2. **Teacher Turn-Over at Irvine Child Care Centers**
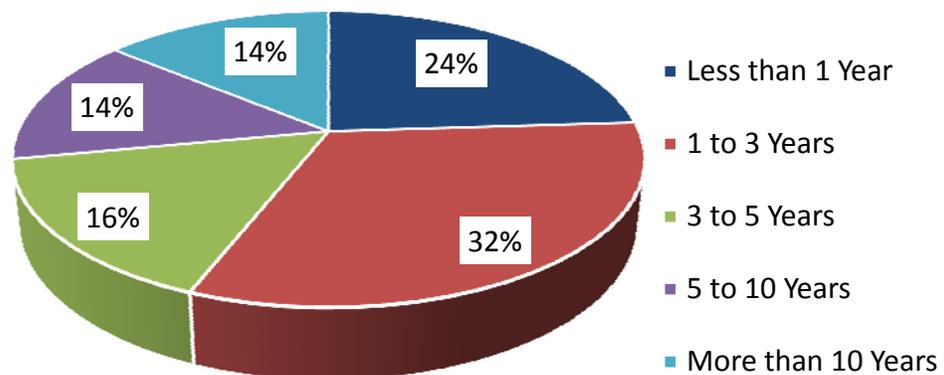
The directors' focus groups[15] suggested that there may be an association between teacher education and turnover (although the samples were too small to identify statistical significance). Focus group participants suggested that highly-educated staff (those with Bachelor Degrees or beyond) often viewed child care as a temporary position while seeking employment in elementary settings. In addition, some directors commented that highly-

---

[15]   See Appendix 1 for a discussion of the focus group participants and methodology.

educated teachers were less likely to accept guidance and adapt to the policies and procedures of the center.

Predictors of Staff Compensation, Education, and Turn-Over

Accredited preschools typically have better educated staff who have been employed at the site for a longer period of time than Non-Accredited preschools.[16] The ICCO survey shows that this is also true of Irvine preschools. In contrast, school-age programs in Irvine generally have younger and less stably-employed staff than either Accredited or Non-Accredited preschool programs.

Of course, part of the reason that teachers may leave the child care field (whether to transfer to elementary education or to other professions) is staff compensation. The lack of equity in ECE and supplementary-care salaries is well known.[17]

The ICCO survey asked centers to indicate the highest salary paid to their staff in each employment category. Figure 3 depicts the average of these "highest salaries" among reporting preschool centers, as well as the highest average salary at comparable Orange County preschools participating in the 2001 and 2006 Orange County United Way Salary and Working Conditions Survey.[18]

Figure 3.   Highest Average Salary for Each Job Category at Irvine and Orange County Preschool Centers

---
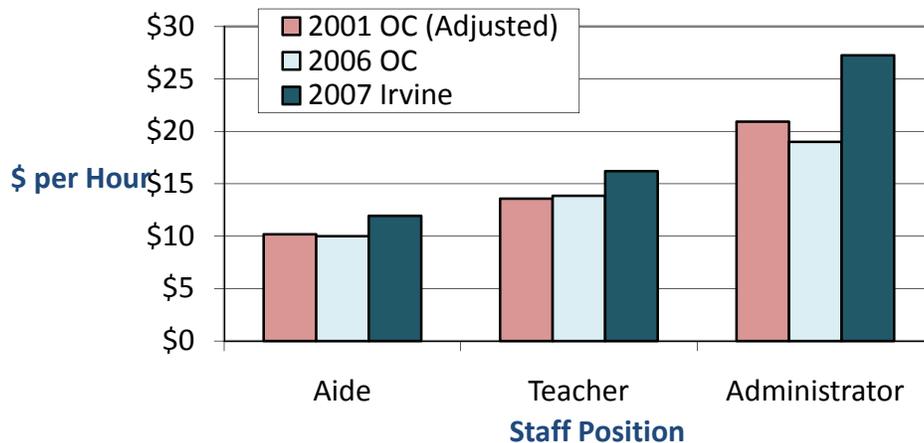
[16]   Seidman, S. & Long, L. (2007). *Orange County early care and education salary and working conditions.* Available at
http://www.unitedwayoc.org/uploads/FINAL_2007_ECE_Salary__Working_Conditions_Report_1.pdf

[17]   C.f., Whitebook, M. & Eichberg, A. (2002, October) *Finding a better way: Defining and assessing public policies to improve child care workforce compensation.* Berkeley, CA: Center for the Study of Childcare Employment. Paper 2002-002. http://repositories.cdlib.org/iir/cscce/2002-002

[18]   Seidman, S. & Long, L. (2007). *Orange County early care and education salary and working conditions.* Available at
http://www.unitedwayoc.org/uploads/FINAL_2007_ECE_Salary__Working_Conditions_Report_1.pdf

While Irvine salaries are slightly higher than the norm reported for the county, Irvine data was also collected almost one year later than the county sample. It is therefore unlikely that the difference between Irvine and county norms is significant. In addition, it is important to note that in 2006 the self-sufficiency wage for Orange County was $11.96 per hour. This is only slightly less than the average *highest* salary for teachers. Thus, many teachers and the majority of aides in child care centers were not making a living wage.

Further, salaries at school-age centers are generally lower than those at preschool-centers (with salaries for centers serving both groups being more similar to preschool programs than to school-age programs). This is likely due to the lower minimum requirements for education and experience in the regulatory codes for school-age programs.

Figure 4.   Highest Average Salary for Each Job Category at Irvine Preschool and School-Age Centers
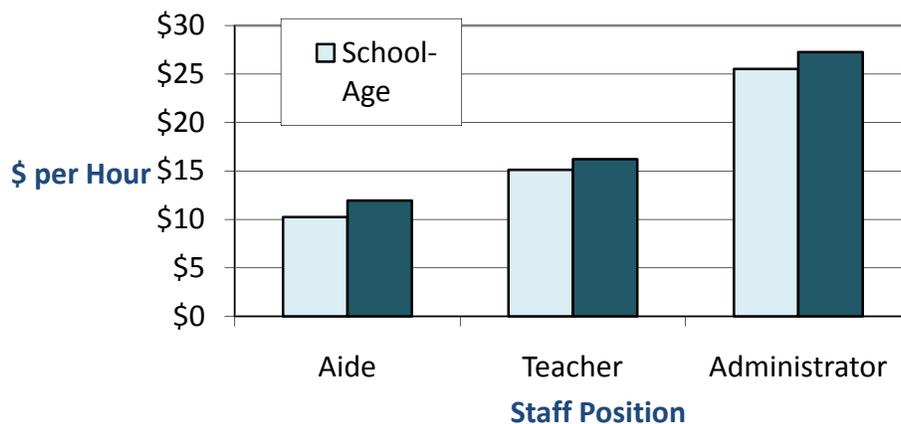
These data present an in interesting contrast to Irvine's Living Wage Ordinance, which requires salaries to enable the self-sufficiency of employees. While the Living Wage Ordinance only applies to companies providing contracted services to the City (and not to all companies operating within City boundaries), its intent is to ensure the adequacy of compensation to employees within Irvine.[19]

Teaching Staff's Language Proficiency

Children from bilingual or limited-English proficiency families are best-served when their teachers are adept with both children's home language and English. Almost all of the sites reported that all of their staff spoke English. Among the 7 sites reporting that some staff did not speak English, the proportion of non-English proficient teachers ranged from 63% to 7%. However, it is likely that some sites operating primarily in languages other than English did not complete the ICCCO survey. For example, two sites with marketing materials in other languages

---

[19]   http://www.ci.irvine.ca.us/depts/purchasing/living_wage_guide_(2).asp#ordinance

did not complete the survey in time for inclusion in this study. These figures may therefore under-represent the proportion of Irvine's teaching staff that are not English proficient.

Almost all of the staff at reporting centers teaching in English (97%). Thirteen (2%) also teach in Spanish and an additional 17 (2%) taught in another language. Because most responding centers reported that their staff taught in English, there was no significant correlation between the language spoken by center's teaching staff and the languages that teachers use in the classroom.

Additional Information about Staff Characteristics from the Focus Groups

The focus groups report that neither education nor other personal characteristics are primary staff selection criteria at Irvine's child care centers. Beyond the minimum education required by licensing to legally staff a classroom, most center directors report that they seek a staff person with "a good attitude." These centers do not require or seek college degrees, language proficiency, ethnic characteristics, or California Child Development Permits when hiring staff. The sole exception to this is among faith-based centers, some of which preferentially-hire applicants of the same faith.

Focus Group participants reported that Irvine directors are generally unaware of existing grants, training opportunities, and other quality supports in Orange County and California. For example, most private child care providers offer staff the option to either receive medical benefits *or* to receive reimbursement for education costs. Focus group attendees were generally unaware that the Child Development Training Consortium provides ECE staff with reimbursements for education costs if those staff apply for a California Child Development Permit (a certification process largely unused by Irvine's private centers).

Further, the focus group attendees reported that many staff who opted for educational reimbursement as their compensation package did not exercise that option (i.e., they chose the option of reimbursement rather than health benefits but did not attend courses that could be reimbursed). Attendees reported that they and their staff are generally unaware of training opportunities in the city.

Current and Future Need for Child Care

This report seeks to quantify current demand for child care as well as future child care needs within the City. Our estimates are based on the following elements:

- The current population and expectations for population growth,

- Use of Irvine child care positions by non-Irvine residents, and

- The proportion of Irvine children who will be placed in child care.

Current and Expected Child Population in the City of Irvine

Current Preschool Population

The 2006 American Community Survey reported 11,151 children under the age of 5 years in Irvine.[20] This is slightly lower (but not significantly different) than the 11,438 population estimate in the 2005 American Community Survey. No earlier data is available as the American Community Survey did not report on Irvine prior to 2005. For the purpose of this report, we averaged those numbers to approximate the Irvine population of children ages 0 through 4 as 11,295.

Children are legally-eligible to enroll in public kindergarten in California if they are 5 years old by December 2 of the academic year. However, the Irvine School Readiness Coordinator, Merri Jo Hooven, reports that 15 to 20% of kindergarten-eligible children are "red shirted" each year (retained in preschool for an additional year prior to kindergarten enrollment). An additional group of children attend a kindergarten program at a preschool facility before transferring to public school in first grade. To approximate this, we included 25% of the five-year-old population in the preschool figure (an additional 565 children). Thus, we estimate that the current preschool population is 11,860.

Current School-Age Population

In academic year 2006-2007, the 22 elementary schools in Irvine Unified School District enrolled 13,159 children (grades kindergarten through sixth).[21] Currently, 12% of Irvine students attend schools within the Tustin Unified School District (representing an additional 1,580 children). An additional 10% attend private schools or are home-schooled (approximately 1,316). Thus, the current elementary school-age population in Irvine is approximately 16,055.

---

[20]   http://www.census.gov/acs/www/
[21]   http://www.ed-data.k12.ca.us/school/MCSchool-Results.asp

Projecting Future Populations

Currently, the preschool population represents 5.87% of the total City population. The school-age population represents an additional 7.94%. Assuming that these proportions remain constant as the City grows, we projected the child population through 2025 (see below).

Table 9.   Irvine Population Projections[22]

Year	Housing Units	Irvine Population		Child Population	
		Residential	**Employment**	**Preschool (0 – 5_Years)**	**School-Age (Grades K – 6)**
2007	74,936	202,079	186,000	11,860	16,055
2012	92,838	223,400	203,000	13,111	16,128
2015	109,977	256,500	225,000	15,054	17,876
2025	112,383	268,000	260,000	15,729	20,657

Non-Resident Enrollment in Irvine Child Care

Our phone surveys of child care centers and family child care homes found that a substantial number of non-residents attend Irvine child care. At minimum, the demand for child care in Irvine by individuals who work, but do not live, in Irvine will remain constant over the next two decades.[23] Therefore, this usage must be included when calculating child care demand.

Use of Irvine child are by non-residents varies according to the type of child care provider.

- 26% of preschool center enrollees were non-residents of the City, representing the largest proportion of non-resident use of child care services. Preschool centers are listed on the California Community Care Licensing and Irvine Child Care Office websites, as well as in business directories. These centers also advertise directly to parents.

- 11% of school-age center enrollees were non-residents of the City. This lower proportion reflects the predominance of child care centers for this age that are affiliated with elementary schools and requiring enrollment in IUSD.

---

[22] In this table, Irvine housing units, residential population, and employment population projects reflect the City's official projections. Real growth may be larger.

[23] Because the number of individuals working in Irving is expected to grow faster than the number of individuals living within the City, it is likely that the proportion of child care used by non-residents will increase. However, because such an increase is speculative, we have used the current proportion of non-resident child care for the purposes of this report.

- 18% of large FCCH enrollees were non-residents of the City. Large FCCH are listed on the California Community Care Licensing website and may accept referrals from Children's Home Society. This makes large FCCH identifiable to non-residents seeking such care. , and

- 13% of small FCCH enrollees were non-residents of the City. Small FCCH are open to all clients but are not publicly identified and vary in their use of advertising.

Although there are many FCCH sites, FCCH are much smaller than the typical center program. FCCH account for slightly more than 10% of the child care enrollment in the City. Using weighted averages to combine the different non-resident usage rates, we determined that non-resident enrollment comprises approximately 24% of the preschool center positions and 12% of the school-age positions. Therefore, we increased projected young child populations by these proportions.

Demand for Child Care

It is surprisingly difficult to assess the number of children whom parents would like to enroll in child care. Current enrollment is influenced by a variety of factors, including perceived quality, cost, and location. Many families in Irvine do not currently use licensed care (either because one parent cares for the family's children or because an unlicensed provider, such as a relative or nanny, cares for the children). As a result, we have defined a range of possible demand for child care based on available data.

Desire for Preschool Child Care

In January 2007, CFF conducted a phone survey of Irvine parents as part of work on the City's Strategic Plan. Parents of preschool-age children were asked whether they had sought care for their children within the previous 24 months. The 44% of parents who responded that they had looked for child care represents the minimum demand for preschool services in the City. Real demand is clearly higher, since this proportion does not reflect parents who were satisfied with their existing child care arrangements.

In contrast, groups such as the National Association for Elementary School Principals and preschool planners such as Abby Thorman and Karen Hill-Scott have suggested that, if quality preschool is readily available and affordable, 70% or more of parents would elect to enroll their children.[24] This number was used to represent maximum demand for child care in Irvine.

---

[24] NAESP (2005). *Leading Early Childhood Communities: What Every Principal Should Know and Be Able to Do*. Alexandria, VA: National Association for Elementary School Principals.
Stebbins, H. & Langford, B. H. (2006). *A Guide to Calculating the Cost of Quality Early Care and Education.* Washington, DC: The Finance Project. Available at http://www.financeproject.org/publications/costguide.pdf

Desire for School-Age Child Care

Data on demand for child care for school-age populations is more limited than data on preschool. The After-School Alliance's *After 3 PM*[25] report on national child care found that 15% of elementary students were enrolled in child care at their school site and an additional 11% were enrolled in center-based programs. While the minimum preschool number failed to capture children in satisfactory child care arrangements, this 26% enrollment figure fails to represent children who do not yet have child care arrangements. This minimum likely underestimates demand for school-age child care.

Other studies suggest a much higher demand. For example, Little (2007)[26] reported that demand for school-age child care is 235% of supply. Currently, there are 2,926 children (18% of the school-age population) enrolled in school-age care in Irvine. Combining these figures, we arrived at a maximum demand estimate for school-age child care of 43%.

Using the above data, we computed the minimum and maximum demand for child care based on the estimated child populations from 2007 through 2025.

Table 10.   Estimated Need for Child Care in Irvine

	Preschool			School-Age		
Year	Estimated Child Population	Minimum (44%) Demand	Maximum (70%) Demand	Estimated Child Population	Minimum (26%) Demand	Maximum (43%) Demand
2007	11,860	6,471	10,294	16,055	4,675	7,732
2012	13,111	7,154	11,381	16,128	4,697	7,767
2015	15,054	8,213	13,067	17,876	5,206	8,609
2025	15,729	8,582	13,653	20,657	6,015	9,948

Comparison of Demand and Available Care

Comparing the available child care in the City (described in the preceding chapter of the report) with these demand estimates clearly identifies a dramatic need for child care. The difference between current demand for and availability of child care services within the city is at least one-third of the total supply (a minimum of 2,990 child care positions). Unless additional child care is developed, the gap between available and needed child care will continue to grow as the Irvine population expands.

---

[25]   http://www.afterschoolalliance.org/press_archives/america_3pm/Executive_Summary.pdf
[26]   Little, P. (2007, June). The quality of school-age child care in after-school settings. Research to Policy Connections No. 7. New York: Child Care & Early Education Research Connections. Available at http://www.researchconnections.org/SendPdf?resourceId=12576

Table 11.   **Current Need vs. Demand for Child Care in Irvine**

	Demand for Child Care		Availability		Gap in Availability	
	Minimum	Maximum	Licensed Capacity	Current Enrollment	Minimum	Maximum
Preschool (0 to 5)	6,471	10,294	5,519	5,192	952	5,102
School-Age (6 to 12)	4,675	7,732	2,797	2,964	1,878	4,768
Total	*11,146*	*18,026*	*8,136*	*8,156*	*2,830*	*9,870*

Individual centers use different definitions of "infant," "toddler," and "preschooler" when determining the ages served by each classroom, making it difficult to compare current enrollment with license capacity for specific groups within the preschool population. However, it is clear that while the gap between child care supply and demand is dramatic, the need for infant/toddler care is particularly noteworthy. Infants and toddlers represent one-third of the preschool population: a demand of 2,087 to 3,321 children. However, infant/toddler care represents only a small portion of available care: a licensed supply of 881 spaces and enrollment of 681 children. The gap for infant/toddler care in Irvine today is between 1,206 and 2,640.

Other Factors Influencing Child Care Needs

Comparing parents' demand for child care and child care availability assesses the overall capacity of parents to find care for their children. However, it does not indicate whether the care that is available will meet parents' and children's needs. In addition to overall quality (discussed above), family and child factors may influence parents' selection of specific child care arrangements.

Family Ethnicity

Estimating the ethnicity, cultural, and religious orientation of children and families using child care services in Irvine is difficult, but broad patterns can be discerned from the available census and school data, as well as the survey of parents of preschool children which was conducted in January 2007 as part of the Irvine Indicators project. The following tables show changes in Irvine's population between 2000 and 2006, as revealed by school data and the American Community Survey conducted by the U.S. Census Bureau. These changes indicate a significant increase in the diversity of the total population and school-aged population of the City.

From 2000 to 2006, the percentage of foreign-born population remained nearly constant. However, because the City is growing, this proportion represented an increased number of residents. In 2006, 12,180 residents were foreign-born.

The Asian (immigrant and native) population is growing more quickly than other demographic groups in the City, so that Asians represent an increasing proportion of City immigrants. The total number of Asian residents of the City increased from 29.8% to 35.1% of the City's total population (approximately 21,478 individuals in 2006). This change was reflected in school enrollment, as the IUSD school population changed from 30.1% Asian in 2000-2001 to 37.9% in 2005-2006.

The Asian growth represents one-half of the total increase in IUSD enrollment. The Hispanic/Latino population is a more stable and smaller proportion of the City, but still increased from 7.4% to 9.1% of total City population during this first half of the decade.

Despite increasing ethnic diversity and stable immigration, English-proficiency among Irvine residents has remained largely unchanged. The percentage of the total population over 5 who speak a language other than English at home declined slightly from 2000 to 2006, from 39.7 to 38.1%. (This relatively stable proportion represents an overall increase in the number of individuals). IUSD classified 12.6% of enrolled students as "English Language Learners" in 2006-2007.

The January 2007 phone survey found no discernible differences between Asian and other parents of preschool children in the search for child care during the previous two -years. The percentage of Asian parents who were not seeking child care (54.5%) was almost exactly the same as the percentage of all parents, and the percentage of Asian parents whose child under 5 was not supervised by a non-family member during the week (49.3%) was slightly above the total of all parents (48%).

Taken together, these figures indicate that a significant number of parents of preschool-aged children are increasingly diverse in ethnic terms, and that parents of diverse families seek child care at levels similar to those of other families. Although the survey of child care providers undertaken as part of this study does not provide detailed information about the ethnicity of children enrolled in programs, it can be concluded from this data that a significant number of the children enrolled in child care programs are from diverse families, and that meeting the needs of those families is an ongoing challenge to which these programs are responding.

Table 12.   Ethnicity and Immigration in Irvine

	2000 (Academic Year 2000-2001)		2006 (Academic Year 2005-2006)	
Foreign-born	45,877	32.1%	58,057	31.8%
Ethnicity				
• White total population	87,354	61.1%	103,863	56.8%

• Asian total population	42,672	29.8%	64,150	35.1%
• Asian school population	7,207	30.1%	9,673	37.9%
• Hispanic total population	10,539	7.4%	16,625	9.1%
Total population	143,072		182,855	

Children with Special Needs

A total of 2,550 students (9.9% of the total enrollment) were enrolled in special education programs in the Irvine Unified School District in 2006-2007, under thirteen different categories. IUSD serves as its own Special Education Local Plan Area (SELPA), which is the planning and service entity for state and federal funding. As such, IUSD is required to identify and serve children with special needs from the age of 3 (prior to school enrollment). Approximately 269 preschool-aged children 3-5 (excluding 115 in kindergarten) are currently served.

IUSD provides screening services at the multi-purpose Early Childhood Learning Center complex. More than 200 children are screened annually for conditions ranging from mild and moderate disabilities to more severe disabilities. In addition, the ECLC provides approximately 600 children who are at-risk (but not yet formally identified) with short-term, unlicensed school readiness programs to support optimal development during the preschool years.

Data from the survey of centers indicates that special needs students are served in centers and homes at a rate far below the level of need. As shown below, centers responding to the survey identified only 46 preschoolers (2% of enrollment) and 63 school-age children (3.5% of enrollment) as having known or suspected special needs. In contrast, research suggests that 5 to 8% of young children have special needs.[27] This suggests that either these children are not present in child care settings or that the centers are unaware of (and therefore not supporting) the children's special requirements.

Center Reports of Children with Special Needs

	Speech	Cognitive	Social-Emotional	Physical	Suspected	Total
Infant	1	0	0	0	0	1
Toddler	3	0	1	1	2	7
Preschool	17	8	8	3	10	46
School-Age	13	14	16	7	13	63

---

[27] http://mchb.hrsa.gov/chscn/pages/prevalence.htm

In 2004, Regional Center of Orange County conducted a survey of all parents of young children with special needs within the county.[28] Within the sample of 789 were 58 residents of Irvine. The majority of these individuals had toddlers (N=22, 38%) and young preschoolers (N=11, 19%). The most common diagnoses were autism (N=17, 29%) and miscellaneous developmental delay (a risk factor for children without a clear etiology for their atypical development; N=18, 31%).

Less than half of these children were in formal child care arrangements (48%). Almost half of the parents who had care reported that it was inadequate and they were currently looking for an alternative arrangement (48%). Most of the difference between those who did and did not have care seems to be persistence; parents with are reporting contacting almost twice as many providers (Mean=5.5) than those without care (Mean=3.6).[29]

In the 2007 ICCCO survey, 61% of responding centers reported that their staff needed additional training in working with special needs students. An additional 43% said that they would require new staff with training in this area in order to include children with special needs.

Other Child Risk Factors

As discussed above, 15 to 20% of children who are age-eligible for kindergarten are deemed "not ready" by their parents and delay kindergarten-entry for one year. Merri Jo Hooven, the IUSD School Readiness Coordinator, suggests that some of these children do need additional time and support to develop kindergarten readiness while others might be successful in kindergarten. Some children who are age-eligible but objectively not-yet-ready are nonetheless enrolled in kindergarten. Thus, the real proportion of Irvine children who are not ready for school success at 5 years of age is unknown.

Although IUSD schools are widely recognized as excellent according to all state standards, 10% of the District's 3rd grade students were identified as below or far-below basic levels in 2006-2007.[30] Children who begin school behind find it challenging to "catch up," and similar proportions of IUSD students failed to pass the California High School Exit Exam (11% failed the English assessment and 6% failed the Math assessment).

Similarly, while Irvine is generally viewed as a well-to-do community, 6.5% of IUSD students qualified for a free or reduced-cost lunch in 2006-2007. It is likely that these children are at greater risk for school difficulties, particularly since low-income parents may have difficulty accessing child care. Currently the Head Start and Early Start programs operated through IUSD's

---

[28]   Seidman, S., Henry, D. & Kerze, J. (2005, June). *Orange County Child Care Survey for Children with Special Needs: Data & Analysis*. Available at http://sped.ocde.us/Assets/Sped/downloads/OC_childcare_disabilities_rpt6_05.pdf.pdf

[29]   This difference was not statistically significant (t[43]=1.4, p=.16) due to the small sample size and large variability in number of providers contacted (Standard Deviation=5.2).

[30]   Based on California Skills Test (CST), see http://dq.cde.ca.gov/dataquest/

Early Childhood Learning Center (ECLC) provide the only subsidized child care for preschool aged children specifically for Irvine residents and aimed at facilitating optimal development and school readiness. Because the ECLC facility is licensed as a whole, it is difficult to ascertain capacity of each individual program. According to Merri Jo Hooven, the Head Start program serves 110 children and the Early Start program serves an additional 62 (with multiple children sharing a single licensed space through part-day enrollment).

<div align="center">**City Policies Related to Child Care**</div>

Over the past thirty years, the City of Irvine has developed a set of policies that specify both the importance of child care services and strategies for providing those services. These include:

- The Irvine Child Care Policy,

- Guidelines regarding the sources of child care, and

- Guidelines regarding the availability of care.

Child Care Policy

In 1987, the City adopted a formal Child Care Policy, which referred to child care and related issues. In 1996, this was rewritten and expanded to create the City's Child and Youth Policy, which is the current policy in place.

Four broad goals are stated in the Child and Youth Policy document issued in 1996, with fifteen specific objectives that are intended to implement these broad goals. Strategic Goal #1 is to "promote the availability of quality, safe, affordable child care facilities, and services for families who live and/or work in Irvine." The Tactical Goals and Strategies indicated for this goal are:

1.1. Ensure provision of sufficient number of licensed spaces in child care centers and family child care homes for children of employed parents living or working in Irvine.
   1.1.a. Grant priority processing for child care facilities and family child care homes.
   1.1.b. Waive City processing and development approval fees for non-profit providers.
   1.1.c. Include within the Community Facilities and Services Element of the General Plan requirements for the provision of child care facilities in conjunction with new residential development within the community utilizing Irvine Unified School District's generation rates per dwelling unit for K-6 grades. The requirement will address the need for care of infants, preschoolers, and school-age children.
   1.1.d. Address child care facilities in future re-development areas to ensure availability of child care services.
   1.1.e. Develop standards for child care facilities in conjunction with adoption of zoning regulations for new residential and non-residential planning areas. Establish criteria for size, location, and phasing of new child care facilities. Ensure facilities serve appropriate age groups at rates affordable to the intended users.

1.1.f.   Monitor, through the annual Tuition, Enrollment, and Salary Survey, the progress of the development of child care services to address capacity shortfalls.

1.2.   Promote the development of family friendly policies within the Irvine business community.

1.2.a.   Develop partnerships with the Chamber of Commerce and the business community to disseminate information and materials to assist employees in balancing work and family responsibilities.

1.2.b.   Provide information to the business community regarding child care and family friendly policies through the annual Family Friendly Business Forum.

1.2.c.   Encourage employer and corporate contributions towards employee child care costs.

1.3.   Facilitate affordable child care services in Irvine.

1.3.a.   Provide information to child care providers regarding legislation at the state and federal level that provides grant funds for both capital and operational expenses for child care centers.

1.3.b.   Publicize, through local media and City resources, state and federal legislation that will expand affordable child care services for low income families.

1.3.c.   Allocate Community Development Block Grant funds for scholarship assistance, construction, and rehabilitation of child care facilities.

1.4.   Promote development of child care facilities, family child care homes, and other child care services in Irvine which are of the highest quality.

1.4.a.   Facilitate and assist in the evaluation and maintenance of the Irvine Child Care Project sites/programs.

1.4.b.   Make child care information and referral services available to the community.

1.4.c.   Provide child care technical assistance to City departments, current and potential provider, the development community, and employers.

1.4.d.   Enhance the quality care of children by offering reference and resource materials to parents, teachers, and child care providers through the Child Resource Center.

1.4.e.   Facilitate specialized training opportunities for child care providers to enhance quality in programs.

1.4.f.   Provide information to child care providers and parents on state and federal legislation that provides/enhances quality standards for operation of child care facilities and programs.

1.4.g.   Support efforts to increase salaries, benefits, and training to improve the status of child care professionals and to enhance quality within programs through *Worthy Wage Day* events/programs.

1.4.h.   Offer inclusion training to child care providers to serve all children including those with special needs.

1.4.i.   Collaborate with County and State regulatory agencies on the review and approval of family child care homes and center-based facilities in Irvine.

1.4.j.   Assess applications for child care facilities based on the City's adopted Child Care Center Standards and make recommendations for quality improvement.

1.4.k.   Provide inspection services to family child care providers requesting approval of a large family child care (day care) permit.

1.4.l.   Facilitate training and assistance to child care providers on health, safety, and emergency preparedness issues related to children.

1.4.m. Promote awareness of state and federal legislation that will promote and maintain health and safety standards in family child care homes and center-based programs.

Compliance with the Child Care Policy

The ICCCO conducts an annual survey of licensed child care centers, as required by the language of 1.1.f above. In 2007-2008, this survey was expanded to also address FCCH services. The ICCCO is also responsible for disseminating information to child care providers and community members as specified in 1.3 and 1.4.

The Child Care Policy is both broad and general. Many of the goals address actions, such as collaboration, that are only partially under the control of City staff. It should also be emphasized that these are guidelines, rather than formal standards that govern the quality and quantity of child care. Future revisions of the Child Care Policy would benefit from clarification of the relative priority of each goal, allocation of responsibilities, and specification of indicators of success and assessment strategies. Perhaps most important is a method for monitoring the need for and available child care services within Planning Area or neighborhood, to determine whether City policy as implemented is supportive of the stated policy goal of availability of sufficient child care in Section 1.1 above.

Guidelines Regarding Sources of Child Care

In the General Plan Element G, *Public Facilities and Services*, child care is mentioned as a generally stated policy and in more detailed terms as a specified type of facility. Two policies are referenced:

1. Use the adopted Child and Youth Policy in developing and designing programs, services, and facilities for children, youth, and families.

2. Encourage the development of multi-use services as a method to maximize available resources to all segments of the community.

More specifically, the General Plan describes child care centers as follows:[31]

> Table G-2
>
> *PUBLIC FACILITIES AND SERVICES GUIDELINES:* CHILD CARE CENTERS:
>
> Child care sites for Infants/Toddlers/Preschoolers to be allocated according to the following:
> - 33% of the sites should be provided by schools and City.
> - 33% of the sites should be provided by churches.
> - 33% of the sites should be provided by the private sector.
>
> Child care sites for school-age children to be allocated according to the following:
> - 50% of the sites should be provided by the schools.
> - 25% of the sites should be provided by the City.
> - 25% of the sites should be provided by the private sector.

Compliance with Policies Regarding Faith-Based Child Care in the General Plan

The City plan calls for 33% of Irvine's child care for infants, toddlers, and preschoolers to be provided by faith-based and community organizations. Of the last 10 centers to open in Irvine, 3 have been faith-based (University Synagogue Preschool, Chai Tots, and the JCC Early Childhood Learning Center). Currently, 11 of the 41 (27%) preschool sites in Irvine are operated by religious organizations. These faith-based preschools represent 1,336 of the 3,906 preschool positions (34%).

The general plan does not address provision of school-age care through faith-based community organizations. Currently, none of the 35 centers providing school-age care are faith-based.

Compliance with Policies Regarding Child Care Provided by the City and Irvine Unified School District (IUSD)

The general plan calls for 33% of the preschool child care to be provided through a combination of City and IUSD services. Language regarding school-age care is more specific; 50% of the school-age care is to be provided by IUSD and 25% by the City.

As discussed above, the City does not directly provide any preschool care but does subsidize two centers by providing facilities at reduced cost (Irvine Child Development Center, capacity 105, and Irvine Community Nursery School, capacity 24). The Early Childhood Learning Center operated by IUSD has a licensed capacity of 147 preschool children (4%). Together, these programs comprise 6% of the preschool care in Irvine.

---

[31]   City of Irvine (1996). *City of Irvine General Plan: Public Facilities and Services Element.* G-12.

College programs, which may be considered schools within the loosely-defined language of the general plan, provide an additional 8% of the preschool services (316 preschoolers [7% of preschool services] and 72 infants and toddlers [13% of infant/toddler services]). However, both Irvine Valley College and University of California, Irvine focus on child care to support the needs of their students and faculty, with students given priority. IVC and some UCI locations allow enrollment by the community members if space is available, but these spaces are not generally accessible to most Irvine residents.

The City has worked with the School District for many years on site-related issues regarding after-school programs. These relations are complicated by the approximately 20% of Irvine school-aged children who do not attend IUSD schools because they are in the Tustin district, they attend private school, or they are home-schooled. Approximately 3,000 slots in school-aged afterschool programs are currently in use, compared with an estimated demand of between 4,700 and 7,700 children.

As discussed above, the Irvine Child Care Project is a Joint Powers Authority between the City of Irvine and the Irvine Unified School District and not directly administered by either Irvine or IUSD. The ICCP oversees 87% of the school-age care in Irvine.

Although the ICCP requires that facilities be used *only* for school-age services (prohibiting multi-age services or other uses of the facility at other times of the day), the current City plan emphasizes multi-use facilities. Some ICCP sites may be in use during the day for other school services for school-age children, but others may be available for part-day preschool or school-readiness activities. Whether the planning process needs to consider both at the same time is an issue raised by current separation of the two.

City Land-Use Policies

Zoning Policies

State and local planning and zoning requirements can constrain child care, limiting the conditions under which child care providers can operate in certain areas. For example, the City of Irvine requires all child care centers, in any location, to obtain a Conditional Use Permit (CUP). In contrast to Irvine's policy of classifying child care as a conditionally permitted use, other cities have used policy to support, rather than restrict, child care services by explicitly encouraging and permitting child care use of land in various zoning areas.[32]

---

[32] The City of Santa Rosa, for example, includes the following language in its General Plan :

Expand child care services to meet the existing and future needs of Santa Rosa.

- YF-B-1 Endorse the development of new child care facilities in all areas of the City, including residential neighborhoods, employment centers, and school sites. Promote development of new child care facilities during review of development projects at sites designated Community Shopping Center on the Land Use Diagram.

At present, City policy is permissive but City staff from the ICCCO are less directly involved in the development of child care recommendations than in the past. In the 1980's and 1990's, the ICCC actively participated in review of Conditional Use Permit applications and plans for specific tracts in Irvine as well as plans for specific child care facilities. As described above, several Planning Area documents explicitly cite the ICCC as the source for their child care allocations. This practice apparently changed in the early 1990s, when the ICCCO and other parts of the City government were restructured.

Under current procedures, the development plan is circulated among several City departments, including Community Services, for their review and comment. It is up to each department to provide comments and concerns back to the Planning Department. As discussions with the developer evolve, each department's requests are addressed and attempts are made to satisfactorily meet the City's needs within reasonable expectations of the developer in terms of cost, time, and resources. It would be useful to reconsider the best role for the ICCCO and ICCC in guiding child care set-asides and facilities development, and in working with the Community Development staff with direct roles in working with developers and in administering zoning policies. While it would be desirable to have the ICCC play a larger role in these reviews, scheduling issues may be prohibitive. City staff generally have 10 days to provide reviews of Conditional Use Permit applications and the ICCC meets on a monthly basis. This means that with the current system, the ICCC would be able to review only CUP applications that happened to arrive within the week prior to the Committee's scheduled monthly meeting.

Irvine's General Plan and the Child and Youth Policy explicitly endorse the importance of child care centers within the City. However, the focus on identifying types of service providers does not define strategies through which that service may be provided or through which the City might support that service. Those strategies have varied considerably over time.

During the early years of the City's development, the City entered into agreements with developers that specific property in each development area would be set aside for childcare. As real estate markets and planning objectives changed over time, financial considerations and space set-asides changed. City staff indicated that no developer had ever failed to comply with a formal request from the City to set aside land for child care, although the set-asides tend to be in space that is less desirable for residential, commercial, or other higher-valued use. The effect is to consider child care facilities more in the nature of businesses, rather than as public benefit facilities for which land is set aside at less than market rates, such as schools, churches,

---

- YF-B-2 Allow utilization of a portion of City parkland for a child care center to be developed and maintained by outside resources.
- YF-B-3 Continue the City's permitting fee deferral and rebate program for provision of child care facilities.
- YF-B-4 Encourage the school districts to continue and expand the provision of before- and after-school care on or near school sites.
- YF-B-5 Foster partnerships between the business community and the child care community to provide information to employees about child care options

and parks. A business approach does not reflect the City's need for children to receive high quality care to promote school readiness and family self-sufficiency.

Planning Areas 30 and 51

Lennar Corporation (the developer) will be bringing a detailed land plan for the special case of the Great Park and surrounding development areas to the City in 2008. This presents an opportunity to recommend space allocation for land to be set-aside for childcare facilities. Planning Areas 30 and 51 are included in the Park region, and both are described with specific language regarding child care. [33]

> I. Childcare: The need for child care facilities shall be recognized in the development of Heritage Fields. Prior to the approval of the first residential tentative tract map that causes the total combined approval residential dwelling units, excluding senior housing units, to reach 1,400 in Planning Areas 30 and 51, the developer shall submit a childcare needs study to the Director of Community Services for approval. Based on the presumption that generally need for private childcare facilities will be triggered at 3,500 dwelling units (units with children), the purpose of the study will be to identify any unmet need for childcare as a result of residential development within Planning Areas 30 and 51. Upon approval of the study by the Director of Community Services which demonstrates that an unmet need exists, the developer shall identify ways to provide unmet childcare needs. Any private sector childcare center(s) shall:

- Accommodate the determined number of spaces, which shall be based on the actual number of residential units to be build and on a determination of childcare need within the project.

- Be located at a site that is compatible with adjacent uses. Development of a childcare center in conjunction with proposed elementary schools and public neighborhood parks, residential development and/or neighborhood commercial center shall be encouraged.

- Be located at a site that has been evaluated with regard to factors that might be detrimental to public health, safety, or welfare, including but not limited to proximity to high-traffic volume roadways, hazardous materials, and major generators of traffic.

- Be a minimum site size for the childcare center, which is 1.3 acres and accommodates a minimum of 150 children, per the Table G-2 of the City's General Plan, although larger sites are encourage to accommodate larger numbers of children.

---

[33]   Code 1976, § V.E.-830.6; Ord. No. 96-18, § 4, 12-10-96; Ord. No. 00-03, § 4, 2-22-00; Ord. No. 03-18, § 4, 6-10-03; Ord. No. 06-18, § 4, 10-24-06

The current language (above) emphasizes the residential aspects of the City's child care need. However, both the Child and Youth Plan and current service data suggest that at least one-quarter of new child care centers in the Great Park area will be utilized by non-residents working in Irvine. Given the proximity to business development in the Spectrum area, this proportion may be much larger.

In addition, the Great Park plan contains a variety of other development elements that have not been featured in most Irvine planning areas. Most notably, the Great Park calls for a multi-use higher education facility to be shared by various local colleges and universities. Such an institute of higher education would be an ideal setting for a new child development center, as co-location with higher education would facilitate training of child care providers as well as access for students, staff, and faculty.

Despite the fact that the Great Park plan is not yet finalized, California State University, Fullerton is currently working on a 20-acre expansion to the Community Learning and Literacy Center (CLLC). The CLLC provides educational support for children and adults of all ages. It would be ideal to locate child care services adjacent to the CLLC to facilitate collaborative work with children.

Other Planning Areas

The specific ordinances for each Planning Area and land tract vary greatly in specificity regarding whether child care should be guaranteed, how the amount of child care should be determined, and the City role in overseeing child care in that area.

> **Minimal City Role:** The Zoning Ordinance for Planning Area 4 (the Lower Peters Canyon area) represents the least City control over child care. The document, based on agreements developed in 1996, explicitly sets goals, rather than requirements, for land use:
>
> > *Institutional acreage within Planning Area 4 represents a goal, not a requirement. Per the Lower Peters Canyon Development Agreement, institutional uses for Planning Area 4 include: public & private schools; churches; libraries; post offices; police stations; fire facilities; day care centers; utilities; public facilities; hospitals; government offices; educational facilities; non-profit housing, and institutional residential.*
>
> Further, because this area is in the section that is served by Tustin schools but still in the City of Irvine, the City has explicitly reduced its role in regulating child care in Planning Area 4.
>
> > *The following are specific indoor and outdoor standards and regulations for childcare centers. The City's Building Official shall be responsible for ensuring that a childcare center is in compliance with the City's regulations. Sections 3-10-1.B.3, 3-10-1.C.4, 3-10-1.C.5, and 3-10-1.C.6 do*

not apply within Planning Area 4 (Lower Peters Canyon). See State standards for childcare centers within Planning Area 4. [34]

Clear City Mandate: In contrast to the discussion of Planning Area 4, the Zoning Ordinance for the Westpark tract (Planning Area 14) which was developed in 1992 defined both a specific child care need and specified the role of the Irvine Child Care Committee in determining that need. The plan states:

The need for child care facilities will be recognized in the development of Westpark. Based upon the ultimate projected population for Westpark, the Child Care Committee has determined a need for the provision of child care for a minimum of 500 children in the village.

The ordinance for Westpark goes on to specify acceptable locations for child care, referencing issues of access, health, and quality.

Specific Numbers without a City Role: Most recent ordinances contain both vague language and very specific ratios.

- For the buildout of 2,855 units (with unspecified population), Planning Area 5 (Northwood) was set a goal of 208 child care positions, with specific requirement for set-aside land to meet this goal.

- In the description of Planning Area 9 (Woodbury), no amount of child care is specified because the number of residential units is undetermined. Only a goal for specifying child care is set, without a strategy for identifying that goal.

The need for child care facilities shall be recognized in the development of Planning Area 9. Prior to the approval of the first tentative tract map for the residential portion of this planning area, the number of private sector child care slots to be provided will be determined by the City and the developer in accordance with the City policy in effect at that time. The number of slots will be based on the actual number of residential units to be built and on a determination of the child care needs within the planning area.

This variability in the oversight and quantity of child care shows that each Planning Area of the City has been evaluated on an individual basis to determine the amount of childcare spaces that will be required. There is no citywide requirement that child care spaces be part of the initial negotiations with developers nor a citywide strategy for specifying the number of spaces required for different age groups (if child care is included in the plan for that area).

---

[34]   Sec. 3-10-1. Childcare center standards"

City Support and Oversight of Child Care Services

Child Care Coordination Office

Irvine's Child Care Coordination Office (ICCCO) includes 1 full-time and 2 full-time equivalent staff members. Currently, six individuals combine their time to achieve this 3-position allocation. The office is managed by a Community Services Supervisor who divides her time between managing ICCCO activities (25%) and managing the ICCCP (75%). The only full-time staff person at the ICCCO is a recently-hired Community Services Program Coordinator. These managers are supported by a part-time Community Services Senior Leader (who also divides her time between ICCCO and ICCP responsibilities) and 3 part-time Office Assistants who staff the Child Resource Center.

The Child Resource Center, operated by ICCCO, provides information on school readiness and parent education for child care providers. This Center is designed to assist child care programs in providing high quality services by increasing access to curricular materials and through workshops and trainings. While many child care staff utilize the Center, most child care agencies are not members of the Center and it is difficult to track usage of Center resources. Membership, resources, and workshops are offered on a fee-for-service basis, with the Center earning approximately $10,000 (gross) per year.

In addition to managing the Child Resource Center, the ICCCO staff

- Coordinate and facilitate the Irvine Child Care Committee, which makes recommendations about child care needs and related City activities;

- Supervise the annual child care survey and disseminate the results to appropriate City staff;

- Provide referrals for parents looking for child care;

- Maintain the City website providing information about child care and related services.

Irvine Child Care Project

The Irvine Child Care Project is an independent entity, created as a joint-powers agreement between the City and Irvine Unified School District. The ICCP regulates school-age child care at each of the IUSD elementary campuses. The ICCP reimburses the City for staff time in support of ICCP, such as coordination of site evaluation and facilitation of program improvement (when necessary).

City Disabilities Services

The City receives over 100 requests per year for support to preschool-age children in child care settings, primarily for individual aides or interpreters. However, many of these initial requests

do not result in formal applications for support (perhaps because parents recognize that their child will not meet support criteria).

The City budget for providing accommodations for individuals with exception needs was $10,700 in fiscal year 2007-2008. As of this writing, actual expenses had exceed that figure by $3,000. That does not include the $42,000 budgeted for part-time staff to provide support to children at their child care placement.

IUSD Programs for Children with Special Needs

A total of 2,550 students (9.9% of total enrollment) were enrolled in special education programs in the Irvine Unified School District in 2006-2007, under thirteen different categories. IUSD serves as its own Special Education Local Plan Area (SELPA), which is the planning and service entity for state and federal funding. As such, IUSD is required to identify and serve children with special needs from the age of 3 (prior to school enrollment). Approximately 269 preschool-aged children 3-5 (excluding 115 in kindergarten) are currently served.

IUSD provides screening services at the multi-purpose Early Childhood Learning Center complex. More than 200 children are screened annually for conditions ranging from mild and moderate disabilities to more severe disabilities. In addition, the ECLC provides approximately 600 children who are at-risk (but not yet formally identified) with short-term, unlicensed school readiness programs to support optimal development during the preschool years. These include children from lower-income families as well as those with special needs due to disabilities.

As noted, data from the survey of centers indicates that special needs students are served in centers and homes at a rate far below the level of documented need. In addition, there is currently little integration between City services to children with disabilities and IUSD programs for at-risk children.

Subsidized Preschool Centers

There are two preschool facilities in Irvine that operate on City property and benefit from reduced rent (in effect, a City subsidy). Together, these programs have a licensed capacity of 32 infants/toddlers (6% of the City total) and 97 preschool children (3% of the City total).

The Irvine Child Development Center is located adjacent to Irvine City Hall. The Irvine Child Development Center was the tenth center to open in Irvine. In exchange for the reduced rent, City employees receive priority access to available child care positions.[35]

The Irvine Community Nursery School (ICNS) was founded in 1972. It is a parent cooperative program, in which parents volunteer as staff in the classroom on a rotating schedule. ICNS

---

[35]   http://www.icdcoc.com/

provides only part-day, part-time programs and is primarily designed to enhance children's development, rather than as a source of child care.[36]

In contrast, state and federal funds are for the Head Start and Early Start programs operated through IUSD's Early Childhood Learning Center (ECLC). While many preschool centers (primarily faith-based institutions) report having "in-house" scholarships, few report significant use of these programs and the option is not widely advertised. Other than funds acquired through Children's Home Society or the Orange County Department of Education Alternative Payment programs, there are currently no available scholarships to help support the costs for families with infants/toddlers or preschool aged children.

Subsidized School-Age Centers

The Irvine Child Care Project (ICCP) established through a joint powers agreement between the City of Irvine and the Irvine Unified School District (IUSD) in 1984. The Irvine Company provided the initial funding for this project. The City does not directly fund ICCP but provides a variety of in-kind support, primarily facilities and staffing for meetings. The partnership promotes quality before and after school child care through placement and maintenance of modular units on all elementary school sites; the selection of non-profit organizations to operate the programs; and the monitoring of program quality.

The ICCP provides scholarships totaling $100,000, raised by the Irvine Children's Fund (ICF) to provide after school care for school-aged children with $26,400 of the $100,000 coming from a CDBG grant to ICF. ICCP pays the providers directly and then bills the ICF. Scholarships provided by ICF pay 50% of child care costs, and the family is responsible for the other 50%. All of the scholarships go to low income families.

ICCP also has a grant through the California Department of Education and subcontracts to Child Development Inc. for school-age child care. The sites include Deerfield, El Camino/Woodbury, Springbrook and University. This funding totals almost $700,000 for 2007-08. IUSD also has a latch-key grant through the Department of Education for school-age child care at Vista Verde, Alderwood, and Turtle Rock CDC. This grant provides almost $200,000 in funding. Families that meet the income criteria and have school-aged children qualify to receive scholarships for their child care.

All of these ICCP funds are allocated to specific schools, rather to the region of Irvine. This limits the ability of ICCP to respond to family needs, since fully-enrolled schools with available funding may not transfer those funds to an adjacent school with available capacity.

---

[36]   http://www.icns.us/

Policy Regarding Quality

All Irvine Child Care Project after-school sites are evaluated yearly using the Program Assessment and Review Committee (PARC) tool.[37] Through the "PARC Process," each ICCP site is visited by a 2-person team comprised of one trained volunteer from the ICCC/PARC team and a representative from a different ICCP program. The results of this visit, including the scores on the evaluation tool, are summarized by the Irvine Child Care Administrator and reviewed with the ICCP site. The typical outcome of a PARC Process review is a series of recommendations about minor program improvements. However, it is possible that absence of required program elements or facilities problems can result in required changes and follow-up visits. In rare instances, ICCP providers have had their contract revoked and reassigned to a different agency. This occurred most recently in 2006.

On the City's website, a list of factors parents should consider in choosing child care is listed [http://www.ci.irvine.ca.us/depts/cs/childcare/finding_child_care/choosing_quality.asp]. Beyond this list, there is no City or IUSD role in assessing the quality of preschool programs. As discussed above, 16 of 41 Irvine preschools are accredited through the National Association for the Education of Young Children (NAEYC). NAEYC Accreditation is very rigorous, expensive, and not mandated by any City or state requirements.

NAEYC Accreditation requires substantial financial, personnel, and resource commitments from child care centers. Because other proposed systems (such as United Way Orange County's Quality Rating System) use Accreditation as their maximum rating, they also require this commitment. ICCC members were adamant that any rating system advocated by the City should also be subsidized by the City, so that assessments did not place an undue burden on the centers, and that financial and material support should be provided to make any improvements required or recommended as a result of the assessment.

While many of the preschool programs (as assessed by NAEYC Accreditation) and the school-age programs (as assessed by the PARC Process) currently represent "high quality," it is clear that not all programs within the City provide this level of care. Any rating system should include a mechanism to assist lower-quality programs with improvements. Because Irvine cannot mandate participation in rating systems for programs that the City does not administer, some other incentive would need to be provided to encourage programs to participate.

A City-wide rating system might highlight the fact that privately-funded programs serving lower-income families are likely to be of lower quality than programs which cost more. This may increase parental concerns without providing parents with a remedy (i.e., without enabling parents to access higher programs). It also raises the question of the extent to which City and

---

[37]   Originally, the PARC review was also used to assess Kids' Klub and other after-school programs operated by the Parks and Recreation Department. These programs are largely unlicensed and thus not subject to even minimum ratio, staff-training, and other requirements imposed by the state. Currently, no formal quality assessments are conducted for the Parks and Recreation after-school programs, which are designed to provide short-term care and not to serve as a regular, on-going after-school placement.

IUSD policy formally targets lower-income families in its school readiness and other child care-related policies. An alternative (or additional) strategy would be to implement a City-wide parent education program that would assist parents in understanding and advocating for high quality programs. This might eliminate the need for a more formal rating system while empowering parents, although the criteria proposed for parents' use in judging quality would in themselves constitute an informal rating system.

The PARC Process requires that programs conduct regular assessment of children and use those assessments to plan curriculum. While this cyclical process of assessment, planning, and implementation is generally considered good practice for education programs, the degree to which the program elements assessed are appropriate for a supplementary after-school program is unclear. Although the City cannot mandate training and other program dimensions for all programs, it can do so for City operated programs. The City should consider A) whether staff should advocate for standard criteria for all licensed school-age programs and/or other, license-exempt after-school programs at the City parks own programs and B) whether the PARC Process criteria for a good program should be reconsidered.

Policy Regarding Cost-Quality Tradeoffs

Clearly, any policy that moves in the direction of seeking higher quality has resources implications. For example, the typical cost of preschool for a child ages 3 to 5 in Irvine is estimated at $10,200 per year. This is slightly less than $11,300 cited as the "true cost" of maintaining a high-quality program in Orange County in 2007.[38] This discrepancy reflects both the low compensation provided to ECE employees and the in-kind subsidies provided by many churches and other non-profit organizations.

 Approximately one-half of the preschool centers are currently accredited by NAEYC and likely providing a high quality of care. The United Way report suggests that increasing the quality of a non-yet-accredited preschool center to accreditation standards generally requires $2,700 per child for the year of improvement. Ongoing operating expenses would also be higher (though much of this cost reflects one-time investment in change).

The current City policy is to provide parents with a list of quality indicators but not to intervene directly in program operation (except for the supports provided by the Child Resource Center). This policy has the advantage of being very low-cost, but may not have a wide enough impact to affect parents' choices or programs' quality.

Other concerns include the need for expanded City staffing, expanded staff development for centers and home-based programs, and the costs of land write-downs or other incentives for use of land on any basis other than highest-bidder.

---

[38]   Berelowitz, M. & Tracy, M. (2007). *True cost of quality early care and education in Orange County.* Orange County United Way, Irvine, CA.

Policy Regarding Non-Residents' Use of Irvine Child Care

Strategic Goal #1 of the Irvine Child and Youth Policy explicitly states that the City's child care resources and services are intended both for families who live in Irvine and those non-resident families who work in Irvine. However, there is no explicit policy regarding what proportion of child care should be allocated to non-residents.

As discussed above and summarized in the table below, current non-resident child care usage varies according to the age of the child. Non-residents seeking care in Irvine are most likely to use center-based programs for preschool-age children, presumably because these programs are better advertised and easier to locate than family child care homes.

In contrast, non-residents comprise a greater proportion of family child care for school-age children. Most of the City support of school-age programs is accomplished through ICCP, which operates on IUSD sites and provides care only to children registered in IUSD schools.

The mission statement of the Irvine Child Care Project is

> *"to provide quality, affordable school-age child care through community-based, non-profit organizations located on elementary school sites for children of families who live and/or work in Irvine."*

To accomplish this, ICCP would have to ensure that non-residents working in Irvine were able to enroll their children in IUSD schools or expand the enrollment criteria to accommodate students enrolled in other school districts. This latter approach would increase access to care, but only at the cost of greater transportation issues for parents and children.

Table 13.   Non-Resident Use of Child Care

Year	Preschool	School-Age
Child Care Centers	26%	11%
Large Family Child Care Homes	18%	18%
Small Family Child Care Homes	13%	13%
Weighted Average	*24%*	*12%*

As the City completes its growth plan, the number of individuals employed in Irvine is expected to grow more (from 186,000 to 260,000, an increase of 40%) than the number of individuals living in Irvine (from 202,000 to 268,000, an increase of 33%). It is likely that non-resident employees will therefore require a greater proportion of Irvine child care, making local child care less available for Irvine residents unless further expansions take place.

Policies of Major Employers

There are only four employers in Irvine with more than 2000 employees. None of them have a human resources policy that establishes a benefit of child care services. In different ways, each of the four encourage their employees to use available child care. However, the demand for child care from all employers is greater than the supply they control directly.

The colleges located in Irvine have different policies regarding the availability of child care for their students and staff. At this time in the City of Irvine, two campuses offer child care to support the need for their students and faculty, with students given priority. Irvine Valley College has been operating the Child Development Center since 1988. The site is an accredited child care program that provides child care for children ages 2½ - 5 years of age. Priority registration is given to registered students. Though part of the South Orange County Community College District, the district itself does not have a formal policy in place regarding child care. UCI also operates several centers including the Infant Toddler Center, The Children's Center, the Early Childhood Center, and Verano preschool. Both the Infant Toddler Center and The Children's Center are only available for UCI students, faculty, and staff while priority registration is given for them at the other three centers.

Other college programs, such as Saddleback Valley College, serve as high quality community preschools. These programs recognize the benefit of training new staff and reduced operating-costs associated with intern services while also meeting community need for optimal child care.

There is currently a small higher-education facility providing college courses and literacy programs for all ages in the Great Park area. Some literacy programs for school-age children are provided there but no child care is available. The Great Park plan calls for a multi-university shared facility, but planning is in the very early stages. The development of this multi-university facility provides an opportunity to provide high-quality services for both employees and community members.

The City's human resources policy for its own employees does not provide any benefit directly related to child care, although City employees have priority access to available child care positions at the Irvine Child Development Center. This center generally maintains an extensive waiting list and capacity is not adequate for all staff demand. The City has several "family-friendly" personnel policies, and has received awards for its openness to employees with disabilities.

The Chamber of Commerce

At present, there is no formal relationship between the City and the Chamber on child care. Some Chamber members provide child care support in several forms, but there is no compilation of these efforts or any subcommittee within the Chamber that addresses child care issues. A closer relationship between the City, IUSD, and the Chamber of Commerce on child care issues would improve the compilation of information on current needs, use of child care,

and facilities options at employers' worksites, and the Chamber could also be an important connection for pursuing expansion of work-based care and exploring the potential impact of new incentives.

<div style="border:1px solid #2e5496;padding:6px;">

Policy Issues Raised by State and Federal Legislation and Budget Changes

</div>

This analysis does not address policy issues outside the City's immediate purview such as state and federal changes. The state's sizable budget deficit and uncertainty about federal policy suggest that little new funding or policy relating preschool expansion will emerge from Sacramento or Washington in the near future. It is much more likely that new funding will expand current state preschool or child care programs, which are targeted at low-income and at-risk populations. This was the case with the recent request for proposals conducted in fall 2007, which represented the first new child care funding from the state of California in several years.

An exception to this may be bond or other targeted funding that falls outside of the general budget. A proposed Public Education Facilities Bond Act to be put before voters in November 2008 may include preschool facilities as part of its allowable (although not required) activities. This would allow IUSD to consider whether expansion of public preschool would benefit Irvine residents (since these services would not be available to non-residents working in Irvine).

Therefore, Irvine may need to focus on the issue of whether the City receives its fair share of current funding for child services and examine how those dollars may be applied to meeting child care needs. Beyond money directly allocated to child care or school readiness, current funding for children includes special needs funding, First 5/Children and Families Commission funding for children ages 0 to 5, and state school reimbursements. There are currently more than a dozen different funding streams available for early care and education programs in California, and there is no inventory of the total amount of ECE funding that the City and local programs currently receive.[39] Appendix 5 is a preliminary effort to compile known funding sources.

---

[39] http://www.lao.ca.gov/analysis_2005/education/ed_12_Child_Care_anl05.htm

Suggestions and Recommendations

This study is one part of an intensive planning initiative undertaken by the City of Irvine in 2007-2008 to ensure that the quality of City services and daily life for City residents continue throughout the foreseeable future. As a result, both this study and the larger planning effort must consider additional staff, services, and other supports that will be required as a result of continuing City growth. This report focuses particularly on the need for greater child care capacity, the goal of increasing quality to facilitate school readiness and academic success, and possible supports for child care providers.

National, state, and local events in 2007 indicate that government funding is more likely to be reduced in the near future than expanded. In times of limited resources, it is tempting to focus on smaller, less-expensive projects. However, small projects are less likely to have a meaningful impact on the City as whole. As a result, whenever possible it is recommended that the City concentrate on projects that enhance the child care infrastructure and will create long-term, meaningful changes in the functioning of Irvine's child care system.

Land Use Policy Strategies for Increasing Child Care Capacity

Site Development in Already-Approved Planning Areas

Historically, City ordinances required that land be set-aside for child care purposes as each planning area was developed. Potential child care providers then had the opportunity to purchase this land from the developer at the standard market rate. The creation of set-asides was generally successful in ensuring the creation of center-based child care programs, although in Planning Area 38 one of the two set-aside sites was determined to be financially infeasible and eventually developed for another purpose.

The current set-aside policy has tended to favor large child care agencies that operate chains of centers, as these agencies are able to provide the fiscal assurances needed to acquire the land and operate at cost margins that made development of the land profitable. In contrast, individual owners appear to have had a more difficult time as they could not provide equivalent financial guarantees. The policy of selling child care sites at slightly-less than commercial land rates is also likely responsible for the predominance of private-agency child care in the City.

It is expected by City Planning and Development staff that some of the buildings in approved but as yet undeveloped areas will be converted from business to residential units. This is likely in Planning Area 36 and possible in Planning Area 30. Should developers seek such a conversion, the City would have the opportunity to request changes in the space allocated to other uses.

All Planning Areas currently in development or to be developed require that land be set-aside for child care if a single builder constructs more than 4,000 units. This policy is problematic in areas such as PA 36, in which many builders are likely to construct smaller number of units. The

City should investigate the possibility of requiring multiple builders to donate smaller, proportional lots of land in this type of development area.

The City may also wish to consider support of "micro centers" in both existing and to-be-developed Planning Areas. Micro centers are small capacity child care centers developed on smaller lots typically sized for housing units. These micro centers could address the need for greater capacity and access without the high-turnover and staff training issues associated with FCCH. Such micro- centers could also be added to the Planning Areas with little impact to the overall zoning and might provide an affordable venue for expansion of city-subsidized child care.[40]

These to-be-developed Planning Areas also deviate from previous Planning Areas in the absence of set-aside land for institutional use (a specific zoning category frequently used by community-based and non-profit organizations). Currently non-profit faith-based agencies provide one-third of the City's preschool services, activity that is possible in the majority of the cases because those agencies purchased their land at a reduced cost due to the institutional zoning and are able to develop that land according to the needs of the community. Restoration of institutional zoning in to-be-developed areas would preserve this balance (as well as other community services provided by non-profit organizations).

Site Development in To-Be-Approved Planning Areas

While the development plans for most of Irvine are long-since approved, the two remaining planning areas (PA 40 and 51) will be reviewed by the City in 2008. These areas, and their imminent review, present the City with more flexibility to implement strategies for increasing the availability and quality of child care.

Clearly, the recommendations for conversion in already-approved Planning Areas also apply in these to-be-developed areas. The City should consider:

- Increasing zoning for institutional uses, both to ensure non-profit services within these areas and to compensate for the absence of institutional zoning in recently developed Planning Areas.

- Require a greater proportion of land to be set-aside for child care and sell that land at less than market rate, to ensure that the child care development is feasible.

---

40   Residential neighborhoods are the safest and most accessible location for child care but are limited in terms of traffic flow. Family Child Care Homes are prevalent in residential neighborhoods but are often temporary businesses with significant turnover, which may not provide school-readiness development for preschoolers or academic support for school-age children. As a result, the City should consider a special permit category for small child care centers in residential areas. For example, Los Angeles City permits centers for up to 20 children by right in multi-family residential zones, increasing accessible child care in dense areas and decreasing the instability inherent in FCCH. C.f., Anderson, K. (2006). *Planning for child care in California.* Point Arena, CA: Solano Press Books.

- Incorporating a model child care facility as part of the plan for the Higher Education Complex in Planning Area 51. This would support both staff-development and child care needs and alleviate some of the expected increase in non-resident demand associated with additional business development in the surrounding areas.

Site Development Possibilities in Corporate Areas

The already-extensive use of Irvine child care by non-residents combined with the expectation that Irvine's employment population will grow more than the residential population highlights the need for child care in corporate areas. Historically, the City has requires that developers set aside land for child care centers in large residential developments (greater than 4,000 units) but not in corporate business areas. The City may wish to consider extending a similar set-aside requirement to developers of large corporate parks.

The City Planning and Development Department has been exploring different permit categories for "Accessory Uses" (small service companies operating within larger facilities for the benefit of the employees or residents of the larger facility).[41] These accessory uses have reduced permitting requirements and can often utilize space that would otherwise be left empty. Other cities have used this type of permit and space to provide child care centers.[42]

Approval and Licensing of Child Care Facilities

Development of new child care centers in any part of the City requires a Conditional Use Permit (CUP). Acquisition of a CUP is a complicated and time-consuming process that may be insurmountable for smaller child care operators, who have limited start-up funding and may not be able to afford an extended review process prior to opening.

In addition, Irvine has sought to ensure child care quality by enhancing the minimal safety and quality criteria in the state regulatory code (California Title 22) with City-specific ordinances. This increases the quality of care while also increasing the complexity and length of time required by for licensing.

The issues raised by the CUP and regulatory processes can be reduced by including child care use within the overall plan for a building complex. For example, the Irvine Child Development Center at the Civic Center Plaza was included within the approval process for that facility and therefore did not require a separate CUP. The City may wish to advocate this approach for new corporate parks and high-density housing units.

---

[41] The importance of housing and associated services in business areas was emphasized in the 2008 State of the City Address by Mayor Beth Krom: "With our two major business centers —the Irvine Business Complex, or IBC, and the Irvine Spectrum — accounting for more than 150,000 jobs in our City, we have been focused in recent years on expanding housing opportunities near our job centers."

[42] Anderson, K. (2006). *Planning for child care in California.* Point Arena, CA: Solano Press Books.

Additionally, the City may wish to consider permitting child care centers by right in some regions of the city (particularly on set-aside land). This would reduce the time and resources associated with opening a new child care center and may make the process feasible for some providers who would otherwise be excluded. For example, Los Angeles City permits centers for up to 20 children by right in multi-family residential zones, increasing accessible child care in dense areas and decreasing the instability inherent in FCCH.[43]

Strategies for Promoting Child Care Quality

Need for a City Policy Regarding Child Care Quality

The City currently regulates the quality of child care facilities by providing an additional set of City requirements beyond county and state child care regulations. CUP assessments also consider adjacent property uses to minimize children's contact with hazardous substances. In the past, the Irvine Child Care Committee may have had a role in reviewing proposed plans for child care facilities (although that role was never codified and has since been discontinued).

Quality advocates increasingly support rating systems that provide tiered levels of quality and assess both physical and programmatic aspects of the setting. This differs from the CUP facility requirements and the all-or-none programmatic evaluation used by NAEYC Accreditation and the PARC Process. Quality tiers recognize centers progress along the path toward excellence, provide parents with more information about the relative merits of different sites, and encourage participation by all parties. Examples of such as system are Orange County United Way's five-level Star Quality Rating System and the five-level Los Angeles Universal Preschool Quality Rating System.[44]

Quality rating systems will become even more important if some of the permitting and associated use recommendations (above) are adopted. These recommendations would eliminate some of the quality review currently presented by analysis of CUP applications and the City's review of child care facilities.

However, it should be made clear that quality is closely related to resources. Some centers will be unable to improve quality or maintain those improvements without increased resources. Both the Irvine Child Care Committee and participants in the provider focus groups were adamant that even optional quality rating systems should be accompanied by new resources (e.g., grant funds that are available for targeted improvements based on needs identified by a quality assessment). These additional resources become even more imperative if a rating system is mandated, rather than voluntary.

---

[43]   Anderson, K. (2006). *Planning for child care in California.* Point Arena, CA: Solano Press Books.
[44]   In addition to Los Angeles County, San Francisco County is implementing a quality rating system and both Sacrament and Fresno are planning such an implementation. LAO (2007, January) *Developing safety and quality ratings for child care.*

Possible Quality Evaluation Systems

The City has a successful system for monitoring school-age programs in the implementation of the PARC Process. This program should be expanded to include non-ICCP school-age programs on a voluntary basis, in exchange for a quality-certification from the City. This would ensure that all children in stable child care settings receive appropriate care and educational support, whether at the school site or at another facility. Such an expansion would likely require additional resources to manage the expanded program.

The most robust assurance of quality is provided by a systematic quality rating system. Because NAEYC Accreditation is a forbiddingly-high standard for some preschool programs and does not provide credit for incremental improvement, it is recommended that the City endorse a model such as Orange County United Way's Star Quality Rating System for preschool programs.

Alternatively, the City could emulate the successful PARC Process for school-age programs by adopting a similar process for preschool programs. This would require creation of a staff position to supervise and contribute to site assessments and training for the participating centers, who would be responsible for conducting peer reviews. An appropriate tool would be the nationally recognized Early Childhood Environment Rating System (ECERS). Since this tool also has infant/toddler, home-based, and school-age versions, this strategy could be expanded to monitor all child care in the City.

Because participation in quality evaluation will be voluntary for most programs (with the exception of current ICCP participants), it is important to provide incentives for programs not affiliated with ICCP. These incentives could include:

- Access to grant funds or trainings to improve identified aspects of the program;

- Recognition in the Irvine World News and on the City Child Care website of high-quality programs;

- Priority referral for high-quality programs when parents contact the City looking for child care.

Support for Access to Quality Services for Children with Special Needs

Support for children with special needs and their families, including early assessment and identification of special needs, should be expanded. Even with the accommodations provided by City Disability Services, 1 or 2 children are expelled from preschool programs each year due to behavioral issues. In addition, preschool staff are often unaware of children's special needs. The many at-risk children currently served in unlicensed, short-term School Readiness Programs should be provided with stable, ongoing developmental opportunities.

The ICCCO should provide extensive resource and referral support to Irvine's child care directors to ensure that directors (and through them, staff) are informed about all funding and

education opportunities. This support was the highest service priority for participants of the two focus groups.

<div style="border:1px solid #2c4a7a; padding:8px;">

Ongoing Data Needs

</div>

Annual Irvine Child Care Coordination Office Survey of Child Care Centers

As specified in the City's Child Care Policy, the ICCCO has been conducting an annual survey of licensed child care centers in Irvine for over a decade. This ongoing data annual data collection provides good baseline information about the number of providers, their capacity and enrollment, and the cost of child care in the City. However, analysis of this data has been limited. It would benefit the City greatly to use the annual survey to track changes in child care agencies and availability of child care over time, ideally in comparison to changes in the child population within regions of the City (e.g. elementary school boundaries).

A large portion of the survey relates to staff characteristics, compensation, and retention. Staff recruitment and retention is one of the most troublesome issues cited by City child care directors. It would be useful to compare this information to norms published by other groups, to better understand the staffing issues in the City and the support that ICCCO might provide to centers.

In addition, the survey is very complex, which may reduce response rates and accuracy. The ICCCO should consider which data needs to be collected on an annual basis and which could be collected in a more targeted manner. In addition, the ICCCO may wish to consider sending different surveys to centers serving school-age children and centers serving preschool-age children, to eliminate the number of items a respondent must skip on the survey. It is imperative that in future years the survey distribution process is streamlined so that all centers serving a particular age-group receive the same survey in a similar time-frame.

Funding Information and Options

Realism about funding is essential to a serious discussion of quality, both in addressing the costs of improved quality and in the critical need for active partnership in securing increased resources. The City is one of several potential supporters for an effort to increase capacity and improve quality, but it should not be expected to play an exclusive role in that arena. Philanthropic organizations, county, state, and federal governments, local employers, regional colleges and universities, volunteers, and parents are all potential partners with the City in any effort to expand and improve child care resources.

The City may decide that it does not wish to provide City general funds for expansion of child care, but its role in securing new resources does not need to be restricted to its own funds. The City has many roles to play that go well beyond direct funding, including:

- Providing developers and employers with incentives to support child care development. These could include reduced rent or other City assessments for child care properties, expedited permitting, staff support for the development of employer-support child care facilities in multi-business areas, and the like.

- Convening potential funders to provide information about the City's child care needs and facilitating their use of funds to increase the capacity and quality of Irvine's child care.

- Reviewing whether Irvine receives its fair share of early care and education funding (based on an inventory of all incoming funds) and taking corrective action if more funds should be allocated to the City.

- Evaluating programs and providing parents with information about the quality of centers in the City, rather than just referring parents to licensed centers without quality information (as is the current practice).

Recommendations about Irvine Child Care Staff and Procedures

It is clear that many of the recommendations described above (e.g., increased use of site assessments, increased review of Conditional Use Permit applications and plans, or increased communication with parents) can only be accomplished with additional personnel (whether employed by the City or contracted). Currently the Irvine Child Coordination Office has only one full-time staff person (the Community Services Program Coordinator) and only 25% of the Supervisor's time is allocated to the office. While the Child Resource Center is staffed for 32 to 36 hours per week, that staff generally includes 3 people working shorter, part-time shifts.

Should the City decide to allocate additional staff resources to increasing child care capacity and quality, these staff would be able to support accessible, high-quality child care programs by

- Assessing the quality of early childhood programs and provide support for guidng quality improvement, including recommendations about program processes, training and resources for early childhood educators, and assistance with grant writing.

- Meeting regularly with Community development staff to review pending planning area decisions and to monitor past decisions about child care ratios, including maintaining current geomapping of all centers and homes by planning area and elementary districts.

- Overseeing the plans for child care facilities to ensure that they correspond to best-practices for safety, physical development, and the like.

- Meeting regularly with IUSD staff to review links between child care providers and the elementary schools into which students transition. This should include tracking students who have been identified in ECE programs as being potentially at risk, to ensure that they do not need further screening or intervention. Ideally, tracking should also record the

nature of transition supports provided to children so that the impact of their early-childhood experiences on later academic performance can be assesse.d

- Maintaining a current inventory of all funding available to early childhood programs within the City, including resources and dollars provided to centers or family child care homes directly or through reduced-cost of facilities or City services, assistance to young children with exceptional needs and their families, assessment and screening services, and training and support for early childhood

In addition, the great cultural diversity of Irvine needs to be better reflected in the governance and program offerings of the City's child care support and referral structure. Immigrant parents are less likely to be familiar with local systems and therefore less likely to access those systems. Similarly, programs serving primarily immigrant or non-English proficient populations are less likely to be affiliated with the ICCCO and to access ICCCO support services. Additional staffing, outreach, and leadership from within ICCCO is required to ensure that the City is supporting effective child development within those communities, with special emphasis upon links to home-based care providers that feature ethnic, linguistic, or religious identity.

Appendix 1:   Data Sources for the 2007 Child Care Survey

List of Child Care Providers

It is surprisingly difficult to identify the current licensed child care providers within Irvine. There are a variety of different lists of providers that are created and maintained through different community structures or city and county departments.

- California Community Care Licensing (Licensing) is the organization that regulates child care centers and family child care homes in the state. The Licensing website provides publicly-available lists of child care centers and large family child care homes (http://www.ccld.ca.gov/docs/ccld_search/ccld_search.aspx). Small family child care homes are considered private dwellings, not business sites, and therefore information about small family child care is not available online.

  While newly-licensed sites are added regularly to the website, old (closed) sites are not necessarily removed promptly. Often, closed sites are not identified until their license is due for renewal. Thus, the website may over-estimate the number of centers and large family child care homes.

- The City of Irvine Child Care Coordination Office (ICCCO) publishes a list of community child care services. This brochure includes licensed centers for preschool (infant through age 5) and school-age programs.

- Children's Home Society (CHS) of California's Orange County office is the sole source for state-funded resource and referral services within Orange County. CHS maintains a list of licensed child care centers and family child care homes. However, sites can opt to be removed from the CHS list or opt to remain on the list (for communication purposes) but not to receive referrals.

- Anne Broussard, the Child Care Coordinator for Orange County, has access to Licensing lists for both large and small family child care homes. However, these may not be updated on the same schedule as the website and there may therefore be discrepancies between the two lists.

For the purpose of this project, we developed our lists of possible Irvine child care sites by combining all of these sources. If a child care facility was on any of the above lists, we included it as a possible open child care provider. We then endeavored to contact every site on the list to determine if it was, in fact, currently operating a child care business. This strategy was very effective for centers and large family child care homes, but less so for small family child care (which is not required to provide a phone number for public distribution).

Irvine Child Care Coordination Office Annual Survey

For over a decade, Irvine's Child Care Coordination Office (ICCCO) has been conducting a survey of licensed child care centers within the City. Conducted by long-term Consultant Dorothy Bregozzo, the survey regularly assesses centers' capacity, enrollment, and fee structure for three age-groups: infant-toddler, preschool, and school-age. In different years, additional questions have been added to the survey to examine specific questions of interest to the ICCCO. For the current, 2007-2008, survey, the CFF team edited and expanded the ICCCO survey.

This process has produced very complete data regarding capacity and enrollment at most centers in Irvine. The 2007-2008 survey sample included 51 programs, representing 10 sites serving infants, 13 sites serving toddlers, 28 sites providing preschool, and 18 sites providing school-age care.[45]

However, it appears that some centers may not have received the survey in some years. For example, in 2007-2008 (the current year), the ICCCO survey was sent to only those centers available for enrollment by the general Irvine populace. This excludes programs such as Bright Horizons, which provides short-term care for mildly-ill children who cannot attend their regular child care placement. The survey has also excluded centers operated by Tustin Unified School District and newly opened centers with which the ICCCO has not yet established a relationship. As a result, previous surveys have likely under-represented licensed child care capacity within Irvine. In the most recent 2007-2008 survey (mailed in fall 2007), 6 licensed, active centers did not receive the survey.

In previous years, the ICCCO survey has only collected data from child care centers. In 2007-2008, large family child care homes that were actively accepting referrals from CHS were also mailed the ICCCO survey. However, many of the questions did not apply to this group and many family child care providers found the ICCCO survey confusing. As a result, the response rate from this group was very low.

2007 Phone Survey of Child-Care Centers

To supplement the ICCCO survey, CFF trained phone interviewers to contact each child care center in Irvine with a series of additional questions regarding the demographics of their clientele and staff. (See Appendix 1 for Center Phone Survey data collection form). Both phone interviewers had extensive child care experience and were available during either regular business hours or evenings and weekends, to maximize accessibility. We had prepared for different language needs, but all contacted site directors were fluent in English.

---

[45] Historically, the ICCCO consultant has continued to gather data until all identified centers have responded (at least to basic questions about capacity and fees). At the time of this writing, additional surveys were still being returned to the ICCCO. However, the timeline for the Child Care Study required that data collection be halted and analyses conducted with the sample described herein.

Timing and financial resource constraints required that we interview only a subset of the Child Care Centers in Irvine. In discussion with ICCCO staff, CFF set the goal of interviewing approximately half of the child care centers. Thus, while every child care center was called and invited to participate in the phone survey, we completed interviews with 34 (48%) of the 71 licensed centers in Irvine. Participating programs included 12 sites serving infants and toddlers, 24 sites serving preschoolers, and 20 programs serving school-age children.

2007 Phone Survey of Family Child Care Homes

CFF trained three phone interviewers to contact each family child care home in Irvine with a series of questions regarding the demographics of their clientele, themselves, and their aide (in the case of large family child care homes). Because family child care operators have more contact with families and less complex business infrastructure, the family child care phone survey had more detailed family questions and less detailed staffing questions than the center phone survey. (See Appendix 2 for the Family Child Care Survey data collection form).

In October 2007, there were 41 large family child care homes (FCCH) and 114 small family child care homes with current or pending (in the process of approval) licenses in Irvine. Of these, we successfully contacted 40 (98%) large FCCH and 72 (63%) small FCCH.

Center Director Focus Groups

In order to fully-understand the data provided by the various surveys, CFF conducted two focus groups for directors of Irvine Child Care Centers. The first focus group emphasized capacity and enrollment issues while the second emphasized staffing issues. However, the conversation was emergent and all aspects of child care were discussed in both meetings.

Participants were contacted and recruited by ICCCO staff. Both meetings were held during midday and included lunch. Participants received a $25 gift certificate.

Twelve sites directors participated in the first, capacity and enrollment, focus group. These directors represented 4 church-related programs, 6 private programs (including both chains and individual sites), and 3 college/university programs. While the discussion was lead by a consultant, two staff members from the ICCCO were present and participated in the group. Although we had specifically issued invitations to sites reporting that they were not fully-enrolled, all attendees were at their maximum target enrollment and had active waiting lists.

Seventeen directors and assistant directors discussed staffing in the second focus group. Five individuals had previously participated in the first focus group and an additional 12 were recruited specifically to focus on this topic. These administrators represented 4 church-related programs, 8 private programs (including both chains and individual sites), and 2 college/university programs. Most participating sites hired teachers with the minimum licensing requirement of 12 units of ECE/child development coursework. However, two sites were willing to hire provisionally-qualified teachers with 6 completed units of coursework. In contrast, two sites would only hire new teachers who had acquired their California Teaching

Permit (indicating at least 40 units of college-level coursework including at least 24 units of ECE/child development coursework) and who had at least two years of experience. All reported difficulty finding appropriately-qualified staff.

Appendix 2:   Center Phone Survey

Center:	
Director Name:	
Phone Number:	
Call date:	Call time:
Interviewer:	
Site address:	

Are you licensed to serve	
Infants	
Preschool	
School-age	

Please describe the children that attend your program		
	Children	**Notes**
Total number served		
Ethnicity		
• Caucasian		
• Black		
• Asian/Pacific Islander		
• Vietnamese		
• Chinese		
• Tai		
• Other		
• Latino/Hispanic		
• American Indian		
• Middle-Eastern		
• Other		

Please describe the children that attend your program		
	Children	**Notes**
Languages spoken		
• English		
• Spanish		
• Vietnamese		
• Chinese		
• Tai		
• Farsi		
• Arabic		
• Hebrew		
• Other(list)		
Home address		
• In Irvine		
• Outside of Irvine		
• Both (multiple houses)		
• Unknown		
Parents working?		
• Both parents		
• Single parent-working		
• One parent at home		
• Unknown		
Work address		
• In Irvine		
• Outside of Irvine		
• Both (multiple houses)		
• Unknown		

Please describe the children that attend your program		
	Children	**Notes**
Source		
• Client referral		
• Church/religious org		
• Advertisement		
• CHS/City referral		
• Other		

Network/Support Questions	Current Member	Would Like to Be a Member	Not Interested
Irvine City referral program			
Irvine Child Care Resource Center			
Irvine Child Care Project			

Please describe yourself and your staff	Self	Teachers	Aides
Total #			
Language			
• English			
• Spanish			
• Vietnamese			
• Chinese			
• Tai			
• Farsi			
• Arabic			
• Hebrew			
• Other			
Ethnicity			
• Caucasian			

Please describe yourself and your staff	Self	Teachers	Aides
• Black			
• Asian/Pacific Islander			
• Vietnamese			
• Chinese			
• Other			
• Latino/Hispanic			
• American Indian			
• Middle Easter			
• Other			
Age			
• Under 25			
• 25-39			
• 40-54			
• 55+			
# of Years in Childcare			
# of Years at Center			
Education			
• High school			
• Associate's degree			
• Bachelor's degree			
• Graduate degree			
Currently taking classes			
Specific training on Special Ed			
Memberships			
• National/California Association for the Education of Young Children (NAEYC/CAEYC/OCAEYC)			
• National/Orange County Child Care Association NCCA/OCCCAA			

Appendix 3:   Family Child Care Home Phone Survey

Provider Name:

Phone Number:

Call date: Call time:

Interviewer:

Site address:

Please describe the families that attend your program			
	Families	Children	Notes
Total number served			
Ethnicity			
• Caucasian			
• Black			
• Asian/Pacific Islander			
• Vietnamese			
• Chinese			
• Tai			
• Other			
• Latino/Hispanic			
• American Indian			
• Middle-Eastern			
• Other			
Languages spoken			
• English			
• Spanish			
• Vietnamese			
• Chinese			
• Tai			
• Farsi			

Please describe the families that attend your program			
	Families	Children	Notes
• Arabic			
• Hebrew			
• Other(list)			
Home address			
• In Irvine			
• Outside of Irvine			
• Both (multiple houses)			
• Unknown			
Parents working?			
• Both parents			
• Single parent-working			
• One parent at home			
• Unknown			
Work address			
• In Irvine			
• Outside of Irvine			
• Both (multiple houses)			
• Unknown			
Source			
• Client referral			
• Church/religious org			
• Advertisement			
• CHS/City referral			
• Other			

Network/Support Questions	Current Member	Would Like to Be a Member	Not Interested
Family Child Care Network			
Irvine City referral program			
Irvine City Family Childcare Support program			

Please describe yourself and your aide(s)

Self	Aide 1	Aide 2
Language ☐ English ☐ Spanish ☐ Vietnamese ☐ Chinese ☐ Tai ☐ Farsi ☐ Arabic ☐ Hebrew ☐ Other:_____	Language ☐ English ☐ Spanish ☐ Vietnamese ☐ Chinese ☐ Tai ☐ Farsi ☐ Arabic ☐ Hebrew ☐ Other:_____	Language ☐ English ☐ Spanish ☐ Vietnamese ☐ Chinese ☐ Tai ☐ Farsi ☐ Arabic ☐ Hebrew ☐ Other:_____

Ethnicity
☐ Caucasian
☐ Black
☐ Asian/Pacific Islander
  o Vietnamese
  o Chinese
  o Other_____
☐ Latino/Hispanic
☐ American Indian
☐ Middle-Eastern
☐ Other_____
	Ethnicity
	☐ Caucasian
	☐ Black
	☐ Asian/Pacific Islander
	  o Vietnamese
	  o Chinese
	  o Other_____
	☐ Latino/Hispanic
	☐ American Indian
	☐ Middle-Eastern
	☐ Other_____
		Ethnicity
		☐ Caucasian
		☐ Black
		☐ Asian/Pacific Islander
		  o Vietnamese
		  o Chinese
		  o Other_____
		☐ Latino/Hispanic
		☐ American Indian
		☐ Middle-Eastern
		☐ Other_____

Age ☐ Under 25 ☐ 25-39 ☐ 40-54 ☐ 55+	Age ☐ Under 25 ☐ 25-39 ☐ 40-54 ☐ 55+	Age ☐ Under 25 ☐ 25-39 ☐ 40-54 ☐ 55+
# of years ☐ in early childhood field____ ☐ running Family Child Care__	# of years ☐ in early childhood field____ ☐ running Family Child Care__	# of years ☐ in early childhood field____ ☐ running Family Child Care__

Self	Aide 1	Aide 2
Education ☐ High school ☐ Associate's degree (AA/AS) ☐ Bachelor's degree (BA/BS) ☐ Graduate degree	Education ☐ High school ☐ Associate's degree (AA/AS) ☐ Bachelor's degree (BA/BS) ☐ Graduate degree	Education ☐ High school ☐ Associate's degree (AA/AS) ☐ Bachelor's degree (BA/BS) ☐ Graduate degree
In the past 12 months, have you ☐ Taken a college class on child development ☐ Taken a college class on another topic ☐ If yes, are you pursuing a degree?_____ ☐ Attended a professional development workshop (3 hrs or less) ☐ Attended an early childhood conference (full-day or multiple days)	In the past 12 months, have you ☐ Taken a college class on child development ☐ Taken a college class on another topic ☐ If yes, are you pursuing a degree?_____ ☐ Attended a professional development workshop (3 hrs or less) ☐ Attended an early childhood conference (full-day or multiple days)	In the past 12 months, have you ☐ Taken a college class on child development ☐ Taken a college class on another topic ☐ If yes, are you pursuing a degree?_____ ☐ Attended a professional development workshop (3 hrs or less) ☐ Attended an early childhood conference (full-day or multiple days)
Have you ever had specific training/coursework in working with children with special needs? Yes ☐ No *If yes, what?_____* *If yes, when?_____year*	Have you ever had specific training/coursework in working with children with special needs? Yes ☐ No *If yes, what?_____* *If yes, when?_____year*	Have you ever had specific training/coursework in working with children with special needs? Yes ☐ No *If yes, what?_____* *If yes, when?_____year*
Memberships ☐ National/California Association for the Education of Young Children (NAEYC/CAEYC/OCAEYC) ☐ National/California Association for Family Child Care (NAFCC/CAFCC) ☐ National/Orange County Child Care Association (NCCA/OCCCA)		

Appendix 4:   Currently Licensed Child Care Centers in Irvine[46]

Name	Zip	Infant Capacity	Infant License	Preschool Capacity	Preschool License	School-Age Capacity	School-Age License
BRIGHT HORIZONS IRVINE	92614	8	304270630	25	304270628	19	304270629
CHAI TOTS	92604			50	304370181		
CHILD DEVELOPMENT, INC - ALDERWOOD	92603					74	304370208
CHILD DEVELOPMENT, INC – CANYON VIEW	92620					105	304270516
CHILD DEVELOPMENT, INC - DEERFIELD	92604					120	300607157
CHILD DEVELOPMENT, INC – OAK CREEK	92618					105	304270959
CHILD DEVELOPMENT, INC – PLAZA VISTA	92606					105	304270590
CHILD DEVELOPMENT, INC - SPRINGBROOK	92614					70	300610810
CHILD DEVELOPMENT, INC – TURTLE ROCK	92612					79	300614059
CHILD DEVELOPMENT, INC – UNIV. PARK	92612					70	304270269
CHILD DEVELOPMENT, INC - WOODBURY	92620					105	304370418
CHILD DEVELOPMENT, INC. – VISTA VERDE	92603					105	304370105
CHILDREN'S CENTER-ST. ANDREW'S CHURCH	92604	64	300605470	124	300605894		
CHILD'S WORLD PRESCHOOL	92712			92	300600181		
CHILDTIME CHILDREN'S CENTER INC.	92714	12	300611703	76	300611702		

---

[46]   This list was compiled by accessing licensed sites listed on the California Community Care licensing website and then reviewing that list with Traci Stubbler, Program Coordinator at the Irvine Child Care Coordination Office, and Judy Hansen at California Community Care Licensing. This process identified 6 school-age programs operated by Child Development, Inc. that do not appear online as licensed school-age facilities (apparently due to an error in the Licensing website).

Name	Zip	Infant		Preschool		School-Age	
		Capacity	License	Capacity	License	Capacity	License
CHRISTIAN MONTESSORI ACADEMY IRVINE	92618	16	304270709	175	304270593		
CREEKER'S CLUB	92714					73	300605950
CREEKSIDE CHILDREN'S CENTER	92604			63	304270646		
DOLPHIN CLUB DAY RE CENTER	92604					100	300605744
DREAM LAND PRESCHOOL	92604			110	304270874	42	304270875
EARLY CHILDHOOD LEARNING CTR (IUSD)	92604			147	304270927		
GOOD SHEPHERD PRESCHOOL	92604	24	300605990	210	300602800		
HICKS CANYON CDC (TUSTIN UNIFIED SD)	92602					70	304370115
IRVINE CHILD DEVELOPMENT CENTER	92606	32	300606917	73	300606916		
IRVINE COMMUNITY NURSERY SCHOOL	92604			24	304270061		
IRVINE UNITED CHURCH EARLY CHILD. CTR	92604			50	300606107		
IRVINE VALLEY COLLEGE CHILD DEVEL. CTR	92618			114	300614147		
JCC EARLY CHILDHOOD LEARNING CENTER	92603	30	304370110	240	304370109		
JENNY HART EARLY EDUCATION CENTER	92604			97	300605938		
KIDDIE ACADEMY OF IRVINE	92606	24	304370232	108	304370231	28	304370233
KIDS KLUB-DEERFIELD PARK	92604					75	300605897
KIDS KLUB-UNIVERSITY PARK	92612					59	300605900
KIDS STUFF CENTER	92620					96	304370030
KIDS STUFF CENTER	92620					68	304370379

Name	Zip	Infant		Preschool		School-Age	
		Capacity	License	Capacity	License	Capacity	License
KINDERCARE LEARNING CENTER	92609	40	304270924	120	304270926		
KINDERCARE LEARNING CENTER	92714	28	304270788	73	304270790	28	304270789
KINDERCARE LEARNING CENTERS	92715	8	304270552	96	304270395		
KINDERCARE LEARNING CENTERS INC. # 604	92614			85	304270393	19	304270394
KOALA KLUB	92614					70	300614157
KOGUMA YOUCHIEN	92612			20	304370291		
KOHITSUJI GAKUEN PRESCHOOL	92618			30	304370004		
LEPORT SCHOOLS	92604			118	304370055		
LIGHT OF CHRIST LUTHERAN PRESCHOOL	92612			59	300603211		
MARINERS CHURCH PRESCHOOL	92612	39	304270606	194	304270605		
MYFORD CDC (TUSTIN UNIFIED SD)	92602			15	304370395	70	304270834
NEW HORIZON ELEMENTARY SCHOOL	92620			48	304270826		
NORTHWOOD MONTESSORI SCHOOL IRVINE	92620	32	304270295	174	304270294		
RAINBOW RISING-BONITA CANYON	92612					90	304270944
RAINBOW RISING-COLLEGE PARK	92714					90	300613997
RAINBOW RISING-GREENTREE	92724					90	300607158
RAINBOW RISING-MEADOW PARK	92714					89	304270314
RAINBOW RISING-NORTHWOOD	92720					90	300607156
RAINBOW RISING-WESTPARK	92714					130	300613947

Name	Zip	Infant Capacity	Infant License	Preschool Capacity	Preschool License	School-Age Capacity	School-Age License
SAILS SEASTAR BEHAVIORAL AFTER SCHOOL	92606					60	304370318
TURTLE ROCK PRESCHOOL	92612	17	304370246	136	304370244	32	304370245
TUTOR TIME CHILD CARE CENTER	92618	30	304370340	182	304370339	28	304370341
TUTOR TIME CHILD CARE/LEARNING CENTER	92602	32	304370297	200	304370296		
TUTOR TIME CHILD CARE CENTER	92714	26	304270214	158	304270213		
U. C. IRVINE-VERANO PRESCHOOL	92697			30	300606472	24	304270323
U.C. IRVINE-CHILDREN'S CENTER	92697			54	300605311		
U.C. IRVINE-EARLY CHILD. EDUCATION CTR	92697			118	300607140		
U.C. IRVINE-INFANT TODDLER CENTER	92697	72	300605482				
U.C. IRVINE-EXTENDED DAY CARE CENTER	92697					45	300606499
UNIVERSITY MONTESSORI SCHOOL IRVINE	92612	40	300606919	156	300606918		
UNIVERSITY SYNAGOGUE PRESCHOOL	92612			45	304370336		
VILLAGE MONTESSORI SCHOOL OF IRVINE	92612			65	300602008		
WESTPARK MONTESSORI SCHOOL OF IRVINE	92714	32	300610643	135	300610644		
YMCA WESTWOOD	92620					60	300607159
TOTAL		**598**		**4,064**		**2,564**	
CLOSED SITES WITH CURRENT LICENSES							
EASTER SEALS AFTER SCHOOL PROGRAM	92604					20	304370020
IRVINE FRENCH AMERICAN ACADEMY	92614	16	304370120	40	304270966		

Appendix 5:   Funding for Child Care and Related Programs

The City of Irvine has not yet compiled a comprehensive inventory of all available funding for children's services. Such an inventory should include state and federal funding for services to children, private, City, and IUSD funding for child care for preschool and school-aged children, money from various sources for children with special needs and other interventions, and the like. The following inventory is incomplete and should be amended and revised based on feedback from stakeholders and contributors, but it provides a beginning for an annual update that should become part of the ICCCO's annual data collection.

This inventory will provide a valuable way for City and other officials to assess the adequacy and allocation of funding. . Making a case for additional and redirected funds will be strengthened to the extent that an accurate inventory of all current funds is shown to be available; requesting new funds often leads to a request for a summary of current funding. This will be particularly true as new needs are identified and as the City population grows

Table 14.   Preliminary Identification of Funding for Child Care and Related Programs

	Funding Type	Amount	Notes
Systems Support	Irvine Child Care Coordination Office Staff	$240,000	Partially reimbursed by ICCP
Special Needs	IUSD funding for children with special needs		2007-2008: 227 3 and 4-year olds in IUSD caseload and 42 (of total of 158) 5 year olds who are not in kindergarten

	Funding Type	Amount	Notes
	Child Development Block Grant (CDBG)	$24,000	
	ICCP		
	• Private Donations	$76,000	
	• City capital allocation for renovation of portables	$104,000	To be reimbursed by ICCP
	• IUSD allocation for ICCP		
	IUSD Early Childhood Learning Center		
	• Early Start Grant		
	• Head Start Grant	$783,054	Assumes 102 children enrolled are funded at same level [$7677] as countywide programs reported in United Way *True Costs* report
Direct Services & Subsidies	• Children and Families Commission funding		
	• State Preschool funding		
	• IUSD facilities maintenance		
	Tustin USD funding for Irvine child care		
	Alternative Child Care Payments to Irvine Residents or Child Care Facilities		
	• CalWORKs		
	• Children's Home Society		
	• Orange County Department of Education		
	Parents' direct payments to child care providers	$48,000,000	Based on average cost of 9 months half time program @ $8,000 x 8,000 children enrolled in centers and home-based programs=$ 64 million[47], less assumed public subsidy for 2,000 children= $48 million

---

[47]   Care for one infant/toddler : Licensed family child care home $8,544; Licensed center $12,113
    Care for one preschooler: Licensed family child care home $7,943; Licensed center $8,669
    From CC Portfolio http://www.rrnetwork.org/publications/2007/orange.pdf