



# Strengthening a Mixed-Delivery System of Early Care and Education

A First 5 California Position Paper



January 2023

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# EXECUTIVE SUMMARY

California can provide all families with options for early care and education (ECE) services that best reflect their priorities and values by strengthening a robust mixed-delivery system. This position paper presents an overview of the state’s mixed-delivery system for ECE, explains the strengths of each setting, indicates the needs of providers, and provides recommendations geared towards state policy-makers, the state’s UPK Mixed Delivery Quality and Access Workgroup members, and school district-based Universal Prekindergarten (UPK) implementers.

To ensure the inclusion of ECE implementers and stakeholders across the mixed-delivery system, this position paper includes insights from a brief survey and two virtual focus groups conducted by First 5 California. Importantly, the reach of the survey and focus groups was not exhaustive, and ECE implementers would likely offer an array of perspectives on the essential assets of each setting that goes beyond what is called out in this report.

## Defining Mixed-Delivery

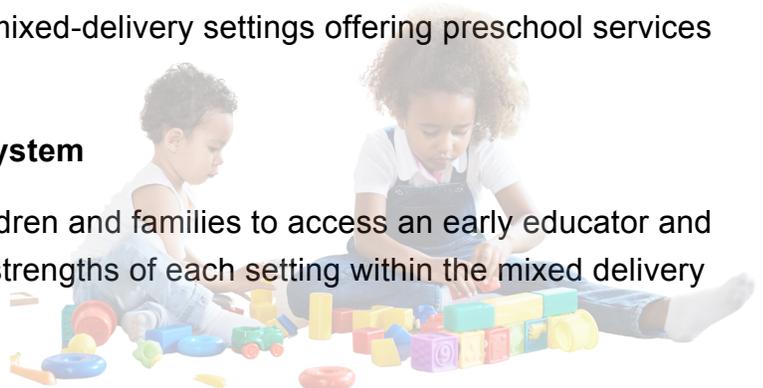
In a mixed-delivery system, early care and education is provided through various programs and providers in either home-, community-, or school-based settings.

- Most of these programs are licensed and follow the licensing requirements specified in Title 22, but some, like care provided by family, friends, neighbors, are license-exempt. Many programs are regulated by the Title 5 education code standards in addition to Title 22 requirements.
- Funding for these programs exists in the form of public investments (Proposition 98 education TK-12 funding, state or federal ECE contracts and grants, and state vouchers) and private investment through tuition and fees paid by families or foundation / private donor funding.

Importantly, the definition of mixed-delivery used in this position paper is inclusive of early education and child care settings. This is different from the definition of mixed-delivery that the California legislature and the California Department of Education are using in relation to mixed-delivery systems for UPK, which focuses on mixed-delivery settings offering preschool services for three- and four-year-old children.

## Strengths of California’s Mixed-Delivery System

California’s mixed-delivery system allows children and families to access an early educator and program that meets their unique needs. Key strengths of each setting within the mixed delivery system are included below.



## **Home-Based Child Care**

- Early educators in home-based settings can offer flexible hours of operation, provide culturally and linguistically appropriate care, and create trusting and secure relationships with families.
- Of the various factors that inform why parents choose home-based child care, survey respondents indicated health and safety, long-term relationships with teachers, and location as the top three strengths of this setting.

## **Community-Based Settings**

- Community-based settings offer an array of ECE options. Common program models of community-based settings include the California State Preschool Program (CSPP), Head Start / Early Head Start, General Child Care and Development (CCTR), and other Title 22 Licensed Programs (Please see Table A for a longer list of program models). Community-based settings can offer benefits like religious education, language immersion programs, or opportunities that are close in proximity to families' places of work.
- Program requirements determine workforce qualifications, and many early educators in community-based settings are required to complete education in child development standards. Title 5 programs have requirements related to assessments, curriculum, staffing qualifications and ratios. Community-based programs have proven to positively impact child development outcomes as they provide targeted developmentally appropriate learning.
- When asked to describe programs in community-based settings, survey respondents who work in this setting highlighted characteristics that pertain to quality, meeting the needs of families, and flexibility. They indicated location, hours of operation, and health and safety as the top three strengths of programs in community-based settings.

## **School-Based Settings**

- Early educators in school-based programs must hold specific permits, credentials, or other early education-related requirements. The regulations that school-based settings follow include requirements specific to child development, child assessment, curriculum, and more significant staffing qualifications.
- School-based programs are more likely to have age-specific classrooms that can target developmentally informed practices as they focus on school readiness.

- When asked to describe the assets of programs in school-based settings, survey respondents who work in this setting highlighted characteristics related to quality and school readiness, connection with families and the community, and safety. Of the factors that inform family preferences for school-based settings, survey respondents indicated location, health and safety, and hours of operation as the top three strengths of school-based programs.

### **Needs of Providers in the Mixed-Delivery System**

In focus groups and survey responses, participants shared insights to improve the coordination and integration of mixed-delivery services at the local level and identified ways the state can work to create a seamless mixed-delivery system to support and address the needs of California’s children and families.

- Providers across all settings identified common needs to build a more comprehensive and integrated system. Required for this are more community partnerships across ECE programs, additional funding to increase authentic access and stability for both families and programs, communications support to ensure families understand their options and make informed choices; and policy changes to support streamlined enrollment and better support transitions across programs and providers.
- During focus groups, participants identified critical information that different parts of the system need to know about each other to clarify misconceptions which include each setting’s strengths, regulations, funding limitations, partnership complexities, and the importance of using existing resources and expertise.

### **Recommendations for Local Educational Agencies (LEAs)**

This position paper makes the following recommendations for LEAs because of their expanding role in ECE in California.

- Develop a partnership guide outlining how home- and community-based programs can best engage with the schools / districts.
- Collaborate with local Resource and Referral Agencies (R&Rs) and Local Child Care and Development Planning Councils (LPCs) to share the partnership guide and to learn more about local home- and community-based programs in the school or district attendance area.
- Partner with local Head Start Programs to better utilize community assessment data to understand local childcare needs within the school or district attendance area.
- Conduct surveys or focus groups of families with young children to better understand their needs and how partnerships with home- and community-based programs can meet those needs.

- Work with home- and community-based programs to offer extended learning and care through the Expanded Learning Opportunities Program (ELO-P) in mixed-delivery settings for children in TK.
- Review the CDE’s [Models of Blending Programs to Offer Extended Learning and Care](#) for guidance related to specific funding models and potential collaboration opportunities with community-based organizations (CBOs) and family child care homes (FCCs) for providing child care services beyond the hours offered by Transitional Kindergarten (TK), including partnership or contracting with home- and community-based programs to provide the Expanded Learning Opportunities Program (ELO-P) for children in TK.
- Support advocacy efforts to ensure that all parts of the mixed-delivery system receive adequate state funding.

## Recommendations for State Policy Makers

This position paper makes the following recommendations for state agencies and policymakers, given their power to create a more cohesive mixed-delivery model of ECE programs to meet the needs of children and families.

- Support and institutionalize the [UPK Mixed Delivery Planning Grant Program](#).
- Ensure the UPK Mixed Delivery Quality and Access Workgroup includes a focus on the on-ramps, investments, and infrastructure needed for more programs to both meet and receive compensation for meeting high-quality preschool program standards as outlined in [Education Code 8203](#).
- Ensure that investments in the mixed-delivery system are evidence-based and responsive to family needs.
- Establish compensation parity guidelines for all programs that accept public subsidies to compensate professionals with commensurate experience working in different settings at the same level.
- Establish a state-level initiative to support local collaboration efforts, akin to the [Labor Management Initiative](#), that includes state agencies, unions, and associations responsible for regulating and advocating for different parts of the mixed-delivery system.



# I. CONTEXT / BACKGROUND

As the wise and honorable Ruth Bader Ginsburg once stated,

“We will all profit from a more diverse, inclusive society, understanding, accommodating, even celebrating our differences, while pulling together for the common good.”

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This fundamental truth is both the underpinning and strength of California’s mixed-delivery system of early care and education (ECE). First 5 California (F5CA) offers the following working definition of a Mixed-Delivery System:

*A Mixed-Delivery System of ECE services is a system where services are delivered through a combination of programs, providers, and settings, including through home-based settings such as licensed family child care and license-exempt Family, Friend, and Neighbors caregivers; center-based child care and preschool in community-based settings; and preschool and Transitional Kindergarten (TK) in school-based settings. It is supported by a combination of public and private funds and facilitates a healthy network of providers diverse enough to meet communities’ and families’ needs.\**

While it is easy to acknowledge that each child and family has unique strengths and needs, it has historically been more challenging to recognize and value the ways in which different ECE settings honor these strengths and meet these needs.

California faces an important moment in the history of its early childhood system-building efforts. At this moment, we can bolster and strengthen the rich tapestry of providers and programs across our mixed-delivery model, or we can take a narrower approach to delivering ECE services, which is unlikely to meet the diverse needs of our children and their families.

**First 5 California believes that we will only meet the needs of our children and families by strengthening the mixed-delivery system of care. This goal is supported by research, strengthened by the stories of early educators, and reinforced by ECE administrators and advocates.<sup>1</sup> This position paper aims to elevate these perspectives.**

*\*This working definition draws from the Every Students Succeed Act and the Early Care and Education Consortium. Importantly, this position paper is inclusive of early education and child care settings. This is different from the definition of mixed delivery that the California legislature and the California Department of Education are using in relation to mixed-delivery systems for Universal PreKindergarten, which focuses on mixed-delivery settings offering preschool services.*

## ***I.A. PURPOSE / GOAL OF POSITION PAPER AND AUDIENCE***

This position paper serves as a bridge-building tool to enhance a common understanding of California’s mixed-delivery system of ECE services. It presents information about the types of programs and services available and the benefits they provide to children and families. It also features voices from the field to unpack what different programs and providers in the system want their partners to know and what questions they have.

Finally, the position paper makes specific recommendations for better coordination and integration of services at the local level, and broad recommendations for how the state can move towards a seamless mixed-delivery system of services for children that best meets their families needs.

This position paper is primarily targeted towards local educational agencies (LEAs, including school districts) leadership and associated staff responsible for Universal PreKindergarten (UPK) and Expanded Learning Opportunities Program (ELO-P) planning and implementation, some of whom have less familiarity with the options, assets, and strengths of ECE programs and providers outside of schools. This paper is also geared to the UPK Mixed Delivery Quality and Access Workgroup (see below for more information) to ensure they have a strong working knowledge of California’s mixed-delivery system and the benefits this system yields for children and families.

## ***I.B. CURRENT POLICY LANDSCAPE IN CALIFORNIA***

As California moves towards the implementation of UPK, the context in which the state’s ECE providers and programs operate is changing. With the use of Proposition 98 funds, the Governor and Legislature expanded universal access to Transitional Kindergarten (TK) by the 2025-2026 school year, and expanded the California State Preschool Program (CSPP) through LEAs. Some advocates of the mixed-delivery system of ECE feel that California’s approach has been too focused on school-based services.

The Governor and the California State Legislature took steps towards uplifting a more mixed-delivery approach in the 2022–23 budget and Education Omnibus Trailer Bill (AB 185). Specifically, the budget invests funds at the local level for a UPK Mixed Delivery Planning Grant (Sec. 11), aimed at expanding access universally to preschool programs for three- and four-year-old children across the state through a mixed-delivery system.

In addition, AB 185 required the State Superintendent of Public Instruction to establish a statewide interest holder workgroup to recommend best practices for increasing access to high-quality universal preschool programs for three- and four-year-old children offered through a mixed-delivery model that provides equitable learning experiences across a

variety of settings. The workgroup shall also provide recommendations to update preschool standards pursuant to Title 5 of Education Code (Section 8203) to support equitable access to high-quality preschool and TK programs through the mixed-delivery model and across all appropriate settings and funding sources.

With this increased state-level focus on the mixed-delivery system, there is a simultaneous need and opportunity to provide information about and build bridges across various types of programs within California’s mixed-delivery system.

## ***I.C. METHODOLOGY***

This position paper was informed by three primary methods of information gathering:

1. Review of existing data, recent reports, news articles, and other archival resources.
2. Distribution and analysis of a survey of ECE implementers and interest holders, including home-based educators and administrators, community-based educators and administrators, school-based educators and administrators, county office of education staff, and advocacy organization staff. This survey received 198 responses.
3. Information gathering during two virtual focus groups held in November 2022, in which a wide range of mixed-delivery system interest holders participated, including LEA, community-based organization, family child care, county office of education, and advocacy organization representatives. See Appendix B for a list of the organizations that participated in the focus groups.



## **II. DEFINING MIXED-DELIVERY**

### ***II.A DESCRIPTION OF THE MIXED-DELIVERY ECE SETTINGS***

Mixed-delivery means services are delivered through a combination of different programs, providers, and settings. Typically, these settings include the following:

- Home-based settings, including family child care homes (FCCs); care provided by a Family, Friend, and Neighbor (FFN); or care provided by a nanny, au pair, or babysitter.
- Community-based settings, including licensed childcare and preschool programs in community buildings, religious or church-based programs, CSPP, or Head Start programs in community-based settings.
- School-based settings, including TK programs, CSPP operated by school districts, Head Start programs operated by school districts, or other preschool programs on school campuses.

Most ECE programs are regulated by Title 22 state licensing standards (outlined and monitored by the California Department of Social Services). Some programs are also governed by state education code (Title 5) standards. In some instances, school-based programs are license-exempt because they already follow all school facilities and safety regulations. Additionally, FFN providers and certain other home-based care providers such as nannies, are license-exempt.

ECE programs available through the mixed-delivery system include both private-pay programs (where the full tuition is paid by families) and publicly subsidized programs (where some or all of the cost is offset by state or federal funding sources).

### ***II.B. MIXED-DELIVERY LANDSCAPE IN CALIFORNIA***

California's mixed-delivery model of service provision is funded by a combination of public and private funding. This includes Proposition 98 state education funding (in the instance of TK and some LEA-based CSPP), state or federal contracts and grants (in the instances of CSPP or Head Start), state vouchers (in the instance of Alternative Payment Programs), and private family fees and tuitions.

The table below presents a list of publicly subsidized programs in California, as organized by the settings in which these programs operate:

**TABLE A: CALIFORNIA ECE PROGRAMS**

<b>Public Funding Program (CA and Federal funding)</b>	<b>Description</b>
<b>Home-based settings</b>	
Alternative Payment Programs (CalWORKs and Non-CalWORKs)	Alternative Payment Programs use federal and state funding to provide vouchers for eligible low-income families. Alternative Payment Program agencies help eligible families arrange child care services (in home- or community-based settings) and make payments for those services directly to the child care provider selected by the family. Alternative Payment Programs are operated by the California Department of Social Services (CDSS).
California State Preschool Program (CSPP)	CSPP can be offered in home-based settings that participate in a Family Child Care Home Education Network that holds a CSPP contract. This is not common across the state, however. See below for a description of CSPP.
General Child Care and Development (CCTR)	CCTR can be offered in home-based settings that participate in a Family Child Care Home Education Network that holds a CCTR contract. See below for a description of CCTR.
Head Start and Early Head Start - Child Care Partnerships	Head Start is a federally funded program for preschool age children and Early Head Start is a federally funded program for children under the age of 3 whose families meet specified income or other need-based eligibility requirements. <sup>3</sup> The Early Head Start-Child Care Partnership (EHS-CCP) initiative brings together the Early Head Start (for children from birth through age three) and child care providers through layering of funding to provide comprehensive family centered services within high-quality home- and center-based environments that adhere to the research-based Head Start Program Performance Standards. EHS-CCP is the primary mechanism for offering Head Start services in home-based settings, however, the Office of Head Start occasionally funds grantees who partner with homes through a “Locally Designed Option”. <sup>4</sup> For more information on the Early Head Start model, see the Early Head Start box in the community-based settings section below.

**Public Funding  
Program (CA and  
Federal funding)**

**Description**

**Community-based settings**

Alternative Payment  
Programs (CalWORKs  
and Non-CalWORKs)

*See Alternative Payment Programs in the Home-based settings section above.*

California State  
Preschool Program  
(CSPP)

CSPP prepares three- and four-year-old children to transition to kindergarten through state funded contracts with LEAs, community-based organizations, and other public agencies.<sup>5</sup> Early educators in CSPP provide full-day and part-day services to children from families in need who either meet income eligibility, receive social services, or meet other need criteria such as being in school or working. In addition to meeting the requirements of Title 5, CSPP contractors must create a program that addresses a series of specific components including: an education component, a nutrition component, a parental involvement component, and a health and social services component.<sup>6</sup> The Title 5 standards stipulate that CSPP contractors create an education program that: is inclusive of children of various abilities; is developmentally, linguistically and culturally appropriate; supports social and emotional development; develops cognitive and language skills; and promotes physical development.<sup>7</sup> During their time in CSPP, children are provided with meals and snacks that reflect federal and national standards.<sup>8</sup> The parental involvement component of CSPP creates a partnership between early educators and families. CSPP contractors provide opportunities for families to learn about additional services, receive periodic updates about their child's education and progress, participate in activities, and advise on issues related to the program.<sup>9</sup> The health and social services component requires that the program identify, refer, and ensure the enrollment of families in need of social programs. CSPP is administered by the CDE.

General Child Care  
and Development  
(CCTR)

General Child Care and Development programs (CCTR) provide services to families that meet specific income eligibility and need criteria. A majority of these programs operate in community-based settings and provide full-day care to children from birth to enrollment in TK or K, as well as before and afterschool care for school age children.<sup>10</sup> The legislature has expressed the intent that CCTR should be used for infant and toddler and school age care with CSPP being reserved for preschool-aged care and education. As recipients of Title 5 funding, CCTR programs meet specified staff-to child ratios and the health and safety requirements of Title 5 and Title 22. These programs provide services for the whole family. Early educators create a culturally, developmentally, and linguistically appropriate learning environment for children that includes meals and snacks.<sup>11</sup> Families receive resources such as family education and referrals to health and social services.<sup>12</sup> CCTR is operated by CDSS.

**Public Funding  
Program (CA and  
Federal funding)**

**Description**

**Head Start**

Head Start is a federally funded program for preschool age children whose families meet specified income or other need-based eligibility requirements.<sup>13</sup> In California, most Head Start programs are community-based and provide part-day programming, however these part day programs are often combined with other state-subsidized programs such as CSPP or CCTR to provide full day services.<sup>14</sup> Head Start services are also offered in the home-based setting (see Head Start and Early Head Start - Child Care Partnerships option above). Head Start programs are required to adhere to specific staff-to-child ratios,<sup>15</sup> use a research-based and developmentally appropriate curriculum, and meet the Head Start Program Performance Standards.<sup>16</sup> These standards indicate the requirements of Head Start educators to provide education, health, mental health, nutrition, and family and community engagement services.<sup>17</sup> Head Start is administered by the U.S. Department of Health and Human Services which makes direct grants to local Head Start providers.

**Early Head Start**

Early Head Start is a federally funded program for children under the age of 3 whose families meet specified income or other need-based eligibility requirements.<sup>18</sup> Early Head Start services are also offered in the home-based setting (see Head Start Family Child Care Option above). Early Head Start programs provide similar services as Head Start programs for preschool age children, but they are tailored for the unique needs of infants and toddlers. Early Head Start programs promote the physical, cognitive, social, and emotional development of infants and toddlers through safe and developmentally enriching caregiving. Early Head Start programs are required to adhere to specific staff-to-child ratios,<sup>19</sup> use a research-based and developmentally appropriate curriculum, and meet the Head Start Program Performance Standards.<sup>20</sup> These standards indicate the requirements of Head Start educators to provide education, health, mental health, nutrition, and family and community engagement services.<sup>21</sup> Early Head Start is administered by the U.S. Department of Health and Human Services which makes direct grants to local Early Head Start Grantees.

**Special Education  
Preschool**

As part of the Individuals with Disabilities Education Act (IDEA), which requires states to provide special education services to children from birth through 21 years old, LEAs and other public entities like County Offices of Education or Special Education Local Plan Areas (SELPAs) provide preschool services to three- and four-year-old children who have an Individualized Education Plan (IEP). The type of preschool services offered through special education preschool services can range from special day classes with a higher staff-to-student ratio; to general education classrooms operated by other parts of the mixed-delivery system with the integration of students with disabilities and additional special education teacher and/or paraprofessional support; to related services for students aged three to five with disabilities.<sup>22</sup>

Public Funding Program (CA and Federal funding)	Description
<b>School-based settings</b>	
California State Preschool Program (CSPP)	<i>See CSPP in the Community-based settings section above.</i>
District-funded Preschools	District-funded preschools are typically locally funded, locally regulated preschools that are funded by local revenue sources or private sources. Since these programs are operated on LEA sites, they are regulated by the same staffing, facility, and health and safety requirements as TK-12 schools. Curriculum choices and other specific program components vary from preschool to preschool.
General Child Care and Development (CCTR)	<i>See General Child Care and Development in the Community-based settings section above.</i>
Head Start	<i>See Head Start in the Community-based settings section above.</i>
Special Education Preschool	<i>See Special Education Preschool in the Community-based settings section above.</i>
Transitional Kindergarten (TK)	TK is the first year of a two-year kindergarten program. It is part of the K-12 system in California and promotes school readiness skills. <sup>23</sup> All four-year old children will be eligible for TK by the 2025-26 school year. TK programs are located in K-12 public schools, available to students regardless of family income, exist mostly as stand-alone classrooms, and many are full-day. <sup>24</sup> In addition to academic preparation, districts support students and families through referrals to community-based care and programs and may provide on-site care. <sup>25</sup> TK uses a modified kindergarten curriculum to meet the different developmental needs of four year old children. <sup>26</sup> TK is overseen by the CDE.

# III. UNPACKING ASSETS: CALIFORNIA'S MIXED DELIVERY SYSTEM

## III.A WHY MIXED-DELIVERY IS AN ASSET

California's Mixed-Delivery System has the potential for every child and family to be served by an early educator and program that meets their individual needs. California is home to a wealth of diverse families and children who deserve access to high-quality, affordable, convenient, loving, trusting, and supportive child care options. The options that are considered convenient and meet the specific needs of individual families vary depending on a number of factors. The greatest asset of California's mixed-delivery system is that it facilitates differentiated learning experiences for children and families based on their preferences and needs. As stated by a F5CA virtual focus group participant, "the mixed-delivery system of care in California is critical to meet the diverse needs of children and their families in a large complex state."

Family values and preferences are different across the state, with some families choosing to prioritize different program elements over others. The mixed-delivery system allows for all families to have their priorities met.

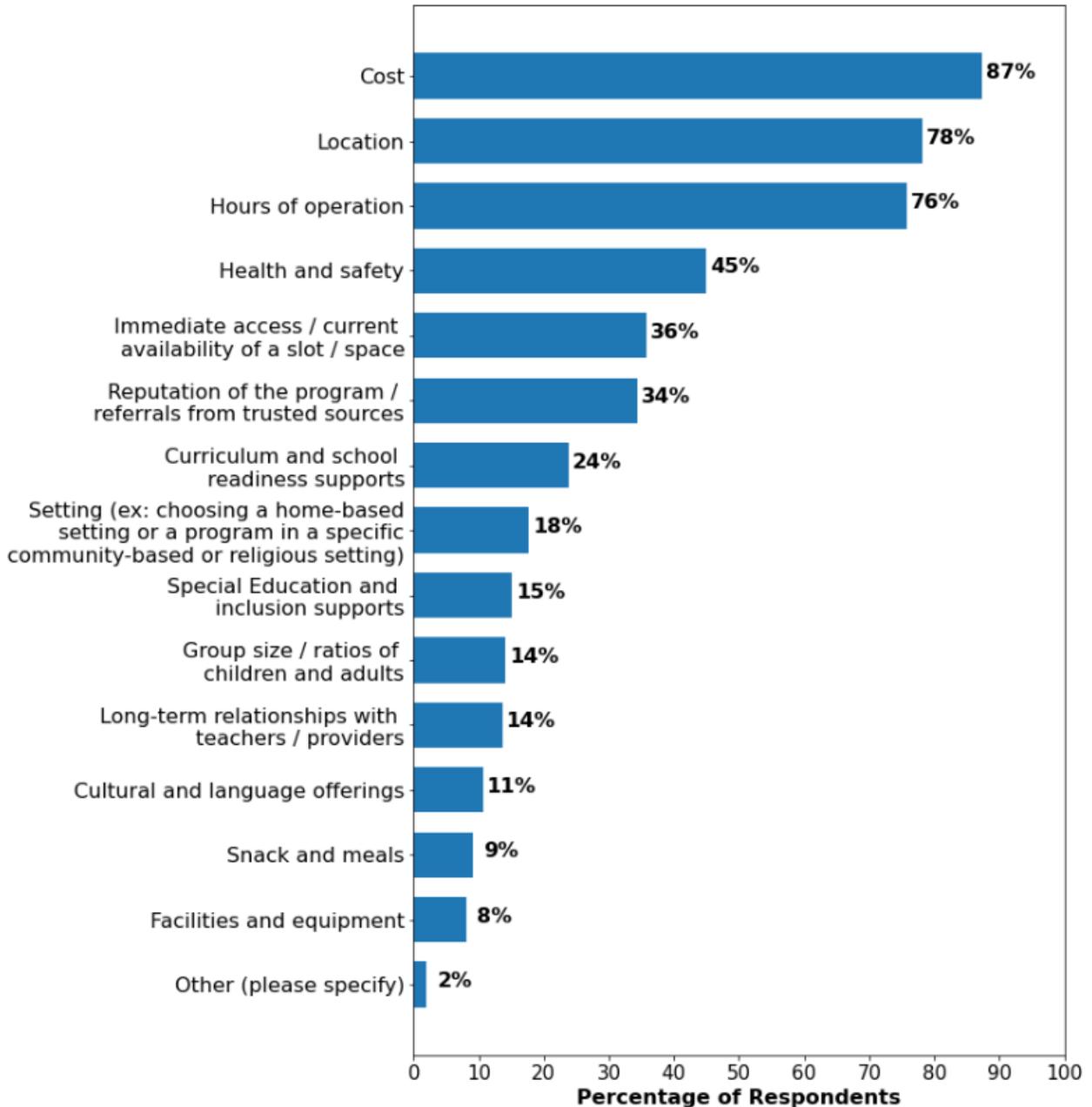
To inform this position paper, 198 survey respondents selected the most important factors (up to 5) that families consider when choosing ECE for their children.

**Survey respondents identified location, cost, and hours of operation as the top three most important factors families consider when choosing ECE programs for their children.**

The chart below provides additional information on how survey respondents ranked the identified factors families consider.



## Most Important Factors Families Consider When Choosing Early Learning / Care for Their Children



F5CA virtual focus group participants were also asked to share what they have seen families base their choices on. Several themes were identified across focus group participant responses, many of which paralleled survey responses. F5CA virtual focus group participants shared that families consider the following when choosing ECE for their children:

- Cost (income/ if the program accepts subsidies)
- Hours of care provided
- Relationships with caregivers
- Cultural and linguistic relevance of caregivers

- Convenience (location / access to transportation)
- Safety / comfort
- Adult-to-child ratio
- Quality indicators
- Continuity of care
- Ability to care for children of different ages in the same setting (siblings)
- Reputation of caregivers / trust / recommendations from friends
- Program philosophy / type of program
- Learning opportunities provided (play-based opportunities, preparation for kindergarten / school readiness)
- Family engagement opportunities or requirements

Given the wide range of factors families consider, and the differing priorities of individual families, the mixed-delivery system is an integral asset to the Golden State. The specific strengths of different components of the mixed-delivery system are described in detail in the home-based, community-based, and school-based subsections below.

### **III.B COMMONALITIES ACROSS MIXED DELIVERY ECE SETTINGS**

Each part of the mixed-delivery system offers essential strengths that meet family needs and priorities. The home-based, community-based, and school-based subsections below detail specific standards that different ECE programs in California adhere to, as well as uplift the different strengths of each part of the mixed-delivery ECE system. While these standards and strengths of each part of the system differ, there are several overlapping elements that should be acknowledged.

Across all segments of the mixed-delivery system, early educators in California are typically women, predominantly members of a minority group, and many are multilingual.<sup>27</sup> The workforce in this field is critically undercompensated; with data from 2019 showing the median hourly pay for a California child care worker was \$13.43, preschool teachers earned \$16.83, and kindergarten teachers earned \$41.86.<sup>28</sup> According to a report by the Economic Policy Institute (EPI), “child care workers make 23 percent less than other workers who are similar to them but work in other industries.”<sup>29</sup> The reasons for this critical undervaluing of the field are attributable to a multitude of factors; however, it is important to note the role both misogyny and racism have played in contributing to the undervaluing and undercompensating of the ECE workforce.

### **III.C STRENGTHS OF HOME-BASED CHILD CARE**

Several home-based child care options contribute to California's mixed-delivery system:

- Family Child Cares (FCCs);
- Care provided by a Family, Friend, or Neighbor (FFN); or
- Care provided by a nanny, au pair, or babysitter.

FCCs are regulated by Title 22 licensing requirements. FFN care regulation is more complicated. FFN caregivers can be the “grandparents, aunts, uncles, extended family, caring neighbors and friends who provide care for babies and children in informal settings, typically their own home[s].”<sup>30</sup> In most instances, FFN care is an informal care arrangement (ex: a Neighbor watching her child and her next door neighbor’s child for a few hours after school), or it can be more formal, in which the state provides a voucher that a parent can use to direct a stipend to a FFN caregiver for providing care. In both instances, FFN care is license-exempt; however, non-relative providers that accept state vouchers are federally required to complete basic health and safety as well as foundational child development training.<sup>31</sup> Care provided by a nanny, au pair, or babysitter is also licensed-exempt and is usually privately funded, however, state labor laws still regulate this form of care.

All ECE opportunities provided through home-based settings add important assets to the mixed-delivery ECE system, including supporting families to find care during working hours or with caregivers that meet their distinct needs (including needs like language match, need for non-traditional hours, or ability to care for a child with a disability). This position paper, however, primarily focuses on ECE programs across the mixed-delivery system that meets licensing (Title 22) or education code (Title 5) standards as a way of targeting scalable recommendations within formal systems of care in California.

### **Family Child Care (FCC)**

FCCs are licensed child care services that usually occur in the home of the educator. FCCs care for children of various ages, from birth to school age. FCCs are designated as “small” (up to eight children) or “large” (up to fourteen children) with regulations on the number of children that can receive care before additional staff is required to stay within the staff-to-child ratios required by licensure.<sup>32</sup>

The funding of individual FCCs differs from program to program; however, most receive payment from family fees/tuition. Many FCCs in California also accept state subsidies (Ex: Alternative Payment Programs). All FCCs must adhere to the health and safety regulations specified by Title 22.<sup>33</sup> There are also a small number of FCCs that hold Title 5 (education code) contracts for CCTR and CSPP. These FCCs are part of a Family Child Care Home Education Network (FCCHEN), which supports FCCs to meet the requirements outlined in Title 5.

Demographics of FCC educators match the overall ECE workforce described above.<sup>34</sup> Regarding education level, nearly half of FCC educators have an Associate Degree or higher.<sup>35</sup>

The structure of FCCs produces reliable and developmentally stimulating care. Given the range of ages in FCC settings, early educators can care for the same child from infancy until they enter school. This consistency leads to trusting, secure relationships between

educators and families. One parent respondent in a California Child Care Resource & Referral Network study remarked on their bond with their child’s FCC educator stating, “I feel really safe with her, my son’s been going to her since he was really little. He had [his FCC educator] in his life for quite some time.”<sup>36</sup>

In home-based settings, younger children benefit from exposure to more developed language, and older children reinforce their understanding by teaching skills to others.<sup>37</sup>

Many early educators FCCs share the cultural and linguistic background of the community. In the recommendations to the California Assembly Blue Ribbon Commission on Early Childhood Education, a Fresno parent expressed the importance of culturally and linguistically aligned care, “Because you cannot [speak] Spanish [to your children] all day [while you are working]. And you don’t want your children to lose that...”<sup>38</sup> For the growing number of parents working non-traditional hours, often with little advance notice of their schedule, home-based care may be the only option that provides evening, weekend, or overnight care.<sup>39</sup> In 2019, the California Child Care Resource & Referral Network conducted a study of families with nontraditional work schedules and early educators that offer care during nontraditional hours. The study included focus groups of families and one parent shared, “I work in the watermelon fields, I have a family child care provider. I don’t have a set schedule, I show up and when I can leave, I leave. Sometimes I’m in the fields close to home, sometimes it’s one hour or more away.”<sup>40</sup>

In the survey conducted to inform this work, respondents who work in home-based settings / FCCs were asked to describe home-based ECE characteristics. Themes included:

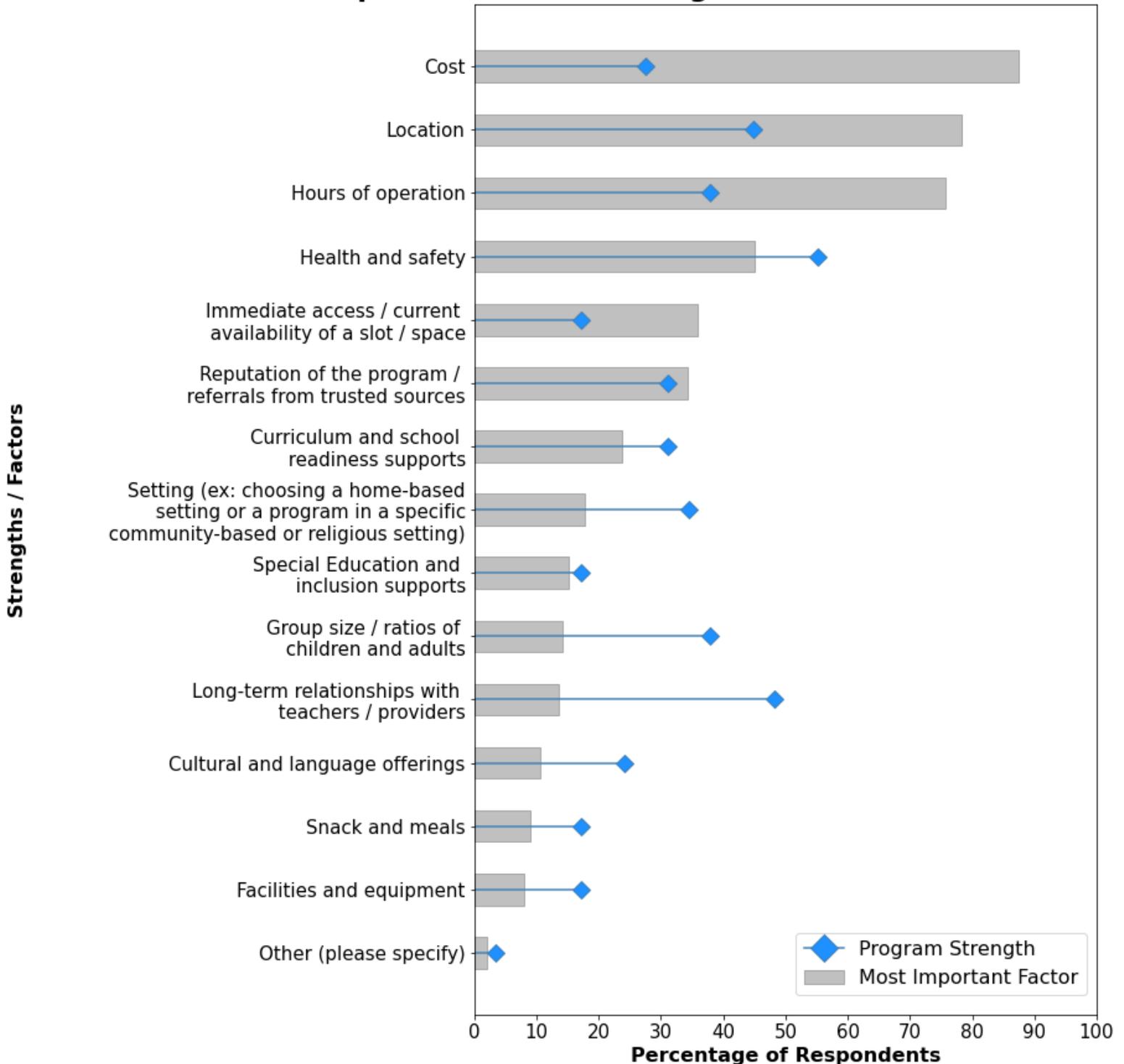
- Family-oriented
- Safe
- Comfortable
- Loving
- Nurturing
- Personal
- Friendly
- Social-emotional development

Described in Section III.A, families choose ECE based on a multitude of factors. Survey respondents from this setting were asked to share which of the same factors are strengths of home-based programs. This data was then compared to the original graph above displaying what all survey respondents shared are the most important factors families consider when choosing ECE for their children. The original graph is displayed as a bar graph, while the data from the survey respondents who identified as working in home-based / family child care programs has been overlaid as lines ending in points.

**Survey respondents who work in home-based / family child care programs indicated health and safety, long-term relationships with teachers / providers, and location as the top three strengths of home-based ECE.**

Both this list of potential strengths and the reach of the survey were not exhaustive, and home-based ECE offers an array of essential assets that support families and children beyond what is explicitly called out in this report.

## Home-based / Family Child Care Program Strengths Compared to Most Important Childcare Program Factors for Families\*



\*This chart displays the percentage of all respondents (29) who work in home-based / family child care programs that consider each factor to be a strength of home-based / family child care programs (blue diamonds), and the percentage of all survey respondents (198) that consider each factor to be most important by families when choosing early learning / care (gray bars). The blue diamonds allow for the factors identified as strengths of home-based / family child care programs to be compared to the factors that all respondents identified as most important for families. Respondents were able to select up to 5 factors/strengths.

### **III.D STRENGTHS OF EARLY LEARNING CARE IN COMMUNITY-BASED SETTINGS**

Early care and education in community-based settings provides licensed ECE options for families. Community-based programs offer part-time and full-time care for groups of children from birth to school age, depending on the program. They are often located in commercial buildings but can also be found in community-oriented buildings such as churches or recreation centers.

Community-based programs are funded differently depending on the specific ECE programs being implemented. Many are private centers that are funded fully or partially by family tuitions and fees. Other community-based settings may be fully or partially publicly funded. The funding sources for community-based programs usually determine the population of children being served (e.g., income levels primarily determining specific population served by a center using Head Start funding). All community-based programs must meet Title 22 licensing standards, while those offering CSPP or CCTR programs also follow Title 5 education code standards.

The teaching qualifications for early educators in community-based settings depend on their position<sup>41</sup> and correlate with their level of education and pay.<sup>42</sup> According to the 2020 California Early Care and Education Workforce Study 55% of assistant teachers, 78% of teachers, and 87% of directors had obtained an Associate Degree or higher.<sup>43</sup> The median hourly wages were \$16 for assistant teachers, \$19 for teachers, and \$26 for directors.<sup>44</sup>

ECE in community-based settings can positively impact child development outcomes. Publicly funded high-quality preschool programs have proven to prepare children academically for school with lasting benefits into adulthood.<sup>45</sup> In addition to academic preparation, many community-based settings facilitate parental access to social services and support parent engagement. In a study on ECE settings, families expressed high satisfaction with community-based care. All families (including those who used both center-based and home-based care) indicated that center-based care was their preference.<sup>46</sup>

Community-based settings may be a more effective learning environment for some children. Typically larger, these settings usually have classrooms organized by age group, allowing them to center on more targeted, developmentally appropriate practices. In many cases, ECE programs in community-based settings (such as CSPP and CCTR) must meet higher child development standards and must employ educators that meet higher levels of preparation. Community-based settings may also offer religious programming, may be more centrally located to a family's residence or place of employment, and may be more likely to have space for multiple children from the same family.

As a part of the F5CA Mixed-Delivery Position Paper Survey, survey respondents who work in community-based programs were asked to describe these programs. Survey respondents highlighted the following descriptors of community-based programs:

- Quality
- Flexibility
- Helpful
- Readiness
- Family-oriented
- Responsive
- Comprehensive
- Play-based

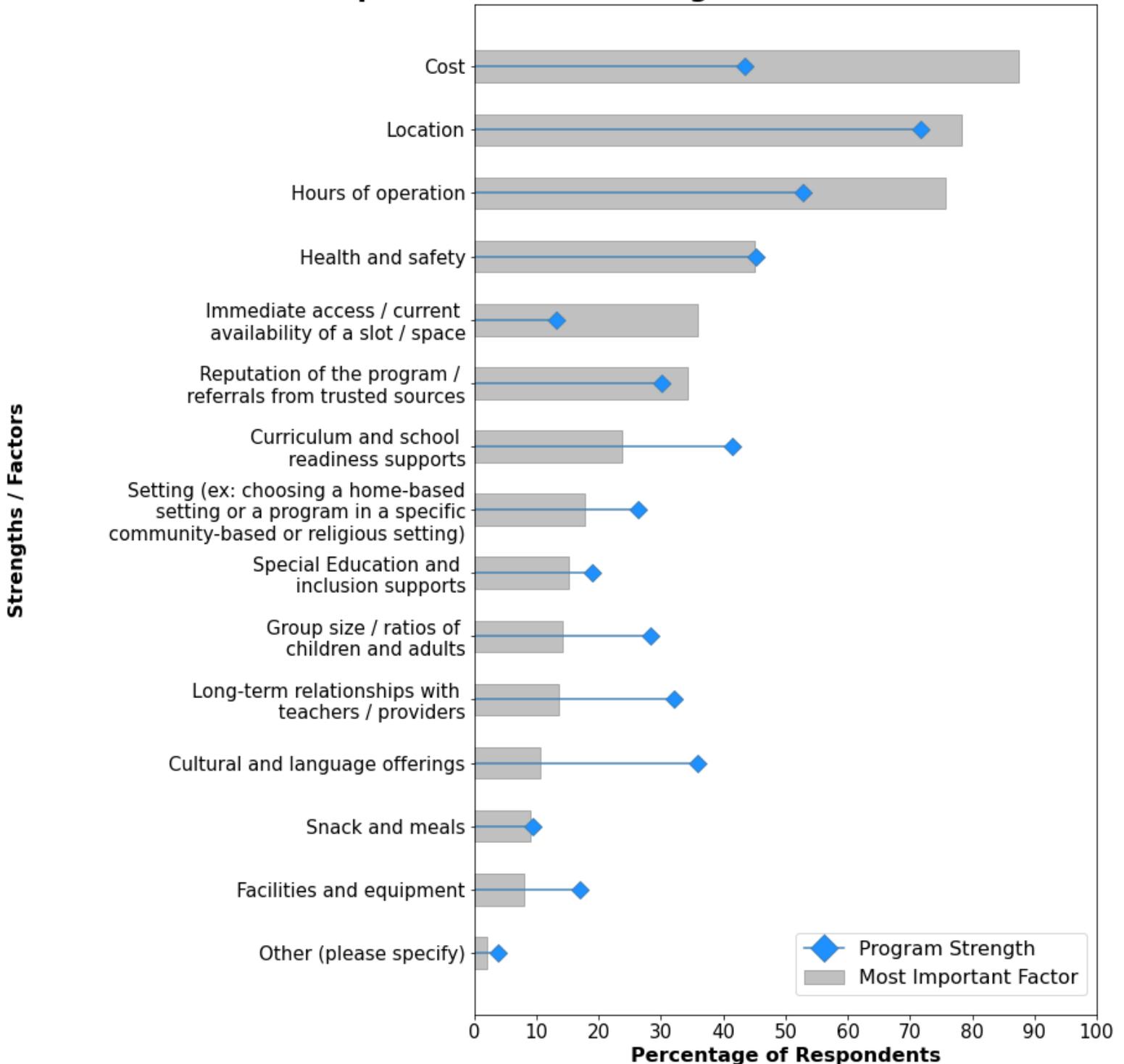
Similar to the chart displayed in the home-based care section above, survey respondents who identified as working specifically in community-based programs shared which of the factors families consider when choosing care are particular strengths of community-based programs. This data was then compared to the original graph displaying what all survey respondents shared are the most important factors families consider when choosing early care and education for their children. The original graph is displayed as a bar graph, while the data from the survey respondents who identified as working in community-based programs has been overlaid on top, displayed as points with lines extending to the axis. This chart is intended to elevate the different assets and strengths the community-based part of the mixed-delivery system contributes.

**Survey respondents who work in community-based programs indicated location, hours of operation, and health and safety as the top three strengths of community-based ECE.**

Both this list of potential strengths and the reach of the survey were not exhaustive, and community-based ECE offers a variety of key strengths that support families and children beyond what is explicitly called out in this report.



## Community-based Child Care Program Strengths Compared to Most Important Childcare Program Factors for Families\*



\*This chart displays the percentage of all respondents (53) who work in community-based child care programs that consider each factor to be a strength of community-based child care programs (blue diamonds), and the percentage of all survey respondents (198) that consider each factor to be most important by families when choosing early learning / care (gray bars). The blue diamonds allow for the factors identified as strengths of community-based child care programs to be compared to the factors that all respondents identified as most important for families. Respondents were able to select up to 5 factors/strengths.

### III.E STRENGTHS OF EARLY LEARNING CARE IN LEAS

School-based ECE takes place at a local educational agency (LEA), most of which are at school sites. School-based ECE programs typically follow Title 5 education code regulations, which include requirements specific to child development, child assessment regulations, curriculum regulations, and staffing qualification regulations. For instance, CSPP educators need to hold a Child Development Permit while TK educators are required to have a multiple subject teaching credential, K-12 teaching credential and additional early education related requirements, or in the future, the state’s new PK-3 Early Childhood Education Specialist Credential.<sup>47</sup>

Like community-based programs, school-based programs are funded differently depending on the specific ECE programs implemented at the LEA. The funding sources for school-based programs usually determine the population (and ages) of children being served (e.g., IEP eligibility determining which students are served by a Special Education preschool program).

Most school-based programs have a focus on school readiness. Many of California’s CSPP classrooms and all the state’s TK classrooms are in school-based settings. California’s TK program has proven to be effective in preparing children for kindergarten. An analysis of TK revealed that the program improves language, literacy, math skills, and engagement for all students.<sup>48</sup> The characteristics of TK that are attributable to the program’s impact include the credentials and professional development of TK educators, structure of curriculum and instruction that creates a smooth transition to kindergarten, and the availability of TK to all students regardless of income.<sup>49</sup>

ECE programs in school-based settings, including TK, use a developmentally appropriate curriculum that has shown to positively impact child development.<sup>50 51</sup> Like community-based settings, ECE experiences in school-based settings are more likely than home-based settings to have age group-specific classrooms and can therefore target developmentally informed practices to that age group. School-based options are also a good option for families that may have a child in a higher grade so multiple children in the same family can participate in learning experiences at the same location.

When survey respondents who work in school-based programs were asked to describe the assets school-based programs bring to the system, they used words like:

- Safe
- Familiarity
- Readiness
- Love
- Community
- Support
- Quality
- Family education

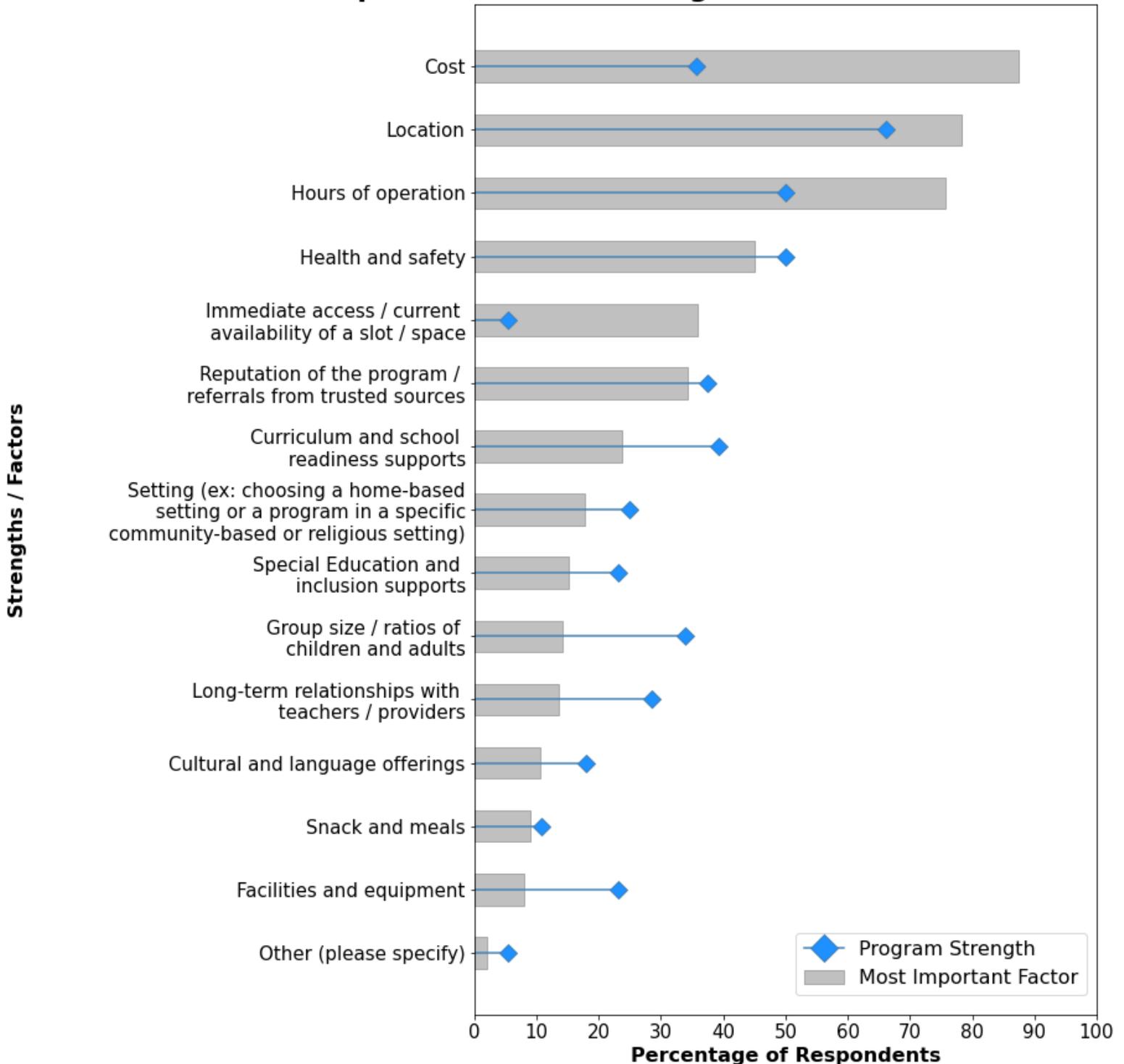
Similarly to the charts displayed in the home-based and community-based subsections above, survey respondents who identified as working specifically in school-based programs were asked to share which of the factors families consider when choosing care are particular strengths of school-based programs. This data was then compared to the original graph displaying what all survey respondents shared are the most important factors families consider when choosing early care and education for their children. The original graph is displayed as a bar graph, while the data from the survey respondents who identified as working in school-based programs has been overlaid on top, displayed as points with lines extending to the axis. This chart is intended to elevate the different assets and strengths the school-based part of the mixed-delivery system contributes.

**Survey respondents who work in school-based programs indicated location, health and safety, and hours of operation as the top three strengths of school-based ECE.**

Both this list of potential strengths and the reach of the survey were not exhaustive, and school-based ECE offers a myriad of significant assets that support families and children beyond what is explicitly called out in this report.



## LEA-based Child Care Program Strengths Compared to Most Important Childcare Program Factors for Families\*



\*This chart displays the percentage of all respondents (56) who work in LEA-based child care programs that consider each factor to be a strength of LEA-based child care programs (blue diamonds), and the percentage of all survey respondents (198) that consider each factor to be most important by families when choosing early learning / care (gray bars). The blue diamonds allow for the factors identified as strengths of LEA-based child care programs to be compared to the factors that all respondents identified as most important for families. Respondents were able to select up to 5 factors/strengths.

# IV. BUILDING THE MIXED DELIVERY SYSTEM FOR ECE THAT CALIFORNIA'S CHILDREN AND FAMILIES DESERVE

Drawing from the survey and focus group results, this position paper highlights specific recommendations for better coordination and integration of services at the local level, and broader recommendations for how the state can move towards a seamless mixed-delivery system that meets the needs of all children and families in California.

## IV.A WHAT PROVIDERS NEED TO CREATE A MORE INTEGRATED SYSTEM

Nearly 200 surveyed educators and administrators across mixed-delivery settings were eager to share what they would need to become a more integrated part of a cohesive mixed-delivery model of services. The table below presents common themes across respondents from home-, community-, and school-based settings.

Survey Results: Self-Reported Needs for Creating a More Integrated System		
Home-Based	Community-Based	School-Based
<ul style="list-style-type: none"> <li>• More knowledge about the mixed-delivery system and support (tools, funding, time) to build community partnerships</li> <li>• More training and professional learning</li> <li>• More state funding to expand services</li> <li>• Policy changes that support providers' ability to nurture without rigid structures</li> </ul>	<ul style="list-style-type: none"> <li>• Improved community connections and partnerships, including resource coordination, relationship building, connections to community resources, and more recognition from school-based partners</li> <li>• More funding to support stability, outreach, compensation, and family access</li> <li>• More outreach, including through media, to ensure families understand the opportunities community-based ECE offers</li> <li>• Policy changes to meet the needs of all programs and to support system-wide coherence</li> </ul>	<ul style="list-style-type: none"> <li>• Improved partnerships, including with resource and referral agencies, community-based ECE programs, and within the district/school site, and more involvement and support in strengthening relationships with families and communities</li> <li>• More funding to expand programs, increase staffing, and support pay parity with TK-12 educators, as preschool teachers in school settings are paid less than TK teachers</li> <li>• More resources, including age-appropriate materials, curricula, books, and staff professional learning on assessment, family engagement, lesson planning, etc.</li> <li>• Communication systems to support families to find a high-quality program</li> </ul>

As evidenced in the table, providers across all settings identified common needs to build a more comprehensive and integrated system. These needs included more community and partnership support across ECE programs, additional funding to increase access and stability for both families and programs, communications support to ensure families understand their options and make informed choices, and policy changes to support more integration across ECE programs and settings.

## **IV.B CLARIFYING COMMON MISCONCEPTIONS ABOUT THE MIXED-DELIVERY SYSTEM**

During focus groups, participants identified critical information that different parts of the system need to know about each other.

*All ECE programs in the mixed-delivery system should know:*

- The strengths of different settings within the mixed-delivery system, so that they can support and communicate with families to help guide them in selecting the best setting for their children.
- Access to ECE programs is limited across all aspects of the system. All parts of the mixed-delivery system would need to be expanded to meet the current demand for ECE. As such, all parts of the system need each other to successfully implement UPK.
- The regulatory environments in which home-, community-, and school-based environments operate differ from one another and these differences can be very significant with large impacts on cost of operation.
- Most children and families in California receive no public subsidies to pay for their children's early learning and care programs<sup>52</sup> and public funding only makes up about half of the total investment in ECE programs and services.<sup>53</sup>

*Home-based settings should know:*

- The complexities of partnering with LEAs. There are federal and state regulations that LEAs must follow, including the usage of funding. There are regulatory restrictions on things like the type of organization that funding can flow to, how staff qualifications are met, who is allowed on campus, etc. This may necessitate creative solutions in order for LEAs to partner with home- and community-based settings
- School districts have traditionally had fewer partnerships with the early learning organization/infrastructure including intermediaries such as Resource and Referral Agencies (R&Rs) and Local Child Care Planning Councils (LPCs). As such, they are often lacking knowledge about home- and community-based ECE programs, where they are located, their hours of operation, and who they serve.
- Many LEAs have a long history of offering ECE services and have a strong focus on developmentally appropriate practices. These options may be preferable to some families.

*In addition to what home-based settings should know, community-based settings should also know:*

- Funding allocated through Proposition 98 is legally unable to flow to community-based settings. As a result TK must be offered in school and when the legislature allocates Proposition 98 funding to CSPP, it is only able to go to CSPP programs at LEAs, not at CBOs.

*School-based settings should know:*

- The ways in which home-based and community-based programs may be better at meeting some families’ needs, like offering non-traditional hours of care, cultural and linguistic matches, or requiring fewer transitions for a child and family to experience. This allows LEAs to counsel the families they engage with on their options (either for ECE generally, or extended learning and care options for children in TK).
- Home- and Community-based settings can be high-quality. Quality tends to be narrowly defined around more stringent requirements in school-based programs such as educator degrees and credentials, use of a curriculum, and/or use of formal child assessments. In reality, high-quality learning experiences can be provided in every setting.
- Many FCCs and CBOs are unable to provide transportation for the children in their care. This is for a variety of reasons, including resources, staffing, and liability issues.
- There is much to borrow and learn from when it comes to strategies for serving young children. While many LEAs have offered ECE services for years, others may be newer to this space. Home- and community-based programs within the mixed-delivery system have extensive experience and evidence-based practices that can be shared with and used by LEAs that are newer to operating ECE and/or TK programming.

## **IV.C RECOMMENDATIONS**

### **Recommendations for LEAs**

As LEAs begin playing a larger role in ECE in California, this position paper directs the following recommendations towards schools and school districts:

- Develop a partnership guide that outlines the ways in which home- and community-based programs can best engage with the school / district - including who should be the primary point of contact at the school or district, how home- and community-based organizations can participate in formal opportunities for collaboration, and how home- and community-based programs can share information with both the school / district, and with families.
- Collaborate with local R&Rs and LPCs to share the partnership guide and to learn more about local home- and community-based programs in the school or district attendance area.
- Partner with local Head Start Programs to better utilize community assessment data to understand local childcare needs within the school or district attendance area.
- Conduct surveys or focus groups of families with young children to better understand their needs and how partnerships with home- and community-based programs can meet those needs.
- Work with home- and community-based programs to offer extended learning and care through the Expanded Learning Opportunities Program (ELO-P) in mixed-delivery settings for children in TK.

- Review the CDE’s [Models of Blending Programs to Offer Extended Learning and Care](#) for guidance related to specific funding models and potential collaborative opportunities with CBOs and FCCs for providing child care services beyond the hours offered by TK, including partnership or contracting with home- and community-based programs to provide the Expanded Learning Opportunities Program (ELO-P) for children in TK.
- Support advocacy efforts to ensure that all parts of the mixed-delivery system receive adequate state funding.

## Recommendations for State Policy Makers

State agencies and policy makers have the power to create a more cohesive mixed-delivery model of ECE programs to better meet child and family needs. This position paper makes the following recommendations for policy makers:

- Support and institutionalize the UPK Mixed Delivery Planning Grant Program:
  - The Legislature should fund implementation grants following the 2022-2023 budget investment in the planning grants to ensure that LPCs (and R&Rs in some cases) have the funding they need to implement their plans.
  - The CDE, in collaboration with the CDSS, should develop a comprehensive guidance series (including documents, webinars, office hours, etc.) to provide examples / model partnerships, detail engagement strategies to create trust and clarity, address legalities and liabilities of partnerships, and help to communicate about all parts of the mixed-delivery system and how they can be leveraged to support greater coherence for families in local communities.
- Ensure the UPK Mixed Delivery Quality and Access Workgroup includes a focus on the on-ramps, investments, and infrastructure needed for more programs to both meet, and receive compensation for meeting high-quality preschool program standards as outlined in [Education Code 8203](#):
  - The CDE, in consultation with the CDSS and the State Board of Education (SBE) should ensure this is a focus of the workgroup.
  - The Legislature should lift the requirement that limits the workgroup from recommending new system changes that create increased state or local costs to offer preschool across the mixed-delivery system and direct the workgroup to recommend on-ramps and supportive workforce infrastructure.
- Ensure that investments in the mixed-delivery system are evidence-based and responsive to family needs:
  - The CDE and the CDSS, in partnership with family-facing organizations, should conduct a comprehensive study of family needs and preferences across different geographies and different racial and ethnic communities.
  - The CDE and the CDSS should jointly review and align eligibility requirements for different state-subsidized ECE experiences to support authentic family choice.

- The Legislature should ensure it directs new investments toward programs and initiatives that meet the indicated family needs (e.g., the breakdown of Prop 98 and General fund investments in CSPP to support mixed-delivery, funding for more full-day full-year programs, funding for transportation across all settings in the mixed-delivery system, and funding for more multilingual programs).
- Establish compensation parity guidelines for all programs that accept public subsidies to compensate professionals with commensurate experience working in different settings at the same level. This would help to ensure that all programs can recruit and retain a highly qualified and effective workforce to meet child and family needs.
- The Legislature should pass a bill to require the use of a salary scale / salary parity guidelines and fund programs to meet increased levels of educator compensation.
- Establish a state-level initiative to support local collaboration efforts, akin to the Labor Management Initiative, that includes state agencies, unions, and associations responsible for regulating and advocating for different parts of the mixed-delivery system. Initial funding for this could be directed through the Californian’s Dedicated to Education Foundation and supported through philanthropy, with an ultimate goal of state funding for ongoing implementation.

## CONCLUSION

Governor Newsom has outlined a bold vision for ECE in California that maximizes opportunities for children across a range of settings and program types. The California State Legislature has made significant investments in funding subsidized programs to serve children farthest from opportunity. Nevertheless, these investments necessitate a more coherent and collaborative fabric of mixed-delivery programs and providers to truly meet the diverse needs of children and families in the Golden State.

California has an opportunity to make progress in this space through the establishment of the [Universal PreKindergarten \(UPK\) Mixed Delivery Quality and Access Workgroup](#). This workgroup will convene a public process and is set to launch in early 2023. First 5 California hopes this position paper can serve as a primer for those serving on this workgroup, and a tool to help to bridge existing gaps between the perspectives and experiences of those working in the field of ECE across mixed-delivery settings.

As the writer Audre Lorde noted, “it is not our differences that divide us. It is our inability to recognize, accept, and celebrate those differences.” This paper is intended to illuminate these differences to uplift them as strengths and celebrate the system’s ability and potential to meet the diverse needs of California’s families and children.



# APPENDIX A - FOCUS GROUP PARTICIPANT ORGANIZATIONS

The following is a list of organizations who participated in one of two hour-long focus groups held on: November 10th and November 15th, 2022.

- California Alternative Payment Program Association (CAPPA)
- California County Superintendents (formerly known as CCSESA)
- Child Care Providers United
- Child Care Resource Center
- EveryChild California
- First 5 Alameda
- First 5 El Dorado County
- First 5 San Francisco
- First 5 Santa Clara County
- Grass Valley School District
- Head Start California
- Lindsay Unified School District Preschool
- Office of the Fresno County Superintendent of Schools
- San Francisco Department of Early Childhood
- San Juan Unified School District
- Small School Districts' Association
- Tahoe Truckee Unified School District
- Yuba County Office of Education



## END NOTES

1. Danley, L. (2021, June). *First Five Years Fund*. Mixed Delivery Systems Encourage Parent Choice and Strengthen Child Care Programs. Retrieved December 19, 2022, from <https://www.ffyf.org/mixed-delivery-systems-encourage-parent-choice-and-strengthen-child-care-programs/>
2. Section 11 refers to this program as the California Universal Preschool Planning Grant Program, however, to support alignment with ongoing planning efforts, the California Department of Education is releasing this funding under the title, “The UPK Mixed Delivery Planning Grant.”
3. *About the Early Head Start Program* | ECLKC. (2022, September 26). ECLKC. Retrieved December 20, 2022, from <https://eclkc.ohs.acf.hhs.gov/programs/article/about-early-head-start-program>
4. Many Head Start and Early Head Start providers also provide home visiting services which are beyond the scope of this position paper. While these services are different from child care programs offered in a home-based settings, they are referred to in federal Head Start and Early Head Start policies and guidelines as the “home-based option.”
5. In 2021, of the CSPP contractors: 375 were LEAs, 255 were private contractors (including CBOs), and 25 were other public agencies. (Octer 2021). CDD-801 A. *Child Development Management Information System (CDMIS)*. Reported by the CDE.
6. 2021-22 CSPP - Child Development (CA Dept of Education). (FY 2021-2022). California Department of Education. Retrieved December 2, 2022, from <https://www.cde.ca.gov/fg/aa/cd/documents/cspp2122.docx>
7. Ibid.
8. Ibid.
9. Ibid.
10. Of the children enrolled in General Child Care and Development programs, 80% received services in a center-based setting and 70% received full-day care. Ibid.
11. *Child Care and Development - Child Care and Development Programs*. (n.d.). California Department of Social Services. Retrieved December 2, 2022, from <https://www.cdss.ca.gov/inforesources/child-care-and-development/child-care-and-development-programs>
12. Ibid.
13. For families with children in Migrant and Seasonal Head Start, the primary source of their income must be agricultural work. Hanna Melnick et al. “Understanding California’s early care and education system,” Learning Policy Institute. Posted June 2017. [https://learningpolicyinstitute.org/sites/default/files/product-files/Understanding\\_CA\\_Early\\_Care\\_Education\\_System\\_REPORT.pdf](https://learningpolicyinstitute.org/sites/default/files/product-files/Understanding_CA_Early_Care_Education_System_REPORT.pdf)
14. In California, 93% of Head Start programs are center-based and 71% provide part-day programming. For Migrant and Seasonal Head Start programs, 69% are center-based. Ibid.
15. For 4-year olds, the staff-to-child ratio is 1:10, with a maximum class size of 20. For 3-year olds, the staff-to-child ratio is 1:9, with a maximum class size of 17. Ibid.
  
16. Ibid.
17. Ibid.
18. *About the Early Head Start Program* | ECLKC. (2022, September 26). ECLKC. Retrieved December 20, 2022, from <https://eclkc.ohs.acf.hhs.gov/programs/article/about-early-head-start-program>
19. In center-based EHS programs, for 3-year olds, the max class size is 17 children. For under 3 years old, the max class size is no more than 8 or 9 children enrolled (depending on the number of teachers). *1302.21 Center-based option*. | ECLKC. (n.d.). ECLKC. Retrieved December 20, 2022, from <https://eclkc.ohs.acf.hhs.gov/policy/45-cfr-chap-xiii/1302-21-center-based-option>

## END NOTES

20. Hanna Melnick et al. “Understanding California’s early care and education system,” Learning Policy Institute. Posted June 2017. [https://learningpolicyinstitute.org/sites/default/files/product-files/Understanding\\_CA\\_Early\\_Care\\_Education\\_System\\_REPORT.pdf](https://learningpolicyinstitute.org/sites/default/files/product-files/Understanding_CA_Early_Care_Education_System_REPORT.pdf)
21. Ibid.
22. California State SELPA Association. (n.d.). California State SELPA Association. Retrieved November 28, 2022, from <https://selpa.info/info/early-childhood-and-infant-programs>
23. To be eligible for kindergarten in California, a child must turn five by September 1st. Historically, children with a fifth birthday between September 2nd and December 2nd were eligible for Transition Kindergarten. California is expanding the program so that by the 2025-2026 school year, TK will be available to all children turning four by September 1st. Universal Prekindergarten FAQs - Elementary (CA Dept of Education). (n.d.). California Department of Education. Retrieved December 2, 2022, from <https://www.cde.ca.gov/ci/gs/em/kinderfaq.asp#program>
24. During the 2014-2015 school year, a majority (76%) of TK classrooms were standalone classrooms, with TK students not in the same classrooms as kindergarten students. Almost two-thirds of California's TK classrooms (63%) were full-day. *The Impact of Transitional Kindergarten on California Students: Final Report*. (2017, June 1). American Institutes for Research. Retrieved December 2, 2022, from <https://www.air.org/sites/default/files/2021-07/Transitional-Kindergarten-Final-Report-June-2017-rev.pdf>
25. According to *The Impact of Transitional Kindergarten on California Students: Final Report*, half of the administrators from the twenty school districts included in the evaluation indicated their districts provide referrals to community-based providers for physical and mental health needs (health care, dental, vision, mental health services, and social work / family crisis response). Ibid.
26. *Transitional Kindergarten*. (n.d.). California Commission on Teacher Credentialing. Retrieved December 2, 2022, from <https://www.ctc.ca.gov/credentials/assignment-resources/transitional-kindergarten>
27. Anna Powell, Elena Montoya, and Yoonjeon Kim, “Demographics of the California ECE Workforce,” Center for the Study of Child Care Employment, January 13, 2022, <https://cscce.berkeley.edu/publications/data-snapshot/demographics-of-the-california-ece-workforce/>
28. (2022, February 22). Among lowest-paid in US: California child care workers in poverty. Retrieved November 29, 2022, from <https://www.recordnet.com/story/news/state/2022/02/22/california-child-care-workers-struggle-survive-poverty-wages-daycare-near-me-child-care-centers/6896077001/>
29. Crockett, E. (2017, March 8). *Child care workers are paid less than dog walkers or janitors*. Vox. Retrieved November 29, 2022, from <https://www.vox.com/2015/11/7/9684750/child-care-workers-wages>
30. “Policy Brief: Strengthening Support for California’s Family, Friend, and Neighbor Providers”, Early Edge California. 2021. [https://earlyedgecalifornia.org/wp-content/uploads/2022/06/EECA\\_2022\\_FFNB\\_Brief\\_FINAL.pdf](https://earlyedgecalifornia.org/wp-content/uploads/2022/06/EECA_2022_FFNB_Brief_FINAL.pdf)
31. The basic health and safety training includes CPR and first aid. “Master Plan for Early Learning and Care: Making California For All Kids”, California Health & Human Services Agency. December 2020. <https://cdn-west-prod-chhs-01.dsh.ca.gov/chhs/uploads/2020/12/01104743/Master-Plan-for-Early-Learning-and-Care-Making-California-For-All-Kids-FINAL.pdf>
32. Early educators care for a maximum of eight children in a small FCC and no more than fourteen in a large FCC. “Resources for Parents: Types of Child Care in California,” California Department of Social Services, accessed November 25, 2022, <https://www.cdss.ca.gov/inforesources/child-care-licensing/resources-for-parents>

## END NOTES

33. FCCs that are Title 5 contracted programs must adhere to the requirements of Title 5 and Title 22 of the California Code of Regulations. Under Title 5, FCCs are required to implement a developmentally appropriate curriculum, and create and implement a self-evaluation. Under Title 22, FCCs are required to meet health and safety standards and specified staff-to-child ratios.
- Melnick, H., Ali, T. T., Gardner, M., Maier, A., & Wechsler, M. (n.d.). Understanding California's Early Care and Education System. Learning Policy Institute. Retrieved December 1, 2022, from [https://learningpolicyinstitute.org/sites/default/files/product-files/Understanding\\_CA\\_Early\\_Care\\_Education\\_System\\_REPORT.pdf](https://learningpolicyinstitute.org/sites/default/files/product-files/Understanding_CA_Early_Care_Education_System_REPORT.pdf)
34. Anna Powell, Elena Montoya, and Yoonjeon Kim, "Demographics of the California ECE Workforce," Center for the Study of Child Care Employment, January 13, 2022, <https://cscce.berkeley.edu/publications/data-snapshot/demographics-of-the-california-ece-workforce/>
35. In the California Early Care and Education Workforce Study, approximately 48% of surveyed FCC early educators have an associate degree of higher. Montoya, E., Austin, L. J., Powell, A., & Kim, Y. (2022, August). *Early Educator Compensation*. Center for the Study of Child Care Employment. Retrieved December 2, 2022, from <https://cscce.berkeley.edu/wp-content/uploads/2022/10/CSCCE-Early-Educator-Compensation-California.pdf>
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39. The 2019 California Child Care Portfolio indicates that 41% of FCCs offer evening, weekend, or overnight care. *2019 California Child Care Portfolio*. (2019). California Child Care Resource & Referral Network. Retrieved December 2, 2022, from <https://rrnetwork.org/assets/general-files/2019-CA-Portfolio-08-20.pdf>
40. DiMatteo, G. (2019, October). *Nontraditional Hours and Child Care*. California Child Care Resource & Referral Network. Retrieved December 2, 2022, from <https://rrnetwork.org/assets/general-files/FINAL-NTH-Report-10.25-V2.1.pdf>
41. There are six levels of the Child Development Permit. Each permit indicates the authorized instruction, term limits, coursework requirements, and stipulations for renewal. As early educators obtain more education, they qualify for higher permits. *Home - Credentialing Information - Applications, Forms and Leaflets - Child Development Permits (CL-797)*. (n.d.). California Commission on Teacher Credentialing. Retrieved December 2, 2022, from [https://www.ctc.ca.gov/credentials/leaflets/child-development-permit-s-\(cl-797\)](https://www.ctc.ca.gov/credentials/leaflets/child-development-permit-s-(cl-797))
42. The 2020 California Early Care and Education Workforce Study provided a snapshot of 4,500 surveyed center-based early educators. Of the surveyed early educators, 55% of assistant teachers, 78% of teachers, and 87% of directors had obtained an associate's degree or higher. The median hourly wages was \$16 for assistant teachers, \$19 for teachers, and \$26 for directors. Montoya, E., Austin, L. J., Powell, A., & Kim, Y. (2022, August). *Early Educator Compensation*. Center for the Study of Child Care Employment. Retrieved December 2, 2022, from <https://cscce.berkeley.edu/wp-content/uploads/2022/10/CSCCE-Early-Educator-Compensation-California.pdf>
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47. Credentialed teachers who began teaching in a TK classroom after July 1, 2015 must have one of the following: at least 24 units in either early childhood education or childhood development, comparable classroom experience to that of 24 units of early childhood education/childhood development, or a Child Development Teacher Permit. *Transitional Kindergarten*. (n.d.). California Commission on Teacher Credentialing. Retrieved December 2, 2022, from <https://www.ctc.ca.gov/credentials/assignment-resources/transitional-kindergarten>

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50. Analysis of earlier and contemporary studies on preschool programs reveals that high-quality preschool positively impacts school readiness. Meloy, B., Gardner, M., & Darling-Hammond, L. (2019, January). *Untangling the Evidence on Preschool Effectiveness Insights for Policymakers*. Learning Policy Institute. Retrieved December 2, 2022, from [https://learningpolicyinstitute.org/media/315/download?inline&file=Untangling\\_Evidence\\_Preschool\\_Effectiveness\\_REPORT.pdf](https://learningpolicyinstitute.org/media/315/download?inline&file=Untangling_Evidence_Preschool_Effectiveness_REPORT.pdf)

51. Research on California's Transitional Kindergarten reveals that the program improves academic skills and engagement. *The Impact of Transitional Kindergarten on California Students: Final Report*. (2017, June 1). American Institutes for Research. Retrieved December 2, 2022, from <https://www.air.org/sites/default/files/2021-07/Transitional-Kindergarten-Final-Report-June-2017-rev.pdf>

52. In a report on early education and care programs and financing, the UC Berkeley Labor Center indicates that publicly funded ECE programs in California serve approximately one-third of enrolled children. Powell, A., Thomason, S., & Jacobs, K. (2019, May). Investing in Early Care and Education: *The Economic Benefits for California*. UC Berkeley Labor Center. Retrieved December 2, 2022, from <https://laborcenter.berkeley.edu/pdf/2019/Investing-in-Early-Care-and-Education.pdf>

53. The 2022-2023 ECE California State Budget includes \$6.3 billion for child care programs. *2022-2023 ECE California State Budget Summary: May Revision – Early Edge California*. (2022, May 16). Early Edge California. Retrieved December 2, 2022, from <https://earlyedgecalifornia.org/2022-2023-ece-california-state-budget-summary-may-revision/> The California Master Plan for Early Learning and Care estimates that in 2018 families spent \$6.2 billion on early learning and care services. Alcalá, L., Kubinec, J., Atkin, C., Karoly, L., King, C., Muenchow, S., & Stipek, D. (2020, December). *Master Plan for Early Learning and Care: Making California For All Kids*. CA.gov. Retrieved December 2, 2022, from <https://cdn-west-prod-chhs-01.dsh.ca.gov/chhs/upload/s/2020/12/01104743/Master-Plan-for-Early-Learning-and-Care-Making-California-For-All-Kids-FINAL.pdf>