

**2006-07 Strategic Plan
Kern Local Investment in Child Care (LINCC)**

to

**Streamline the Process of Developing and Financing
Child Care Facilities**

by

**Promoting Adoption of Policies and Ordinances
by Kern County and its 11 Cities
for Child Care Facilities**



Facilitated by South Valley Solutions

**Funded by
Low Income Investment Fund,
Affordable Buildings for Children's Development
Kern County Community Connection for Child Care**

May 3, 2006

ABCD Constructing Connections is a program of Low Income Investment Fund with major funding from First 5 California

Introduction:

Kern Local Investment in Child Care (LINCC) is a project of the Kern County Superintendent of Schools' Community Connection for Child Care (CCCC) program. It was first funded in 1997 by the Packard Foundation to align the child care industry with economic development strategies. Later funding was provided by First 5 Kern to strengthen business skills of local child care providers and enhance the quality of child care. In 2004, Kern LINCC was selected as one of ten sites in California for a three year match in funding from First 5 California through Affordable Buildings for Children's Development (ABCD) to construct a system locally that would make it easier to develop and finance child care centers. The grant allowed CCCC to dedicate additional resources to establishment of child care centers as an expansion of its array of programs serving young children, their families and caregivers.

CCCC closely monitors the supply of child care throughout the County and has programs described below that provide technical assistance and support to current and potential developers and operators of licensed family child care homes and child care centers throughout the County.

- **The Child Care Resource and Referral Program (R & R)** provides parents seeking child care free listings of all licensed child care centers and family child care providers in Kern County. R & R supports child care providers with training, technical assistance, child care referrals, and by lending developmentally appropriate, multi-cultural children's curriculum, videos, toys, and equipment.
- **The Quality Child Care Training Project**, is designed to increase the quality child care services for children and families across Kern County. This project is supported by the United Way of Kern County and serves as the hub for all of CCCC's education and outreach. The project staff conducts regular monthly trainings and workshops to assist new and current providers to meet state licensing requirements and to achieve higher levels of professional development.

- **The California Child Care Initiative Project (CCCIP)** recruits, trains, and retains the supply of quality child care professionals in Kern County. This program provides free and low-cost education opportunities and technical assistance that promotes quality child care. The CCCIP project also promotes inclusion of special needs children in child care and development programs.
- **USDA Food Program** provides education and reimbursement to child care providers for nutritionally balanced meals served to children in their care. The Food Program also operates the monthly **Provider Pantry** which is available to all child care providers enrolled with the program and offers great food at reduced prices.
- **Family, Friend and Neighbor Support Program** connects license-exempt child care providers, including family, friends and relatives participating in the child care assistance programs with resources, training and support services to improve the quality, safety and consistency of care.
- **Child Care Financial Assistance Programs (CalWORKs and Alternative Payment Programs)** provide income-eligible parents with financial assistance for child care so that they can re-enter the work force.
- **Kern County Local Investment in Child Care (LINCC) Project** increases the supply of quality licensed child care centers by providing technical assistance to center directors, developers, local governments, financial institutions, and other community stakeholders to facilitate the development and financing of new child care facilities.

LINCC’s Major Program Areas

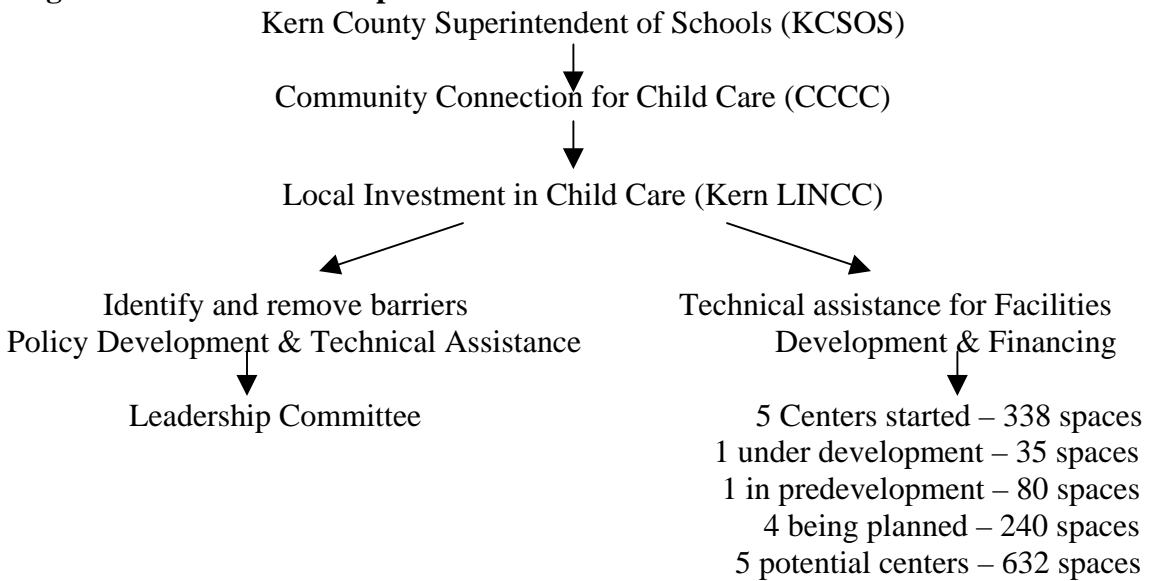
1. Systems Change: To streamline the local process of developing and financing child care centers by identifying and removing barriers.
2. Facilities Development: To fill a pipeline with child care centers under development and lend technical assistance at every step of the way.

Mission Statement

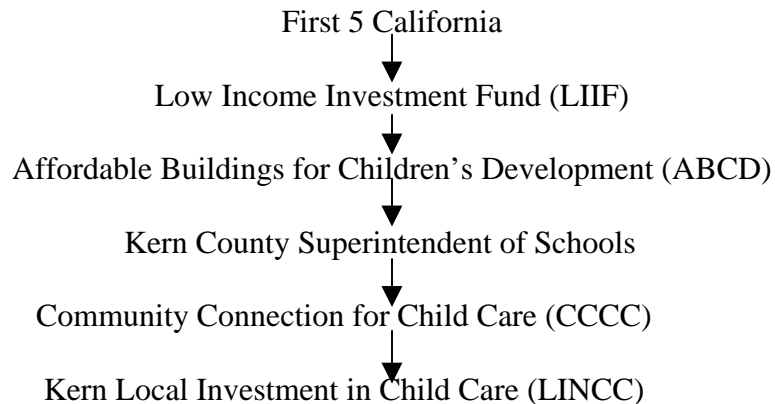
1. To stimulate public and private investments to meet Kern County’s current and future quality child care needs.
2. To streamline the process of developing and financing child care facilities.
3. To lend assistance at every step of the way for good business practices.

In its first year Kern LINCC established a baseline of child care supply and demand and reviewed existing policies and strategies for facilities development. Barriers were identified, and a menu of options to dismantle these barriers was proposed. Technical assistance for child care facilities development and financing is an ongoing activity.

Organizational Relationship



Project Funding Sources



Upon completion of the “Kern County Child Care Policy Analysis and Strategy Study” by Brion and Associates, a leadership committee convened to consider the barriers and options through a strategic planning process to bring focus and direction on the most important work to be done to better enable construction of quality child care facilities in Kern County. The meetings were facilitated by Deirdre Gill Hardisty and Jack Hardisty of South Valley Solutions. The following participated in the strategic planning sessions:

Leadership Committee

- Dana Adams (Community Connection for Child Care - Kern LINCC)
- Brooke Antonioni (Community Connection for Child Care - Kern LINCC)
- Cindy Burns (Community Connection for Child Care – Resource and Referral)
- Tammy Burns (Child Care Local Planning Council)
- Colon Bywater (North of River Recreation and Parks)
- Wayne Clauson (Planning –City of Shafter)
- Linda Coulter (Housing Authority of Kern County)
- Dan Duncan (Lennar Homes)
- Terri Elison (City of Bakersfield Recreation and Parks)
- Manuel Fierro (ABCD Program Coordinator)
- Guy Greenlee (Kern County Consultant - Community & Economic Development)
- Gina Hayden (Golden Empire Transit)
- Doug Johnston (Kern County Fire Department)
- Barry Jung (Kern County - Community & Economic Development Interim Director)
- Merry McCalley (KCSOS School/Community Partnerships)
- Linda Miles (Miles Funding Resources)
- Danny Ordiz (Ordiz-Melby Architects)
- Lisa Duncan Purcell (Community Connection for Child Care – Resource and Referral)
- Amanda Smith (School Readiness Project)
- Steve Sanders (Kern Co. Supt. of Schools –Child Development & Family Services Division)

Environment

LINCC is only one of several agencies and individuals working to provide child care. The leadership committee quickly listed several of these other agencies as well as other activities that contribute to child care in their own ways. Below is a look at the child care environment in Kern County.

- | | |
|---|--------------------------------|
| LOCAL AGENCIES | ✓ Recreation Districts |
| ✓ Housing Authority | ✓ Department of Human Services |
| ○ GEAHI (Golden Empire Affordable Housing, Inc) | ✓ Americorps |
| ✓ CAPK (Community Action Partnership of Kern) | ✓ Park Sites |
| ✓ Clinica Sierra Vista | ✓ School Districts |

PROGRAMS

- ✓ Non-profit program providers – ie. Boys and Girls Clubs
- ✓ City / county government (programs)
- ✓ Developers
- ✓ Business Partnerships
- ✓ Business Based programs
- ✓ Junior High Summer programs lacking
- ✓ Faith based
- ✓ Special Needs programs
- ✓ Specialized programs
- ✓ Meals for Kids

REGULATIONS

- ✓ CEQA (California Environmental Quality Act)
- ✓ State Licensing / Legally Exempt / License Exempt providers

- ✓ General plans / Planning Dept.
- ✓ AB 2802
- ✓ Prop 49 – After school programs

TRENDS/CONDITIONS

- ✓ Community Collaboration – ie. School Readiness program
- ✓ Welfare to Work
- ✓ Transit Center Development
- ✓ Colleges / University partnerships for Qualified providers
- ✓ Infant Care staffing
- ✓ Funding Constraints
- ✓ Grant Collaborations
- ✓ First 5 Commission
- ✓ Multi use sites
- ✓ Political Environment
- ✓ Community support for childcare
- ✓ Baby boomers

Performance Audit

Going into the strategic planning process, Kern LINCC provided participants with the following snapshot of the accomplishments and needs for child care spaces in the county.

Accomplishments

Project Pipeline:
 5 Centers started – 338 spaces
 1 under development – 35 spaces
 1 in predevelopment – 80 spaces
 4 being planned – 240 spaces
 5 potential centers – 632 spaces

Gaps

1. Only 2 out of 3 Kern County children needing care outside of the home can get it
2. There is a current shortage of 15,000 and a future demand of 8,000 more childcare spaces through 2015
3. The cost of this endeavor is forecast at \$138 million or more for...
 - ✓ 153 new child care centers
 - ✓ 883 new family day care homes
 - ✓ 76 new license exempt programs

Brion report and Group Generated Options Combined

The Leadership Committee reviewed options presented by the Brion report for dismantling the barriers to child care facilities development, and suggested consideration of several more. These were ranked in order of importance. The numbers following them indicate the number of votes each option received from the committee.

1. Provide municipal zoning, permit streamlining, and planning support **+14**
2. Include child care facilities in development agreements and other zoning requirements **+13**
3. Include child care facilities in general plans and other planning documents **+13, -1**
4. Facilities with direct relationships **+11**
 - a. Public / Private Partnerships
 - b. Co-location
 - c. Joint Use / Multi Use
 - d. Employer Supported
 - e. Transit Development
5. Develop public education campaign that promotes child care facilities development **+8**
6. Child Care as a mitigation option **+4**
7. Include child care facilities in affordable housing developments **+4, -1**
8. Include on-site child care facilities or in-lieu fees using inclusionary ordinances **+3**
9. Off the shelf models for child care facility development **+2**
10. CEQA level review / involvement **+1**
11. Use public surplus land for child care facilities **+1, -2.5**
12. Offer child care density bonuses **+3, -4**
13. Charge impact fees to support child care facilities development(AB 1600) **+1, -7**
14. Downtown(s) Centers **0**
15. Commercial Hubs **0**
16. Provide financial assistance and cost offsets thru loan funds **0**

The top 6 options in order of preference were given additional review. This list includes options identified by the Brion Report (1,2,3,5) and by the committee members (4&6). Additional thoughts about the Brion Report options were added under “other.”

Policy/Program	Type of Policy and Implementation Authority	Concept	Pros and Cons	Recommendations
1. Zoning, Permit Streamlining, and Planning Support	Local planning policies that benefit development.	Focus is on removing Barriers. These include providing child care as of right in more zoning districts; creating an easier and quicker permit process for child care providers; and providing start up guides.	Pro: These policies are key to increasing child care at minimal costs. Con: Some communities or neighborhoods may want child care to be regulated.	These are good policies to increase the supply of child care, since they directly benefit and help providers at minimal costs. Start-up guides for providers help simplify the process and reduce processing time.

Policy/Program	Type of Policy and Implementation Authority	Concept	Pros and Cons	Recommendations
<p>2. Development Agreements</p>	<p>Development / entitlement policy that is implemented at the local and project level.</p>	<p>Requires child care in exchange for other entitlements or financial assistance. Applies to larger projects that require development agreements for other reasons like vested rights and financial commitments.</p>	<p>Pro: Good tool for larger projects where on-site child care can work or is needed. Does not preempt other policies per se citywide and can work in tandem with impact fees; although project with DA child care would have impact fees waived. Con: Does not work with smaller projects or in-fill. Often provides market rate child care only. OTHER: Needs good contract language and insurance (teeth). Used to gain public interest for project approval.</p>	<p>This policy can be used when circumstances warrant or developer requests a DA for other reasons. Does not require special ordinance or adoption of new local policy. If a DA were used, impact or in-lieu fees would be waived.</p>
<p>3. General Plan and Other Planning Documents</p>	<p>Planning policy that can be implemented locally.</p>	<p>Include policies and programs in general plans, including the land use, housing, transportation, parks and recreation, and public facilities elements, and specific plans that call for and support the provision of child care.</p>	<p>Pro: Creates general policies that support specific policies fostering child care, such as impact fees and inclusionary zoning. General plan policies can establish a positive framework for the development of child care facilities. Con: General plans are not updated often. Requires support of city councils and planning commissions. OTHER: “other docs” - example, Vision 2020. Time frame for entire plan update versus specific development update. Funding/cost.</p>	<p>This is a highly recommended approach for County and all cities. This policy enables all other programs and policies and provides legal justification for impact fees.</p>

Policy/Program	Type of Policy and Implementation Authority	Concept	Pros and Cons	Recommendations
4. Facilities with direct relationships	Collaboration	Public / private partnerships. Co-locations. Joint use, multi use. Employer supported. Transit development.	<p>Pro: Shared facility costs possibly. Increases efficiency. Accessibility. Reduced transportation/ emissions.</p> <p>Con: Liability. Security. Locations. Who operates? Distribution of responsibility. Requires multi party agreements. Finding operators is a challenge.</p>	Good policy for increasing efficiency of public/private funds and maximizing use for space for consolidation. Need to identify willing partners and advocates to build relationships with potential operators. For the long-term, leadership/management training needed for child care providers.
5. Public Education	Planning policy that can be implemented locally but would be best at the county or regional level.	Develop public education campaign targeted at neighbors, landlord/tenants, real estate industry, and planners.	<p>Pro: The provision of information on available child care programs, legal issues, and providers' rights will help promote FCCs and child care as a public policy issue in general.</p> <p>Con: Does not directly create new child care spaces and requires some funding but sets the stage for other new programs and policies.</p> <p>OTHER: Use to leverage funding.</p>	Good policy/program to fund at the county level and to target specific groups over time. Requires funding and strategic planning with public relations support. Can have long-term benefit but does not directly increase supply in short term. <i>Other: Public/Partner friendly materials for distribution. Create "elevator speech" for committee member use.</i>
6. Child care as mitigation option	San Joaquin Valley Air Pollution Control District (SJVAPCD) policies governing Air Quality, Transportation, & Services	Offer credit for child care facilities	<p>Pro: Measurable transportation impact Big Cost component for development.</p> <p>Con: SJVAPCD involvement 11 cities, 1 county-jurisdiction buy-in Just one more thing to do.</p>	Good policy that provides developers a pathway to offset pollution that results from growth and development through trip and distance reduction. This adds value for the developer and to the community.

The Leadership Committee found that there is good support within CCCC for persons interested in starting child care programs. However, the cities and county are lacking in policy and regulations as to the importance of child care facilities in the fabric of community development. As a result, a rather cumbersome and uncertain process must be negotiated to obtain local permits to establish child care facilities. Therefore, the Leadership Committee decided to focus on the options that will help alleviate that uncertainty and create a more compatible system for building new facilities.

GOAL: To include language supporting child care facility development in general plans and other planning documents and zoning, permit streamlining, and planning support.

ISSUE: No policy exists concerning the need for child care to meet current shortage and future demand.

Specific Tasks	Barriers	Barrier initiatives	Time frame / milestones	Responsible parties
1. Verify issue as correct for cities and Kern County by contacting planning departments ✓ Where would it fit in the document ✓ Internal consistency ✓ When is the window of opportunity greatest ✓ Prioritize which cities/county to approach first	Timing/access Staff/resource availability Limited opportunities to amend general plans The number of jurisdictions- Kern Co. and 11 cities	Develop working relationship with staff. Schedule presentations of proposal. Set priorities and schedule the approach to each jurisdiction. Apply subjective language to policies that might already exist.	July 31, 2006	Brooke Antonioni, Tammy Burns and Dana Adams
2. County Administration-strategic plan inclusion of child care		Now in process	July 31, 2006	Guy Greenlee
3. Provide examples of where and why this has worked elsewhere	Resistance to change		July 31, 2006	Manuel Fierro
4. Identify data to support policy and ordinance adoption		Provide white paper on rationale for amendments.	July 31, 2006	Brooke Antonioni and Wayne Clauson
5. Create child care as a mitigation option	Perceived and real financial barriers Complexity of process	Developer incentive Fast track review	July 31, 2006 for action plan	Brooke Antonioni and Dan Duncan

Specific Tasks	Barriers	Barrier initiatives	Time frame / milestones	Responsible parties
6. Gain political and public support for changes	Unless the need for child care is recognized as a quality of life issue for a community the city councils and board of supervisors will not be motivated to take on the work and cost of policy adoption.	Education of staff, policy makers and other of influence within the communities. Personal discussions with policy makers and others.	Ongoing after cities are prioritized	Co-chairs: Gina Hayden and Lisa Duncan-Purcell. To call on others to join committee
7. Draft language for amendment	Staff time	Utilize ordinance format for language of zoning amendments. Format a model general plan policy. One-on-one conversations, workshops when requested.	September 1, 2006	Wayne Clauson, Colon Bywater and Brooke Antonioni. To call on others as needed
8. Work with staff / staff report (sample)	Staff time	Education of staff and policy makers	On-going as a resource to staff	Brooke Antonioni, Wayne Clauson, Dan Duncan and Dana Adams
9. Staff report and resolution	Rate of growth-planning staff work load Staff time	Minimize the amount of work to be done by city and county staff.	October 1, 2006	Agency staff
10. Propose amendment (ask Board of Supervisors and city councils for referral to Planning Commission)	Change requires advocacy	Formal process to put the policy on the table. Can be submitted in the form of a letter	October 1, 2006	Steve Sanders
11. Environmental review	Complexity due to multiple relationships	Background of studies and resources for staffs	On-going	Dan Duncan And Lisa Duncan-Purcell
12. Planning commission public hearing	Issues must have public discussion	Personal presentations at each hearing.	January 1, 2007	Brooke Antonioni and Dana Adams to follow proceedings

Specific Tasks	Barriers	Barrier initiatives	Time frame / milestones	Responsible parties
13. Public hearings by city councils and Board of Supervisors	Issues must have public discussion	Personally appear to make presentations at each hearing. Involve members of the community as advocates	February 1, 2007	Brooke Antonioni and Dana Adams to follow proceedings
14. Amend zoning ordinance to include child care facilities by right	Policies need to be implemented by ordinances and standards	Move ordinance along with general plan proposal.	March 1, 2007	Brooke Antonioni and Dana Adams to follow proceedings

Integration of Options in Development of General Plan and Zoning Ordinance Amendments

In developing an Action Plan to address the Leadership Committee’s stated goal, a number of the priority options for dismantling barriers to child care facilities development are utilized. For example, including child care in general plans paves the way for favorable development agreements (Option #2) as well as co-location, joint use and multi-use public facilities (Option #4.) A public education campaign (Option #5) will benefit not just the hearing process, but also heightens community awareness of child care issues. Lastly, positioning child care facilities as a mitigation factor through trip reduction may also bode favorably for development agreements.

Over-arching thread throughout discussion of options - Finance / Cost barrier.

Financing facilities development and operations while keeping child care affordable for working families was a recurring theme.

- ✓ **Part of the mission:** To stimulate public and private investment to meet Kern County’s current and future child care needs
- ✓ **Idea:** Financial Institution support of child care- leveraging of local funding thru loans or grants for operating facilities (examples of where this has been successful include Solano County and LA County)
- ✓ **Action Plan:** Linda Miles to work with Dana Adams to orient local financial institutions to the opportunity for lending to the child care sector.