

# Memorandum

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<b>Subject:</b>	Potential Impacts of Peninsula Park on Child Care Needs		
<b>Date:</b>	September 25, 2007		

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## Purpose of This Memo Report

The Peninsula Park project, a revision of the earlier Marina Shores Village project, has been proposed for development in Redwood City. This project, located on Bair Island Road between U.S. 101 and Pete’s Harbor, would include a mix of residential, hotel, and commercial uses along with a marina and some public open space (see Table 1, next page).

A key issue of concern to the City of Redwood City is the potential need for child care services by project residents and employees. A brief table of contents is presented in the box below.

This study has been prepared in order to:

- Provide background information on child care issues;
- Estimate the impact of the Peninsula Park project on child care need in Redwood City; and
- Discuss strategies for meeting the project’s portion of the city’s future child care need.

To meet these objectives, this report reviews the characteristics of the project, discusses the context of child care need in Redwood City, estimates the child care need generated by project uses and other development in the project area, and suggests approaches to meeting that need.

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## Description of the Project

The Peninsula Park project is proposed for a 33.24-acre site (the “Peninsula Marina” property) that formed part of a larger site that was proposed in 2003 for the Marina Shores Village project. The 2003 project also included a second parcel of 13.21 acres (“Pete’s Harbor”); the two discontinuous parcels are separated by existing multifamily residential and marina development. Peninsula Park proposes residential and nonresidential development, as described in Table 1.

**Table 1**  
**Land Uses Proposed for Peninsula Park**

Use	Amount
Housing	796 condominium units
Hotel	200 rooms
Commercial <sup>a</sup>	10,000 square feet
Marina Slips <sup>b</sup>	25 to 40 slips

<sup>a</sup> Convenience retail and sit-down restaurant space.

<sup>b</sup> Ownership of boat slips will be conveyed separately to residence purchasers at their option.

Source: City of Redwood City, Administrative Draft Addendum to the Final Environmental Impact Report for the Marina Shores Village Project, February 2007, Table 2.2 (p. 2-9). Marina information provided by the applicant subsequent to preparation of the Administrative Draft Addendum.

## About the Need for Child Care Services

Care and supervision of children, while a family responsibility, is a matter of general public interest for economic and social reasons: the availability of child care that is safe, secure, and enriching contributes to labor force availability and to community welfare.

The rising participation of women in the labor force in recent decades has given greater prominence to child care issues. Studies of child care availability, cost, and quality have been conducted across the county, and the public sector has become increasingly involved in numerous ways. As noted in a recent article:

Across the country planners and business leaders are beginning to recognize the importance of child care as a critical infrastructure for family-friendly communities. Funds traditionally focused on physical infrastructure and business development are being broadened to also focus on child care.

Investing in child care yields triple returns – by promoting children's human development, supporting employers and parents' career trajectories, and ensuring the overall health of a community and the broader regional economy.<sup>1</sup>

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<sup>1</sup> “Putting Child Care in the Picture: Why this Service is a Critical Part of Community Infrastructure,” in *Planning*, June 2007.

Among the approaches in use in California is that of requiring new development to contribute to the provision of child care services for its potential employee and/or resident populations. Generally, a nexus study is undertaken to establishing a tie between the level of employment and/or the potential number of children in new housing units to determine a proposed development's required contribution to assist in the provision of child care facilities/services. Such determinations vary by city and by development.

Local governments in San Mateo County have recognized the importance of assessing and assisting in meeting child care needs, and several studies of county and local need for child care have been undertaken.<sup>2</sup> Locally, Redwood City provides a child care coordinator to evaluate the need for child care and how best to meet it.

A number of factors influence decisions about how care for children of ages requiring care (generally birth through age 13, or under 14 years of age) will be provided. These include:

- The number and age(s) of children living in the home  
Infants and pre-school children may require full-time care, while school age children need supervised care only outside of school hours.
- The labor force status of adults in the household  
If there are two parents in the home and only one works, typically the other takes responsibility for child care. Sometimes there is another adult family member available (a grandparent, an older child, a sibling of one of the parents), and the role of child care provider remains within the family.  
If all parents (in single- or two-parent families) work outside the home, and there is no other member of the family available, then third party care is sought. Third party care may be provided within the context of the family (such as by an au pair or other non-family-member child care provider) or by an arrangement outside the home (in a licensed child care center or family child care home, or in an unlicensed arrangement).
- The availability of child care services  
Child care services may be available in the neighborhood. The child (or children) are taken to and picked up from the child care provider by one of the parents. (One parent may make both trips, or they may share responsibilities.)  
Child care services may be provided by the employer of one worker or the other or both. The child or children are taken to and picked up from the provider by the parent who works there.  
Child care services may not be available near home or at the place of employment of either working parent. A provider in some other location is chosen and, again, the child or children are taken to and picked up from the provider by the parent who works there.

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<sup>2</sup> *Child Care Needs Assessment, 1999-2000, San Mateo County*, produced by the Child Care Coordinating Council of San Mateo County, Inc., January 2000; and *Child Care and Housing Linkage Research Study*, prepared for the County of San Mateo Office of Housing in conjunction with the San Mateo County Child Care Coordinating Council, Inc., by Brion & Associates with Vernazza Wolfe Associates, June 2003. The latter study is referred to in this memo report as the "County 2003 study."

These are simple cases, but the actual circumstances of families are often complex, as the following possibilities illustrate:

- Some child care providers accept all age groups; others may limit their services to a specific age range, meaning that parents need multiple providers – just like parents who have school children at different grade levels and, therefore, in different schools typically at different locations.
- A parent of school-age children may need supervised care for only part of the day. Sometimes such care is available at the school; for older children, a school-based activity can serve the same purpose. Especially for younger children, however, if child care beyond school hours is not available at the school, then part-day service is needed together with some arrangement for transporting the child or children from the school to the provider.
- For families in which child care is provided by a non-parent family member, that person may not be available every day of the week. Parents then need child care for only part of the week. That may be easier or more difficult to arrange than full-week care.
- A parent’s work schedule may not mesh with the schedule of the child care provider.
- Child care providers may not accept children who are ill. Parents then must make other arrangements, sometimes on very short notice.
- Child care may be available, but the cost may exceed the amount that parents can afford, particularly if the parent or parents have lower income levels. Many studies have documented an extreme shortage of affordable and/or subsidized child care.
- Available third party child care choices may not meet the preferences of families. Such preferences may include any of the factors identified above (location, full-day and part-day programs, age range coverage, illness coverage, start- and stop-time flexibility, etc.) and further considerations relating to size of operation, quality of program, perceived quality of caregivers, and other conditions. Such considerations may be of great importance to parents, and can affect decisions about whether to place a child in a caregiver arrangement at all.

These and other factors make for decisions about child care that are complex and difficult to model. As noted in a recent child care study for the U.S. Department of Defense (DoD):

There are a number of ways to think about and measure the concepts that lead to preference for and use of care. . . . In this report, we avoid use of the term “child care demand.” *Demand* is a technical economic term that relates the price charged by suppliers for a specific good or service to the amount of a product or service desired by consumers. . . . the word *demand* can be interpreted in a manner that is inconsistent with its technical meaning. Instead, we consider both the use of formal child care and the extent to which parental needs are being met.<sup>3</sup>

The DoD study associates several “outcomes” with observable information about the military families surveyed and their communities:

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<sup>3</sup> *Examining Child Care Need Among Military Families*, by Susan M. Gates, Gail L. Zellman, and Joy S. Moini. RAND Corporation, 2006. Because the term “demand” has a specific economics-based meaning, analysts of child care issues generally use the term “need.”

- Some parents (nearly 9 percent) report that they would like to use a formal child-care arrangement but are not doing so. This group of parents is defined as expressing *unmet need*.
- Some parents (22 percent) report using a child care arrangement that is not their first choice. This group of parents is defined as expressing *unmet preference*.
- Some parents (21 percent) report that they are likely to leave the military because of child care issues (they find some aspect of their child care arrangements unacceptably inadequate).

The findings of the DoD study demonstrate that child care arrangements, even when available and used, may not meet the parents' needs and/or preferences, and may prompt an employment change by a parent. Extrapolating from this study to the general population, it is plain that child care availability, suitability, and perceived adequacy is a critical element of the dynamic set of relationships between home and work when there are children in the household. Hence, the importance of public actions to support the availability of quality child care services.

## **Estimating Child Care Need in Redwood City**

The need for child care in Redwood City has been estimated as part of a larger child care research study of San Mateo County (the "County 2003 study" cited in footnote 2). The study was undertaken to "examine ways to increase the provision of child care in the County by linking child care both to residential development and to local policies that affect land use." The study overview notes that "ensuring an active labor force while maintaining quality care for our children" makes intervention by the public sector necessary, and suggests an array of child care policies for community consideration. Their applicability to the Peninsula Park project is considered in the last section of this memo report.

### **Approach of the San Mateo County Analysis**

The research project undertaken for the County 2003 study estimates current child care needs through a multi-step process:

1. Number of children by age and child care age group. Groupings for child care analysis are commonly as follows:
  - 0 to 2 years, or birth to the third birthday  
(a three-year period)
  - 3 to 5 years, or from the third birthday up to the sixth  
(a three-year period, corresponding roughly to two preschool years plus kindergarten)
  - 6 to 9 years, or from the sixth birthday up to the tenth  
(a four-year period corresponding roughly to grades 1 through 4)
  - 10 to 13 years, or from the tenth birthday up to the fourteenth  
(a four-year period, corresponding roughly to grades 5 through 8)
2. Labor force participation rates of parents

Labor force participation rates of parents vary by the age of children, with lower rates for younger children and higher rates for older children. For city estimates of child care need, the labor force participation rates observed locally are applied.

3. Child care need adjustment factor

The child care Needs Assessments prepared by the Child Care Coordinating Council (“4C’s”) of San Mateo County in 1999-2000 assumed, consistent with the methodology of California’s CCR&RN,<sup>4</sup> that all children who have a single parent in the work force, or who have both parents in the work force, need child care: basically, a 100% need factor.

The methodology applied in the County 2003 study also recognizes that some parents make arrangements on their own and do not need child care provided outside the home. For the estimate in the County 2003 study, it was assumed that the proportion of children in families of working single- or two-parent working families that need child care outside the home can be approximated by application of a need adjustment factor less than 100 percent. Application of this factor reduces the 100 percent need estimate to account for families that handle children care needs without recourse to services outside the home. The need adjustment factor varies by age group. For the County 2003 study, the factors are 75 percent, 100 percent, 50 percent, and 25 percent, for children in age groups 0-2, 3-5, 6-9, and 10-13, respectively.

San Mateo County is currently in the process of revising and updating its estimates of child care need. The need factors applied in the updated County study are 37 percent for the 0-2 age group, 75 percent for the 3-5 age group, and 50 percent for children in school (6-13). Those need factors have been applied in the analysis in this memo report.<sup>5</sup>

4. Available supply of child care spaces

5. Gap between children needing care and availability of child care spaces

The County 2003 study also estimated future child care need based on projections of increases in the number of households.

The future estimates are more approximate since they assume continuation of the existing household composition (same proportions of children by age group), the existing labor force participation rates of parents, and the existing capacity of child care facilities.

### **Current Child Care Need in Redwood City**

An estimate of current child care need for Redwood City is summarized in Table 2.

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<sup>4</sup> The California Child Care Resource & Referral Network (CCR&RN) is a 20-year-old non-profit training, technical assistance, and advocacy organization that works with 61 child care resource and referral agencies (R&Rs) in California to improve the quality and supply of child care through activities and projects that assist child care providers, parents, R&Rs, and the general public. (Described on website [www.rrnetwork.org](http://www.rrnetwork.org))

<sup>5</sup> Kristen Anderson, Child Care Coordinator, City of Redwood City, e-mail communication with Mundie & Associates, August 16, 2007.

**Table 2**  
**Estimates of Current Child Care Need for the City of Redwood City, 2003**

	Child Care Group and Age				
	Total	Infants	Preschool	School Age	
	Birth to <14	0-2 Years	3-5 Years	6-9 Years	10-13 Years
Children by Child Care Group and Age	14,292	3,498	3,166	4,100	3,528
Parents' Labor Force Participation Rates	n.a.	59%	59%	68%	68%
Need Adjustment Factor		37%	75%	50%	50%
Children Needing Care, 2003	4,758	764	1,401	1,394	1,200

Notes: n.a. = not applicable. Detail may not add to total due to independent rounding.

Source: Mundie & Associates, based generally on methodology in *Child Care and Housing Linkage Research Study* (see reference in footnote 2), Tables 2, 4, and A-1. Count of children by age group is from the US Census. Need factors are drawn from the San Mateo County child care needs assessment currently in preparation (see footnote 5).

### Estimate of Future Child Care Need in Redwood City

The future (year 2025) need for child care in the jurisdictions of San Mateo County was estimated based on projections of growth by local area. The source of the projections was the *Projections 2002* report by ABAG (the Association of Bay Area Governments).<sup>6</sup> In 2007, ABAG published a revised series of projections. Table 3 summarizes both sets of projections.

**Table 3**  
**Household Projections for San Mateo County and the City of Redwood City, 2025**

Geographical Area	Source	Estimated Number of Households		Estimated Change in Number of Households	
		2000	2025	Number	Percent
San Mateo County	<i>ABAG Projections 2002</i>	254,103	288,920	34,817	13.7%
	<i>ABAG Projections 2007</i>	254,104	296,870	42,766	16.8%
Redwood City	<i>ABAG Projections 2002</i>	28,060	31,230	3,170	11.3%
	<i>ABAG Projections 2007</i>	28,060	31,970	3,910	13.9%

Sources: As cited in the table. The County 2003 study used the ABAG 2002 projections.

The information presented in Table 3 indicates that population levels in Redwood City were expected to increase by about 11 percent in ABAG's *Projections 2002* and by about 14 percent in the *Projections 2007*. These percentage increases have been applied to Redwood City's existing

<sup>6</sup> *Projections 2002* was the most recent set of projections then available as the source for the 2025 projections of the number of households. The preparers of the County 2003 study also reviewed recent building permit data by County subarea as an indication of whether the market can produce the number of housing units implicit in the projections, concluding that the projections were not unreasonable from a production perspective.

population of children by age group to estimate the increase in the number of children by the year 2025.

Table 4 presents an estimate of future child care need for Redwood City based on ABAG’s household projections for the year 2025. The table is in two sections. The first section presents future child care need based on the household projections in *Projections 2002*, and the second section presents the future child care need based on the household projections in *Projections 2007*. In both cases, the projections hold constant the current age distribution of children, labor force participation of parents, and need adjustment factors by children’s age groups.

**Table 4**  
**Estimates of Future Child Care Need for the City of Redwood City**

	Child Care Age Groups				
	Total	0-2 Years	3-5 Years	6-9 Years	10-13 Years
Children Needing Licensed Child Care, Current	4,758	764	1,401	1,394	1,200
<b>1. Future Need Applying Projections 2002</b>					
Additional Children in Population by 2025	1,615	395	358	463	399
Labor Force Participation Rates	n.a.	59%	59%	68%	68%
Need Adjustment Factor		37%	75%	50%	50%
Additional Children Needing Care by 2025	538	86	158	157	136
Total Future Child Care Need, 2025	5,297	850	1,559	1,551	1,336
<b>2. Future Need Applying Projections 2007</b>					
Additional Children in Population by 2025	1,986	486	440	570	490
Labor Force Participation Rates	n.a.	59%	59%	68%	68%
Need Adjustment Factor		37%	75%	50%	50%
Additional Children Needing Care by 2025	661	106	195	194	167
Total Future Child Care Need, 2025	5,420	870	1,596	1,588	1,367

Notes: n.a. = not applicable. Detail may not add to total due to independent rounding.

Source: Mundie & Associates, based sources cited in notes to Tables 2 and 3. Count of children by age group is from the US Census.

The estimates of future child care need presented in Table 4 incorporate the increase in Redwood City population – between about 11 percent and about 14 percent (Table 3) – by the year 2025. The more current figures – the need estimates based on population forecasts in *Projections 2007* – are applied in the discussion of the need and supply relationship that follows.

### The “Gap” in Local Child Care Spaces

An inventory of licensed child care facilities is maintained by the City of Redwood City. Information on those facilities includes age groups served, hours of service, location, capacity, and level of use. Comparing this information to the projected need provides an initial indication of the current need/supply relationship in the city.

While the inventory is regularly updated, it is not possible to forecast the future supply. Therefore, an estimate of the “gap” between need and supply is based on the existing supply. The result may overestimate the “gap” to the extent that the supply of licensed care spaces rises between the supply documented in 2003 and conditions in 2025.

With that qualification, Table 5 presents estimates of the child care “gap,” current and future. The first section of the table addresses the current need/supply relationship (“current” figures are approximate year 2003 conditions). The second section of the table addresses the future need/supply relationship, if there is no augmentation of the existing supply of child care spaces.

**Table 5**  
**Estimates of Current and Projected Child Care “Gap” for the City of Redwood City**

	Child Care Group and Age				
	Total	Infants	Preschool	School Age	
	Birth to <14	0-2 Years	3-5 Years	6-9 Years	10-13 Years
Current (2003) “Gap”					
Children Needing Care, 2003	4,758	764	1,401	1,394	1,200
Supply of Child Care Spaces, 2003	2,720	280	1,602	838	
Current Child Care Supply Gap	2,038	484	(201)	1,756	
	<i>Overall: shortage</i>	<i>Age group: shortage</i>	<i>Age group: surplus</i>	<i>Age group: shortage</i>	
Future (2025) “Gap” (based on <i>Projections 2007</i> )					
Children Needing Care, 2025	5,420	870	1,596	1,588	1,367
Supply of Child Care Spaces, 2003	2,720	280	1,602	838	
Future Child Care Supply Gap	2,700	590	(6)	2,116	
	<i>Overall: shortage</i>	<i>Age group: shortage</i>	<i>Age group: surplus</i>	<i>Age group: shortage</i>	

Source: Mundie & Associates, based on Tables 2 and 4 above. No forecast is available for the supply of child care spaces in 2025; the 2003 figures have been used. Figures in parenthesis imply a surplus. See text below for a discussion of that projection.

Summarizing the information presented in Table 5:

- Redwood City has a current overall child care supply gap: there is a need for about 2,040 licensed spaces in excess of the supply.
- Redwood City’s child care supply gap will increase by the year 2025 by more than 650 spaces, unless there is a significant increase in the supply by that time.
- The gap in child care supply, both current and future, is substantial: the existing supply meets only 37 percent of the need in the infant age group (children less than three years old) and only 32 percent of the need among school age children (children in grades one through eight). Full-day care is needed for the infant group, and part-day care for school-agers.

- For the pre-school age group (ages 3, 4, and 5), the current figures show a surplus of about 200 spaces and the future figures an approximate balance (the difference is only 6). It is it is doubtful, however, that an actual surplus exists: many of Redwood City's child care spaces are taken by children of non-Redwood City residents who work in Redwood City. This point is discussed in the next section.

### **Use of Local Child Care Spaces by Children of Nonresidents**

Redwood City is not only a residential community, but also a city with a substantial employment base. Its approximately 28,220 households are complemented by approximately 50,200 jobs. On average, Redwood City households have approximately 1.2 employed residents. If they all were employed within Redwood City, that workforce of about 34,000 would not be enough to fill all the jobs available in the city: Redwood City, in other words, has more jobs than workers.

Looking at this situation in a different way, Redwood City has about 67 jobs per 100 residents, while the rest of San Mateo County has only 45.

This favorable balance of jobs over local population means that Redwood City has a considerable number of people working in local jobs who live elsewhere. These workers contribute to the need for child care services in Redwood City.

Information tallied by Redwood City's Child Care Coordinator illustrates use of Redwood City child care by nonresidents:

- Interviews of several Redwood City family child care home providers found that an average of 62 percent of their children live in Redwood City (the range was from 25 percent to 92 percent). The balance of the children live primarily in nearby areas that have fewer child care services.
- In Redwood Shores, where CCLC (Children's Creating Learning Centers) operates three programs, the following child care enrollment patterns were found:
  - Electronic Arts: only about 10 percent of enrollees are Redwood City residents.
  - Shores Child Care Center (where half the 156 spaces are reserved for Oracle families): about 36 percent of enrollees are Redwood City residents.
  - Sandpiper after school care program: about 89 percent of the enrollees are Redwood City residents. (This pattern would be expected for an after-school-hours program.)

The city's Child Care Coordinator also notes that overall supply numbers include the full range of supply: family child care home spaces as well as child care centers. Many families place their very young children in family child care (or in unregulated care arrangements) initially, and then move them to child care centers around ages three to four to provide them with a more formal group experience. This pattern would explain why the calculated surplus in the number of preschool age spaces (a calculation which is based on the city's population) is not corroborated in the field: there is a lack of available spaces at centers currently and a long wait list at many programs.<sup>7</sup>

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<sup>7</sup> Anderson, as cited in footnote 5.

## Estimating Child Care Need Associated with the Peninsula Park Project

### Child Care Need Associated with Peninsula Park Residences

The proposed project would provide 796 condominium housing units, distributed among three basic types of buildings, as presented in Table 6. (This housing proposal compares with 1,930 units in the predecessor Marina Shores Village proposal.)

**Table 6**  
**Residential Condominiums Proposed for Peninsula Park**

Building Type	Dwelling Unit (DU) Type				Total DUs
	Studio	1 BR	2 BR	3 BR	
Mid-rise (buildings of up to 120 feet)		60	214	20	294
Low-rise (buildings of up to 75 feet)	70	120	210		400
Townhomes (buildings of 24 feet)			92	10	102
Total	70	180	516	30	796

Source: Paul Powers, e-mail communication to Blake Lyon, City of Redwood City, March 7, 2007.

### *The Influence of Housing Type on the Population of Children in Residential Projects*

Housing type has a marked effect on the population of children in a residential development. In their 2004 study on the Marina Shores Village project, Lapkoff & Gobalet Demographic Research, Inc. (L&G) report:

In most school districts, houses, or what planners call “single-family detached units (SFUs),” yield the largest number of students per unit. After SFUs, townhouses typically have the next highest yields. ... significantly lower than those of single-family units, but higher than those of apartments and condominiums. ... For a variety of reasons, apartments tend to have very few children per unit . . . [unless they] ... are either subsidized or have very low rent. Condominiums tend to have the lowest yield.<sup>8</sup>

While a number of factors (such as price/rent levels of units; quality and proximity of schools; and proximity of parks and playgrounds) influence families’ choice of residence, for families with children, unit type and size are particularly important. Data on the number of children in households by type of housing unit would, therefore, potentially be helpful in estimating the population of children in a proposed residential project. Unfortunately, systematic data (e.g., from the U.S. Census) on this topic are not available. Therefore, one of the estimates presented below of the population of children of ages birth to 14 years in the Peninsula Park project draws on data cited by L&G for condominium projects in buildings not exceeding 12 stories in height.

<sup>8</sup> Lapkoff & Gobalet, *Analysis of the Probable Enrollment Impact of the Marina Shores Village Development on the Redwood City and Sequoia Union High School Districts*, pp. 6-7.

**Estimate of the Number of Children in the Peninsula Park Project**

1. Estimate Based on Type of Housing Unit

Lapkoff & Gobalet’s report presents student yield data from a number of condominium projects in the inner Bay Area in buildings not exceeding the building heights proposed for Peninsula Park. L&G’s student yield factors can serve as the basis for (1) forecasting the approximate number of school age children in the project’s population, and (2) estimating (more roughly) the number of pre-school children in the project.

Table 7 presents the student yield estimates from seven of the projects on which L&G reported; the referenced projects are those not exceeding 12 stories in height (in fact, the projects listed in Table 7 are all 10 stories or less).

**Table 7  
K-8 Students per Household in Condominium Projects of 4 to 12 Floors**

Development	Floors	Housing Units	K-8 Students	
			Per Household <sup>a</sup>	Approx. Total <sup>b</sup>
Heritage Building <i>Oakland</i>	7	45	0.02	0.90
311 Oak <i>Oakland</i>	10	219	0.00	0.00
Bridgewater <i>Albany</i>	4	103	0.11	11.33
Bayside Commons <i>Albany</i>	5	235	0.14	32.90
The Crossings <sup>c</sup> <i>Los Altos</i>	4 or 5	128	0.09	11.52
All <i>Palo Alto</i> Condos of <7 stories <sup>d</sup>	n.a.	653	0.08	52.24
Tra Vigne Villas <i>Cupertino</i>	3 or 4	32	0.06	1.92
Totals <sup>e</sup>		1,415	[calc.: 0.078]	110.81

- <sup>a</sup> L&G’s report provides student yields (per household counts) rather than raw numbers of students.
- <sup>b</sup> This column express the number of students as decimals rather than as integers (whole students) in order to estimate more precisely the number of children by year of age in Tables 8 and 9 below.
- <sup>c</sup> Mid-rise part.
- <sup>d</sup> Some of these condominiums may be in buildings of fewer than 4 stories.
- <sup>e</sup> School performance is a key variable in attracting families with school age children to a project; therefore, a sensitivity analysis was conducted to test whether the omission of data on developments in the school districts with the highest measures of academic performance, Cupertino and Los Altos, would affect the results. No effect was found.

Source: Mundie & Associates, based on Lapkoff & Gobalet, *Analysis of the Probable Enrollment Impact of the Marina Shores Village Development on the Redwood City and Sequoia Union High School Districts*, Tables 2 and 3.

L&G’s report addresses children of K-8 ages, corresponding to ages from 5 through 13 (i.e., from the 5th birthday, or kindergarten age, up to the 14th birthday, a total of 9 years). Assuming that the distribution of children by year of age through the K-8 grade levels is representative of the preschool population as well, then it is possible (1) to estimate the preschool population of the condominium projects and, therefore, (2) to estimate the total number of children aged 0-14 in the condominium projects. Table 8 presents this calculation, and then applies it to the 796 units proposed for Peninsula Park.

**Table 8**  
**Number of Children in Peninsula Park Project, Case 1:**  
**Estimate Based on Housing Type**

Development	Condo Units, Total	Children by Age Group, Number and <i>Per Condo</i>				Children, Total
		0 to <3 Yrs	3 to <6 Yrs	6 to <10 Yrs	10 to <14 Yrs	
Condo Projects (Table 7)	1,415	45	41	53	45	184
<i>Per Condo:</i>	<i>0.13</i>	<i>0.0318</i>	<i>0.0290</i>	<i>0.0375</i>	<i>0.0318</i>	
Peninsula Park	796	25	23	30	25	104
<i>Per Condo:</i>	<i>0.13</i>					

Source: Mundie & Associates, based on data in preceding tables. The distribution of children to preschool age groups is parallel to that of Redwood City as a whole (presented in Table 2; preschool children were not enumerated in the condo survey). Detail may not add to total due to rounding.

To summarize the information presented in Table 8: If Peninsula Park has an occupancy pattern with respect to children similar to L&G's findings on school children yields in seven condominium projects of similar structure types, the project would be expected to have approximately 104 children under the age of 14 (the age range for which child care may be needed). Of these, about 48 (25+23) would be younger than school age and 55 (30+25) would be in the K-8 grade levels.

*2. Estimate Based on Proportion of Redwood City Population*

Citywide, yields of children per household are higher than those in the condominiums cited above, because Redwood City's housing stock is predominantly single-family detached units, which tend to have more children. It is possible, however, to develop an estimate of Peninsula Park children in the child care age groups that is based on the city-wide population distribution, and Table 9 presents that estimate.

**Table 9**  
**Number of Children in Peninsula Park Project, Case 2:**  
**Estimate Based on Age Distribution of Redwood City Population**

Development	Households, Total	Children Per DU	Number of Children, Ages Birth to 13 (<14 Years)				Total, Birth to <14 (14 years, total)
			Birth to 5 (<6)		Ages 6 to 13 (<14)		
			0-2	3-5	6-9	10-13	
Redwood City Households	28,060	0.5093	3,498	3,166	4,100	3,528	14,292
Proposed Peninsula Park Project	796	same	99	90	116	100	405

Source: Mundie & Associates, based on data in preceding tables. The distribution of children to detailed child care age groups is parallel to that of Redwood City as a whole (Table 2). Detail may not add to total due to rounding.

The estimates of the number of children in the Peninsula Park project presented in Tables 8 and 9 establish a range within which the actual count of children – if the project is built as planned –

would be expected to lie. Townhomes, which would have the highest student yield among the unit types described in Table 6, represent just over a quarter of the planned units. Seventy studios (about 9 percent of the planned units) may well have no children at all. These project characteristics are likely to make the count of children less than what it would be with the average mix of unit and building types in the Redwood City housing supply. Thus, while the number of children in Peninsula Park is not likely to be as high as the 405 estimated in Table 9, it may not be quite as low as the 104 estimated in Table 8.

The range established in Tables 8 and 9 is roughly 100 to 400: about 100 with the lower unit yields based on building and unit type, and about 400 based on Redwood City averages. These estimates are carried forward below to project the child care needs of Peninsula Park households.

***Estimate of the Number of Children in the Peninsula Park Project Requiring Child Care***

The child care need for Peninsula Park – that is, the need for child care arrangements other than parental or other family arrangements – is estimated in the same way as that of Redwood City as a whole (Table 2, p. 7). Table 10 presents the estimate of child care need using the range in the estimate of the number of children in the project established by Tables 8 and 9.

**Table 10  
Estimate of Child Care Need for the Peninsula Park Development**

	Child Care Group and Age				
	Total	Infants and Preschool		School Age	
	Birth to <14	0 to <3 Yrs	3 to <6 Yrs	6 to <10 Yrs	10 to <14 Yrs
<b>Child Care Need: Lower End of Range</b>					
Children by Child Care Age Group	104	25	23	30	25
Parents' Labor Force Participation Rates		59%	59%	68%	68%
Need Adjustment Factor		37%	75%	50%	50%
Children Needing Formal Child Care	34	6	10	10	9
<b>Child Care Need: Upper End of Range</b>					
Children by Child Care Age Group	405	99	90	116	100
Parents' Labor Force Participation Rates		59%	59%	68%	68%
Need Adjustment Factor		37%	75%	50%	50%
Children Needing Formal Child Care	135	22	40	39	34

Source: Mundie & Associates, based on information cited in Tables 7, 8, and 9 and other documents cited above. Detail may not add to total due to independent rounding.

Table 10 shows that, at the low end of the estimation range, 34 children would need care, distributed among about 16 preschool children (6+10) and about 19 school age children (10+9). At the high end of the estimation range, 135 children would need care, distributed among about 62 preschool children (22+40) and about 73 school age children (39+34). This difference in the level of projected need – a difference that is a factor of almost 4 – arises solely from the difference in the number of children in multi-family ownership units (condominiums) as compared with Redwood City's overall mix of housing types.

**Note: The area below, between \*\*\* and \*\*\*, was moved, but not edited (beyond RM's edits of 9/18-19).**

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**Current Child Care Need Associated with  
 Other Residential Development in the Neighborhood of Peninsula Park**

Existing development in the neighborhood of the Peninsula Park project includes residential units that have child care needs independent of the Peninsula Park project. This area, which is served by Bair Island Road and referred to as the “Bair Island Road neighborhood” in this report, is reported in the U.S. Census as Block 3033 in Census Tract 6103.02. There were 212 households enumerated on this block in 2000. The current child care need in this neighborhood is estimated in Table 13 as 37.

**Table 13  
 Estimates of Current Child Care Need Associated with Bair Island Neighborhood Residences**

	Child Care Group and Age				
	Total	Infants	Preschool	School Age	
	0 to <14	0 to 2 Yrs	3 to 5 Yrs	6 to 9 Yrs	10 to 14 Yrs
Children by Child Care Group and Age	108	26	24	31	27
Parents' Labor Force Participation Rates	n.a.	59%	59%	68%	68%
Need Adjustment Factor		37%	75%	50%	50%
Children Needing Care, 2003	37	6	11	11	9

Source: Based on 2000 Census count of 212 households and 2.69 persons per household (Redwood City's average), for a neighborhood population of about 570 persons with an age distribution assumed to parallel to that of Redwood City. This estimate does not include an adjustment for housing type, and the estimate may therefore err on the high side given the information cited above indicating that multifamily units have fewer children per household. Detail may not add to total due to independent rounding.

**Summary of Residence-Based Child Care Need for  
 Peninsula Park and Its Neighborhood**

As indicated in Table 13, households in existing residential units in the Bair Island neighborhood are estimated to require child care for approximately 37 children.

Overall, the analysis presented in the tables and text above indicates that formal child care arrangements are needed by roughly one-third of children under the age of 14 in existing Redwood City households, including those in the Bair Island Road neighborhood. The same proportion would apply to the project; per unit need is estimated to be lower because of the expected lower number of children per household in units of the types proposed for the project.

The range of child care need for the project (Table 10) would be expected to be about 34 (given the types of housing units proposed), compared with 135 (if City averages are used to estimate children per household).

### Child Care Need Associated with Peninsula Park Nonresidential Uses

Child care needs are conventionally analyzed in terms of households, because it is the families with children among those households that have ultimate responsibility for the care of children.

Employers, however, may also be seen as having a responsibility for child care, because their employees who are parents must see to the care of their children during working hours. Even if their children are in school, parents' working hours are typically longer than the school day, meaning that they must make provisions for care of their children younger than 14 years old for at least part of the day.

Therefore, in addition to the child care need associated with Peninsula Park residences, there will be a need for child care associated with the employment portion of the Peninsula Park project: the hotel, the commercial uses, and the management of the residential and marina uses. This section provides an estimate of that need.

Table 11 reprises information on the proposed project uses from Tables 1 and 2, and provides estimates of employment for those uses.

**Table 11**  
**Nonresidential and Residential Land Uses: Estimated Employment**

Use	Amount	Employment	
		Unit of Estimate	Estimated Employment
Hotel	200 rooms	1 employee per 2 rooms	100
Commercial	10,000 sq. ft.	1 employee per 125 sq. ft.*	40
Marina Slips	25 to 40	combined residential and HOA operations	4
Residential	796 units		
<b>Project Total</b>			<b>144</b>

\* Assumes 20 businesses with four employees in each business.

Source: Mundie & Associates, based on information presented in Tables 1 and 2

As the estimates in Table 11 indicate, the majority of employment at Peninsula Park (nearly two-thirds) would be in the hotel.<sup>9</sup>

<sup>9</sup> Redwood City has an existing hotel that is about twice as large as the hotel proposed for this project: the Hotel Sofitel in Redwood Shores. The Human Resources Department of the Sofitel reports a total employment of 235, of which 189 are full-time and 46 part-time. Considering the Sofitel's larger scale (facilities as well as rooms) the ratio of 1 employee for each two rooms used to estimate hotel employment in the Peninsula Park project is reasonable.

The employees at Peninsula Park may be in single-person or multi-person households. Worker households may include children under the age of 14. Estimating the number of children of Peninsula Park workers in the age groups to which child care needs assessments are applicable is a multi-step process:

1. Estimate the population in households associated with the 144 employees.

This is done by multiplying the 144 workers times a persons-per-household factor. The ratio applied to the calculation in this report is 2.78; that is, workers, on average, live in households that have altogether 2.78 persons.

The 2.78 figure is the persons per household demographic reported in the 2000 Census for San Mateo County.<sup>10</sup> The total household population associated with the 144 Peninsula Park employees would be 401.

2. Estimate the number of children in the age groups potentially needing child care (birth to 14 years of age) among the 401 people in the workers' households.

The 2000 Census provides an age distribution for Redwood City residents, which is presented in Table 2, above. The age distribution shows that 19 percent of Redwood City's population was in the birth-to-14 age group. (The age distribution of the population in Peninsula Park worker's households may differ from Redwood City's in the birth to age 14 age group, but the difference is not likely to affect the conclusions of this analysis.<sup>11</sup>)

3. Estimate the number of children by age group who would need child care outside their homes.

The same approach is applied to the children of workers that was applied to the children in residents' households, with one exception. In Table 2, the number of children in each age group is reduced to account for the fact that parents are not all in the labor force. For the hotel worker households, it is conservatively assumed that adults in the household are employed.

Table 12 presents the estimate of child care need for workers at the Peninsula Park project. In summary, the analysis estimates that Peninsula Park employees would have approximately 41 children needing child care, with 20 in the preschool years and 21 of school age.

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<sup>10</sup> Employees at the hotel and other uses proposed for the Peninsula Park site may not be Redwood City residents, so the question arises as to the applicability of the Redwood City persons-per-household factor to individuals who may live elsewhere. The County persons-per-household figure – 2.78 – has been used, given that the majority of Peninsula Park workers are likely to live outside Redwood City. Redwood City's persons-per-household ratio is 2.69, a difference of about 3 percent from the County's 2.78.

<sup>11</sup> Using Redwood City, as opposed to San Mateo County, age distribution is unlikely to have a significant effect on the estimates. Note that achieving certainty in the estimates is not possible in any event because the actual residence distribution of future workers is not known.

**Table 12**  
**Estimate of Child Care Need Associated with Peninsula Park Employment**

	Child Care Group and Age				
	Total	Infants	Preschool	School	Age
	Birth to <14	0-2 Years	3-5 Years	6-9 Years	10 <14 Years
Children in Employee Households, by Child Care Group and Age	76	19	17	22	19
Parents' Labor Force Participation Rates	n.a.	100%	100%	100%	100%
Need Adjustment Factor		37%	75%	50%	50%
Children in Employee Households Needing Child Care Spaces	41	7	13	11	10

Source: Mundie & Associates estimates of 144 employees (Table 11), approximately 2.78 persons in each employee household (San Mateo County average), for a total worker household population of 401 with an age distribution parallel to that of Redwood City's. Detail may not add to total due to independent rounding.

## Potential Approaches to Meeting Child Care Need in Peninsula Park and Its Neighborhood

The construction of the Peninsula Park project would increase the need for child care in this neighborhood in the future.

This memo report has estimated Peninsula Park's child care need as approximately 75 spaces:

- 34 spaces in Peninsula Park residences (Table 9, but note that Case 2 in Table 10 indicates that the number could well be higher); and
- 41 spaces for children of those employed in Peninsula Park (Table 12).

This memo report estimates existing child care need in the Bair Island Road neighborhood as follows:

- 37 spaces for children in other development in the neighborhood (Table 13).

The project need for 75 spaces together with the estimated neighborhood need for 37 spaces would result in a total need in the vicinity of 112 spaces.<sup>12</sup>

How should future child care for the children needing it be provided, and what kinds of City policies and programs would support the provision of such services?

Issues and possible City responses are discussed below.

<sup>12</sup> The need projected would be nearly twice that level if the Case 2 estimate (Table 10) were applied, instead of the unit type approach applied in Case 1 (Table 8).

## Issues

### ***Current Supply of Formal Child Care Arrangements***

There is currently no formal child care facility east of U.S. 101 in the area served by Bair Island Road. While there are families with children who may need care, arrangements for that care are evidently being met within the family, or in informal arrangements in the neighborhood, or outside the neighborhood in formal or informal child care facilities to the north or south, or in Redwood City west of US 101; less likely, child care is provided at the resident's place of work.

In addition to its overall shortage of formal child care resources (as analyzed in the 2003 County study discussed above), Redwood City is characterized by an uneven distribution of child care services geographically. There is almost no child care available between US 101 and El Camino, and facilities south of Woodside Road are generally state-funded and limited to need-based users.<sup>13</sup> No child care center exists in the vicinity of Whipple Avenue and US 101 due to lack of suitable, affordable facilities. The two closest centers serve targeted populations: teen parents at Redwood High School and County employees at the county campus. The next closest available centers are on Brewster Avenue west of El Camino Real.

As of March 2007, there were six licensed family child care homes in the 6101 census tract (Centennial neighborhood around Whipple Avenue), out of 108 licensed in Redwood City.<sup>14</sup>

### ***Worker Need***

Future employees whose jobs are in Peninsula Park would account for about 37 percent of the need for child care associated with the project. Of that need, about 70 percent would be accounted for by hotel workers (assuming that children are distributed similarly among the households of hotel, commercial, and HOA employees). These workers would not necessarily be Redwood City residents.

A recent study of a particular group of hotel workers<sup>15</sup> found that a majority of the responding families had one or two children, and the majority of children (60 percent) were of school age, with pre-school children accounting for about a third; five percent were infants.

One known factor that influences child care choices of hotel worker families is earnings: hotel workers rank toward the low end of the wage scale, with average earnings under \$20,000 per year.<sup>16</sup> The San Francisco union study cited above (see footnote 15) found, for the child care

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<sup>13</sup> Kristen Anderson, Child Care Coordinator, City of Redwood City, telephone communication with Mundie & Associates, June 8, 2007.

<sup>14</sup> *Ibid.*, information supplied to Mundie & Associates, August 3, 2007.

<sup>15</sup> *Child Care Choices for Working Families: Examining Child Care Choices of Hotel Employees & Restaurant Employees Union Local 2 Members Working in San Francisco's Hospitality Industry*, Carlise King *et al.* for the California Child Care Resource & Referral Network and Nicola Dones for the Labor Project for Working Families for the Board of Trustees of the Local 2/Hospitality Industry Child and Elder Care Plans, 2002.

<sup>16</sup> Industry Statistics Sampler, Economic Census Industry Series Reports, U.S. Census Bureau, 2002, for the hotel industry group (NAICS 72110).

program reviewed, that about half of the participants lived in households earning between \$30,000 and \$49,999 per year, and thirty percent of families with four people in the household earned less than \$30,000 per year. Earnings at this level make it difficult for families to pay for child care. The union study observed that, "Given their low incomes, we estimate that 50 percent of these working parents qualify for, but do not receive, public child care assistance due to lack of funding." The limited availability of assistance puts formal child care out of financial reach for many hotel worker families.

The San Francisco union study also found that, while on the whole "parents were generally pleased with their current care arrangements and these settings seemed to be quite stable," they might well make changes if they were offered a wider array of choices (and, presumably, the resources to pay for them):

When parents were asked about the care they would choose if there were no restrictions or barriers to care, 67 percent of the participants with children in formal care stated they would keep the same provider, compared with 46 percent of those using informal care. A significant number of participants (32 percent) using informal care stated they would rather have their child in a formal care setting than in informal care.

Numerous challenges face the provision of care for the children of employed people, and those challenges may be greater for an industry like hotels: not only are wages lower than in other industries, but there may be more part time positions, and work schedules may not conform to the standard work day.

### ***Household Need***

Child care need of households is discussed in general terms above (pp. 2 and 3). Redwood City does not appear to be unusual in terms of overall need, or shortage of spaces to meet that need. The supply of child care spaces is about 57 percent of the estimated need (see Table 5) – a gap that, judging from the literature on child care, is not unusual. Also unlikely to be unusual is the shortage of funds to subsidize child care for the lower income.

Given the circumscribed supply, it would not be surprising to find in Redwood City what has been found in studies of child care utilization elsewhere: parents are sometimes very satisfied with the arrangements they make, but often must make do with less than what they would prefer, given that the need greatly surpasses the resources in quantity (and, for many families, in price).

### **Possible City Responses**

Program and funding actions at state and Federal levels could ease the child care deficit by funding facilities and augmenting the resources of parents. Many of actions and programs are described in the 2003 County study referenced above.

It is not clear that available resources from the state or the Federal government to assist local governments in expanding the supply of child care services will become more abundant in the immediate future. Without an infusion of intergovernmental assistance, local governments may not have the fiscal capacity to fill gaps in their child care service networks.

Under these circumstances, this memo report focuses on potential City responses that do not rely on additional assistance from non-local agencies.

Three approaches are discussed. The first two relate specifically to the Peninsula Park project, but represent generic strategies that could be applied to other development projects that go forward in the future. The third approach would, over time, augment Redwood City's financial resources for child care in the future.

These approaches are conceptual. The task of converting them to programs would require investment, both from the City and, in the case of Peninsula Park, from the project sponsor. It is a decision that lies with the City to determine whether this project is sufficiently critical in terms of type or scale or location to warrant increasing the scope of Redwood City's role in the provision of child care at this time.

### ***Child Care by Design***

Many children needing child care receive that care in someone else's home, in a licensed family child care home setting. Family child care operates generally at a smaller scale, has a less structured program, is often physically closer to the child's own home, and may have lower fees than child care centers. For many parents, these features are advantageous.

To encourage the provision of family child care in the Peninsula Park project, the City of Redwood City might require that some housing units in the project be designed to accommodate their use for family child care. Such design might include larger units, access to protected outdoor areas, utility arrangements appropriate to child care use, layout to assure provider's ability to keep charges within sight, and so forth.

Encouraging prospective residents to operate their homes in family child care use would be assisted by the provision of such specially designed and equipped units, but it does not ensure that any condominium purchasers would actually be interested in such use. An effective strategy would be needed (1) to attract residents interested in operating family child care, (2) (possibly) to assist potential residents who are interested in providing child care in purchasing the units, and (3) to assure that the unit(s) continue to serve a family child care function over time. These requirements relate to design, marketing, economic subsidization, and legal structure. Practical, economic, and legal feasibility all need to be explored, possibly in cooperation with the developer, in order to determine whether and how to pursue this approach.

It is possible that one or more individuals or households will be interested in purchasing a suitable Peninsula Park unit and establishing a family child care home even if the purchase price is not subsidized.

To accommodate that possibility, the City might examine both the Zoning Ordinance and the prospective project CC&Rs to make sure that neither would impede the establishment of family child care.<sup>17</sup>

### ***Focus on Employee Need***

Purchasers of Peninsula Park residences would generally be in income groups over the Federal poverty line, and would have choices about how to meet their need for child care. Employees of Peninsula Park businesses, particularly those in the hotel, are likely to be in households earning considerably less than residents, and would therefore have fewer choices, and greater difficulties, assuring themselves of quality child care for their children.

The hotel will be the largest employment center in the project, and hotel workers will form the highest concentration of potential users of child care. The City of Redwood City could condition the project to provide a physical facility suitable for licensed child care at the hotel and commit to its on-going economic support. The on-going support might be provided jointly by the hotel, other project employers, and the residential component of the project, with the level of committed support sufficient in the aggregate to operate the center (augmented by user fees and available subsidies) initially and over a period of years. Spaces at the center would be made available on a priority basis to hotel workers, other project workers, and project residents.

From a planning perspective, it would not be advantageous for a child care center in this neighborhood to become a “trip attractor.” Therefore, the size of such a center should be geared to the likely level of users within the project, plus potential users from other residential development in the Bair Island Road neighborhood. Users from outside the area – who would represent added traffic congestion – would have the lowest priority for acceptance, after all local children seeking to enroll are served.

This approach, too, requires additional research and feasibility testing: market (need/demand), physical scale, age-group focus, initial and on-going cost, and legal/administrative/management considerations all require investigation. Such investigation would have to take into account the characteristics of the project: is it of a type and scale sufficient to generate a revenue stream that could accommodate the additional cost of child care? That is an important question to be considered if the City wishes to explore this option.

### ***Impact Fee***

There is no doubt that Redwood City’s child care need is substantially in excess of its supply, and every additional component of development that does not meet its own need is contributing to the City’s child care gap.

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<sup>17</sup> Kristen Anderson (footnote 5) points out that the Redwood City Zoning Ordinance permits Small Family Child Care Homes by right, but requires a modified Conditional Use Permit (CUP) process for Large Family Child Care Homes. There are functional criteria to be met (such as parking and drop off areas) that can still obstruct the granting of a permit. It may be possible to identify model language from another jurisdiction for inclusion in the Precise Plan for Peninsula Park to address this potential impediment.

In recognition of the fact that most new projects have implicit child care needs that go unmet within the project, some cities have established a requirement that new development pay a child care impact fee. Such a fee, imposed based on a nexus study, is collected by the city and placed in a child care facilities fund for use in the development of additional child care facilities. In San Mateo County, two cities have imposed such fees: South San Francisco and San Mateo. Redwood City might consider a similar step.

Because a considerable amount of development potential remains in Redwood City, and a notable amount of redevelopment may eventually go forward, putting a plan in place to mandate participation of both employers and residential projects in meeting the need for child care would better position the City to take the initiative on this issue for upcoming projects. Pending establishment of an impact fee, it is possible that project approvals can be conditioned to commit funds to payment of such a fee if imposed within some specified period of project approval.

Redwood City is greatly in need of additional facilities, particularly in the area currently most underserved. The City has received small contributions from two developments in lieu of building child care space planned in their projects.<sup>18</sup> In conjunction with, or independent of, an impact fee program, these funds could be channeled into a designated fund – a “Child Care Facilities Fund” – that would serve as the focus for strategic planning of facilities and of fund-raising.

The existence of a designated Child Care Facilities Fund in the City budget would call attention to child care as part of the full set of functions and activities the City of Redwood City supports or contributes to, and possibly facilitate attracting additional funds through grants, project mitigation, and City discretionary budget allocations.

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<sup>18</sup> *Ibid.* Kristen Anderson reports that the City has tentative plans to use these contributions along with earmarked redevelopment and CDBG funds to support development of a housing/child care project on Bradford Street.