2020 Oregon Child Care Market Price Study

Prepared for Oregon Department of Human Services and Oregon Early Learning Division

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Executive Summary

2020 Oregon Child Care Market Price Study

EXECUTIVE SUMMARY

Starting with the Family Support Act of 1988, “federal funding requirements have stipulated that child care subsidy rates be informed by market rates.” In 1990 the federal government began a major investment in child care with the passage of the Child Care and Development Block Grant Act (CCDBG). Support of parental choice was a key component of this block grant program that sent new money to states to support child care. Parental choice and state control of policy remained central when the program was expanded in 1996 as a part of welfare reform legislation. At that time, child care funding became known as the Child Care and Development Fund (CCDF). The 2014 Reauthorization of CCDBG Act broadened the purpose of market rate studies to include concerns that providers have sufficient funding to provide quality care and introducing issues of cost of providing such care. The goal of parental access to affordable child care continue, and issues related to the cost of providing quality are added.

This Act requires states to conduct a child care market rate survey within two years of the effective date of their currently approved CCDF plan. Although these surveys are described as market rate surveys by the federal government, we use the term market price survey because the title clearly distinguishes the process of collecting price data from setting maximum payment rates which is done by the state.

The purpose of federal policy in having states conduct a market price survey is to have states establish maximum child care payment rates high enough to enable subsidy families to enter the child care market in a competitive position to find and afford care. Another goal is to enable providers to provide high quality care. A market price survey is a tool to be used by states to collect up-to-date information on what facilities, within given geographic areas, charge parents for various types of child care. This information is then considered during the state budget process when establishing state subsidy rate policies for facilities who serve CCDF eligible families. Up until the 2014 Act, states were directed to study prices rather than costs. The costs of child care are the facilities costs to provide care that is often greater than the price charged to parents. States are now free to explore ways to study costs. Oregon has started work in this area that will complement the market price study efforts in the future.

Purpose of the 2020 Oregon Market Price Study

The 2020 Oregon Market Price Study identifies child care prices and the geographic distribution of these prices across the state. Prices vary by several factors including the age of the child served, type of care, the local supply and demand for child care, and facilities’ perceptions of the capacity of families to pay for care. The 2020 Oregon Market Price Study examines geographic patterns in the prices charged by facilities by age of child served, type of care, and pricing modes (hourly, monthly, daily, weekly). This study fulfills the federal requirement that the state complete a market price survey no earlier than two years before the submission of their CCDF Plan.

Data Source

Prior studies were completed in 1990, 1992, 1994, 1999, 2000, 2002, 2004, 2006, 2008, 2010, 2012, 2014, 2016, and 2018. As in past years, data collected through the local Child Care Resource and Referral (CCR&R) were used as the data source. The data were created when local CCR&Rs collected price data from child care facilities for the price study. In 2020 (as in years other than 1999), the price data from the NACCRAware database were analyzed. Prices charged by 3,261 facilities from every part of the state were included in the database.
Findings

Between 2000 and 2020 statewide prices increased for all ages and types of care. Trends in small home-based child care prices are graphed below. Also graphed are the same trends in prices after adjusting for inflation using the consumer price index for all urban consumers (second graph for each type of care). In nominal terms, the hourly rates for small home-based child care has increased since 2000, but after adjusting for inflation, small home-based child care prices have remained relatively constant for infant and toddlers, with no increase in infant rates, a small 4% increase in toddler rates, and a 16% increase in preschool age rates. Between 2018 and 2020 small home-based prices increased about 12% (8% inflation adjusted). As in past years, there is little differentiation in prices by age like there is in other types of care.

Notes: See Table 9 of the full report for prices found in the graphs. Small home-based providers are almost evenly split between charging hourly and monthly prices in 2020, but have historically charged hourly prices.
For center care, prices have steadily increased; in both nominal and real (inflation adjusted) terms. Prices increased faster between 2000 and 2004, leveled off for a few years, and then increased again. The percent increase in rates since 2000 (after adjusting for inflation) has been more than 60% for each of the age groups. Between 2018 and 2020 center prices increased about 13% (10% inflation adjusted).

Notes: See Table 9 of the full report for prices found in the graphs. The majority of centers charge by the month.
Large home-based care prices have been separated from those of small home-based child care since 2000. After adjusting for inflation, prices were not keeping up with inflation from 2000 through 2008. Since then, prices have more than kept up with inflation for all large groups. Since 2000, rates have increased by 33%, 28%, and 32% for infant, toddler, and preschool age groups. Between 2018 and 2020 large home-based care prices increased about 11% (8% inflation adjusted).

Notes: See Table 9 of the full report for prices found in the graphs. The majority of large home-based providers charge by the month.
Findings (continued)

Child care markets are local with variation among communities. When prices were analyzed by zip codes across Oregon, patterns around the state appeared. Urban areas and communities with large universities have higher prices than more rural communities in the state. The market study validates the existence of three different small home-based care price clusters and four different center and large home-based child care markets or price clusters in Oregon. Higher cluster numbers represent zip codes with higher prices and vice versa for lower cluster numbers. The clusters were determined by using a statistical method that looks for groups or clusters that occur in the price data and systematically finds the natural breaks between groups. The maps of 2020 clusters graphically depict how the prices vary across the state (See Geographic Clusters of Child Care Price Maps at the end of this section). These clusters by type of care capture distinct sets of prices regardless of age of child served. The 2020 cluster solution is similar to past studies. Notable changes from 2018 include movement to a higher-price cluster among Portland metro areas zip codes, Bend area zip codes, and zip codes outside of Eugene.

Conclusions

Child care prices vary across the state, with three types of markets for small home-based care (relatively low, middle, and high priced zip codes) and four types of markets for centers and large home-based care. Generally, urban areas have higher prices than more rural areas.

CCR&R data continues to provide a reliable and cost-effective source of data for statewide market price studies.

Prices should continue to be reported for both child care facilities and slots. Analysis should be based on slots since this most accurately represents what families experience when purchasing care.

Analysis of the predominant mode (hourly, daily, weekly, monthly) used by facilities to charge parents identified monthly as the most common mode for center and large home-based care. The most common mode for small home based care was almost evenly split between monthly and hourly, where as in previous years it was mostly hourly.

This study provides a picture of where provider pricing was at in early 2020, right before the state’s first Stay Home, Save Lives Order in March of 2020.1

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1 In response to COVID-19 global pandemic, Governor Kate Brown declared a State of Emergency in Oregon on March 8, 2020. On March 25, 2020, child care providers were ordered to close unless they were providing Emergency Child Care (ECC). The COVID pandemic and resulting closures have greatly changed the landscape of the child care supply in Oregon. This report describes the price of child care prior to March 1, 2020 (pre-COVID).
White areas on the map are those without a zip code.
White areas on the map are those without a zip code.
INTRODUCTION

Starting with the Family Support Act of 1988, federal funding requirements have stipulated that child care subsidy rates be informed by market rates. In 1990 the federal government began a major investment in child care with the passage of the Child Care and Development Block Grant Act of 1990 (42 U.S.C. 9858 et seq; CCDGB). Support of parental choice was a key component of this block grant program that sent new money to states to support child care. Parental choice and state control of policy remained central when the program was expanded in 1996 as a part of welfare reform legislation. At that time, child care funding became known as the Child Care and Development Fund (CCDF). CCDF operates as a block grant to States, Tribes, and Territories. Working within federal rules, states control the major policy levers for CCDF, whose funding involves a mix of federal and state dollars. The 2014 Reauthorization of CCDBG Act broadened the purpose of market rate studies to include concerns that providers have sufficient funding to provide quality care. It also introduced attention to issues of costs to provide such care. The goal of parental access continues and issues related to the cost of providing quality are added.

As part of this Act, states are required to conduct a child care market rate survey no earlier than two years before the submission of their CCDF Plan. Although these surveys are described as market rate surveys by the federal government, we use the term market price survey because the title clearly distinguishes the process of collecting price data from setting maximum payment rates, which is done by the state.

The purpose of State payment rate policy is to establish maximum child care payment rates high enough to enable subsidy families to enter the child care market to find and afford care. A market price survey is a tool used by states to collect up-to-date information on what facilities, within given geographic areas, charge parents for various types of child care. This information is then considered during the state budget process when establishing state subsidy rate policies for providers who serve CCDF eligible families. Up until the 2014 Act, states were directed to study prices rather than costs. The costs of child care are the facilities costs to provide care that is often greater than the price charged to parents. States are now free to explore ways to study costs. Oregon has started work in this area that will complement the market price study efforts in the future.

In Oregon, the Early Learning Division as the lead agency for CCDF partners with the Department of Human Services (ODHS) who administers the subsidy program to oversee the market price survey and recommends a budget for establishing subsidy policies. As authorized by the 2007 Oregon Legislature, ODHS implemented a significant policy change by increasing maximum subsidy rates to the 75th percentile of 2006 prices for most licensed facilities and authorized a copay reduction of 24% for parents. This policy change went into effect in October of 2007. Effective October 2013, ODHS increased maximum subsidy rates to the 75th percentile of the 2012 Child Care Market Price Study for registered and certified family child care providers. In addition, the infant age was redefined to better align with the Early Learning Division’s licensing requirements. Previously the cutoff between infant and toddler care categories for licensed care was set at 18 months. The new cutoff is set at 24 months for all licensed providers. In March of 2016, the maximum subsidy rates for all licensed providers were increased up to or beyond the 2014 Market Price Study. More recently, increases in maximum subsid

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Throughout this report, the term market prices or price is used to describe prices that are set in the open market by child care facilities. This is distinguished from the rate of payment or maximum reimbursement rate established by Oregon Department of Human Services for reimbursing child care facilities participating in the subsidy program.
rates for exempt providers were implemented in October 2017, and small and large home-based providers received an increase in subsidy rates as of January 2018. Rates for all providers were again increased in January 2019.

Past Oregon Market Price Studies have been conducted in 1990, 1992, 1994, 1999, 2000, 2002, 2004, 2006, 2008, 2010, 2012, 2014, 2016 and 2018 furthering our knowledge of how the child care market operates.iii The objectives of the year 2020 market price study were to: (a) identify current prices charged for child care (i.e., current market prices), and (b) identify the geographic distribution of current child care market prices across the state. A steering committee was formed to oversee and review the findings of the study. This report further details the data and methodology, reports on the 2020 market price analysis, and identifies geographic price areas.

iii See Ref. 1-13 for past studies or visit https://health.oregonstate.edu/early-learners/research/child-care-prices
DATA

DATA SELECTION

Study Population

The population of interest is the priced child care market in Oregon. Facilities within the priced child care market have two characteristics:

1. they charge parents a price,
2. the price is established through an arm’s length transaction.

In an arm’s length transaction, the buyer and seller do not have a prior relationship or shared membership that is likely to affect the price charged. The priced market does not include facilities who limit their care to persons they know, as is commonly the case with family, friend, and neighbor caregivers.

Three major types of child care are included in the market price study: small home-based care, large home-based care, and centers. Small home-based facilities offer care to a small group of children in the caregiver’s own home. Large home-based facilities provide care to a larger group of children, typically in a family home. In Oregon, large-based facilities must be certified under Oregon State Law and are required to meet certain standards not required of a registered family child care facility. Child care centers operate in a non-residential facility and must be certified by the Office of Child Care, Early Learning Division unless they meet exemption criteria.

Data Source

The study universe includes all child care facilities in the priced child care market. The majority of family, friend, and neighbor caregivers have a prior relationship with the parent; thus, if they do charge a price it is not established at arm’s length. The price is likely to be influenced by the prior relationship. The vast majority of family, friends, and neighbors are not part of the priced child care market.

The CCR&R database remains the most comprehensive and reliable data source for market prices. The statewide CCR&R database of child care facilities is an aggregate of data from 15 local CCR&R agencies representing all counties in Oregon. CCR&R services in Oregon are provided by 15 independent, local agencies designated by the state. Each CCR&R is contracted to provide services in one of 15 Service Delivery Areas (SDA). Most agencies are housed within a larger parent agency, such as a community action program or a community college. All Oregon CCR&Rs are members of Central Coordination of the Oregon Child Care Resource & Referral, which coordinates and supports them in their efforts.

Given that almost all centers and small and large home-based care are captured in the Child Care Resource and Referral (CCR&R) database, the decision was made to use it for the 2020 market price study. The Office of Child Care, Early Learning Division’s child care licensing database was not considered

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v Home-based child care providers are typically identified by their regulatory status: a) small home-based providers are known as registered family child care, and b) large home-based providers are known as certified family child care. We use the terms small and large home-based care rather than the regulatory titles throughout this report.
because it is not designed to capture facility price data, although it was merged with the CCR&R database prior to data collection to ensure that all facilities were included. ODHS’s provider database contains data on facilities that serve families who receive ODHS child care subsidies. Some of these providers are enrolled with a CCR&R and/or regulated by the Office of Child Care. Many ODHS listed providers, however, provide care only for family members or friends who receive ODHS subsidies for child care. These facilities probably would not otherwise provide care or do not meet the arm’s length criteria, and thus, are not part of the priced child care market.

In contrast, most facilities in the CCR&R database offer care in the priced child care market. The CCR&R database was used in the 1992, 1994, 2000, 2002, 2004, 2006, 2008, 2010, 2012, 2014, 2016, and 2018 Oregon market price studies and has proven to be a reasonable source of price data in most communities.º The sample of facilities contacted for the 1999 telephone survey was also drawn from the CCR&R database. CCR&R data include facility reports of their actual charges; thus, it can be assumed that these data accurately reflect prices for child care. Finally, in preparation for the download of data for the price survey, with support from Central Coordination, the local CCR&Rs email and call facilities to assure information on prices and other facility characteristics is current.

Each CCR&R uses a software program called NACCRAware. This database allows CCR&R staff to collect and store information on facilities and parents, and to match up parents seeking child care with complementary child care facilities. All facilities that are enrolled with a CCR&R are entered into the database. In addition, Central Coordination conducts monthly merges of CCR&R and Licensing databases to ensure completeness of the CCR&R database. Information collected about facilities includes:

- Basic data such as name, address, telephone number.
- Type of care, days and hours of care, numbers and ages of children served, license and/or registration status
- Care charges (prices) for ages served.

These data elements are entered into the database. There is a major update of the database each year and minor updates each quarter. In addition, the database is updated whenever a facility notifies the CCR&Rs of changes in prices or other information.

For the market price survey, the CCR&Rs contact all facilities within a three-month period to collect current price and capacity data. Central Coordination checks the data for accuracy, then provides one large database, from which various statistical reports can be drawn. Each year, Oregon finds additional uses for this centralized database. Currently, this database provides data for various research needs including the ODHS Market Price Survey, the child care benchmarks, and the Oregon Child Care Research Partnership Estimating Supply study.

**CCR&R 2020 Database Characteristics**

In 2020, Central Coordination managed a data update process in which data on capacity and price by age group were collected from all active Oregon child care facilities within a four-month period (January-April) to ensure all data were comparable and current. Of relevance for these analyses, the dataset included data on each facility’s regulatory status, capacity, and price by age group as of March 1, 2020 (pre-COVID).

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º References 2 through 13.
These data contained 5,322 facility records; 2,129 (40%) were small home-based child care facilities, 2,297 (43%) centers, and 896 (17%) large home-based care. After facility records without price data and those that were not considered part of the child care market were eliminated, the sample was 3,261 facilities including 1,650 small home-based care, 819 centers, and 792 large home-based care. Half of facilities (51%) were small home-based child care facilities, 2,187 (25%) centers, and 890 (24%) large home-based care. (See Methodological Issues for discussion of data that were and were not included in the market price study data analysis).

**DATA VALIDITY**

Data are valid if they measure what they are intended to measure.iii Basic to the validity of market price study findings is the extent to which the facilities from which price data are collected represent all facilities with child care prices. Factors that affect the representativeness of market price study findings include: completeness of data, geographic representativeness, response rate, and currency of the data. On each of these indicators, the CCR&R 2020 database was assessed to be valid.

- **Data Completeness.** Data were very complete with limited missing data for critical variables for facilities that met the definition of a priced child care market. For example, of the total sample of facilities (4571), approximately 29% had no full time price data. This 29% included facilities (such as Head-Start programs) who do not directly charge consumers and thus have no prices to report. Other facilities do not submit prices for a variety of reasons. Reasons for missing price data include complicated, variable pricing structures, or preferring to discuss prices directly with parents. Overall, the price data were complete for 71% of the facilities in the CCR&R database that are a part of the priced market, and 90% of these values met the price currency standard and kept for the Market Price Analysis.

- **Geographic Representativeness.** The CCR&R database included information gathered from all 36 Oregon counties. By any measure, the geographic detail and sample size are adequate to represent the population of Oregon facilities who offer care in the priced child care market.iv

- **Response Rate.** Eighty-four percent of the prices in the CCR&R administrative dataset used for the market price survey had been updated within a three-month period. (The response rate was 90% with a six-month standard).

- **Data Currency.** Price and capacity data were updated by the state’s CCR&Rs in the first quarter of 2020. Data collection was scheduled for January-March, but then extended to May 1 due to the COVID pandemic. When collecting data after March, the provider was asked to provide the rates as of March 1 (pre-COVID). Price data were based on complete declared prices that facilities offered in the marketplace. Of the price data collected by the local CCR&Rs and stored in the CCR&R database, 89% met a standard of three-month currency (90% met a standard of six-month currency).

The CCR&R database provides data that are relevant to policy decision-making and facilitates comparison of market prices over time. Use of the CCR&R database provides a financially feasible source of price data that is large enough and comprehensive enough to reliably produce prices at both local and state levels. CCR&R data have been used in previous market price surveys both in Oregon and in other

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iii Building Results III: 1998 (ref. 15)

iv Grobe, et al.: 2008 (ref. 14)
states. Consistency in data source facilitates comparing market prices over time. Use of existing datasets, such as the CCR&R database, decreases the costs and thus increases the feasibility of periodic data collection and analysis. Further, the CCR&R staff are well connected with their communities which leads to more accurate data collection, such as knowing how to best get ahold of different facilities (e.g., phone vs. email) and having staff who speak multiple languages to communicate with facilities.

Additionally, the CCR&R database reflects the complexity of the child care market. Less complexity would oversimplify the market and the findings. However, complexity is often confusing. It falls to the analysis to ensure that findings related to key policy variables can be easily understood and interpreted.
METHODOLOGICAL ISSUES

WHAT IS INCLUDED IN THE DATA ANALYSIS

This section describes the data that were included in the market price study data analysis, discussing the following:

- Elimination of records without price data
- Elimination of records not meeting the data currency standard
- Large home-based care as a distinct type of care
- Part-time preschool program prices
- School-age school-year and school-age summer prices
- Converted prices

Elimination of Records Without Price Data

Of the 5,320 records provided by the CCR&R database, 1,096 facility records were dropped from the study because no full time price data had been reported by these facilities to the local CCR&R. Of the 1,096 facilities eliminated because of no price data, 615 were centers; many of the excluded centers were classified as free programs to income eligible (such as Head Start programs). In addition to the excluded centers, 392 small home-based care and 89 large home-based care were eliminated because of no price data. Additionally, 568 preschool facility records were removed because they are not typically included in this study of rate data.

Omitted facilities had given several reasons\(\textsuperscript{x}\) for not reporting price data (Table 1) to the CCR&R.

- The most common reason given was that the facility offered a free program for families who met specified income eligibility requirements. Head Start programs were examples of a no-fee program. Centers that did not have fees may have required the parent to work at the center or participate in a program, or may have had their costs reimbursed by grants or other agencies.
- The second most common reason for not reporting price data was that the facility indicated they did not consider themselves part of market care. This included facilities that were not open to the general public, such as facilities associated with women's shelters or with drug and treatment programs. It also included parent coops, and providers who were only willing to care for children of family, friends, or neighbors but who wanted to be included on the CCR&R database for reasons such as access to training and technical assistance.

<table>
<thead>
<tr>
<th>Category</th>
<th>Total N</th>
</tr>
</thead>
<tbody>
<tr>
<td>Free program to income-eligible families</td>
<td>337</td>
</tr>
<tr>
<td>Facility does not consider itself part of the market</td>
<td>124</td>
</tr>
<tr>
<td>Negotiated prices or sliding scale</td>
<td>62</td>
</tr>
<tr>
<td>Unknown Reason</td>
<td>573</td>
</tr>
</tbody>
</table>

\(\textsuperscript{x}\) Specific information on the reasons for no price data was supplied by Central Coordination.
Methodological Issues

- Another 62 facilities stated that they did not submit price data because they have a variable price structure. This means they either negotiate prices with parents or use a sliding scale based on income or the parent’s ability to work at the center.
- Finally, 573 facilities lacked price data for an unknown reason. Possible reasons for missing data include non-response to request for update, refusal to provide information, or not being contacted by the CCR&R due to inaccurate contact information or other barrier.

Elimination of Records Not Meeting the Data Currency Standard

In accordance with national guidance to states on market price surveys, prices collected prior to the six month data collection period were removed from the analyses file because these older prices could skew findings. A total of 275 facility prices were updated prior October 2019; six months before the data was downloaded for analysis.

*After records without price data and data not meeting the currency standard were eliminated, the final analytic sample was 2,936 including 1,459 (50%) small home-based facilities, 715 centers (24%), and 762 (26%) large-based facilities.*

Large Home-based Care as a Distinct Type of Care

A central question when conducting the market price analysis was how to represent data for larger home-based facilities. Should there be a separate price category for large home-based care? Or should large home-based care be combined with small home-based care or center care?

The decision on how to represent data for large home-based care was based on two factors: (1) the sample size of large home-based care prices, and (2) the similarity of large home-based care prices to small home-based care and center care prices. Similar to previous years, large home-based care prices were separated from center and small home-based care in the 2020 data analysis. A sufficient number of large home-based facilities (n = 792) were included in the database to support separation of large home-based care from other care settings for data analysis. In addition, because large home-based prices tended to be lower than the prices reported by centers and higher than those reported by small home-based providers, there was concern that merging the large home-based data with either of these other types of care may affect the price findings (See Appendix B for detailed prices by facility type).

Part-Time Preschool Program Prices

Because part-time preschool programs are a different market from full-day centers for preschool-age children and have a different price structure their prices should be calculated separately. However, there are two issues regarding part-time preschool prices: the identification of part-time prices in the CCR&R database, and the ability to interpret the prices when identified. Although the CCR&Rs updated their databases so that part-time preschool program prices could be identified, the ability to interpret the prices is still a concern. For example, part-time preschool program prices may have been based on 2 days a week for 3-year-olds, 3 days a week for 4-year-olds, or only 1 day a week for some programs regardless of age. Given this issue, the current market price study did not examine part-time preschool program prices. These prices were not included in the analysis of full-day program prices.
School-age School-year and School-age Summer Prices

Because of improved data collection, the 2020 market price study reported both school-age school-year and school-age summer prices. Prior to 2002, only school-age school-year prices were reported. School-age school-year prices are considered inherently part-time prices, given that they are typically based on before- and after-school care for 20 to 30 hours or less a week. School-age summer were full-time prices that were most similar to preschool-age prices. CCR&R databases were reconfigured so as to accurately capture both school-year and summer prices.

Converted Prices

Prior to 2000, facilities were able to report in only one price mode. One significant change with the move to the use of the NACCRAware database was that facilities were able to report prices in all the modes that they charge: hourly, daily, weekly, or monthly. The result was four independent, non-equivalent price modes. In the 1992, 1994, and 1999 market price studies, formulas were used to convert all reported prices into one mode. For example, all hourly, daily, and weekly prices were converted into a monthly price using conversion formulas. The intent was to simplify reporting and facilitate comparison of prices. The problem with converted prices was their inability to convert accurately. There was no basis for assuming the length of a day or number of days that would be considered full-time. Further, converted prices did not recognize that facilities who reported only hourly prices may have systematically different prices than facilities who reported prices by the day, week, or month. In other words, facilities who charged on an hourly basis very likely formed a different child care market than those who charged by the month, week, or day.

Because of concerns with the accuracy of converted price data, no prices were converted in the 2020 data analysis. Rather, the prices were analyzed in the mode(s) that facilities reported them.

PRICE PER CHILD CARE SLOTS

The price per child care slots was calculated by weighting the reported prices by total facility capacity. The maximum number of children desired by the facility is used rather than regulated capacity, as many programs do not enroll to their legal capacity. Total age-group capacity was defined as the total capacity for a given age group - infants, toddlers, preschool-age, school-age school-year, or school-age summer. The purpose of calculating the price per child care slot was to represent the actual prices available to consumers in the community, regardless of whether it was a large or small facility.

For centers and large home-based care, total age group capacity was used to weight care prices. Weighting prices by capacity was most important for centers, which varied extremely by size. Total age-group capacity data were used because: (1) it was possible to collect data on total age group capacity for centers and large home-based care, and (2) age-group capacity used in conjunction with the prices of that age group most accurately reflected weighted prices for that particular age group. For centers and large home-based care with missing age capacity data, age group capacity was estimated by calculating the proportion of total capacity from the available age group capacity data.

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For small home-based providers, total capacity regardless of age of child served, was used to weight care prices. Unlike centers and large home-based care that are licensed for a set capacity for each age group, small home-based providers are licensed for a total capacity (with some restrictions such as no more than two children under age two).

**GEOGRAPHICALLY DEFINED CLUSTERS**

One of the goals for the year 2020 market price study is to identify the geographic distribution of prices across the state. Oregon Department of Human Services (ODHS) seeks to set its allowable maximum subsidy rates so that families eligible for child care subsidies have access comparable to other families in the general population. It is presumed this access would be assured if the subsidy rates were set at the 75th percentile\(^\text{xii}\) of the market price within a geographically defined area.\(^\text{xii}\)

Geographic rate areas were initially established in the 1992 child care market price study. Geographic groups were determined by combining zip code areas with similar child care prices to create geographic groupings called rate areas (A, B, C\(^\text{ائي}\)). Rate area A represented zip codes with higher prices while the lowest prices were found in rate area C. This method relied on a more hands-on approach than did using a statistical software package to create the groups. It identified groups in the price data by looking for high-frequency values and dividing them into groups when there were gaps in prices. In years past, three groups or rate areas tended to work well given the price distributions in Oregon. Each zip code was then assigned to a rate area based on the most common rate area for each pricing mode. A critical step in the process was to smooth the rate areas in order to ensure geographical consistency. If a zip code area was assigned a different rate area than its neighbors, the data were examined to determine whether this zip code represented a separate market. Also key to the method was the guidance of an advisory committee with extensive knowledge of local child care markets to help define these markets and identify situations when smoothing was necessary.

Although this method has been used since 1992 and has validated the existence of three different rate areas in Oregon, analyses of prices in 2010 and, even more strongly in 2012, indicated changes in how providers were pricing services and suggested that the three rate areas may no longer be accurately describing prices. For example, programs were being categorized into the high rate area or remaining in the current rate area, in part, due to a ODHS policy that no zip code should move to a lower rate area and in part because higher prices for centers and large family child care homes placed the zip code in a given rate area even when prices for small family child care homes would have put them in a lower rate area. There were signs that center and small home-based care prices were not grouping in the same rate areas. Analyses indicated that center and large home-based child care prices were steadily increasing and that prices of small home-based providers were stagnating. Validity testing indicated that the rate areas no longer accurately captured the geographic diversity of the child care market.

In preliminary analyses of the 2014 data, we found continuation of these trends in geographic groupings that had been observed in 2010 and 2012. Using guidance from a national study on market price surveys

\(^\text{xii}\) The preamble to the CCDF Final Rule suggests as a benchmark that rates established at least at the 75th percentile “would be regarded as providing equal access.” Ensuring equal access is one of three components outline in the federal regulations.

\(^\text{xii}\) Child Care and Development Fund Final Rule: 1998 (ref. 16).

\(^\text{xii}\) As of data collection (early 2020), facilities located in rate area C are reimbursed using the rate area B maximum reimbursement rates.
we looked into alternative methods to group together areas with similar child care prices.\textsuperscript{xiv} After careful consideration, we decided to use a univariate classification statistical method based on Jenks optimal "natural breaks". This method looks for groups or clusters that occur in the data (based on one variable or characteristic such as prices) and provides a systematic way to find the optimal natural breaks between groups. This method was used in the 2014, 2016, and 2018 market price studies and is used again in this 2020 study. The steps used to identify geographic price clusters are summarized below.

**Step 1** was to determine which age group prices were most representative of all age group prices. Using small home-based, center, and large home-based care data for each zip code area, a combined average price for infant, toddler, and preschool age care was calculated and compared to the average prices for each separate age group. Table 2 illustrates how the combined average prices across age groups (first grey column) compares to the average small home-based prices for toddlers (second grey column).

Table 2. Comparison of the Average Price Combined for Infants, Toddlers, and Preschool Age to Average Prices by Child Age Group, Using a Selected Sample of Small Home-based Care Data across Counties.

<table>
<thead>
<tr>
<th></th>
<th>Combined Average</th>
<th>Average Small Home-based Infant</th>
<th>Average Small Home-based Toddler</th>
<th>Average Small Home-based Preschool</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Hourly</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State</td>
<td>$3.89</td>
<td>407</td>
<td>486</td>
<td>560</td>
</tr>
<tr>
<td>Clackamas</td>
<td>$6.65</td>
<td>1</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Jackson</td>
<td>$5.20</td>
<td>3</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Multnomah</td>
<td>$9.83</td>
<td>5</td>
<td>4</td>
<td>9</td>
</tr>
<tr>
<td>Linn</td>
<td>$3.97</td>
<td>1</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td><strong>Monthly</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State</td>
<td>$646</td>
<td>449</td>
<td>542</td>
<td>615</td>
</tr>
<tr>
<td>Clackamas</td>
<td>$717</td>
<td>27</td>
<td>32</td>
<td>36</td>
</tr>
<tr>
<td>Jackson</td>
<td>$601</td>
<td>24</td>
<td>31</td>
<td>37</td>
</tr>
<tr>
<td>Multnomah</td>
<td>$790</td>
<td>54</td>
<td>70</td>
<td>83</td>
</tr>
<tr>
<td>Linn</td>
<td>$614</td>
<td>30</td>
<td>42</td>
<td>43</td>
</tr>
</tbody>
</table>

Toddler prices were found to be closest to the combined price, and most representative of all age group prices. **Thus, toddler prices were selected as the basis for grouping zip codes by price data. Toddler prices were also used as the basis for grouping price data in previous studies.**

Once toddler prices were selected to represent all age group prices, **Step 2** was to determine the predominant mode (hourly, daily, weekly, monthly) used by facilities for each type of care. Selecting the predominant mode by type of care is important because it produces the largest sample size in which to conduct the cluster analysis. The two most common modes in Oregon are hourly and monthly. Table 3 provides a comparison of these modes over the last three market price studies. For small home-based care, hourly continues to be the predominant mode across all age groups, however monthly pricing is becoming increasingly common. As seen in Table 3, the number of facilities is almost equally split between hourly and monthly pricing modes for infant, toddler, and preschool age groups. For center and large home-based care, monthly continues to be the most common mode reported by facilities for

\textsuperscript{xiv} Grobe et al.: 2008 (ref. 14)
all types of care in 2020. Thus, the cluster analysis used the most common mode used by facilities across all age groups. When primary mode is unclear, as for small home-based care, the primary mode from the last two studies is considered. Hourly was used for small home-based care and monthly for center and large home-based care.

Step 3 involved calculating the 75th percentile for toddler prices in each zip code area using small home-based, center, and large home-based toddler price data. These data were used to run the cluster analysis in a statistical software program. Various clusters and cluster methods were performed, and results were evaluated by the advisory committee. Based on the results of the analysis, the committee recommended three clusters (1-3) for small home-based care and four clusters (1-4) for center and large home-based care. Higher number clusters represent higher prices and vice versa for lower cluster numbers.

Table 3. Comparison of Number of Facilities Who Charge in a Particular Mode Based on the 2020, 2018, and 2016 Market Price Studies, by Type of Care and Age of Child

<table>
<thead>
<tr>
<th></th>
<th>2016</th>
<th>2018</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Small Home-based</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Infant</td>
<td>1086</td>
<td>785</td>
<td></td>
</tr>
<tr>
<td>Toddler</td>
<td>1215</td>
<td>448</td>
<td></td>
</tr>
<tr>
<td>Preschool</td>
<td>1281</td>
<td>841</td>
<td></td>
</tr>
<tr>
<td>School Age School Year</td>
<td>1215</td>
<td>448</td>
<td></td>
</tr>
<tr>
<td>School Age Summer</td>
<td>1037</td>
<td>546</td>
<td></td>
</tr>
<tr>
<td><strong>Center</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Infant</td>
<td>40</td>
<td>268</td>
<td></td>
</tr>
<tr>
<td>Toddler</td>
<td>54</td>
<td>338</td>
<td></td>
</tr>
<tr>
<td>Preschool</td>
<td>82</td>
<td>458</td>
<td></td>
</tr>
<tr>
<td>School Age School Year</td>
<td>105</td>
<td>403</td>
<td></td>
</tr>
<tr>
<td>School Age Summer</td>
<td>56</td>
<td>170</td>
<td></td>
</tr>
<tr>
<td><strong>Large Home-based</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Infant</td>
<td>78</td>
<td>320</td>
<td></td>
</tr>
<tr>
<td>Toddler</td>
<td>98</td>
<td>406</td>
<td></td>
</tr>
<tr>
<td>Preschool</td>
<td>99</td>
<td>454</td>
<td></td>
</tr>
<tr>
<td>School Age School Year</td>
<td>95</td>
<td>159</td>
<td></td>
</tr>
<tr>
<td>School Age Summer</td>
<td>79</td>
<td>204</td>
<td></td>
</tr>
</tbody>
</table>

Light gray shading represents the highest number of facilities for that row; prices include any mode the facility provided data for.

Step 4 used the results from Step 3 to determine the range of prices, by type of care, for each of the clusters. The cluster procedures were repeated for all price data available by hourly small home-based care (infant, toddler, preschool age) and monthly center and large home-based care (infant, toddler, preschool age). These results were used to determine which cluster a particular zip code fell into based on the 75th percentile price data from various age groups. Table 4 provides a few examples of the data.
used to determine a zip code cluster. In the first example, all the prices for zip code 97526 across age groups for center and large home-based care fell in cluster 1. In the second and third examples, the prices fell predominantly in cluster 4. Thus, the final cluster assignment for those two was 4.

**Table 4. Example of Data Used to Determine Price Cluster for Center and Large Home-based Care by Zip code**

<table>
<thead>
<tr>
<th>Zip</th>
<th>Toddler</th>
<th>Infant</th>
<th>Preschool</th>
<th>97526</th>
<th>Toddler</th>
<th>Infant</th>
<th>Preschool</th>
<th>97220</th>
<th>Toddler</th>
<th>Infant</th>
<th>Preschool</th>
<th>97211</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>$680</td>
<td>$650</td>
<td>$1183</td>
<td>1</td>
<td>$750</td>
<td>$722</td>
<td>$1190</td>
<td>4</td>
<td>$1655</td>
<td>$1276</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>$1183</td>
<td>$1276</td>
<td>$1715</td>
<td>4</td>
<td>$650</td>
<td>$722</td>
<td>$1190</td>
<td>4</td>
<td>$1715</td>
<td>$1276</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>$785</td>
<td>$855</td>
<td>$680</td>
<td>1</td>
<td>$750</td>
<td>$722</td>
<td>$1190</td>
<td>4</td>
<td>$1655</td>
<td>$1276</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>$1515</td>
<td>$1515</td>
<td>$1183</td>
<td>4</td>
<td>$650</td>
<td>$722</td>
<td>$1190</td>
<td>4</td>
<td>$1715</td>
<td>$1276</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>$1365</td>
<td>$1705</td>
<td>$1310</td>
<td>4</td>
<td>$650</td>
<td>$722</td>
<td>$1190</td>
<td>4</td>
<td>$1715</td>
<td>$1276</td>
<td>4</td>
<td></td>
</tr>
</tbody>
</table>

Prices are all the monthly rate at the 75th Percentile for the given zip code.

Columns indicate the cluster assignment results from the statistical analysis.

Once the zip codes were divided into these preliminary clusters, a series of tests were done to make sure that, based on price data, they made sense. Finally, a critical step was to smooth the clustering in order to ensure geographical consistency. Price consistency within geographic or political boundaries was desired to avoid “islands” of price discrepancy. For example, based on prices alone, one northwest Portland zip code was originally assigned to a lower priced cluster. However, this zip code was fully surrounded by the balance of Portland zip codes that were in a higher priced cluster. Child care markets are made up of parents and providers who have access to one another. Within a city, a zip code does not operate as its own market as parents commonly live in one zip code and access care in another zip code. A city represents a better option for approximating a child care market. However, for larger cities a single child care market may not accurately reflect the price structure of that city. For example, further analysis of Portland prices indicated a significant difference in the 75th percentile of toddler prices for those zip codes West of Interstate 205 and those zip codes East of Interstate 205. The decision was made to have two price clusters reflect these price differences in the Portland metropolitan area. For smaller cities such as Eugene, Salem, and Bend, a single child care market best reflected their price structure.

In some geographic areas, very small sample sizes or records without price data limited reliability of the data. In these cases, price patterns for neighboring zip codes and from previous market price studies were used to identify current clusters.

**Step 5** was to propose the geographic price clusters. These clusters were then used as the basis for all subsequent analyses.
FINDINGS

YEAR 2020 STATEWIDE CHILD CARE PRICES

Statewide, full-time child care prices are shown in Table 5. These prices are based on the charges reported by child care facilities to their local CCR&Rs. Specifically, Table 5 shows the full-time prices at the 75th percentile of child care slots by type of care (small home-based, center, large home-based), age of child served (infant, toddler, preschool-age, school-age school-year, school-age summer), and by pricing modes (hourly, monthly).

The 75th percentile of prices is the price level at which 75% of child care slots may be purchased. For example, the 75th percentile of infant care prices is $800 for full-time, monthly small home-based child care. This means that statewide 75% of the infant slots may be purchased for $800 a month or less in small home-based child care settings.

<table>
<thead>
<tr>
<th>Type of care and pricing mode</th>
<th>Infant</th>
<th>Toddler</th>
<th>Preschool Age</th>
<th>School Age School Year</th>
<th>School Age Summer</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Small Home-based</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hourly</td>
<td>$4.00</td>
<td>$4.00</td>
<td>$4.00</td>
<td>$4.00</td>
<td>$4.00</td>
</tr>
<tr>
<td>Monthly</td>
<td>$800</td>
<td>$700</td>
<td>$700</td>
<td>$600</td>
<td>$600</td>
</tr>
<tr>
<td><strong>Center</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hourly</td>
<td>$12.00</td>
<td>$7.00</td>
<td>$6.00</td>
<td>$7.00</td>
<td>$6.68</td>
</tr>
<tr>
<td>Monthly</td>
<td>$1,570</td>
<td>$1,595</td>
<td>$1,200</td>
<td>$520</td>
<td>$780</td>
</tr>
<tr>
<td><strong>Large Home-based</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hourly</td>
<td>$6.00</td>
<td>$6.00</td>
<td>$5.50</td>
<td>$5.00</td>
<td>$5.00</td>
</tr>
<tr>
<td>Monthly</td>
<td>$1,300</td>
<td>$1,200</td>
<td>$1,044</td>
<td>$750</td>
<td>$750</td>
</tr>
</tbody>
</table>

See Appendix B for complete results.

Several trends in statewide child care prices are apparent in Table 5, and consistent with trends from the previous market price studies. Among these are the following.

- Prices are lower for small home-based child care than for centers and large home-based care regardless of age of child served or pricing mode.
- For centers and large home-based care, preschool and school-age prices are lower than infant and toddler care monthly prices. For small home-based care, hourly prices do not appear to differ by age.
- Large home-based prices are more consistent with center prices than with small home-based prices, especially for infant, toddler, and preschool age monthly prices.

These statewide figures are informative but do not capture the substantial range of prices found across Oregon. Child care markets are local and prices differ substantially across the state. The next section describes the findings of the geographic cluster analysis that explored price differences across communities.
YEAR 2020 GEOGRAPHIC PRICE CLUSTERS

As described earlier, an analysis of prices by zip code was used to identify similar child care markets (see methodology in previous chapter). The result was the identification of three clusters (1 – lowest prices to 3 – highest prices) for small home-based providers, and four clusters (1 – lowest prices to 4 – highest prices) for centers and large home-based care.

Comparison of Statewide Prices and Prices in the Clusters

To test the validity of the clusters, we compared Oregon statewide prices to prices in the clusters. If the clusters were valid, within care type and age group served, higher numbered cluster prices should exceed the statewide price, lower numbered cluster prices should be lower than the statewide price. Figure 1 graphs comparing the 75th percentile hourly or monthly prices per child care slot, across type of care, and age group served demonstrate that:

- **Prices consistently differ by clusters for all types of care and age of child served.** Higher numbered clusters are consistently the highest prices in the state especially for infant and toddler care, and lower numbered clusters are the lowest prices. xv

- **The greatest differences in prices by clusters were found for center care and large home-based care.** This is especially true for infant and toddler care prices. For example, in Cluster 4 the 75th percentile center care for infant care is $1,680 per month while in Cluster 1 this percentile price is $857 per month, a difference of $805 per month. Similarly, the 75th percentile price for infant care in large home-based care is $1,650 in Cluster 4 while in Cluster 1 this price is $840 per month, a difference of $810 per month.

- **Small home-based care prices showed only small differences by prices, by geographic areas.** Small home-based care monthly prices ranged from $950 in Cluster 3 to $600 in Cluster 1 for infant care. These price differences are $350 per month, substantially less than the $805 to $810 differences observed in center and large home-based care prices by clusters (reported above).

*These patterns validated the clusters and provide evidence of different child care markets in Oregon; these markets are also influenced by type of care provided. Nonetheless, the validation also provides evidence of a trend in price differences based on age of child served. Preschool age and school age school year show smaller price differentials between clusters, especially for center care.*

Overall, the geographic analysis showed the small home-based care prices to be lower in rural areas of the state and higher in the Portland metropolitan area, parts of Benton, Clackamas, Deschutes, Jackson, Lincoln, and Yamhill counties. For center and large home-based care, higher prices were found in the Portland metropolitan area, parts of the Mid-Willamette Valley, Hood River, and Deschutes counties (see maps below). Compared to the 2018, 27 zip codes changed cluster membership, indicating either a relative increase or decrease in prices. Among centers and large home, Portland metro areas zip codes, Bend area zip codes, and zip codes outside of Eugene moved to a higher price cluster (14 zip code). For small home-based care, some Portland metro and Hood River zip codes moved to a higher price cluster, and northeast Oregon zip codes moved to a lower priced cluster (15 zip codes).

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xv An exception is the small home-based toddler price clusters 1 and 2, which do not differ at the 75th percentile. This is likely because the facilities in cluster 2 have a wider range of prices reported ($1-$30) compared to cluster 1 ($2.25-$5.50). The average prices are slightly higher in cluster 2 ($3.80) than cluster 1 ($3.29) for toddlers, suggesting prices do consistently differ for toddler care.
Figure 1
Comparison of 2020 Clusters and Oregon Statewide Prices by Child Care Slots

2020 Oregon Child Care Market Price Study
2020 Geographic Cluster Solution of Child Care Prices for Small Home-Based Care

White areas on the map are those without a zip code.
White areas on the map are those without a zip code.
Comparison of Child Care Facility Prices and Child Care Slot Prices

Tables 6, 7, and 8 compare statewide prices and prices in the clusters by type of care, by age of child served, and by price type (child care facility price or child care slot price). Slot prices were determined by multiplying the facility price by the maximum number of children desired by the facility (slots). This comparison was made to determine if the facility price or slot price differed systematically.

The 75th percentile levels for child care facility prices and child care slot prices were compared. This comparison revealed that the prices are similar within age groups and facility type, whether these prices are by facility (i.e., unweighted prices) or by child care slot (i.e., weighted prices).

• Among small home-based care monthly prices, facility prices and monthly slot prices were identical in 10 of the 15 comparisons (Table 6, monthly 75th percentile prices, Clusters 1-3, by child age). In two of the five non-matching comparisons, prices weighted by slots were higher than unweighted facility prices ($5 & $30 difference in price), and in other three comparisons, unweighted prices averaged $30 higher than weighted.

• Among center care facilities monthly prices, facility and slot prices were identical in two of the 20 comparisons (Table 7, monthly 75th percentile prices, Clusters 1-4, by child age). Prices weighted by child care slots were higher than monthly facility prices in 12 of the 20 comparisons. In these cases, weighted slot prices averaged $44 higher than the unweighted prices. Weighted slots prices were lower than monthly facility prices in 6 of the 20 comparisons, averaging $100 lower than unweighted prices.

• Among large home-based care, monthly facility prices and monthly slot prices were identical in 9 of the 20 comparisons (Table 8, monthly 75th percentile prices, Clusters 1-4, by child age). In 6 cases, weighted slot prices were higher than unweighted facility prices by an average of $58; in 5 cases, the slots price was lower than the unweighted facility price by an average of $67.

These findings suggest that prices do not vary substantially whether reported as facility prices or weighted by the capacity (slots). Small home-based care had the least variation between weighted and unweighted prices, and centers had the most, which is logical because centers widely vary in capacity, especially for school-age children. Facilities with larger care capacity (those with more slots) did not charge systematically higher or lower prices for care at the monthly, 75th percentile.

*Given the non-systematic differences found between facility prices and slot prices at the 75th percentile monthly price, either could be used to represent costs of care. However, child care slot prices most accurately represent the prices available to consumers in the community. As such, child care slot prices were used as the basis for graphs of prices as well as the basis for final identification of geographic clusters.*
### Table 6. 2020 Clusters Compared to Oregon Statewide Prices for Small Home-based Care

<table>
<thead>
<tr>
<th></th>
<th>Cluster 1</th>
<th>Cluster 2</th>
<th>Cluster 3</th>
<th>Oregon</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Child</td>
<td>Child</td>
<td>Child</td>
<td>Child</td>
</tr>
<tr>
<td>Facilities</td>
<td>Slots</td>
<td>Slots</td>
<td>Slots</td>
<td>Slots</td>
</tr>
<tr>
<td><strong>INFANT</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Hourly</strong></td>
<td>N = 46</td>
<td>N = 359</td>
<td>N = 71</td>
<td>N = 593</td>
</tr>
<tr>
<td>75th</td>
<td>$3.50</td>
<td>$3.50</td>
<td>$5.00</td>
<td>$6.00</td>
</tr>
<tr>
<td>50th</td>
<td>$3.78</td>
<td>$3.50</td>
<td>$4.00</td>
<td>$4.00</td>
</tr>
<tr>
<td><strong>Monthly</strong></td>
<td>N = 55</td>
<td>N = 445</td>
<td>N = 95</td>
<td>N = 752</td>
</tr>
<tr>
<td>75th</td>
<td>$600</td>
<td>$600</td>
<td>$950</td>
<td>$950</td>
</tr>
<tr>
<td>50th</td>
<td>$600</td>
<td>$600</td>
<td>$800</td>
<td>$800</td>
</tr>
<tr>
<td><strong>TODDLER</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Hourly</strong></td>
<td>N = 57</td>
<td>N = 130</td>
<td>N = 79</td>
<td>N = 667</td>
</tr>
<tr>
<td>75th</td>
<td>$3.50</td>
<td>$3.50</td>
<td>$5.00</td>
<td>$5.00</td>
</tr>
<tr>
<td>50th</td>
<td>$3.25</td>
<td>$3.30</td>
<td>$4.00</td>
<td>$3.50</td>
</tr>
<tr>
<td><strong>Monthly</strong></td>
<td>N = 64</td>
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See Appendix C for complete result
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### 2020 Oregon Child Care Market Price Study

#### Findings

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See Appendix C for complete results.
COMPARISON OF 2020 MARKET PRICE DATA WITH PREVIOUS MARKET PRICE DATA


Table 9. Full Time Prices at the 50th and 75th Percentile Among Oregon Statewide Child Care Slots

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| **75th Percentile**    |        |         |               |                        |                  |
| CCR&R 1994             | $2.00  | $1.75   | $1.75         | $1.65                  | -                |
| Survey 1999 b          | $2.50  | $2.25   | $2.00         | $2.00                  | -                |
| CCR&R 2000             | $2.25  | $2.05   | $2.00         | $2.00                  | $2.00            |
| CCR&R 2002             | $2.50  | $2.35   | $2.25         | $2.25                  | $2.25            |
| CCR&R 2004             | $2.50  | $2.50   | $2.50         | $2.50                  | $2.50            |
| CCR&R 2006             | $2.80  | $2.50   | $2.50         | $2.50                  | $2.50            |
| CCR&R 2008             | $3.00  | $3.00   | $3.00         | $3.00                  | $3.00            |
| CCR&R 2010             | $3.00  | $3.00   | $3.00         | $3.00                  | $3.00            |
| CCR&R 2012             | $3.00  | $3.00   | $3.00         | $3.00                  | $3.00            |
| CCR&R 2014             | $3.50  | $3.25   | $3.00         | $3.00                  | $3.00            |
| CCR&R 2016             | $3.50  | $3.50   | $3.25         | $3.25                  | $3.00            |
| CCR&R 2018             | $3.75  | $3.50   | $3.50         | $3.50                  | $3.50            |
| CCR&R 2020             | $4.00  | $4.00   | $4.00         | $4.00                  | $4.00            |

Continued on next page
Table 9. Full Time Prices at the 50th and 75th Percentile Among Oregon Statewide Child Care Slots

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<th>Center Care Monthly</th>
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<th>Toddler</th>
<th>Preschool Age</th>
<th>School Age School Year</th>
<th>School Age Summer</th>
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<td><strong>50th Percentile</strong></td>
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Continued on next page
Table 9. Full Time Prices at the 50th and 75th Percentile Among Oregon Statewide Child Care Slots

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<th>Infant</th>
<th>Toddler</th>
<th>Preschool Age</th>
<th>School Age School Year</th>
<th>School Age Summer</th>
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50th percentile statewide prices were not available for the 1999 survey.
Unweighted facility prices.
Prices for large home-based care were not separated out until the 2000 Market Price Study.

Similar data were not available for all years, thus, to facilitate comparison across years, Table 9 utilized the following definitions and data:

- “CCR&R” refers to data obtained in 1994 (5,889 providers), 2000 (6,504 providers), 2002 (6,308 providers), 2004 (6,232), 2006 (5,882), 2008 (5,597), 2010 (5,272), 2012 (4,924), 2014 (4,321), 2016 (3,929), 2018 (3,497) and 2020 (3,261) market price studies using price data given by facilities to their local CCR&R. “Survey 1999” refers to data collected from a random sample of 1,201 CCR&R enrolled providers, interviewed by telephone.

- Large home-based care prices were not separated out from the other types of care until the 2000 Market Price Study.
• Child care slot prices are available for all study years besides 1999 when only facility data were available. Use of slot data facilitates the comparison of prices in those ten years.

• For 1999 telephone survey, only the 75th percentile statewide prices for child care facilities (not weighted by capacity/child care slot prices) are available.

• Hourly data is shown for small home-based care; monthly prices are shown for center and large home-based care.

Although the complexity of the market and differences in data collection noted above challenge comparisons, some patterns in statewide child care prices are apparent from a review of Table 9. Note that prices have been adjusted for inflation for all urban consumers.

• From 1994 to 2020, statewide prices rose for all ages and types of care.

• From 2000 to 2020, the percentage increase in statewide prices was greater in center care than in small home-based care. Over the last 20 years (after adjusting for inflation), prices have increased the most among centers (66% increase for toddler prices), followed by large and small home based care 30% and 28% increases for toddler prices, respectively).

For example, based on the 75th percentile of prices for toddler care, over the last 20 years:

  o Hourly prices (inflation adjusted) for small home-based, toddler care rose from $3.08 (2000) to $4.00 (2020), an increase of 30%.

  o Monthly prices for center, toddler care rose from $962 (2000) to $1595 (2020), an increase of 66%.

  o Monthly prices for large home-based, toddler care rose from $939 (2000) to $1,200 (2020), an increase of 28%.

  o 2020 price data indicates an 11% increase in center care monthly prices for toddlers at the 75th percentile (from $1,443 in 2018 to $1,595 in 2020), and a 11% increase in large home-based monthly prices for toddlers (from $1,082 in 2018 to $1,200 in 2020). For small home-based care prices for toddlers increased by 11% from $3.61 to $4.00.

• After some stagnation in prices between 2008 and 2012, small home-based infant, toddler, and preschool prices have generally increased between 2014 and 2020.
CONCLUSIONS

As of early 2020 (pre-COVID), child care prices vary across the state, with three types of markets for small home-based care and four types of markets for centers and large home-based care. The market price study validates the existence of three different small home-based care and four different center and large home based care types of markets in Oregon. The clusters were produced using a statistical method that looks for price clusters that occur in the data and provides a systematic way to find the optimal natural breaks between clusters. Recent analyses of prices (2010, 2012, 2014, 2016, and 2018) indicated changes in how providers were pricing services and suggested that the three rate areas used in past studies no longer accurately captured how prices are currently distributed across the state. Guidance from a national study on market price studies was used to guide the decision on this alternative clustering method. Overall, the cluster analysis showed the child care prices to be lower in rural areas of the state and higher in the Portland metropolitan area, parts of the mid-Willamette Valley, and parts of Deschutes, Hood River, Lincoln and Jackson counties.

CCR&R data continues to provide a reliable and cost-effective source of data for statewide market price studies. The statewide CCR&R database remains the most feasible source of data for the child care market price studies. First, the database is sufficiently large and comprehensive to support analysis of statewide market prices. Second, it is representative of the child care priced market. Third, it is a convenient, inexpensive, and accessible data source. Finally, the CCR&Rs and Central Coordination continue to maintain a high standard for completeness and currency of both price and desired capacity data.

CCR&Rs should continue to collect price information in the mode(s) that reflect how facilities charge. The prices for the year 2020 market price study were reported for four independent, non-equivalent price samples. Having only one common mode of reporting prices would simplify reporting and facilitate comparison of prices. However, in reality, facilities charge in four different modes (hourly, daily, weekly, monthly) that represent different child care markets and should be reflected in the database and in the market price report.

Additional analysis of potential systematic reasons for non-response and missing data should be explored. The overall response rate for this study was adequate, with 75% of facilities in Oregon’s child care market reporting prices within the three month period. Yet, it is still possible that the facilities with missing data may differ in important ways. For example, people with limited English proficiency are often underrepresented in research and evaluation efforts. CCR&R staff engage with providers in multiple languages, including as a part of the market price data collection. Systematically recording demographic characteristics can inform the generalizability of study results (assessing who is included), and inform more equitable data collection methods in future studies (assessing who may have been inadvertently excluded).

Analysis of the predominant mode (hourly, daily, weekly, monthly) used by facilities to charge parents identified hourly as the most common mode for small home-based care and monthly for center and large home-based care. Identifying the predominant modes facilities charge by type of care is important not only for understanding the child care market but also because it produces the largest sample size in which to conduct the geographic price analysis. For center and large home-based care, monthly is the most common mode reported by facilities for all age groups. For small home-based care, for infants, toddler, and preschooler age groups monthly prices are just as common as hourly in 2020. This is likely because of many factors, including more home-based care using monthly pricing structures and the continued loss of small family providers from the supply, which may be those who were more likely to charge hourly. It will be important to continue to track these trends in future studies.
REFERENCES


Appendices
APPENDIX A

Glossary

Age of care—age of child receiving care; the four different age groups are infant (0-24 months), toddler (2-3 years old), preschool age (3 - 5 years old), and school age (6 years old and up)

Child care facility prices—facility prices for care as reported to local Child Care Resource & Referral

Child care slots—represents the cost per child care slot

Total facility capacity—maximum number of children desired by the facility

Total age group capacity—total capacity for a given age group (infants, toddlers, preschool age, school age school year, or school age summer)

Cost of care—facilities’ costs to provide child care that is often greater than the price charged to parents

Family copay – the portion of the child care fee paid by parents who are receiving Employment Related Day Care (ERDC) subsidies

Market price or prices— prices that are set in the priced child care market by facilities

Priced child care market— Facilities within the priced child care market have two characteristics: (1) they charge parents a price, and (2) the price is established through an arm’s length transaction. In an arm’s length transaction the buyer and seller do not have a prior relationship or shared membership that is likely to affect the price charged. The priced market does not include facilities who limit their care to persons they know, as is commonly the case with family or friend caregivers.

Pricing modes—the various ways prices can be reported: hourly, daily, weekly, monthly

75th Percentile—the price level at which 75% of child care slots may be purchased

Licensed rate maximums—the Oregon Department of Human Services maximum subsidy rates that have been in effect since January 2020

Type of care—care setting or facility

Small home-based care—provided in the provider’s home; small group of children

Center care—full or part-time care and education; provided by caregivers/teachers always located in building other than home

Large home-based care—one or more caregivers; no more than 16 children at any one time; care provided in home setting
## APPENDIX B

Statewide prices

<table>
<thead>
<tr>
<th>Table B1. 2020 Statewide Prices for Small Home-based Care</th>
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<tr>
<td><strong>CHILD CARE FACILITIES</strong></td>
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<tr>
<td>(Unweighted)</td>
</tr>
<tr>
<td><strong>CHILD CARE SLOTS</strong></td>
</tr>
<tr>
<td>(Weighted by Total Capacity)</td>
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### APPENDIX D

**Table D1. 2020 Median Prices for Toddler Care, by County**

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A dash reflects no price data for toddler care by that type of care and pricing mode for a particular county. These number of facilities columns are those that reported a price to CCR&R (within the priced market).
### Table D2. 2020 Median County Prices for Toddler, by Facility Type and Pricing Mode

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### Table D2. 2020 Median County Prices for Toddler, by Facility Type and Pricing Mode

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2020 Oregon Child Care Market Price Study
## APPENDIX E

### Table E1. 2020 Clusters by Zip Code, by County

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