ALASKA LEGISLATURE COMMITTEE FILES 1985-1986 8672

3616 HSTA DAY CARE IN STATE BUILDINGS (FILE 1)

492

Corporate care for children

Firms find aiding employees is good business

Associated Press photo

'The center is definitely one thing that keeps me with Cigna,' says Betty Caruso.

By JOYCE A. VENEZIA
The Associated Press

BLOOMFIELD, Conn. — Meg Lines faced more than a language barrier when she recently adopted a Chilean child. As a single parent, she also had to find someone to care for the 4-year-old boy while she was at work.

Leaving her job to rear the child was out of the question since Lines is the sole support of the boy, named John. Hiring a live-in babysitter or putting John in a private day care center would be too expensive.

Fortunately, Lines works at the Cigna insurance company, one of the state's largest corporations and one of the first to build a day care center for its employees.

"I was very lucky," Lines says. "I'm not sure I could have adopted John if the day care center weren't there."

The day care center is sponsored by Cigna. Employees get a discount on the tuition.

It is on the grounds of Cigna's main Connecticut office in Bloomfield, meaning parents and children are never far from one another. Sometimes the children are invited to lunch in the company cafeteria, says Alison Kenworthy, assistant director of the employee services division.

"It's a good feeling knowing John is in the same environment I'm in," Lines says.

Nationally, more than 500 major corporations provide such day care centers on or near the company site, says Dana Friedman, a senior research fellow at the Conference Board, a non-profit national clearinghouse for business-related research.

Most corporate-sponsored day care centers in the United States average about 100 children.

In the Minneapolis area, large corporations such as Pillsbury, General Mills, 3-M and Honeywell are among those offering day care.

Corporate day care also is starting

See Page J-4, CHILD

Anchorage Daily News 2/27/85

Child care is good business

Continued from Page J-1

to spread to the Sun Belt, Friedman says. "Three years ago, Houston had nothing in the way of corporate day care, even with all the major oil companies and money down there," she says.

Successful new companies with young executives are usually among the first to establish such programs.

"So many presidents of these companies are about 37, with spouses who work and preschoolers," Friedman says. "The lack of day care hits them closer to home."

In Cigna's case, the company's former president, Henry R. Roberts, thought a day care center "would give us an edge over other companies, because working women would be attracted back to the work force," says Cynthia Powell, director of the company's center.

"He made it as a business decision, not an altruistic decision," she says.

It seems to be working. Kenworthy says some women have turned down job offers at a higher salary from other companies because of the day care program.

"The center is definitely one thing that keeps me with Cigna," says Betty Caruso. After she and her husband divorced, the insurance company provided the day care option for her three boys.

The center is licensed to handle almost 100 children, including infants. An ever-growing waiting list has more than 200 children, "including some not even born yet," Powell says.

The center features bright, sunny rooms, a playground divided into areas for each age group so older children don't crowd the younger ones, and a cafeteria.

Operated by KinderCare, a private day care operation, Cigna's center is not restricted to company employees, although they receive a 10 percent discount on tuition.

"The nearness of the center to the place of work is the prime attraction," especially for nursing mothers, Kenworthy says.

The state of Connecticut offers corporations tax credits of up to $1 million a year for establishing day care centers, says Frances T. Roberts, director of the state Office of Child Day Care.

ALASKA STATE LEGISLATURE
HOUSE OF REPRESENTATIVES
RESEARCH AGENCY

Pouch Y, State Capitol
Juneau, Alaska 99811
(907) 465-3991

April 2, 1985

MEMORANDUM

TO: Representative Katie Hurley

ATTN: Patti Macklin

FROM: Rob Waldman RW
Legislative Analyst

RE: Child Care Centers-Supplemental Information
Research Request 85-253

The attached supplemental information was provided by the Empire State Day Care Service Corporation (New York State). I hope that this data is useful. If you have any questions, please contact us.

RW

Attachments

Empire State Day Care Services Corporation

P.O. Box 2102
Empire State Plaza
Albany, NY 12220
(518) 473-8714

March 26, 1985

Mr. Rob Waldman
House Research Agency
State Capitol - Pouch Y
Juneau, Alaska 99811

Dear Mr. Waldman:

Enclosed is information on Empire State Day Care Services operations, including a copy of the New York State Division of the Budget guidelines for day care centers on New York State property. Also included is a reprint which, although dated, may be helpful.

I cannot locate my file on American Can Company's flexible benefits policy, but I'm sure if you contact Paul Moyers who runs their human resources department (203 622-7300) he could send you some information.

Good luck; feel free to call us with any questions.

Sincerely,

Michele McCormick

Michele McCormick

Enclosures

STATE OF NEW YORK
EXECUTIVE DEPARTMENT
DIVISION OF THE BUDGET
STATE CAPITOL
ALBANY 12224

C. MARK LAWTON
DIRECTOR OF THE BUDGET

BUDGET BULLETIN	G-1019	May 24, 1982

TO: ALL DEPARTMENT AND AGENCY HEADS

FROM: C. Mark Lawton

SUBJECT: Requirements for Day Care Centers on State Property

Attached are the requirements and guidelines for all day care centers operating on State property and all additional on-site day care centers that are established in the future.

All day care centers currently operating on State property must satisfy these requirements and before any future on-site day care centers are established, they must demonstrate their complete adherence to the attached requirements and guidelines.

Please note that the requirements and guidelines and are to be inserted in the Budget Policy and Reporting Manual as Item G-250.

Your cooperation in this matter is most appreciated.

NOTE: This is the only Distribution of this Bulletin. Please supply copies to all interested officials and employees in your department or agency at all appropriate locations.

C. MARK LAWTON
DIRECTOR OF THE BUDGET

STATE OF NEW YORK
EXECUTIVE DEPARTMENT
DIVISION OF THE BUDGET
STATE CAPITOL
ALBANY 12224

BUDGET POLICY AND REPORTING MANUAL

TRANSMITTAL NOTICE NO. 16

May 24, 1982

Attached for inclusion in the Budget Policy and Reporting Manual is a new item G-250, Requirements for Day Care Centers on State Property, and a revised Section G, Table of Contents.

NOTE: Enter receipt of this notice in Manual Item A-004 and the notice itself after that Item.

date	subject	item
5/24/82	TABLE OF CONTENTS SECTION G, EMPLOYEE RELATIONS	G-000
supersedes 9/1/74		page 1

Date	Subject	Item
5/24/82	REQUIREMENTS FOR DAY CARE CENTERS ON STATE PROPERTY	G-250
Supersedes		Page 1

Over the last several years, a number of on-site day care centers have been established in State buildings and facilities throughout the State. Increasing employee interest in establishing new on-site day care centers at additional State locations prompted the Division of the Budget to evaluate the financial issues associated with the operation of day care centers on State property and pointed to the need for the State to develop a comprehensive policy for dealing with on-site day care centers.

After careful study, the Division of the Budget and the Office of Employee Relations developed a comprehensive set of Guidelines aimed at defining the State's policy for dealing with on-site day care centers, establishing requirements for day care centers, and protecting the State's legal and financial liability for centers operating on State property. The purpose of this item is to provide for a uniform set of requirements based on the Guidelines which all day care centers operating on State property must meet.

State Policy and Requirements for On-Site Day Care Centers

A. Future Centers (Established After January 1, 1982)

The State will facilitate the development of fully self-supporting on-site day care centers where space is available and where all the requirements in the following Guidelines have been satisfied. The determination of space availability must be made by the agency operating the site where the day care center is proposed. In cases where an agency operates multiple sites or facilities, the Central Office should establish its own internal clearance procedures to determine and approve the availability of space. At the time space is committed for a Day Care Center, the Division of the Budget must be notified. In addition, before an on-site day care center can be established, the Guidelines require that a needs assessment be undertaken by the sponsors to document the need for an on-site center and the absence of alternative providers in the community. On-site centers should not be established in direct competition with private day care providers in the community.

A Statewide Labor Management Day Care Advisory Committee, composed of union and management representatives has been set up to approve the establishment of day care centers and review proposals for start-up grants from money provided by the Joint Labor Management Committees. On-site Day Care Centers cannot be established without approval of the Advisory Committee and complete adherence to the Guidelines.

The agency responsible for operating the site where the day care center is proposed should notify its budget examiner of the intent to establish an on-site day care center and provide the budget examiner with an estimate of the renovation costs to be incurred in constructing the center.

B. Centers Currently Operating on State Property (Established Prior to January 1, 1982)

To promote the safe and efficient operation of all day care centers located on State property, the following requirements have been established:

1. All agencies where day care centers are operating must provide the following information to their budget examiner by July 15, 1982:

   -- the name of the day care center and a brief description of its program (i.e., number of children, staff, hours of operation);

   -- the center's location and telephone number;

   -- the name of the center's director; and,

   -- the name of the person at the facility responsible for liaison with the center.

   This information will provide an accurate inventory on the number of day care centers currently operating on State property.

2. All day care centers operating on State property must:

   -- possess a valid license from the Department of Social Services for the operation of a day care center;

-- incorporate as a private not-for-profit corporation under the Empire State Day Care Services Corporation and remain financially self-sufficient;

-- receive written approval from the facility or building director (and the appropriate central office where applicable) for the space occupied. Copies of these approvals should also be forwarded to the Division of the Budget and the Statewide Labor Management Day Care Advisory Committee.

-- execute a lease agreement in a format to be prescribed by the State, with the owner of the site covering the use of the space which protects the State from legal and financial liability for the center's operation;

-- possess adequate accident and liability insurance coverage deemed appropriate by the State; and,

-- submit an annual report to the Division of the Budget which summarizes the center's financial operations including its current budget and any financial audits completed. The report should also break down the center's utilization by children of State employees and non-State employees.

3. Although centers need not pay rent for space that is unoccupied and unavailable for sale as surplus, where practicable and measurable, centers established after January 1, 1982 must reimburse the State for the marginal costs over and above the fixed costs incurred in providing utilities, cleaning and maintenance services. For example, since a minimum amount of heat is needed for even a vacant building, centers would not be responsible for this cost but would be responsible for the increased heating costs resulting from the operation of the center. In addition, if cleaning services are provided, the cost should be determined on the basis of the percentage of the cleaner's time and materials spent on the day care center. Maintenance costs can be calculated based on the work orders attributable to the center. Finally, these costs should be listed as separate lines in center budgets.

4. The State will not require reimbursement for renovation or improvement costs incurred for the centers established prior to January 1, 1982, but will require that any future renovation, alteration, expansion or improvement costs be paid for by the center. In meeting these costs, centers may seek funding assistance from the Statewide Labor Management Day Care Advisory Committee.

Statewide Labor Management Day Care Advisory Committee

GUIDELINES FOR ESTABLISHMENT OF
ON-SITE DAY CARE CENTERS AT STATE FACILITIES

The following guidelines apply to the establishment of on-site day care centers at State facilities:

1. Space

Day care centers, established pursuant to these guidelines, may be authorized to utilize space which the State determines to be available, or which the State determines can reasonably be made available for this purpose in the interest of the State and which is unavailable for sale or lease as surplus. On-site center operation will be authorized only at these locations. Such space will be made available free of rent.

In the event that the State, after review by an appropriate representative of the Office of General Services or the appropriate agency holding title to the facility, finds it appropriate to relocate an existing State operation to provide day care center space, the center will be required to reimburse the State for moving costs incurred. If the operation is relocated to outside leased space, the center will also be responsible for reimbursing the State for space rental for the relocated operation.

2. Department of Social Services Standards

To ensure that all on-site day care available to State employees is provided in safe, high-quality centers, centers are and will continue to be required to meet Department of Social Services standards for day care.

3. Renovation

Centers must reimburse the State for any renovation costs incurred by the State to bring the site into and maintain conformance with Department of Social Services standards governing the establishment and operation of day care centers and any supplemental renovation. Centers will be required to reimburse the State for the renovation costs over up to a five-year period, interest-free, provided, however, in the event such reimbursement would place an undue financial hardship on the center, the center may request an extension from the Division of the Budget for up to an additional three-year period.

The "cost" of renovation includes the purchase of materials by the facility or the cost of materials on hand which require replacement. It also includes the cost of labor incurred by the facility except to the extent the facility determines, with the approval of the agency head, that the work can be accomplished by facility staff within the ongoing program of the facility. The Division of the Budget must be notified of such determinations.

4. Utilities, Maintenance and Cleaning

The facility host will continue to bear fixed costs of utilities, maintenance and cleaning associated with the operation of the building sites to be occupied by the day care centers. The centers will be required to reimburse the State for any utility, maintenance and cleaning costs over and above the fixed costs which are incurred due to day care utilization of the site and which the facility determines can feasibly be segregated.

5. Center Utilization

On-site centers shall operate for the use and benefit of primarily State employees; on a temporary and occasional basis, the public at large may utilize center services on a space available basis.

6. Financial Self-Sufficiency

Centers are required to be self-supporting within the established guidelines. Centers must exhibit a capability to maintain financial stability for at least a two-year period, one year of which is independent of start-up funding provided by the Statewide Labor Management Day Care Advisory Committee.

7. Incorporation and Indemnification

Centers are required to incorporate as not-for-profit corporations and as independent subsidiaries of the Empire State Day Care Services Corporation. Centers shall provide for adequate liability insurance coverage deemed appropriate by the State.

8. Lease

Centers will be required to execute a lease with the appropriate owner and/or operator of the State facility. This lease, which may be for a nominal sum but which includes full cost recovery to the State in accordance with the above guidelines, shall specify the responsibilities and obligations of the facility host and the center and be consistent with the guidelines promulgated by the Office of General Services for the lease of State sites and adjacent play areas for day care center use. Such lease shall clearly exempt the State from any liability, financial or legal, arising in connection with or resulting from center operation.

9. Existing Centers

By August 1, 1982, all day care centers operating in State-owned or State-operated facilities must achieve conformance with these guidelines, unless specifically exempted by the Governor's Office of Employee Relations and the Division of the Budget. Existing centers may seek financial assistance from the Statewide Labor Management Day Care Advisory Committee to bring them into conformance with Department of Social Services standards.

10. Reporting Requirements

Centers are required to provide the Statewide Labor Management Day Care Advisory Committee, and following incorporation, the Empire State Day Care Services Corporation, with such reports as they may require, including but not limited to reports concerning financial self-sufficiency and center utilization.

Statewide Labor Management Day Care Advisory Committee

APPLICATION PROCEDURE

Sponsors seeking to establish on-site day care centers at State facilities should notify the Statewide Labor Management Day Care Advisory Committee. Funding applications must follow the procedure and include the items of information listed below. Assistance is available through the Committee.

1. Joint Labor Management Committee

Facilities interested in establishing a day care center should first establish a joint committee composed of management and representatives of CSEA, PEF and Council 82. This committee will serve as the sponsor and working group at the facility. The Committee should be provided with the names and affiliation of the joint committee members and the individual designated as the liaison to the Committee.

2. Needs Assessment

In order to determine the actual need for and interest in supporting and utilizing an on-site day care center, a needs assessment should be conducted by the sponsor. This assessment typically would include a survey of employees to determine pertinent information such as the number of employees intending to utilize the center, the age breakdown of the children to be enrolled, and the days and hours of service required. Centers will be self-supporting and employees should be informed of the proposed fee schedule in the survey document. A sliding scale based on total parent income is recommended. Samples of survey documents and sliding fee schedules, which can be tailored to facility needs, are available through the Committee. Centers will operate for the use and benefit of State employees with preference to employees of the sponsoring facility or facilities. On a temporary and occasional basis the community may use the center on a space available basis.

3. Host Commitment

The sponsors should provide the Committee with a letter from the facility director or his representative, and the central office of the department or agency where appropriate, committing available space for use by the day care center. A formal lease will be drawn for approved centers consistent with State guidelines for the lease of State sites and which specifies the responsibilities and obligations of the host and the center.

4. Program Description

Based on the needs assessment and space available a proposed program should be developed and forwarded to the Committee. The program should include the number of children to be served by age breakdown, the days and hours of operation and fee schedule.

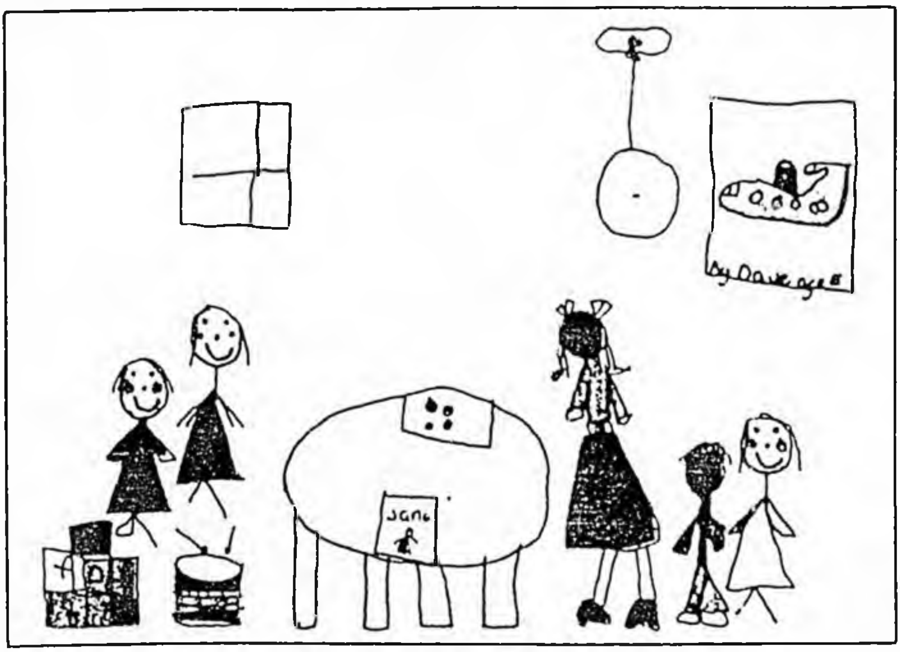
5. Department of Social Services (DSS) Site Evaluation

The sponsors should arrange for a preliminary evaluation of the proposed day care center site by a regional DSS representative to determine if the space as is or with specified modifications will meet DSS licensing standards including fire safety standards for the program proposed. A copy of the DSS evaluation should be forwarded to the Committee along with a floor plan of the site. To ensure that all on-site day care available to State employees is provided in safe, high-quality centers, centers are and will continue to be required to meet DSS standards.

6. Equipment Needs

A list and cost of the equipment needed to support the program should be provided to the Committee. This should include play, educational, and office equipment and supplies as well as furniture for the center. Lists of typical equipment needs are available through the Committee. Arrangements for bulk purchasing through the Committee are being explored to reduce the costs to individual centers.

The CHILD CARE HANDBOOK



NEEDS, PROGRAMS, & POSSIBILITIES

Children's Defense Fund

Empire State Day Care Services, Inc.

Albany, New York

Public employers have a direct self-interest in sponsoring child care programs for their employees. More visible and accountable to the general public than corporations, governments have as much—if not more—to gain by providing such services. Empire State Day Care Services has proven that government-sponsored child care can reduce turnover, give public agencies a "pro-family" image, and improve productivity. Empire State, which runs the Children's Place at Albany's huge Capitol Mall Plaza for New York State employees, succeeds for the same reasons corporate child care programs succeed: support from upper-level management; careful monitoring and evaluation to make sure the program satisfies parents' needs; and innovative ways of holding down fees.

Management Support Key

Getting the Children's Place at the Plaza off the ground took the commitment and leadership of a top manager. Every other year from 1972 to 1978, the state of New York and the 219,000-member Civil Service Employees Association (CSEA)—52 percent of whose members are women—agreed in their contract to "study the feasibility of child care." Yet for six years, neither side acted. Contract language notwithstanding, "anytime anybody looked at it, it was either too expensive a proposition or they did not know where to go," says Empire State's Executive Director, Molly Hardy. This situation changed dramatically in 1979 with the appointment of Meyer S. Frucher as the new Director of the Governor's Office of Employee Relations. Several years before, Frucher and his wife had started a day care center in the basement of their home in New York City. "His wife was a professional and they were both working and had no place to put their children, so he was very aware of the problem," she recalls.

According to Hardy, when child care resurfaced during negotiations over CSEA's current agreement with the state, Frucher argued that contract language by itself had thus far not accomplished anything, and that what was needed "was a mechanism to actually make it happen." His arguments were persuasive, but no one present on either side was able to suggest more specific language. To break the impasse, Frucher made a "gutsy" proposal: he would give an "over-the-table verbal commitment" to union President William L. McGowan to establish a model on-site day care center for the children of state workers if the union head would agree not to "tie his hands" by insisting that express language to that effect be written into the new contract. In an "equally gutsy" move, McGowan agreed to trust the young director's motives and to work to sell his offer to the membership — certain segments of which "by that point were really beginning to agitate" around the issue of employer-supported child care.

Shortly after this unorthodox agreement, Frucher hired Hardy, and Empire State Day Care Services was incorporated with an ongoing mandate "to open and operate child care centers at state facilities throughout New York for the children of state employees."[1] Once the Corporation was formed, Frucher immediately set to work to secure the active support of those whose help he knew would be critical. "All of a sudden, everywhere you looked, this was a top priority project," Hardy says. For example, the Office of General Services (OGS) quickly approved the use of 10,000 square feet of space on the first floor of one of the main state office buildings, the personnel overtime needed to relocate the agency offices that had been there, and the complete remodeling of the area to make it suitable for young children. Even the Department of Social Services—the state day care licensing bureau—pitched in to help with renovations. "Everybody was very much behind us and it really made a big difference," she reflects. "For a state the size of New York, with lots of bureaucracy and all the processes that entails, to carry out everything involved in the planning stages right through to the opening—all in less than six months—was just unbelievable."

Convenience at a Reasonable Price

The Children's Place at the Plaza opened its doors in September 1979 with $50,000 in seed money from the U.S. Department of Health, Education, and Welfare (now Health and Human Services). Its goal is not to provide free care but, rather, reasonably priced care of a quality parents can trust. Therefore, instead of subsidizing the center, the State of New York pays Hardy's salary and provides a range of in-kind services that help keep parent fees low (between $39 per child per week for a family earning under $10,000 a year, and $55 for those with incomes over $40,000), including a free space lease agreement, moving arrangements for the agency that previously occupied the space, renovations, and daily maintenance. (The Corporation itself receives no direct funding; its primary purpose is to serve as a conduit and to protect the state from liability). Also helping to hold down fees is a policy requiring parents to supply formula, diapers, lotions, and special foods their children need. The same food service company that operates the Plaza's regular cafeteria provides lunch and two snacks at a cost of under $1 a day per child. About 90 percent of

[1] Empire State Day Care Services, Inc., "Fact Sheet," p. 1 (processed)

he program's $260,000 operating budget comes from parent fees, the remainder from miscellaneous fundraising events.

The Children's Place is open from 7:00 a.m. to 5:30 p.m. Monday through Friday (except state holidays) all year long. Some 100 children from 8 weeks to 6 years old are enrolled; they are grouped by age for programming purposes. Thirty percent of the children served live in single-parent families; 4 percent are handicapped; and 8 percent are minorities. The incomes of their families range from $7,000 to over $40,000; the average is between $20,000 and $25,000. The center has a staff of 2_ teachers. Since the fall of 1980, it has operated a full-day kindergarten in addition to its day care activities; graduates of this program are accepted directly into first grade by the public schools.

In exchange for the reasonable but significant fees they pay, parents get a convenient center located within underground walking distance of the office buildings where they work, frequent contact with their children, and a large say in how the Children's Place is run. All automatically belong to a Parent Advisory Committee, which is responsible for recommending changes in policies and program components to the Board of Directors. The Board includes officials from the major public employee unions and the executive branch, the Speaker of the State Assembly, the State Senate President, child care professionals and advocates, and parent representatives elected by the Advisory Committee. Parents are encouraged to visit their children as often as possible. A special program arranged in conjunction with supervisors allows breastfeeding mothers to return to work but to continue to nurse their infants during breaks.

The Program Proves Itself

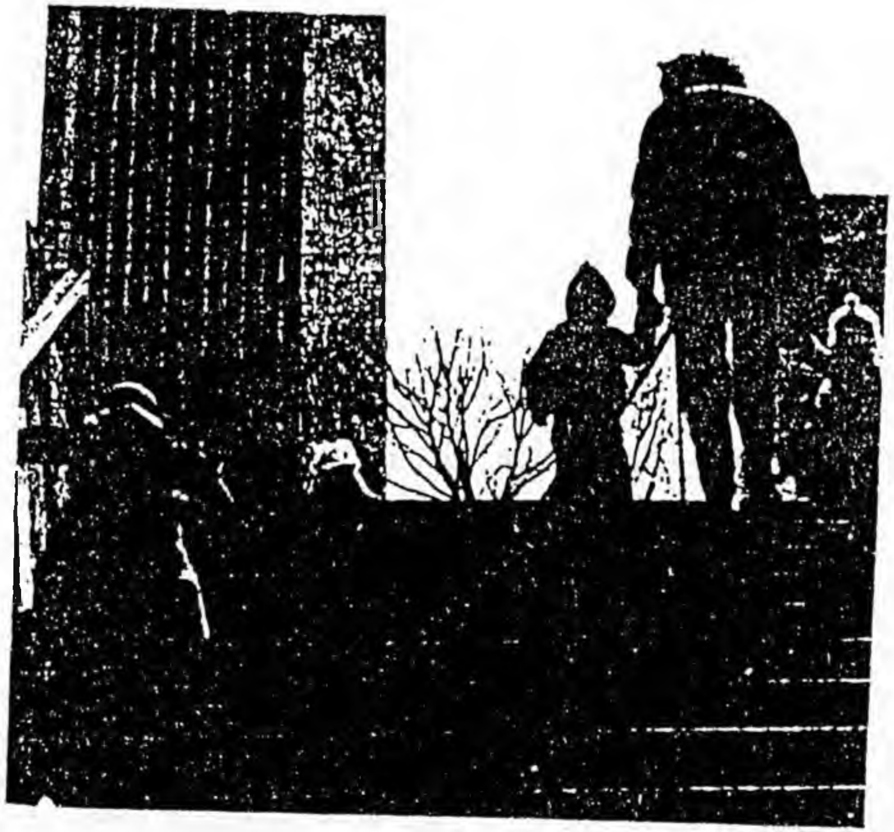
"As a child care person and a mother," Molly Hardy knew that a new program has to prove itself before parents will use it. Thus, she was not worried when the Children's Place — geared for 80 children — opened with only 35. "The higher-ups were horrified," but "common sense" told her that "nobody is going to move their child to a place that doesn't exist yet and which they don't know anything about, unless they are really desperate." Her instincts proved correct. Throughout the fall, word spread, prospective applicants dropped by to see the center for themselves, and by January 1980 all the slots were filled. By February, it had a waiting list, which by June had grown to over 300 infants alone.

Less than a year after opening day, Hardy arranged for an evaluation of the Children's Place. It showed that productivity had improved, turnover had declined, and families were more than pleased with the program. Of the parents surveyed, 88 percent had actually observed "positive effects in their children" since they began attending the center, and 92 percent said their children looked forward eagerly to going each day.[2] "That says a lot," she believes, "because if you feel comfortable that your child is being well cared for, it just follows that you're going to be much happier at work. This has been confirmed by many people who tell us that not only are individual employees happier and doing better work, but that whole offices have been affected because there aren't as many three to five o'clock phone calls going home or to the center [to check on children], disrupting everybody." In addition,

- 62 percent of the parents said they would experience child care problems if the Children's Place did not exist,
- 83 percent reported that they worry less about their children during the day than they did before they were enrolled nearby at the center,
- 47 percent felt that their work productivity had improved,
- 45 percent of women respondents said that the center had enabled them to either become employed, remain employed, or return to work sooner than would have otherwise been possible;
- 52 percent of all respondents chose the Children's Place because of its location and convenience to their workplace,
- another 41 percent selected the center because of the quality of care provided; and
- the reasons for the one to three withdrawals each month (during the period studied) were unrelated to program operations.[3]

[2] See Welfare Research, Incorporated, "Children's Place at the Plaza: Evaluation Report" (Albany, June 1980), p. 18 (processed).

[3] *Ibid.*, pp. 16-19.



The Children's Place has been so successful that the state's joint labor-management groups are planning, with help from Empire State Day Care, to open 15 to 20 more worksite centers. The vehicle for accomplishing this goal is the New York State Committee on the Work Environment and Productivity, a joint labor-management group formed in 1979 as a result of contract talks with CSEA's Institutional Services Unit and two other public employee unions (the Public Employees Federation, AFL-CIO, and Council 82 of the American Federation of State, County, and Municipal Employees) to systematically address issues relating to "the quality of working life." With the success of the Children's Place and continuing pressure from the rank and file as a backdrop, the Committee decided to make expansion of state-supported child care an early priority, agreeing in the spring of 1981 to funnel $100,000 of seed money through the Day Care Corporation for this purpose. The unions — which are still "strongly behind the idea" — also had their labor-management groups contribute to the pot, as did the non-union, state-level Management Confidential Group, bringing the total amount in it to $150,000.

Ground rules for distribution of the funds are as follows: proposals must come from localized child care committees consisting of both labor and management representatives; before submitting a proposal, committees must have already secured a space commitment through their facility director; no single center will receive more than $10,000, which may be used only for equipment and supplies needed to get it started, to pay a director for one or at most two months before opening, and to cover the first year's insurance; and, after the seed money is spent, all centers — like the one in Albany — must be self-sustaining, with the exception of the provision of space and maintenance services. The role of the Corporation will be "more to consult with than to monitor or regulate" the new programs. "We will share our expertise and connect them up with the local licensing authorities and day care community," promises Hardy, "but we will not rubber-stamp centers. Each one must be unique and fit the particular child care needs of the employees it is set up to serve."

Advice to Others

Molly Hardy says that the severe need for child care makes programs like the Children's Place almost "a noncontroversial issue" for public employers, at least in New York State. But according to a report commissioned by the Committee on the Work Environment and Productivity, a successful worksite center depends on eight elements:

- a commitment by the employer to continued support through some form of in-kind or direct subsidy;[4]
- a "relatively large" female labor force, including a significant number of single parents with preschool children;
- a needs assessment conducted prior to opening;

[4] For more information, see Commerce Clearing House, Inc., *Tax Incentives for Employer-Sponsored Day Care Programs* (Chicago: Commerce Clearing House, Inc., 1980).

- a high-quality progr[illegible] curriculum, and facilities");
- an enrollment big enough to "ensure cost-efficiency [and] maintain employer commitment" (experience "suggests about 100 children");
- an "attractive tuition rate" ($30-$60 per week");
- operating hours that closely mirror employee schedules; and
- continuous evaluation of "program objectives and components" and factors such as "cost and parental satisfaction."[5]

Hardy urges those interested in establishing workplace child care programs to begin by talking to officials of public employee unions because "they are in a strong position through frequent contract negotiations to bring real pressure to bear." In non-unionized areas, she suggests starting with state affirmative action officers or local women's organizations. In either case, she says, "the most important thing is to form an employee-management group early on so you're dealing not just with one side or the other, but with both sides."

Finally, Hardy feels it is absolutely crucial that, as people "see the handwriting on the wall" spelling out cutbacks in public social service programs, they realize that the reason New York has gotten involved in the issue of child care "is not as a government project but because it is an employer — and there is a difference." The Children's Place at the Plaza, and other on-site day care centers around the state that will follow in its steps, do not represent *government* subsidizing families in which it has "at best a very indirect interest," but rather an *employer* subsidizing families in which it has "a profound, direct self-interest from both a productivity and public relations perspective." State agencies should be approached with this difference and the potential payoff *to them* firmly in mind, in essence with the "bottom-line, foot-in-the-door message: 'We're not looking for free day care; the parents are willing to pay for it. . . . All you have to do is provide the space and perhaps a little seed money. We'll see that the center is self-sustaining and you'll get all these great benefits.'"

[5] Welfare Research, Incorporated, *On Site Day Care: State of the Art and Models Development* (Albany, February 1980), p. 33. (Available for $10 from Molly Hardy, Executive Director, Empire State Day Care Services, Inc., P.O. Box 2021, Agency Building 2, 12th Floor, Empire State Plaza, Albany, New York 12223.)

P.O. Box 2102
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Empire State
Day Care
Services
Corporation

EMPIRE STATE DAY CARE PROGRAMS

As a result of the "quality of work life" initiative now developing in New York State, a network of day care centers have been established at several New York State facilities. These programs were developed by local level joint labor-management committees with seed money funding from the State Level Joint Labor-Management Committees and the Office of Employee Relations, Division of Management/ Confidential Affairs and with technical assistance from Empire State Day Care Services, Inc.

Seen as a necessity for working parents by union members and as an enhancement to recruitment and retainment efforts by management, day care development has received significant support from both sides. The State Level Joint Labor-Management Committees representing the Public Employees Federation, Civil Service Employees Association, Council 82 of AFSCME, United University Professions, and the Office of Employee Relations Division of Management/Confidential Affairs each contribute to a seed money fund which supports the purchase of equipment and covers other start-up costs. The State provides the maintenance, space, and utilities at each site. Local level joint labor-management committees, in cooperation with the Empire State Day Care Services Corporation, develop a preliminary design for each program and prepare a proposal for seed money grants. That proposal is then submitted to the Statewide Day Care Labor-Management Advisory Committee for approval. Formed for the purpose of reviewing and approving seed money proposals, the Advisory Committee represents each of the State Level Joint Labor-Management Committees and the Division of Management/ Confidential Affairs, the funding sources for the seed money.

After a proposal is approved, the local joint labor-management committee is involved with the real "work" of establishing a program. Included in this process are incorporation as an Empire State Day Care subsidiary, renovation of the site, and Department of Social Services licensing of the program.

Molly B. Hardy
Executive Director

Once the program opens, the local board of directors and the program director oversee day to day operations with administrative oversight provided by Empire State Day Care. Tuition is charged on a sliding fee scale and all operating costs are covered by those fees and local fundraising.

In 1979 an evaluation of the Empire State Day Care pilot program was conducted. Attached is a summary of parent responses to survey questions about the effect of on-site child care on thier job performance.

FACT SHEET

Name, Address

The Children's Place at the Plaza
Swan Street Building, Box 2102
Empire State Plaza
Albany, New York 12220

Description

Established September 1979. Day Care Center located on-site at Empire State Plaza, State office building complex. First center in the country set up by a state for state employees.

Establishment of Center

Center result of negotiations between labor and management in New York State. Governor's Office of Employee Relations (Meyer S. Frucher, Director) in cooperation with Civil Service Employees Association, State's largest employee union, set up Empire State Day Care Services, Inc. Mandate of corporation is to open and operate child care centers at State facilities throughout State for children of State employees. Board of Directors includes State officials, legislators. Centers must be self-sustaining. State provides space, renovations and maintenance.

Start up funds came from Federal Health, Education and Welfare Research and Development Grant for operating an on-site infant and toddler center. Center self-sustaining since then. Operated in the black first year open. Parent fees pay all operation fees.

Children Served

Primarily children of New York State employees. Capacity for 100 children, ages eight weeks through kindergarten. Waiting lists are long. Center virtually full.

Programs

1) Breastfeeding-Mothers may return to work and continue to nurse their infant during breaks.

2) Full-day Kindergarten

3) Mainstreaming - provides for up to 10% of enrolled pre-schoolers to have handicapping conditions. Children are integrated with regular program but receive special attention as well.

4) Children visit New York State Museum, located in Plaza; attend performances at Empire State Youth Theater Institute on premises; Firehouse and other field trips within walking distance.

Operations

Operating hours: 7:00 AM - 5:30 PM daily, Monday - Friday except State holidays.

Children placed in classes according to age: Infant, Toddler I and II, Three-Year olds, Preschool and Kindergarten.

No part-time programs.

Fees are on sliding scale according to parents' income. Range $39-55. All operating costs are paid for by these parent fees.

Meals

Children receive one hot lunch, two snacks per day. Meals contracted with Dining and Kitchen Administration (DAKA), firm which services Empire State Plaza cafeterias. Good nutrition, healthy snacks are priority at the Children's Place. Snacks often prepared by older children.

Staff

Twenty three paid staff includes 21 teachers and two administrators.

Auxilairy staff includes students from local colleges, CETA employees and volunteers.

Facilities

Located in renovated office space of Swan Street Building at the Plaza.

Indoors: Eight classrooms, small gym, offices and staff lounge.

Outdoors: Playground located in Plaza with several large wooden structures for climbing, swinging, crawling.

No transportation provided.

Parent Involvement

Parent Advisory Committee formed to recommend to Board of Directors any changes in policy or program. All parents become members upon registration of child. Parents visit Center frequently during working day.

Evaluation of The Children's Place

Completed June 1980 by Welfare Research, Inc. Includes information about: benefits of on-site day care to employer (New York State), employee and family.

* Forty five percent of women responding said Center enabled them to keep working, take jobs or return to work sooner.

* Forty seven percent of respondents indicated improved work productivity.

* Eighty three percent worry less about their child,

* Seventy three percent of parents reporting reduced absenteeism were State employees,

* Sixty two percent would have child care problems without Children's Place.

(For further results see attached summary,)

For further information
please contact:

Molly B, Hardy, Executive Director
Empire State Day Care Services, Inc,
Agency Building 2, 12th Floor
Empire State Plaza
Albany, New York 12223
(518) 473-8714

These are findings from evalu
of Children's Place completed
in June 1980 by Welfare Resea
Inc.

MOST SIGNIFICANT FINDINGS*

Effects on Employment Status

- The Children's Place has had some effect on women's job status. Forty-five percent of the 58 women who responded reported the center enabled them to either remain employed, become employed, or return to work sooner than would otherwise be possible.

- Thirty-five percent of the state-employed women reported the center had an impact of their ability to work or continue to work.

Effects on Employee Absenteeism

- Seventy-three percent (11) of the parents reporting reduced absenteeism were state employees.

- Eighty-one percent (9) of the state employees reporting reduced absenteeism were women.

Effects on Worker Productivity and Satisfaction **

- Forty-seven percent of the respondents strongly agreed or agreed their work productivity has improved since their child has been at the center.

- Eighty-three percent strongly agreed or agreed that they worry less about their children.

- Seventy-four percent disagreed or strongly disagreed that they felt guilty leaving their child at the center each day.

- Sixty-two percent agreed or strongly agreed that they would have child care problems without Children's Place.

Parent Participation

- The Children's Place facilitates daily contact for those parents who are able to leave their jobs to visit.

- Eighty-six percent of the 14 parents who reported daily visits are mothers; 66 (12) percent of these are mothers of infants.

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* All percentages are those of parents who responded on the questionnaire.
** See Graph 1.

Parent Participation (Continued)

- The number of mothers participating in the breast-feeding program has grown from one in January to five in the month of May.

Center Operations

- Based on data for the first five months of 1980, the Children's Place has had a stable enrollment pattern, with 1-3 withdrawals each month for reasons unrelated to center operation.
- There is a demand for on-site day care, based on the large numbers of children on waiting lists and telephone calls inquiring about available slots.
- Only 7 percent of the parents agreed that neighborhood day care was preferable to on-site day care.

OTHER SIGNIFICANT FINDINGS *

Effects on Employee Absenteeism

- Fifty-three percent (9) of the reported increased absences were among parents of infants at the center.

- Mothers in general, and state-employed mothers in particular, are absent more days for reasons of child care than are fathers.

- Parents who utilize on-site day care are less likely to be absent if adequate "back-up" child care is available when a child is too ill to attend.

Effects of Worker Productivity and Satisfaction **

- Fifty-two percent chose the Children's Place because of its location and convenience to their workplace; another 41 percent chose it for the perceived program quality they felt it would offer.

- Eighty-eight percent agreed that they had observed positive effects in their children since their enrollment at the center.

- Ninety-two percent agreed or strongly agreed that their children look forward to attending the center.

Parent Participation

- Fifty-eight percent of the Children's Place parents are interested in more social activities for center parents and children.

- Sixty-five percent of the parents are interested in parent-sponsored fund-raising events.

Program Policy

- Sixty-two percent agreed or strongly agreed that they have the opportunity to affect Children's Place program policy.

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* All percentages are those of parents who responded on the questionnaire.
** See Graph 1.

Program Policy (Continued)

- Sixty-six percent find the tuition rates average.
- Forty-two percent strong agree that employers should help subsidize child care costs.

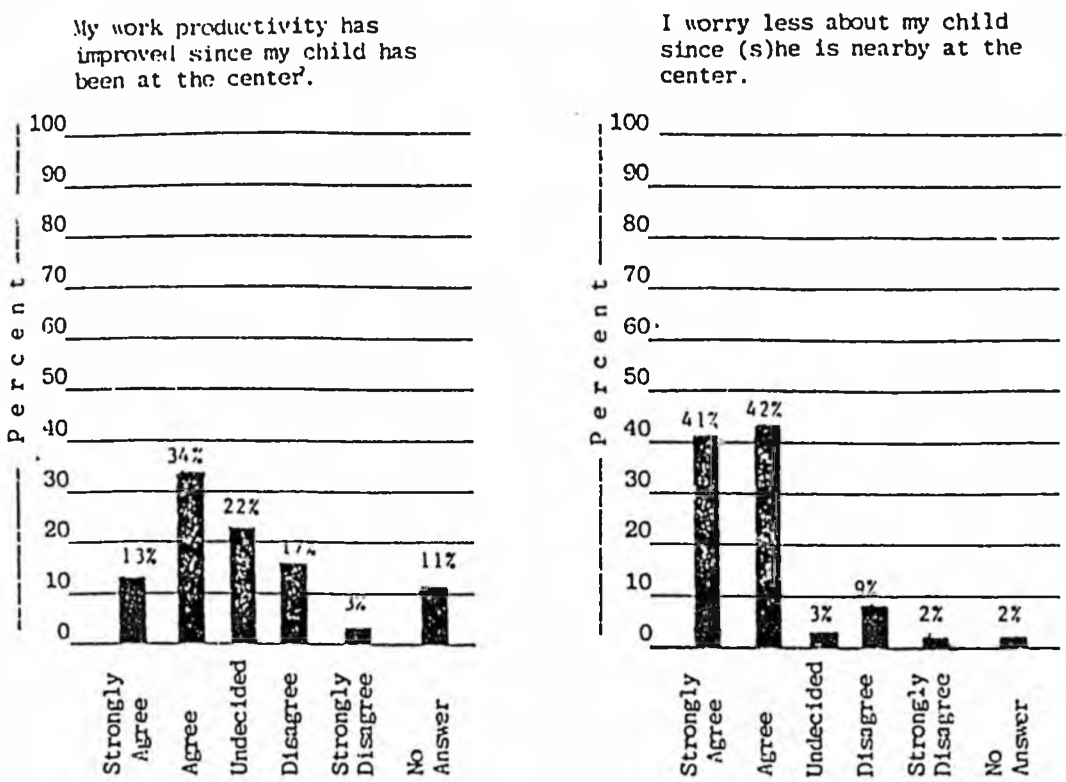
Program Components

- Parents rated overall center program components as "good."
- Program materials, staff and educational activities were all rated slightly above "good" by parents.
- Certain aspects of center operation received only "fair" ratings--these included the availability of information on center ongoing operations.
- Staff rated overall program components as slightly below "good."
- The quantity and suitability of program learning materials received the lowest ratings by staff.
- Staff gave "fair" or slightly below "fair" ratings on the adequacy of weekly staff meetings and training sessions.
- Staff rated staffing patterns, communication, and the availability of information on center operations as "fair" or slightly above fair.

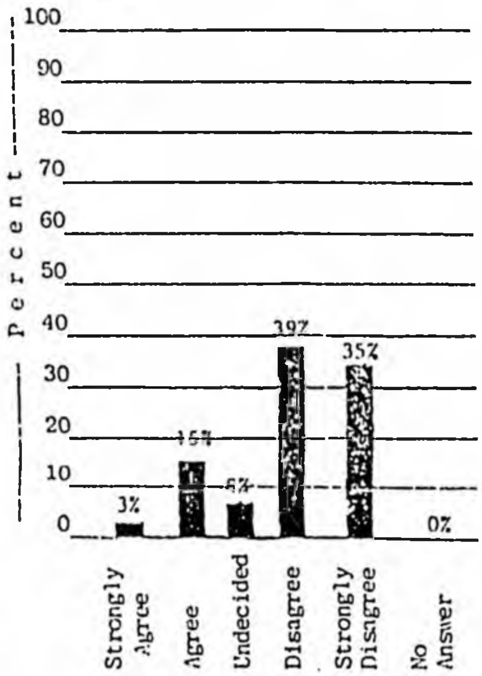
Center Operations

- The largest percentage of children served at the Children's Place are white.
- The median affordable tuition two-parent families indicated they could pay is $45 per week. For single parents, the highest affordable tuition was $40 per week.
- Forty-four percent agreed or strongly agreed that monthly tuition is a hardship on the family budget.
- Forty-eight percent of current users learned of the Children's Place through some sort of publicity.
- Ninety-two percent of the parents strongly agreed or agreed that the center's current operating hours are satisfactory.

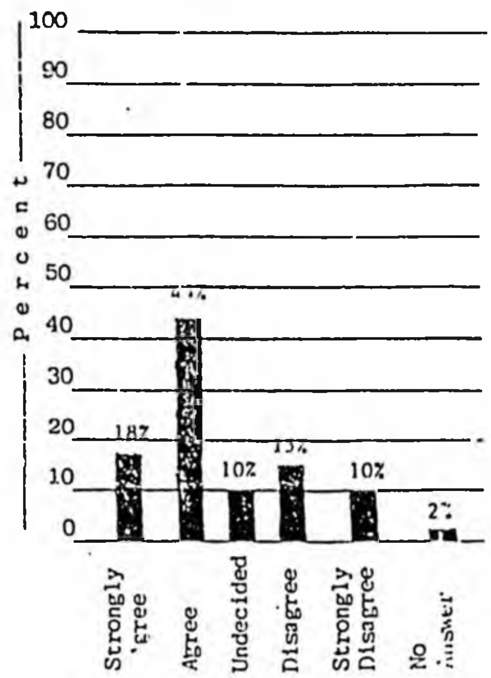
Parents' Level of Agreement to Statements Regarding Effects of Center on Worker Productivity and Satisfaction



I feel guilty leaving my child at the center each day.



Without the on-site day care center, I would have child care problems.



Research Notes

DAY CARE AND SELECTED EMPLOYEE WORK BEHAVIORS[1]

GEORGE T. MILKOVICH
LUIS R. GOMEZ
University of Minnesota

Day care has received increased attention in recent years for several reasons. For example, between 1960 and 1971, a period of relative prosperity and increasing demand for labor, there was a dramatic increase in the number of mothers of young children who entered the labor force. Of mothers of children under three years of age, the proportion who were working or looking for work rose by more than two-thirds. By 1971, 12.2 million mothers were in the labor force. Twenty-six percent of these mothers had children under three years of age, and 36 percent had children between three and five years of age (White, 1972). Additional pressures generated by the social and civil rights legislation of the sixties, coupled with the interest in affirmative action and social responsibility, may have stimulated renewed interest in the day care concept (Curran and Jordan, 1970; "Cost Analysis," 1966; Harrell, 1972; Keyserling, 1972; Rowe, 1973; "Manpower Report," 1972; White, 1972). Finally, financial incentives provided under the 1967 amendment to the Social Security Act Title IV-A, which allow 75 percent federal funding for day care services, may have made day care programs more attractive. Whatever the underlying factors, more employers and public agencies now face decisions about providing or subsidizing day care.

Day care is generally considered to be "a system of services for children in families who need supplementary care outside of their home for part of the day, the care being provided by adults who . . . nurture the children; responding to their educational, social, and physical needs" (Morgan, 1970, p. 1). Advocates of day care argue that a well-designed and well-run program can positively influence parents' work behaviors, improve children's well being and development, and favorably influence parents' attitudes towards work and life in general by relieving their concern about their children's safety and development and by providing professional health care, education, and directed social interaction beyond the scope which the individual family could provide. Other advocates go even further, claiming that employers have a social responsibility to provide

[1] The support of the University of Minnesota Graduate School and the Graduate School of Business Administration and comments from R. Connor, G. Lohen, and M. McShane are gratefully acknowledged.

adequate day care facilities for their employees and that day care will break the poverty cycle (Harrell, 1972).

The limited evidence today is insufficient to show that day care is either beneficial or damaging to children, employers, parents, or society. This study examines one aspect of the potential impact of day care—the relationship of day care to selected employee work behaviors.

The Study

The data for this study were gathered at the Northside Child Development Center (NCDC) in Minneapolis. The Center, opened in 1971, provides comprehensive care for 120 children. It is one of the largest day care programs in the country in which employers share in the subsidy and management. The NCDC program covers children of all ages and offers health, hygenic, nutritional, educational and psychological services by a professional staff.

The work behaviors of 90 subjects were collected for 20 months. Three samples were drawn: a random sample of 30 mothers with children enrolled in the day care facilities; a matched sample of 30 mothers of young children who were not enrolled in day care; and a sample of 30 other employees who either were not parents or whose children were not of day care age. All 90 subjects assembled electronic components, for which minimal training was required. The first two samples were on several variables: all were mothers of preschool children; the average number of children under seven years of age was 2.2 for the day care program participants compared to 2.3 for the nonparticipants; the average job tenure for the participants was 18 months compared to 17 months for the nonparticipants; all subjects performed similar w rk and lived in the same locale.

The third sample was designed to represent the work behavior of employees in general on similar jobs. This sample was 80 percent female and had an average tenure of 19 months, the same as the proportion of females employed and the average tenure of all component assembly line workers.

Three indices of work behavior were considered: absenteeism, turnover, and job performance. The absentee rate was calculated as the number of hours absent per month over the number of hours scheduled per month. Turnover was measured as the number of employees quitting per month over the average number of employees per month. The employees' job performance was assessed by performance appraisal ratings completed by their supervisors. All these data were collected from the employees' personnel files.

The day care program relationship to these three indices of work behavior was investigated by comparing the day care participants behaviors with the behaviors of both the nonparticipants and the sample of other employees.

Results

The data in Table 1 show that the day care participants' average monthly rates of turnover (1.77) and absenteeism (4.40) were significantly lower than the nonparticipants' turnover (6.30) and absentee (6.02) rates and the rates (5.50 and 5.00) for the other employees. The results of analysis of variance (Tables 2, 3) show significant differences among the groups ($\alpha = .01$) for both turnover and absentee behaviors. Further examination of the monthly turnover and absentee rates revealed that the rates of absenteeism for nonparticipants exhibit greater variability than those for participants or employees in general, suggesting that the mothers who did not have their young children enrolled in day care exhibited less stable work habits. For example, participants' absentee rates ranged from 4.0 to 5.8 and rates of employees in general ranged from 5.1 to 8.5. The data also show that the nonparticipants experienced the highest average monthly rates of both absenteeism (6.0) and turnover (6.3).

Table 4 shows that 80 percent of the employees in each group, day care participants, nonparticipants, and employees in general, were rated satisfactory in performance. However, the performance rating system is suspect. The appraisal scale used by supervisors had five levels ranging from unsatisfactory to exceptional performance, yet 80 percent of all employees received satisfactory ratings and 1 percent were rated less than satisfactory.

TABLE 1

Turnover and Absenteeism of Three Sample Groups

Sample Group	*Turnover Rate* $\bar{x}$	*Turnover Rate* SD^2	*Absentee Rate* $\bar{x}$	*Absentee Rate* SD^2
Participants	1.77	.168	4.40	.213
Nonparticipants	6.30	.279	6.02	.640
Others	5.50	.283	5.00	.506

TABLE 2

ANOVA: Turnover

Source	*SS*	*df*	*MS*	*F ratio*
Between group	351.64	2	175.82	63.43 [a]
Within group	47.14	17	2.77	

[a] Significant at $\alpha = .01$

TABLE 3

ANOVA: Absenteeism

Source	*SS*	*df*	*MS*	*F ratio*
Between group	37.84	2	18.92	14.66 [a]
Within group	22.00	17	1.29	

[a] Significant at $\alpha = .01$

TABLE 4
Performance Ratings Distributions

Sample Group	N	Less than Satisfactory	Satisfactory	Exceptional
Participants	30		24	6
Nonparticipants	30	1	25	4
Others	30		23	7
Total	90	1	72	17
%		1.0	80.0	19.0

By simply inspecting the data in Table 4, it is apparent that there is not a significant difference in the proportion of each group receiving satisfactory or exceptional ratings. This analysis suggests that there was little opportunity for performance variability, or that the ratings do not adequately assess differences in performance, or that employees don't exhibit differential performance even though it is possible. Whatever the reason, the performance rating data did not support the proposition that day care provisions are related to employee job performance.

Discussion

In the data that have been considered, lower employee absenteeism and turnover rates were related to enrollment in the day care program under study. It should be pointed out that the day care program is of high quality, staffed with professional personnel. Whether similar results would occur with a lower quality program is unknown. While no relationship to job performance was found, the measure of performance, supervisor appraisals, exhibited little variability and seemed to be subject to a central tendency error.

The findings lend support to day care advocates who argue that not only is it an employer's social responsibility to provide day care services but that a properly staffed and designed program is related to employee work behaviors which are beneficial to employers. However, whether the reduction in the costs of recruiting, training, and production disruption due to undesired turnover and absenteeism would offset the cost of supporting an adequate day care program remains to be investigated. A recent study (Husby, 1974) comparing the costs of public supported day care programs with welfare payments suggests that public supported day care programs are more costly. On the other hand, many of the potential benefits of day care, public or employer-supported, are difficult to measure; the impact on the child's well-being and the potential benefits to the family if it can be self-sufficient are difficult social policy issues.

The results of the analysis presented here have shown that reduced absenteeism and turnover rates are related to enrollment in the day care program. However, more comprehensive study of the impact of day care is needed.

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TRANSFER AND TERMINATIONS AS STAFFING OPTIONS

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Academicians have long included staffing as an important facet of management, but discussions of staffing are typically oriented to the pleasant side of the task. For instance, the discussion may focus on selection, appraisal, and development, with little said of mistakes in selection, errors in promotion, and failure of individuals to develop. When attention is given to these problem areas, the suggestion is made that the supervisor should seek positive incentives, intrinsic job motivation, and perhaps participative management. Occasionally it is suggested that the employee might be transferred to a more suitable position or, as a last resort, terminated. From the perspective of utilization of human resources and human dignity, as well as utilization of the firm's other resources, this is probably good advice, for as John Miner has observed, "Only when all other alternatives have been ruled out can firing be considered the appropriate solution" (1963, p. 13). However, if managers are to be well trained, then it behooves academicians to seek some insights into how often termination is appropriate (Miner, 1963, pp. 335-9). After all, firings and transfers are staffing options, albeit ones which are seldom discussed. While little research exists in this realm, the present study suggests this side of the staffing coin is rather interesting.

SCHOOL-AGE CHILD CARE IN NEW YORK STATE:

COOPERATIVE STRATEGIES FOR SOLVING THE PROBLEM OF LATCHKEY CHILDREN

A Report to the Governor

EXECUTIVE SUMMARY

NEW YORK STATE COUNCIL ON CHILDREN AND FAMILIES
Mayor Erastus Corning 2nd Tower Building
28th Floor - Empire State Plaza
Albany, New York 12223

MARIO M. CUOMO
Governor
New York State

JOSEPH J. COCOZZA
Executive Director

Prepared by:

REBECCA P. HATCH
Project Director

November 1983

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SCHOOL-AGE CHILD CARE IN NEW YORK STATE:

COOPERATIVE STRATEGIES FOR SOLVING THE PROBLEM OF LATCHKEY CHILDREN

Executive Summary

SECTION I - INTRODUCTION

Governor Cuomo's 1983 State of the State Message acknowledged the critical importance of quality, affordable child care services to a growing number of families in this state. In particular, there is a serious need for programs that provide care and supervision for school-age children during non-school hours. This report was developed in response to the Governor's request for policy analysis and recommendations regarding how the state might work in partnership with local and voluntary agencies to facilitate the growth of more after-school programs.

The urgency of this issue lies in the evidence that, at present, due to a general dearth of child care services that are a) tailored to the needs of the school-age child (5- to 13-year-olds) and b) that families can afford, large numbers of children routinely have no adult supervision every day. Often referred to as "latchkey" children, these youngsters are known to be highly vulnerable to loneliness and fear, household accidents and fire, delinquency, vandalism, truancy, exploitation by older youth or adults, and even teenage pregnancy.

Three state agencies have primary responsibility for working to reduce the numbers of school-age children who are regularly left on their own. These include the Department of Social Services (DSS), the Division for Youth (DFY), and the State Education Department (SED). While each of these agencies has had some degree of involvement with this issue - principally in funding and setting guidelines for community-based programs and in responding to individual requests for state policy clarification - there has been little attempt to coordinate these efforts. Meanwhile, many community groups have, over the last five to ten years, begun to mobilize their own resources to address the general lack of school-age child care programs. Since there are few precedents to guide them, they confront a difficult task.

It is therefore, incumbent upon the state to develop a better understanding of the issues involved, the level of need, the types services which exist (including the advantages and disadvantages of various service delivery models), and, finally, the state-level actions that would either provide incentives or remove disincentives to new program development in the communities. All this must be done within an interagency framework. In summary, the Council's report, School-Age Child Care in New York State: Cooperative Strategies for Solving the Problem of Latchkey Children, lays out the initial groundwork necessary for realizing the Governor's goal of making "the most effective uses of state, local, and voluntary resources to achieve greater school-community partnerships for after-school programs."

SECTION II - SCOPE OF THE PROBLEM

In this section, available data are presented that provide an indication of the level of need for school-age child care services in this state, in relation to the present supply of such services.

The need for child care services in this state has been greatly influenced by changes in family composition as well as in the composition of the workforce. With respect to the family, there are more and more children living in a home with only one parent or with two parents who both work outside the home. At the same time, an increasing percentage of the workforce is comprised of women - many of whom are mothers. Among the consequences of such trends is that, as of 1980, over 60 percent of the mothers of school-age children (in this case, children ages 6-17) were employed. Among other things, these changes mean that parents are comparatively less available to provide continuous care and supervision for their children. The Children's Defense Fund has estimated that nationally there are 13 million children ages 13 and under who need child care beyond that provided by their parents. They further estimate that, due to the lack of options, more than a third of these children are without adult care for a significant part of the day on a regular basis.

In New York State, no solid statistics are available regarding the number of children in the 5-13 age group (the focus of this report) who are left to care for themselves before or after school. However, based on nationally developed guidelines, a conservative estimate of this figure would be between 100,000 to 300,000 youngsters.

Part of the difficulty of documenting need lies in calculating the number of known slots in various types of after-school programs in this state. These numbers are not currently available due to the limitations of current data collection practices. Nevertheless, regional child care needs assessments are pointing to a serious gap between supply and demand. Perhaps the best example to date was the survey conducted in 1982-83 of parents of children attending New York City schools. Of the 63,674 families responding, 79 percent expressed a need for an after-school program for their children.

SECTION III - MODELS FOR THE PROVISION OF SCHOOL-AGE CHILD CARE

This section explains that the term "school-age child care" actually encompasses a wide variety of programs providing care and supervision for children ages 5-13 during the hours when their parents are unavailable, usually because they work. School-age child care must be regarded as a complement to - rather than a replacement for - the family and the school. The programs provide a safe and consistent "home base" for children until their parents get home, a place where children can play, relax, interact with caring adults, and develop hobbies and skills that are not offered in school.

On the community level, the list of organizations that are appropriate for either the provision of or assistance to school-age child care is a long one, including parents and parent groups; day care providers; youth bureaus; recreation departments; churches and synagogues; and local businesses. Many existing programs reflect a collaborative venture of two or more such organizations.

The five most common prototypes are described within the report, accompanied by a listing of several key advantages and disadvantages that may be associated with each model from the point of view of the child, the family, and the community. These prototypes are as follows:

Model 1: Program Operated by an Independent Agency in a Public School

These programs reflect a cooperative arrangement between the local school system and an outside group such as a youth-serving agency, an affiliation of parents (who have incorporated), or a licensed day care provider. Space for the program and possibly other school resources are provided (either in-kind or for a fee) by the "host" school, while administrative and programmatic control is with the "guest" organization.

Model 2: Program Operated by the Public School System in a School

In this model, the school system itself offers an "extended" day program for the children of parents who enroll them to be cared for at the school early in the morning and/or in the afternoon until the parents return from work. Although the school runs the program, the program content is not more "schooling". There is a general consensus that children in extended day programs should be provided activities (such as sports, free play, arts and crafts, rest time, snacks) that are distinctly different from the regular school day.

Model 3: Program Operated by a Community Agency in a Nonschool Facility

Many different types of community-based agencies - community centers, youth clubs, and churches and synagogues - have initiated after-school programs for youngsters who are, or who are at risk of being, latchkey children. Special staff are hired and a discrete subprogram established that is designed to keep children occupied in a variety of activities every afternoon. The cooperation of the schools, while less direct, may still be needed in regard to busing or other matters.

Model 4: Program Operated by a Day Care Center

An increasing number of licensed day care centers are now serving school-age children, in addition to the younger children who may attend all day. In some cases, the center essentially provides care for the older children within the general all-day program. However, centers are usually encouraged to create a separate program for the older children that offers age-appropriate activities and that is less restrictive than day care designed for preschool children.

Model 5: Care by a Family Day Care Provider

The family day care model differs from other models in being home-based. Children go to the home of the family day care provider, that is, an adult who tends a small group of children until their parents return from work. There are two important points to be made about this model. 1) Many of the women who take in children during the day for pay operate outside of the regulated system. There are several complex reasons why only a portion of family day care is being supervised by public authorities. 2) This model is currently the most common among the general population of families using some type of child care service for school-age children.

In addition to these more structured options, some communities are investigating other alternatives such as teaching children "survival skills" to equip them for staying alone and a telephone help line for latchkey children. These approaches, while clearly less expensive than direct care and while possibly useful in the case of some older children, do not appear to constitute an adequate solution.

In New York State, examples of each of the major program models listed above can be found at the present time. Unfortunately, however, they are extremely scattered and, even where they do exist, they can only begin to make inroads upon the total need.

SECTION IV - DISCUSSION OF ISSUES AND RECOMMENDATIONS

The major issues that are examined within this section can be summarized as follows:

A) At this time, no New York State agency lists a major program called "school-age child care". However, both the Department of Social Services and the Division for Youth are funding and/or regulating, within a more broadly defined program area, local programs which serve school children who need some type of regular, nonparental child care before and/or after school, usually but not exclusively because their parents work. Additionally, because schools are among the possible sites for the provision of this care, the State Education Department also has a direct role to play in shaping what type of programs emerge at the local level. Thus, one of the initial problems is simply to achieve some common understanding of what school-age child care encompasses (in terms of state agency defined program areas, funding streams, and legal and regulatory structures) and to determine the appropriate future roles for each state agency in the delivery of this service.

B) A second major issue is that there is little systematic information available about the precise level of demand for various types of after-school care or the numbers and socioeconomic characteristics of children presently being served in various program types and geographical regions. In the absence of such information, neither counties nor the state as a whole can engage in any concrete planning to balance supply with demand.

C) A third issue is the appropriate role of the schools in regard to after-school programming. There appears to be a wide range of interpretations, among various school districts, of the extent to which schools should be used for, or should collaborate with, school-age child care programs. State Education Department policies in this regard are unclear.

D) At present, state policy appears ambiguous about what existing regulatory standards or guidelines should be used to govern after-school programs. Among other consequences, this ambiguity may confuse persons involved in establishing new programs and limit opportunities for programs to serve certain youth.

E) There is also no exact information as to the level of state and federal resources supporting child care for older children in New York State. In addition, there is evidence that child care for school-age children, to the extent that it is presently available, may be differentially available to certain income groups. The state needs to attend to the fact that families who are in the low-to-middle income range may face a difficult dilemma whether to purchase care that strains their budget or take the risk of leaving children at home. Ensuring that government and private funding sources are being used to maximize the numbers of families who have access to <u>affordable</u> care is, thus, a fifth important issue.

F) Finally, one of the keys to the implementation of after-school programs appears to be collaborative planning and sharing of resources on the local level. Because the issue crosscuts several state agencies and since these state agencies have not formally attempted to examine within a comprehensive framework their respective programs, policies, and requirements as they relate to after-school care, the state can only promote and support local program development efforts in a piecemeal fashion.

Recommendations aimed at addressing these issues are also presented and justified within this section. Collectively, the recommendations focus on creating an environment that is conducive to the growth of additional school-age child care programs on the local level. These recommendations include:

A) <u>MORE EFFECTIVE COORDINATION ON THE STATE LEVEL IN RELATION TO SCHOOL-AGE CHILD CARE</u>

<u>Recommendation 1:</u>

<u>STATE POLICY SHOULD CONTINUE TO ENDORSE A DIVERSITY OF PROGRAM MODELS FOR SCHOOL-AGE CHILD CARE.</u>

Recommendation 2:

AN INTERAGENCY SCHOOL-AGE CHILD CARE COMMITTEE, CONSISTING OF DSS, DFY, SED, THE DIVISION OF THE BUDGET, AND THE COUNCIL, SHOULD BE ESTABLISHED.

B) RECONCILING THE SUPPLY AND DEMAND FOR SCHOOL-AGE CHILD CARE

Recommendation 3:

THE COUNCIL ON CHILDREN AND FAMILIES, IN CONJUNCTION WITH THE INTERAGENCY COMMITTEE, SHOULD COMPILE ALL AVAILABLE DATA TO YIELD A CLEARER PICTURE OF CURRENT SUPPLY AND NEED, ON A STATEWIDE BASIS, FOR SCHOOL-AGE CHILD CARE.

Recommendation 4:

THE STATE SHOULD ENCOURAGE LOCAL CHILD CARE NEEDS ASSESSMENT EFFORTS. THIS SHOULD BE ACCOMPLISHED BY PROVIDING TECHNICAL ASSISTANCE TO COMMUNITIES IN DESIGNING, CONDUCTING, AND ANALYZING DATA RESULTING FROM SURVEYS AND OTHER DATA COLLECTION EFFORTS.

C) INCREASING THE COOPERATION AND INVOLVEMENT OF THE SCHOOLS

Recommendation 5:

THE STATE EDUCATION LAW SHOULD BE AMENDED TO EXPRESSLY AUTHORIZE THE USE OF SCHOOL BUILDINGS AND GROUNDS FOR THE OPERATION OF SCHOOL-AGE CHILD CARE PROGRAMS BY OTHER PUBLIC OR NON-PROFIT ORGANIZATIONS.

Recommendation 6:

THE STATE EDUCATION DEPARTMENT, IN CONJUNCTION WITH THE INTERAGENCY COMMITTEE, SHOULD UNDERTAKE A SYSTEMATIC EFFORT TO EDUCATE SCHOOL ADMINISTRATORS ABOUT THE NEED FOR MORE AFTER-SCHOOL PROGRAMS AND THE IMPORTANCE OF SCHOOLS' COOPERATION IN THIS REGARD.

Recommendation 7:

THE STATE EDUCATION DEPARTMENT SHOULD CLARIFY THE CONDITIONS UNDER WHICH THE USE OF SCHOOL BUSES TO TRANSPORT CHILDREN TO AND FROM LOCATIONS WHERE SCHOOL-AGE CHILD CARE IS BEING PROVIDED, IS ALLOWABLE.

D) ENSURING QUALITY OF CARE

Recommendation 8:

THE DEPARTMENT OF SOCIAL SERVICES, SHOULD REVIEW THE NEED FOR OR FEASIBILITY OF MODIFYING EXISTING DAY CARE STANDARDS TO BE APPLIED TO DAY CARE CENTERS AND FAMILY DAY CARE HOMES SERVING CHILDREN AGES SIX OR OLDER.

Recommendation 9:

THE DEPARTMENT OF SOCIAL SERVICES AND THE DIVISION FOR YOUTH SHOULD SEEK TO RECONCILE THEIR APPROACHES TO ENSURING QUALITY OF CARE IN AFTER-SCHOOL PROGRAMS.

Recommendation 10:

THE STATE EDUCATION DEPARTMENT, IN CONJUNCTION WITH THE INTERAGENCY COMMITTEE, SHOULD EXAMINE THE QUESTION OF WHAT GUIDELINES, IF ANY, SHOULD BE OFFERED TO HELP ENSURE QUALITY OF CARE IN AFTER-SCHOOL PROGRAMS OPERATED BY OR IN SCHOOLS.

E) FINANCING SCHOOL-AGE CHILD CARE

Recommendation 11:

THE DIVISION OF THE BUDGET, IN CONJUNCTION WITH EACH OF THE AGENCIES PARTICIPATING ON THE INTERAGENCY COMMITTEE, SHOULD PREPARE A FISCAL ANALYSIS OF THE STATE'S INVESTMENT (INCLUDING THE PASS-THROUGH OF FEDERAL FUNDS) IN SCHOOL-AGE CHILD CARE.

Recommendation 12:

BASED ON A REVIEW OF THE ABOVE COMPREHENSIVE ANALYSIS OF CURRENT FUNDING MECHANISMS AND AMOUNTS, THE INTERAGENCY COMMITTEE SHOULD STUDY WAYS THAT THESE FUNDING MECHANISMS MIGHT BE BETTER COORDINATED.

Recommendation 13:

IN THE CONTEXT OF THE REVIEW WHICH DFY IS CURRENTLY CONDUCTING OF ITS POLICY PROHIBITING THE CHARGING OF FEES IN LOCAL PROGRAMS RECEIVING DFY FUNDING, THE DIVISION SHOULD EVALUATE WHETHER A SLIDING FEE SCALE COULD BE IMPLEMENTED IN AFTER-SCHOOL PROGRAMS BEING SUPPORTED THROUGH THIS FUNDING STREAM.

Recommendation 14:

THE STATE SHOULD STUDY THE POSSIBILITIES FOR CREATING A SINGLE, EASILY-ACCESSED SOURCE OF START UP FUNDS FOR NEW PROGRAMS.

Recommendation 15:

THE STATE SHOULD ENCOURAGE NEW PROGRAMS TO OFFER A SLIDING FEE SCALE FOR PARENTS. IN CONJUNCTION WITH THIS, PROGRAMS THAT UTILIZE EXISTING SPACE AND DO NOT REQUIRE THE PURCHASE OF EXPENSIVE EQUIPMENT SHOULD BE ENDORSED.

F) ENCOURAGING COLLABORATIVE PLANNING AND PROGRAM DEVELOPMENT WITHIN THE COMMUNITY

Recommendation 16:

THE STATE SHOULD PRODUCE AND DISSEMINATE A DETAILED MANUAL FOR THE USE OF PARENTS AND COMMUNITY GROUPS AS A TECHNICAL GUIDE TO DEVELOPING SCHOOL-AGE CHILD CARE SERVICES WITHIN NEW YORK STATE.

Recommendation 17:

THE INTERAGENCY COMMITTEE SHOULD MAKE AVAILABLE TECHNICAL ASSISTANCE TO COMMUNITIES INTERESTED IN CONDUCTING LOCAL CONFERENCES/WORKSHOPS TO PLAN HOW TO EXPAND THE SUPPLY OF SCHOOL-AGE CHILD CARE WITHIN THAT COMMUNITY.

Recommendation 18:

THE INTERAGENCY COMMITTEE SHOULD FOSTER A TRAINING NETWORK TO FACILITATE GREATER EXCHANGE OF PROVEN EFFECTIVE PROGRAM STRATEGIES FROM ONE COMMUNITY TO ANOTHER.

SECTION V - SUMMARY AND CONCLUSIONS

New York State must come to grips with the fact that a growing number of families are seeking substitute child care services for their school-age children during work hours. While an occasional innovative program can be found, in most communities such services are scarce. On the state level, there has been little coordination or purposeful planning for the development of additional programs that parents and communities can afford and that children will want to attend. Implementation of the strategies offered in this report will ensure that state policies provide leadership and support for cooperative approaches to the special problem faced by working parents with school-age children.

CHILD CARE ISSUES:

A PRIMER FOR STATE LEGISLATORS

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INTRODUCTION

Child care is a critical support service that enables parents to work, seek work and/or training opportunities, and ultimately to maintain or obtain economic self-sufficiency. Further quality child care services play an important role in the prevention of child abuse and in the early social and educational development of children.

The demand for affordable, quality child care services is skyrocketing, while much of the need goes unmet. Today almost 46 percent of mothers with children under three and almost 57 percent of those with children ages three to five are in the labor force. By 1990 at least half of all preschool children--11.5 million--and 60 percent of all school-age children--17.2 million-- will have working mothers.

NCSL, in recent testimony before the U.S. House Select Committee on Children, Youth, and Families, called for the attention of federal, state, and local elected officials to these issues so that we, as a nation, may be successful in our efforts to improve the quality of life of children, youth, and families in America. NCSL policy underscores the need for affordable, quality child care and stresses the importance of establishing a variety of child care services and alternatives, including but not limited to: child care for children from infant to school age, information and referral services; 24 hour child care; and respite care and sick care.

This paper serves as a primer for state legislators on child care issues. It presents an overview of the various types of child care services, federal, state, and local funding sources, and typical funding arrangements. It concludes with a brief discussion of the current emerging public policy issues in the child care field.

TYPES OF CHILD CARE PROGRAMS

Child care programs are very diverse and operate in many different types of settings. The diverse nature of child care allows families to choose the type of child care that best meets the family's and child's needs. Child care programs are created through both public and private initiatives. The many types of child care are summarized below.

Traditional Programs

Child Care Centers

Child care centers include day care centers, nursery schools, preschools, Head State programs, Title I preschools, Montessori, and parent cooperatives.

Center-based programs typically serve relatively large groups of children, generally of preschool age from 2-1/2 years to 6 years of age, and operate either on half-day or full-day schedules. Very few programs serve infants, toddlers, or school-age children.

The majority of center-based programs prov de daily activities designed to stimulate the child's physical, social, emotional, and intellectual development. Generally, staff of such programs must meet minimum educational and experience requirements. The programs usually fall under state licensing requirements.

Family Day Care (FDC)

Family day care homes are private homes in which care is given for a smaller number of children, often for up to 6 children including the provider's children, for less than 24 hours a day. Advantages of family day care may include the availability of evening and weekend hours, and geographic proximity. Program structure may vary from informal to a more-developed preschool-type program.

Typically, family day care providers are not required to receive specialized training in childhood development. Family day care continues to remain the least form of regulated child care in this country. (See Licensing for further discussion.)

In-home Child Care

In-home child care providers, often referred to as "baby-sitters", are private individuals hired by the family who come into the family's home to care for the child. In-home providers may be either relatives or non-relatives. All arrangements typically occur privately between the provider and the family.

Specialized Child Care Programs

Infant Care

Infant care requires specialized training, staff ratios and additional services components, including health, nutrition, safety considerations, and special toys and equipment, regardless of the child care setting. Few infant care programs exist nationwide. Infant care programs are often a critical support and training service for teenage mothers and high-risk or abusing families.

Drop-in Care

Drop-in child care may be provided to assist parents who want and need short-term temporary care. Such needs may arise when an emergency occurs or when parents and children need support because of abuse and neglect problems.

School-age Child Care Programs

Before and after school programs are designed to meet the needs of school-age children, who otherwise may be left unsupervised when their parents' work schedules don't mesh with the schedules or purpose of regular school or child care programs. (See "Latchkey Children" under Emerging Issues.)

Sick Care Programs

When a child becomes ill or contagious, most programs are unable to care for the child, which may present additional child care problems for the working parent who does not have either work flexibility, family sick leave options, extended family, or alternative care arrangements.

Twenty-four Hour Care/Emergency Care

When a parent works in a shift-setting, such as a hospital or factory, or confronts an emergency such as an accident, or illness, hospitilization, twenty-four hour child care may become necessary. When emergency child care is not available, the foster care system is often the only alternative.

Respite Child Care

Families at-risk or actually experiencing child abuse need respite child care to reduce family stress, allow time for counseling and treatment, and protect the child. Child care can also play an important prevention and treatment role for such families. The availability of respite child care programs, such as crisis nurseries, in-home caretakers, or child care centers or homes, may prevent the need for out-of-home placement and family separation.

Special Needs

Children with special needs, such as physical, mental, or emotional handicaps, can benefit from various types of child care programs.

Migrant Child Care Programs

Migrant families have special child care needs. Migrant day care is primarily provided by child care centers located near camps and designed to serve the needs of migrant children and their families, including infant/toddler care, transportation, extended hours and health and educational services.

Information and Referral

Information and Referral Services may be viewed as a direct, indirect, or adjunct child care service. Information and Referral services provide parents with guidance regarding types and availability of child care services and may also serve to strengthen a community's child care system by providing training, toy lending libraries, and other administrative services for providers.

FUNDING SOURCES

Various federal, state, and local funding sources exist to support the development of child care services. This section discusses the types of government support available for providers, parents, and employees.

Federal Programs

AFDC Income Disregard Program

Many states use a provision known as the AFDC Income Disregard to provide child care for low-income working parents. These parents pay out-of-pocket for services; the state then "disregards" (i.e. subtracts it from their income) this amount of money, or portion of, for the purposes of calculating AFDC benefits.

AFDC Work Programs - "Workfare"

Under "workfare", states have the option of requiring adult AFDC recipients to work off their families' grants by performing unpaid work on "projects which serve a useful public purpose." Parents of children under age 3 are exempt from this requirement. If child care is available, however, states can require parents of those children over age 3 to participate.

Child Care Tax Credit

Child care tax credits are available to employed parents with dependent children under age 15 through the Tax Reform Act of 1976 and the Economic Recovery Tax Act of 1981. Parents receive a tax credit for a portion of work-related child care expenses; percentage of credit depends upon income, ranging from 30% of expenses for incomes under $10,000 to 20% for incomes 28,000 and up.

Child Care Food Program

The Child Care Food Program was established by the National School Lunch Act to provide reimbursement subsidies to child care providers for meals served to low-income children.

Head Start

Head Start is a comprehensive child development program established by the Economic Opportunity Act of 1964, as amended; Head Start Act. It is primarily designed for children 3 years of age to school age, 90% of the enrollees must be from families with incomes below the poverty level; 10% of the enrollees must be handicapped children.

Job Training Partnership Act (JTPA)

JTPA allows training funds to be used to train child care workers. It also allows supportive service funds to be used to provide child care services to persons enrolled in a training program. Child care services, however, are not specifically stipulated or mandated.

Title XX

Title XX is now included in the Social Services Block Grant by the Omnibus Reconciliation Act of 1981. Services under Title XX include day care, protective services, adoption, foster care, family planning, counseling, and information and referral. Child care is no longer a mandated service and may be provided by state option.

WIN (Work Incentive) Program

The WIN Program was established by the Social Security Act, as amended, to encourage AFDC recipients over 16 and under 65 with children over age 3 to enroll in employment training. The incentive is that child care is provided for enrollees.

Education-Related Program

Education for the Handicapped, Preschool Programs

Through the Education of the Handicapped Act, as amended, states receive formula and incentive grants for special educational programs aimed at handicapped children ages 3 to 5 years.

Title I, ESEA Preschool/Kindergarten Programs

Under the Elementary and Secondary Education Act of 1965, as amended, states receive formula grants to provide remedial and compensatory instruction for educationally deprived children from low-income areas.

State and Local Programs

Tax Credits/Incentives

Several forms of tax credits/incentives are used by state and local government to encourage employer development of child care services. Tax credits are available to employers who develop on-site child care facilities or invest in off-site programs. Employers are also allowed a tax credit when they provide for an employee's cost of child care, either by directly paying a portion of the employee's child care expenses or providing a "cafeteria" plan benefit package that includes child care as one of the available benefits. State Neighborhood Assistant Acts Programs (NAP) also provide a tax credit to encourage corporate investment in distressed communities, with child care generally considered one of the community service programs that may be developed.

Dependent Care Tax Credits, similar to the federal credit, offer taxpayers a child and dependent care tax credit in many states.

Title XX

Although a federal source of funds, the Title XX Social Service Block Grant, is a major source of state development for child care services. State child care strategies include: direct funding for child care services for eligible families and children; training for providers and parents; start-up funds; licensing and information and referral services.

Special State Appropriations

States, in addition to the aforementioned funding sources, have legislatively sponsored special child care initiatives. Examples include: revolving loan guarantee funds to develop child care services; school-age child care programs; experimental voucher programs; resource and referral centers; demonstration pilot programs for low-income families transitioning from AFDC and creating on-site state government child care facilities.

FUNDING ARRANGEMENTS FOR CHILD CARE

Several mechanisms exist for funding child care services or reimbursing parents and providers for care.

For low-income families, public child care subsidies are a primary means for achieving economic self-sufficiency. Usually, most mechanisms include a sliding fee scale based on income and family size to determine the portion of parents fee, which obviously can range from no cost to full payment. Such an arrangement allows children and families to be treated equally and participate in the child care arrangements of their choice.

Contracting Out

Typically, the state is not the direct service provider; rather it provides administrative functions and contracts out or purchases services on the community level from both public and private providers.

External Vendors

In some states, the state contracts all reimbursement services to an external vendor. The vendor determines parent eligibility for services and makes all of the reimbursement arrangements with the child care providers. Guidelines and reimbursement rates, however, remain a state or county function. In effect, the vendor brokers these services for the state, and may often include an information and referral component, or voucher payment system (see below).

Voucher Systems

Several states have now developed voucher systems whereby the parent is given a voucher, either direct money or credit, to directly purchase the child care service of their choice. This approach underscores a philisophical intent to increase family responsibility and flexibility in choosing child care, as well as an economic belief that such a system will encourage the market place development of child care services.

AFDC Income Disregard

As discussed in the federal funding sources section, AFDC Income Disregard is another method whereby the parent contracts and pays out-of-pocket for child care services. This cost is then subtracted ("disregarded") from their income in determining the family's AFDC grant.

Parent Fees

Parent fees for both public and private child services continue to be a major source for funding services. In some instances, the parent pays the provider directly, or may pay their share of costs to the vendor or state, who in turn, fully reimburses the provider.

EMERGING CHILD CARE ISSUES

The need for child care services has once again captured the attention of federal and state policy makers. The need for child care services for working parents tends to remain the primary focus of most public policy concerns. Several critical secondary issues have emerged in the 1980's. Foremost among these are the phenomenon of latchkey children; child abuse in child care settings; the licensing versus registration debate; and Title XX funding levels tied to state mandates which consequently has created a renewed interest in determining appropriate federal involvement in child care services and standards. Each of these issues is briefly summarized below.

Latchkey Children

Daily, at least six million children leave or return to an empty house before and after school. These "latchkey" children, while left unsupervised, are often vulnerable to physical and psychological risks, including sexual exploitation and delinquent activities. The phenomenal rise in latchkey children underscores the dramatic social changes facing families when work schedules don't match school or child care schedules. Public policy strategies have included developing extended day care at schools or nearby sites, teaching self-care and self-help to children, and encouraging neighborhood recreation and support programs.

Child Abuse in Day Care Settings

While child sexual abuse has received some previous attention in institutional care settings, shock waves are reverberating throughout the country with the exposure of child sexual abuse scandals in day care centers in California, Florida, and New York.

Public policy concerns now brings the two fields of child care and child abuse closer together than ever before. Consequently, several states have enacted laws mandating criminal record checks of child care employees and creating central registries. In October, 1984, Congress passed a provision, Amendment 6962, which mandates criminal-records check of all employees of licensed day care facilities in order for states to receive additional Title XX funding.

Licensing versus Registration

Licensing, registration, certification (for funding), and/or approval are common types of child care regulations, ranging from comprehensive to informal.

For examp[illegible] center-based care is typically licensed by the state. Licensing [illegible]ations - which usually apply to a certain age range, i.e. 0-2, 2-6, 6[illegible]ars - address staff qualifications, staff/child ratios, food and n[illegible]on, fire safety standards, records, general program requirements, [illegible]d the needs of the age groups served.

Nearly 80% of family day care, however, remains unregulated. Many states have moved toward self-registration in the attempt to bring unregulated family day care into the state system by simplifying the process. Cost effectiveness (i.e., the number of state licensing workers is reduced), reducing the risk for children in day care, allowing operators to provide care legally, and assisting parents in consumer decisions by expanding market availability are all policy implications of registration.

On the other hand, the trade off with registration for the state is less authority and less accountability as registration is dependent upon the provider's own sense of accountability. It further implies a burden on the parent to oversee and monitor the quality of care. Consequently, some states have incorporated standards into their registration process.

Title XX Funding

With the Omnibus Reconciliation Act of 1981, Congress folded Title XX funds into the Social Services Block Grant, giving states full discretion with regard to service mix and eligibility determination. Child care no longer is a mandated service.

In essense, the federal government stepped out of the child care arena, giving full reign to the states. With the establishment of this block grant, funding was cut from $3.1 billion to $2.4 billion in FY 82, to a current FY 1984 level of $2.675 billion.

With increasing national, state and media attention being given to child care, and recently to child sexual abuse in day care centers, Congress moved rapidly between June and October, 1984 to create the National Child Protection Act. The bill would have withdrawn federal funds from states without licensing and monitoring programs for day-care services, and would have established an advisory panel to recommend national standards for day care, a hot-line system for reporting allegations of child sexual abuse by day-care workers and a criminal-records check of all employees of licensed day-care facilities. The last provision passed Congress on October 12, and the remaining provisions are likely to be introduced next year.

Several public policy issues are raised by such Congressional action. Concerns include: state rights and preemption of state action; tying federal mandates to the Social Services Block Grant and reducing or withdrawing federal funds from a block grant program that currently has no federal restrictions; the previous failure to develop federal interagency child care standards; the assumption that tighter state licensing and monitoring laws can prevent sexual abuse from occurring (most current allegations involve state-licensed facilites) in day care centers; and parental choice to select the type and amount of care they believe is best.

CONCLUSION

This primer presents an overview of the major child care concerns in terms of types of child care programs, funding services and arrangements, and key issues in the field. The NCSL Children and Youth Program is able to provide specific state laws and strategies.

For further information on child care issues, please contact Michele R. Magri, Director, NCSL Children and Youth Program, in the Denver Office at (303) 292-6600.

ELIGIBILITY CHANGES

ALABAMA:	Increased eligibility 2 to 3 percent above the 1983 levels.
IOWA:	Increased income guidelines by no more than 10 percent, as of July 1, 1984.
KANSAS:	Made child care eligibility standards consistent with the Child Care Food Program guidelines. In order to accommodate the change, instituted a $10 minimum fee except for AFDC and 551 families.
MASSACHUSETTS:	Added a 7.1 percent cost of living raise to the sliding scale.
NEW MEXICO:	Raised eligibility initially from $7,000 for a family of four to $17,000 with a copayment system Because of a larger than anticipated demand, eligibility dropped to $13,000 for a family of four.
NEVADA:	Two counties which previously limited Title XX to protective services child care are now allowing day care for employment and training.
NEW HAMPSHIRE:	Lowered eligibility from $18,222 to $16,198 for a family of four.
NEW YORK:	Expanded eligibility from 115 percent of the state median income (smi) for two-person families to 115 percent of the smi for all families. Counties are free to set their own eligibility levels.
OKLAHOMA:	Increased their maximum eligibility ceiling from $825 to $975 adjusted monthly income for a family of four.
WISCONSIN:	Families initially eligible if they are within 70 percent of the smi, but remain eligible up to 82 percent of the smi.
WYOMING:	Raised income eligibility from 47 percent to 54 percent of the smi.

*Materials provided by Children's Defense Fund

CHANGES IN ELIGIBILITY FOR PARENTS IN TRAINING

STATE	1983	1984 - 1985
ARKANSAS	Provides Title XX child care to any parent in school or training who is income eligible,but anticipates additional restrictions in FY 84.	No changes. Parents in training will be top priority vs. parents in higher education brackets.
KANSAS	Summer of 1983 Kansas used $800,000 of the state's Emergency Job Bill money to pay up to one year of child care for parents enrolled in school or training programs.	Additional jobs training money made parents in training a top priority. There is a 2 year limitation with an emphasis on vocational training.
KENTUCKY	Provides care to parents in training only if there are other problems in the home such as abuse or neglect.	Parents in training will be a priority in FY 1985.
NEBRASKA	Has no restrictions at present although the state is planning to eliminate care for parents in a 4 year college or graduate program in FY 1984.	The state will not allow child care services for a second degree or certificate
NEW MEXICO	Provides care to parents working part-time or in school or training programs part or full-time.	Restriction of a minimum of 5 years for college and 3 years of vocational training.
OKLAHOMA	Serves any client who is income eligible if all alternative sources of child care are first used.	When AFDC recipients go to work or are in training they become income eligible and pay a portion of their day care expense. This includes any AFDC client involved in training, community work experience, college, vocational training.

*Materials provided by Children's Defense Fund

STATE ALLOTMENTS OF FEDERAL TITLE XX/SOCIAL SERVICES BLOCK GRANT MONEY
(1983/1984)

(Federal money only, from the Federal Register)

STATE	1983 SSBG INITIAL*[A]	1983 SSBG ADDITIONAL*[B]	1983 SSBG TOTAL*[C]	1984 SSBG TOTAL*[D]
ALABAMA	$ 41,843,292	$ 5,008,725	$ 46,852,017	$ 45,725,250
ALASKA	4,302,652	346,951	4,649,603	5,079,295
ARIZONA	29,236,521	2,936,589	32,173,110	33,166,172
ARKANSAS	24,589,657	2,322,994	26,912,651	26,567,727
CALIFORNIA	254,598,682	27,118,327	281,717,009	286,713,437
COLORADO	31,075,905	2,309,191	33,385,096	35,311,536
CONNECTICUT	33,431,607	2,310,407	35,742,014	36,563,965
DELAWARE	6,400,195	436,918	6,837,113	6,981,131
D.C.	6,862,730	664,049	7,526,779	7,317,432
FLORIDA	104,769,579	7,754,725	112,524,304	120,789,806
GEORGIA	58,774,228	3,968,931	62,743,159	65,393,022
HAWAII	10,380,148	628,184	11,008,332	11,526,984
IDAHO	10,154,259	767,751	10,922,010	11,190,684
ILLINOIS	122,819,205	13,772,382	136,591,587	132,757,460
INDIANA	59,053,900	6,558,052	65,611,952	63,444,799
IOWA	31,334,064	2,337,159	33,671,223	33,688,017

*Materials provided by Children's Defense Fund

STATE ALLOTMENTS OF FEDERAL TITLE XX/SOCIAL SERVICES BLOCK GRANT MONEY
(1983/1984)

(Federal money only, from the Federal Register)

STATE	1983 SSBG INITIAL *A	1983 SSBG ADDITIONAL *B	TOTAL *C	1984 SSBG TOTAL *D
KANSAS	$ 25,417,917	$ 1,698,750	$ 27,116,667	$ 27,924,525
KENTUCKY	39,380,023	3,927,595	43,307,618	42,524,599
LOUISIANA	45,220,874	4,270,955	49,491,829	50,584,210
MAINE	12,101, 209	847,280	12,948,489	13,138,906
MARYLAND	45,349,953	3,204,948	48,554,901	49,459,344
MASSACHUSETTS	61,710,788	4,357,096	66,067,884	67,039,734
MICHIGAN	99,584,883	12,369,457	111,954,340	105,633,098
MINNESOTA	43,854,782	3,300,409	47,155,191	47,928,597
MISSISSIPPI	27,117,465	2,598,332	29,715,797	29,582,834
MISSOURI	52,890,351	3,851,151	56,741,502	57,414,586
MONTANA	8,465,468	626,279	9,091,747	9,288,848
NEBRASKA	16,887,910	1,139,357	18,027,267	18,392,150
NEVADA	8,594,548	1,037,531	9,632,079	10,216,57[illegible]
NEW HAMPSHIRE	9,906,856	698,757	10,605,613	11,028,352
NEW JERSEY	79,211,825	5,535,710	84,747,535	86,255,24[illegible]
NEW MEXICO	13,983,619	1,316,129	15,299,748	15,759,73[illegible]
NEW YORK	188,854,158	13,130,730	201,984,888	204,783,716

STATE ALLOTMENTS OF FEDERAL TITLE XX/SOCIAL SERVICES BLOCK GRANT MONEY
(1983/1984)

(Federal money only, from the Federal Register)

STATE	1983 SSBG INITIAL*[A]	1983 SSBG ADDITIONAL*[B]	TOTAL*[C]	1984 SSBG TOTAL*[D]
NORTH CAROLINA	$ 63,184,446	$ 4,606,441	$ 67,790,887	$ 69,799,716
NORTH DAKOTA	7,024,080	489,828	7,513,908	7,769,698
OHIO	116,139,337	13,277,279	129,416,616	125,138,517
OKLAHOMA	32,538,807	2,138,715	34,677,522	36,842,282
OREGON	28,322,208	3,207,247	31,529,455	30,719,297
PENNSYLVANIA	127,648,932	14,518,134	142,167,066	137,593,227
RHODE ISLAND	10,186,529	1,101,753	11,288,282	11,109,508
SOUTH CAROLINA	33,549,930	3,382,079	36,932,009	37,143,793
SOUTH DAKOTA	7,422,075	438,132	7,905,207	8,013,225
TENNESSEE	49,383,690	5,371,032	54,754,722	53,935,617
TEXAS	153,045,336	10,840,294	163,885,630	177,195,491
UTAH	15,715,437	1,103,335	16,818,772	18,021,060
VERMONT	5,496,638	375,504	5,872,142	5,983,827
VIRGINIA	57,504,946	4,056,936	61,561,882	63,676,730
WASHINGTON	44,424,883	4,956,741	49,381,624	49,227,412
WEST VIRGINIA	20,975,429	2,657,413	23,632,842	22,590,106

STATE ALLOTMENTS OF FEDERAL TITLE XX/SOCIAL SERVICES BLOCK GRANT MONEY (1983/1984)

(Federal money only, from the Federal Register)

STATE	1983 SSBG INITIAL*[A]	1983 SSBG ADDITIONAL*[B]	1983 SSBG TOTAL*[C]	1984 SSBG TOTAL*[D]
WISCONSIN	$ 50,609,946	$ 5,813,783	$ 56,423,729	$ 55,257,625
WYOMING	5,066,373	376,025	5,442,398	5,821,475

FOOTNOTES

*A *Federal Register*, Vol. 47, No. 190, Thursday, September 30, 1982, p. 43189.

*B *Federal Register*, Vol. 48, No. 79, Friday, April 22, 1983, p. 17394.

*C Hand Calculation.

*D *Federal Register*, Vol 48, No. 240, Tuesday, December 13, 1983, page 55514.

TITLE XX/SSBG CHILD CARE TRAINING EXPENDITURES 1983-1984

STATE	1983	1984
ALABAMA	$ 0	$ 50,000
ARIZONA	PART OF MONITORING CONTRACT	0[2]
ARKANSAS	120,000	0[1]
COLORADO	125-150,000	100,000[6]
CONNECTICUT	———	130,000
DELAWARE	0	0
D.C.	107,000	0[3,7]
FLORIDA	30,000	0[13]
GEORGIA	0	0[3]
HAWAII	84,447	33,000
IDAHO	0	0
ILLINOIS	200,000	200,000[2,3,5]
INDIANA	0	———
IOWA	0	0
KANSAS	0	0
KENTUCKY	0	76,294
LOUISIANA	0	0
MAINE	570,000	No exact figure. Title XX money not earmarked. There have been severe cuts in training.
MARYLAND	100,000	100,000[8]
MASSACHUSETTS	0	0[1]
MICHIGAN	170,000	217,000[9]
MINNESOTA	0	0
MISSISSIPPI	50,000	0
MISSOURI	0	0
MONTANA	0	0
NEBRASKA	0	0

*Materials provided by Children's Defense Fund

TITLE XX/SSBG CHILD CARE TRAINING EXPENDITURES 1983-1984

STATE	1983	1984
NEVADA	$ 0	$ *[10]
NEW HAMPSHIRE	0[FN]	10,000[10,11]
NEW JERSEY	100,000	*[8]
NEW MEXICO	150,000	N/A
NEW YORK	500,000	500,000
NORTH CAROLINA	380,522	*[10]
NORTH DAKOTA	0	0
OKLAHOMA	160,972	143,530
PENNSYLVANIA	0	0[12]
RHODE ISLAND	0	0
SOUTH CAROLINA	689,000	57,570
SOUTH DAKOTA	0	0
TENNESSEE	0	940,700
TEXAS	0	0
UTAH	25,000	___
VERMONT	158,000	85,000
VIRGINIA	Decreased	0[13]
WASHINGTON	0	0
WEST VIRGINIA	0	0
WISCONSIN	500	70,000-100,000
WYOMING	0	0

FOOTNOTES

1. Not allocated; absorbed through administrative costs. Training is available, not itemized.

2. Unidentified funding source.

3. Doesn't know.

4. Not budgeted.

5. State money only.

6. Estimate at state level; actual number is not known. Don't track 7/20 SSBG money. Expect a reduction in 1985.

7. Mixed funds.

8. Possible increase.

9. $192,000 through 4C agencies; $25,000 through Slush Funds for day care· Providers given a certain amount in a contract for training and PS, $10,000 state allotment for state

10. Staff salaries and support services paid through Title XX. One training supervisor and three field trainers on staff.

11. Per diem rate-no set amount, covers training costs.

12. Figure cannot be allocated, each locality is provided with a general allocation to provide workers and providers. It is a state mandate to provide training.

13. Difficult to breakdown, training staff does other things as well.

TOTAL EXPENDITURES ON CHILD CARE TITLE XX/SSBG (1983-1985)

STATES	TOTAL CHILD CARE EXPENDITURES FROM TITLE XX		% CHANGE	TOTAL % CHANGE
	1983	1984	1983-1984	1981-1984
ALABAMA	$ 11,246,000	$ 11,200,000	- 0.4%	-33%
ALASKA				
ARIZONA	18,639,000	20,607,000	11%	10%
ARKANSAS	3,486,516	2,781,653	-20%	-25%
COLORADO	9,034,000	9,688,508	7%	-34%
CONNECTICUT	14,000,000	16,000,000	14%	7%
DELAWARE	2,258,491	2,283,491	1%	- 5%
D.C.	13,238,600	13,652,600	3%	20%
FLORIDA	32,638,418[3]	31,233,901	4%	20%
GEORGIA	22,842,000[4]	18,373,870	-20%	-11%
HAWAII	1,492,294	1,800,000	21%	-39%
IDAHO	9,251,000[6]	11,125,000[6]	20%	20%
ILLINOIS	43,704,100[7,2,4]	33,696,500	-23%	-40%
INDIANA	8,400,000	9,891,000	18%	16%
IOWA	1,578,614	1,661,635[7]	5%	-24%
KANSAS	2,512,253[8]	2,900,462	15%	-67%
KENTUCKY	3,000,591	5,924,333[25]	97%	58%
LOUISIANA	11,649,585	15,237,055	31%	46%

*Materials provided by Children's Defense Fund

TOTAL EXPENDITURES ON CHILD CARE TITLE XX/SSBG (1983-1985)

STATES	TOTAL CHILD CARE EXPENDITURES FROM TITLE XX		% CHANGE	TOTAL % CHANGE
	1983	1984	1983-1984	1981-1984
MAINE	$ 3,833,236	$ 3,802,200	-.8%	1.5%
MARYLAND	13,500,000	14,200,000	5%	9%
MASSACHUSETTS	39,000,000	42,800,000[17]	10%	-.5%
MICHIGAN	4,000,000	4,500,000	12%	-79%
MINNESOTA	1,726,801[7]	3,822,810[26]	29%	29%
MISSISSIPPI	6,500,000	6,166,581	- 5%	3%
MISSOURI	8,809,839[10]	6,996,603	-21%	-47%
MONTANA	214,713	191,766[18]	-11%	
NEBRASKA	3,439,000	3,439,000		-10%
NEVADA	240,435	240,435	0	-74%
NEW HAMPSHIRE	2,621,420	3,202,800	22%	28%
NEW JERSEY	29,275,000[4]	30,110,000	3%	
NEW MEXICO	2,220,211	3,487,383	57%	45%
NEW YORK	116,100,000	141,000,000	21%	13%
NORTH CAROLINA	20,647,408[12]	21,459,252[19]	4%	- 9%
NORTH DAKOTA	*[17]	84,527[20]		
OHIO				
OKLAHOMA	14,256,646	17,639,732[21]	24%	18%
OREGON				

TOTAL EXPENDITURES ON CHILD CARE TITLE XX/SSBG (1983-1985)

STATES	TOTAL CHILD CARE EXPENDITURES FROM TITLE XX 1983	1984	% CHANGE 1983-1984	TOTAL % CHANGE 1981-1984
PENNSYLVANIA	$ 57,816,000	$ 59,419,000	3%	11%
RHODE ISLAND	1,143,252	1,600,000	40%	-58%
SOUTH CAROLINA	11,098,467	10,897,178	-2%	- 5%
SOUTH DAKOTA	485,994[14]	98,347	-80%	-91%
TENNESSEE	14,108,900	13,518,900	-4%	- 5%
TEXAS	31,463,000	36,000,000	14%	- 2%
UTAH	5,490,000	7,762,129	41%	+63%
VERMONT	1,385,200[16]	1,800,000	30%	- 8%
VIRGINIA	6,703,311	6,343,829[10]	-5.4%	-18%
WASHINGTON	4,000,000	4,101,619[22]	2.5%	-15[illegible]
W. VIRGINIA	5,800,000	5,800,000	0	-1[illegible]
WISCONSIN	8,030,000	9,428,778[23]	17[illegible]	1[illegible]
WYOMING	1,350,000	1,662,712	23%	[illegible]

FOOTNOTES

1. Planning figure.

2. State money only.

3. Includes $1,862,396 transfer from Low Income Energy Assistance Block Grant.

4. Two year plan.

5. Expecting less.

6. Number is for children's services, not just child care.

7. Budgeted; not expended.

8. 1982 Projections, 1983 Projections.

9. Little or no information on the amount spent on child care. Federal and state money is portioned out to counties. Counties spend as they desire.

10. Projected.

11. Money available not necessarily spent.

12. Separate state funded program since 1980 which is about 8.9 million. Made up for cuts through other sources.

13. Just staff time spent on licensing.

14. Reflects transfer to Title IV-A.

15. Direct services.

16. Had budgeted more but publicity about changes led clients to believe they were not eligible.

17. 4E donated funds would add an additional $4,000.

18. Given figure is just for protective services day care.

19. 1983 figures did not include the 8.9 million in a separate state fund. The addition of state monies and other funding sources accounts for the 83% increase.

20. Amount used for the direct purchase of day care.

21. Figure obtained by doubling the amount spent the first six months of FY 84 - $8,819,866.

22. Currently overspending 45%.

23. Anticipate $150,000 unspent in FY 84 which will be carried over for FY 85.

FOOTNOTES (cont'd)

24. Public welfare totally funded day care through Title XX in FY 1983 which reflects the $43,704,100 FY 83 expenditure. Title XX money turned into Title IV-A; an accurate decrease/increase can't be tracked since the turnover occurred in FY 84. Projected expenditure for FY 84 is $33,696,500. FY 1983 expenditure level was $30,579,400. FY 1983-84 percent change is actually +10%.

25. Increase in FY 84 due to job bill money which will expire September 1984 plus additional state money that was added to projected budget in FY 84.

26. Counties spend a total of $10 to $13 million per fiscal year for child care including community social services block grant money and child day care sliding fee funds.

STATE REIMBURSEMENT RATES FOR TITLE XX/SSBG FUNDED CHILD CARE

STATE	CENTER RATE 1983	CENTER RATE 1984	FAMILY DAY HOME RATE 1983	FAMILY DAY HOME RATE 1984
ALABAMA	$130-145/mo	Same	$95/mo	$95/mo[2]
ALASKA				
ARIZONA	8.60/day[3]	Same	8.60/day	
ARKANSAS	44-90¢/hr.	44¢-$1/hr.[3]	44-90¢/hr.	44¢-$1/hr.[3]
CALIFORNIA		$15.60/day[1,6]	15.60/day	Unknown[7]
COLORADO	Counties decide	9.20/day[1]	counties decide	$9.20/day[1]
CONNECTICUT	$55/wk[9]	Same	$30/wk[9]	Same
DELAWARE	$48/wk	Same	$27.50/wk	$27.50/wk[1]
D.C.	$12.50/day[1]	Same	$7/day[1]	$9/day[2]
FLORIDA	$37.50/day[1,2]	Same[7]	$43/wk[2]	Same[7]
GEORGIA	$7.59/day	$47.74/wk[1]	$7.59/day[11]	$24.50/wk[1]
HAWAII	$100/mo, $234/mo[12]	$100/mo, $260/mo[13]	$100/mo, $234/mo[12]	$100/mo, $260/mo[13]
IDAHO	$6/day	Same	$6/day	Same
ILLINOIS	$10.93/day[14]	Same	$7.27/day	Same[8]
INDIANA	$8.02/day	$7.90/day[1,15]	$7.68/day	$8/day[1,15]
IOWA	$11.50-11.75/day	Same	$5-8/day[17]	Same
KANSAS	$7.55/day	$7.55/day[32]	$6.05/day	$6.05/day[32]

*Materials provided by Children's Defense Fund

STATE REIMBURSEMENT RATES FOR TITLE XX/SSBG FUNDED CHILD CARE

STATE	CENTER RATE 1983	CENTER RATE 1984	FAMILY DAY HOME RATE 1983	FAMILY DAY HOME RATE 1984
KENTUCKY	$7/day[2]	Same	$7/day[2]	Same
LOUISIANA	$6.30/day	$7/day[2]	$4.20/day	$7/day[2]
MAINE	$58.30/wk	$58.33/wk[18]	$48/wk	$50.68/wk
MARYLAND	$9.25/day	$9.50/day	$5.85/day	$6.30/day[1]
MASSACHUSETTS	$13.17/day[1]	$13.50/day[33]	$13.03/day	$13.46/day[33]
MICHIGAN	$7/day	$7.36/day[34]	$5.50/day	$5.78/day[34]
MINNESOTA	COUNTIES DECIDE		COUNTIES DECIDE	
MISSISSIPPI	$10.60/day		$6.50/day	$6/day
MISSOURI	$8/day[20]	Same	$5-7/day	$5-7/day[2]
MONTANA	$7.50/day	$8/day	$7.50/day	Same
NEBRASKA	$7.50/day	Same	$6/day	Same
NEVADA	$8/day[22]	Same[31]	$6/day	Same[31]
NEW HAMPSHIRE	$8/day	Same	$6.50/day	Same
NEW JERSEY	$52/wk[2]	$8.93-9.50/day[36]	$22/wk[2]	$1-1.50/hr.[36]
NEW MEXICO	$6.50/day[4,23]	Same	$6.50/day[4,23]	Same
NEW YORK	$77.50/wk[24]	$82.50/wk[20]	$51/wk[25]	$53/wk[25]

STATE REIMBURSEMENT RATES FOR TITLE XX/SSBG FUNDED CHILD CARE

STATE	CENTER RATE 1983	CENTER RATE 1984	FAMILY DAY HOME RATE 1983	FAMILY DAY HOME RATE 1984
NORTH CAROLINA	$7.65/day [1,26]	$166/mo.	$6.45/day	$140/mo.
NORTH DAKOTA	$1/hr. [2]	$1/hr.	$1/hr.	$1/hr.
OHIO				
OKLAHOMA	$8/day	Same	$7/day	Same
PENNSYLVANIA	$3,378/yr. [1,27]	$13.68/day [28]	$2,381/yr. [1,27]	$9.64/day
RHODE ISLAND	$40.85/wk	$44/wk	$23/wk [2]	$25/wk [2]
SOUTH CAROLINA	$1.14/hr. Contracts $1.68/hr. Direct Service	$1.15/hr. $1.66/hr. Direct Service	90¢/hour	$1.15/hr. $1.66/hr. Direct Service
SOUTH DAKOTA	$1/hr.	Same		
TENNESSEE	$40-50/wk [29]	$26.84/wk [1]	$27.50/wk [29]	$26.84/wk [1]
TEXAS	$8.57/day	$9/day [2]	$8.75/day	$7.50/day [2]
UTAH	$7.50/day	$7.60/day	$6.25/day	$6.35/day
VERMONT	$1.01/hr.	$1.25/hr. [2]	84¢/hr. [26]	$1.01/hr. [1]
VIRGINIA	COUNTIES	DECIDE	COUNTIES	DECIDE
WASHINGTON	$7.77/day	$8.33/day	$8.33/day	Same

STATE REIMBURSEMENT RATES FOR TITLE XX/SSBG FUNDED CHILD CARE

STATE	CENTER RATE 1983	CENTER RATE 1984	FAMILY DAY HOME RATE 1983	FAMILY DAY HOME RATE 1984
WEST VIRGINIA	$6.50/day	$7/day[4]	$4.75/day per child	Same
WISCONSIN	COUNTIES DECIDE		COUNTIES DECIDE	
WYOMING	85¢-$1.25/hr.	$1/hr.[37]	60¢/hr.	70¢/hr.

FOOTNOTES

1. Range rate is for preschool, higher for infants.

2. No age limit.

3. 1983-1984: $8.60 for 9-10 hours, $7.85 for 8-9 hours; minus co-payments for 8-10 hours of care.

4. Maximum rate, minimum $4.50 a day.

5. Doesn't know if rate will increase.

6. Represents state dollars only.

7. Unknown. Increase is up for debate: no approval at this time.

8. Hope for 5% increase by January 1985.

9. Centers are given grants. Current average cost (for 1983). State operates a program for AFDC-eligible families who purchase their own care. Fees are $30 a week for the first child, $15 a week for the second, third, etc.

10. Increase rates in 1985 by $2.00 to Centers that provide infant care.

11. 1982 Rates.

12. $234/month for purchased contract care; $100/month for voucher program. (Based on 1983 data).

13. Pu[illegible] of Service.

14. High cost areas, rates vary geographically.

15. Increase from $9.75 - $10.00 maximum. Infants $14-$15 maximum.

16. Limited increase of 3%.

17. Estimate.

18. Full time different: part-time centers $25.55/week and part-time family day care homes $24.97/week, FY 1984.

19. Averaging a $2 increase for each category.

20. Average rate.

21. Legislature appropriated a 50¢ increase for providers: has not yet been granted.

22. Level I (vendor): maximum up to $7.00 for full day, $4.20 for half day, $2.80 for part day. Level II: Maximum up to $8.00 for

FOOTNOTES (cont'd)

full day, \$4.80 for half day, \$3.20 for part day. Level III (infant: Maximum up to \$12.00 for full day, \$7.20 for half day, \$4.80 for part day.

23. Approximately 12 percent of the care was at a rate higher than \$8.00 a day. The differential rate has been eliminated. Contracts are available for special services or needs, which include transportation, training, serving special needs children, etc.

24. State reimbursement ceilings for New York City. Actual care ranges from \$60-\$90.

25. No state ceilings set because not seen as necessary cost containment measure; New York City rates.

26. Infant rate for FY 1981: \$10.10. In 1983, range is from \$6.90-\$8.75 for preschool and \$8.55-\$10.10 for infants. Range reflects use of two levels of care.

27. Separate rates for in-home care.

28. Per diem rate.

29. If transportation is required, an additional \$5 a week is allowed.

30. Hope for 3% increase, FY 85.

31. A maximum figure not to exceed \$2 for each additional child.

32. Centers under 18 months \$8.20; over 18 months - \$7.90; 2½-6 \$7.55; 6 and older - \$7.30. Regular homes over 6 hours: under 18 months - \$6.70; over 12 months - \$5.80. Licensed homes - \$6.05-7.00.

33. Department of Social Services provides lower rates through voucher system. FY'85 - 4% cost of living increase to providers: infant/toddler - \$18.29/day; Preschool - \$13.50 day.

34. Transportation round trip - \$2.76. FY '85 - May increase family day home rates or issue an across the board 5% increase.

35. Counties decide. Although guidelines are not stricter - counties required to survey providers to determine if rates are reasonable.

36. Maximum rate applies only in case of special need.

37. Maximum rate.

NUMBER OF CHILDREN RECEIVING FUNDED CARE

STATES	1983	1984	% CHANGES 83-84	TOTAL % CHANGES 81-84
ALABAMA	12,000/8,500[1]	8,950	+5	-31
ALASKA				
ARIZONA	14,266[2]	14,300	+ .23	- 5
ARKANSAS	1,939[3]	2,100[8]	+8	- 3
COLORADO	7,500-8,000	9,392[2]	+25	-15
CONNECTICUT	7,300	9,747	+34	- 8
DELAWARE	995[2]	1,400	+41	-31
D.C.	6,000[5]	6,650	+11	+22
FLORIDA	17,666	118,666	+ 6	+14
GEORGIA	13,500/8,166[1]	8,200[5]	+ .4	+ .23
HAWAII	2,095[6]	2,250	+ 7	-62
IDAHO	550[7]	550	0	0
ILLINOIS	18,000[5]	16,762	- 7	-40
INDIANA	12,000	14,000	+17	+25
IOWA	1,100-1,200	1,197[2]	+ 9	-31
KANSAS	1,700-1,800	2,438[17]	+43	-59
KENTUCKY	6,500[2,8,9]	7,243[27]	+11	+ 4
LOUISIANA	7,421	9,510	+28	+33
MAINE	2,544	2,950	+16	+ 1
MARYLAND	12,000/7,500[1]	15,000[9]	+25	+25
MASSACHUSETTS	17,300[5]	19,125	+11	+59
MICHIGAN	3,000[6]	2,500[6]	-17	-89[6]
MINNESOTA	42,000[8]			
MISSISSIPPI	5,900	5,074	-14	+ 6

*Materials provided by Children's Defense Fund

NUMBER OF CHILDREN RECEIVING FUNDED CARE

STATES	1983	1984	% CHANGES 83-84	TOTAL % CHANGES 81-84
MISSOURI	6,381	5,800	- 9	-29
MONTANA	645	500[10]	-22	-55
NEBRASKA	9,000[12]	8,738[2]	- 3	- 8
NEVADA	457	800[20]	+75	- 9
NEW HAMPSHIRE	3,000[8]	3,890[8]	+30	- 3
NEW JERSEY	11,908[13]	11,8[illegible]3[9]	- .1	+ 5
NEW MEXICO	2,135	3,751[21]	-76	-26
NEW YORK	82,416	76,000[9]	- 8	-19
N. CAROLINA	13,192	12,481[2]	- 5	-17
N. DAKOTA	40	75	+87	-32
OHIO				
OKLAHOMA	10,500-11,000[14]	11,500	+ 9	-30
OREGON				
PENNSYLVANIA	21,876	22,800	+ 4	- 3
RHODE ISLAND	157[3]	700	+346	-67
SOUTH CAROLINA	5,000	4,950	- 1	- .3
SOUTH DAKOTA	648[6]	751[29]	+16	-65
TENNESSEE	13,000[15]	14,179	+ 9	+ 9
TEXAS	14,121	15,000	+ 6	+ 19
UTAH	4,260	6,577	+54	+ 46
VERMONT	850[2]	930[2]	+ 9	- 28
VIRGINIA	7,510[28]	9,803[28]	+30	- 29
WASHINGTON	3,531	3,700[26]	+ 5	- 9
WEST VIRGINIA	3,900	4,600	+18	-12
WISCONSIN	7,142	11,000[24]	+54	+41
WYOMING	1,303	1,303[25]		

FOOTNOTES

1. Children/slots .
2. Average per month.
3. Major loss in children was prior to 1981.
4. If received Title XX money this amount of children would have been served.
5. Slots.
6. Decrease was average per year from transfer to Title IVA.
7. 1983 rough estimate. In 1981 more children paid out of Title XX; 1982/83 more children paid out of WIN; 1984 number down picked up elsewhere.
8. Rough estimate.
9. Authorized unduplicated children in care.
10. Unduplicated monthly.
11. Ten units of service includes full days and half days.
12. Nebraska attributed decrease to drop in demand resulting from unemployment.
13. Two-year plan.
14. Rough estimate. Funded children from other sources. It did not lose children.
15. Full time equivalent.
16. Leveled off since 1982.
17. Unduplicated monthly figure for April 1984.
18. Unduplicated annual figure.
19. Unduplicated count "at any given time."
20. An approximated duplicated figure; on a quarter 100 children served (unduplicated).
21. FY 84 total client count per month reached this total.
22. Average on a monthly basis; some might be duplicated.
23. Duplicated annual figure.
24. 1983 10,000 anually. This is an estimate. They are switching to new system of reporting clients. Anticipate a 10% increase in 1984.
25. Duplicated monthly estimate. The figure may be a low estimate. There is

no accurate way to measure the change from 1983-1984.

26. Total includes state funded programs for children of migrants and seasonal workers as well as reservation Indians.

27. FY 1984 number reflects both parents and children being served.

28. Projected numbers; not actual number.

29. Not unduplicated, average of 63 per month.