

LOS ANGELES CITY TASK FORCE ON FAMILY DIVERSITY

CHILD CARE RESEARCH TEAM

May 20, 1987

Submitted by:

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## ACKNOWLEDGEMENTS

Special thanks are extended to Dr. Sandra Burud, President, Burud & Associates, Inc., for her expert testimony and to Bridget Busenbark, sociology student at Cal State Northridge, for her research contributions.

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## SUMMARY OF RECOMMENDATIONS

In order that the City of Los Angeles promote and support a better understanding of the multitude of issues facing the families of the '80s, the Child Care Research Team of the Task Force on Family Diversity submits the following recommendations:

1. IT IS RECOMMENDED THAT A FAMILY CLEARING HOUSE BE ESTABLISHED TO SERVE AS THE CITY'S ONE-STOP INFORMATION CENTER ADDRESSING THE VARIETY OF ISSUES UNDER CONSIDERATION BY THIS TASK FORCE.
2. IT IS RECOMMENDED THAT THE CITY OF LOS ANGELES BECOME A MODEL EMPLOYER BY PROVIDING SUBSTANTIVE CHILD CARE ASSISTANCE FOR THE BULK OF ITS WORKFORCE.
3. IT IS RECOMMENDED THAT THE CITY COUNCIL INCLUDE IN ANY CAFETERIA STYLE PLAN A FULL RANGE OF OPTIONS ADDRESSING THE CONCERNS OF FAMILIES WITH DEPENDENTS.
4. IT IS RECOMMENDED THAT THE CITY COUNCIL REVIEW AND EVALUATE THE CDD FUNDED CHILDCARE PROGRAMS TO ASSESS THE EFFECTIVENESS OF THEIR DELIVERY SYSTEM.
5. IT IS RECOMMENDED THAT 50 PERCENT OF THE FUNDS GENERATED FROM THE CUNNINGHAM PROPOSAL BE EARMARKED FOR SUPPORT OF OPERATIONAL EXPENSES AND THAT THE CITY COUNCIL MAKE A COMMITMENT TO PROVIDING FUNDS FOR ONGOING SUPPORT OF CHILD CARE PROGRAMS.
6. IT IS RECOMMENDED THAT THE CITY COUNCIL CONSIDER THE ESTABLISHMENT OF A CHILD DEVELOPMENT EDUCATIONAL FUND ("CDEF") FOR THE PURPOSE OF PROVIDING FINANCIAL ASSISTANCE TO ELIGIBLE FAMILIES.
7. IT IS RECOMMENDED THAT THE CHILD CARE POLICY BE IMPLEMENTED STRONGLY.
8. IT IS RECOMMENDED THAT THE CITY OF LOS ANGELES INCREASE FUNDING TO CDD SUPPORTED PROGRAMS FOR THE PURPOSE OF INCREASING WAGES AND/OR PROVIDING IMPROVED EMPLOYEE BENEFIT PACKAGES.
9. IT IS RECOMMENDED THAT THE CITY'S STATE LEGISLATIVE PROGRAM AGGRESSIVELY SUPPORT COLA LEGISLATION AND ACTIVELY OPPOSE ANY ATTEMPT TO "RELAX" STANDARDS.

Examining child care within the context of a Taskforce on Family Diversity only serves to highlight the confusion and myriad of frustrations families with children must face. We found that new age family units have correspondingly diverse sets of child care needs ranging from infant care to after school (latch key) care. Child care is just one facet of family life. As will become clear from other team reports, the issues Los Angeles families face in the 1980's are awesome. Information about services is not readily accessible and too often families with the most needs fall through the cracks with their needs unmet. The State funded resource and referrals (R&Rs) that operate in the city do an excellent job of providing child care information and resources. Using this model, a Centralized Family Services directory could provide valuable information to Los Angeles families.

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#### POLICY ISSUES

Historically we as a country have been bereft of child care public policies except during times of crisis. Then we have supported national policies which can at best be described as alternating between benign neglect and crisis intervention. They have ranged from a hands off posture claiming respect for the sanctity of the family to child protection<sup>1</sup> to programs primarily designed at getting

WELFARE recipients off the public dole. (WIN, GAIN see Appendix) Within this range of policy objectives it is not surprising that very little is stated about developing a comprehensive system to ensure the adequate delivery of child care or as Senator Walter F. Mondale has stated about our child centered culture, loving children is "our national myth."<sup>2</sup>

It is clearly obvious to everyone that childcare IS the issue of the 80's and is rapidly becoming the political football of the 80's as well. Whatever political ideology one follows, family issues will be defined accordingly and the pendulum has swung back and forth over the years. As family demographics and economic realities have changed so has the dialogue and advice about the effects of childcare. This is nicely encapsulated in the thinking of our most famous advice giver, Dr. Benjamin Spock, who 10 years ago wrote in Baby and Child Care, "If a mother realizes how important she is in the early years, she may decide that the added income is not important". He most recently stated, however, "I am a creature of my society.....now I say it all depends on whether you provide good day care." Spock adds that "the American day care system is a disgrace and we are shortchanging our children at the most crucial part of their lives."<sup>3</sup>

Our current Administration seems to have taken a rather simplistic view of the child care issue. Subscribing to a conservative political ideology, their position supports the belief that child care is the mother's (or woman's)

responsibility. According to Faith Whittlesy, President Reagan's former liason for women's and children's topics, this Administration proposes to lighten the burden of mothers who need day care by taking steps to make the economy stronger. After all, the best way to aid women is to make it possible for men to earn a "family wage" thus freeing the women to quit their jobs and return to their home (where they belong).<sup>4</sup>

The fact that this notion is a pipedream seems lost on many well intentioned persons and obfuscates the making of clear and comprehensive policies reflective and supportive of families of the 80s. It serves no purpose to perpetuate such myths. Women work for the same reasons as men.....economic need and personal satisfaction. David E. Bloom, a Harvard economist, states, "In the past, career women thought of themselves as mothers who have careers. Now they think of themselves as career women who happen to have children. They think of themselves more like men do." But "mothers" face an economic penalty. Bloom found that women managers with similar educational backgrounds earned 20% less than those who had remained childless.<sup>5</sup> With women making up 45% of our country's workforce, and research projecting that 59 million women will be in the workforce by 1995, it is time for government and industry to respond to these inequities as well as the change in women's work patterns. The most marked change in the last 10 years has been the more than 50% increase in the participation of women with children under the age of three in the work

force.<sup>6</sup> Our lack of a public policy supportive of families is now thought to be having a disturbingly negative impact on families. Sadly, "we're the only modern nation that has no legal right to maternity leave, let alone paternity leave," says Prof. Urie Bronfenbrenner of Cornell

University.<sup>7</sup> In Sweden for example, either a man or a woman can take nine months paid leave at 90% of his or her salary<sup>8</sup>. Compared to the U.S where in 1984, only 40% of working women were covered by an employers parental leave.<sup>9</sup>

As the number of white middle class couples choosing to remain childless increases, the conservatives are alarmed at the implications; a third world population exploding at an even faster rate than previously projected. In fact, Ben Wattenberg, a senior fellow at The American Enterprise Institute in Washington, a conservative think tank, has expressed concern at what implication this demographic shift might have on the future balance of power. "...by 2075 our share of the world population will be down to 4.5%....Those numbers scare the hell out of me."<sup>10</sup>

During his administration, in response to the concern he expressed during his inaugural address with "strengthening the American family", President Carter appointed a White House Conference on Families. President Reagan has continued with a White House Committee on Families and recent research is providing a proliferation of quality data. States and cities across the nation are developing policies and programs designed to meet some component of the child care crisis, with the impetus for change coming from

women or middle class two-income families.<sup>11</sup> These relate to issues of parental leave, cafeteria style employee benefits, employer sponsored child care programs, and accessible and affordable quality programs.<sup>12</sup> The City of Los Angeles is currently undertaking a study of its employee benefits programs as well as conducting a child care interest assessment.

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As long as child care is viewed as a "woman's" concern we will continue to dance to the same tune, albeit at a different tempo. Child care must be seen as a community responsibility or as Dr. Edward Zigler so profoundly states:

Until there is a real awareness in this nation of the short falls....in respect to what we do for children, until there's a national dialogue, until there's a real sense that something is wrong and something should be done by the person in the street, I think very little is going to be done. Because the myth is still abroad in the land that this is a child-oriented society, nothing is too good for our children and they need nothing.....What must happen in this nation is more of an educational campaign .....Otherwise I think all that we're going to see is



some more commissions.

Dr. Zigler, Director of the Office of Child Development, pondered, "the issue is not whether we're going to have more day care....but rather what quality is it going to be?" He finally quit his post thoroughly frustrated saying, "Children's programs are in the hands of bureaucrats who might as well be at the post office."<sup>13</sup>

Los Angeles is one of several cities that has developed an official position on child care. On February 24, 1987, the City Council adopted a Child Care Policy. This is an important first step that came about after much hard work by the Mayor's Advisory Committee on Child Care, the Personnel and Labor Relations Committee, and concerned child care professionals. Although this policy is welcome and represents a positive step toward addressing the issue of child care in the city, a critical evaluation reveals several concerns.

The Child Care Policy itself is comprised of a preamble, which is a general statement of need and intent. The preamble characterizes accessible and affordable quality childcare as "...a critical and needed investment in tomorrow." (see Appendix) It goes on to recognize that existing child care services and facilities are not adequate to meet an ever increasing demand and to express a commitment on the part of the City to work to expand child care services.

Although the policy, we think appropriately, addresses the need for affordable and accessible quality child care,

it does not fully address a vital prerequisite; the continuing need for operational support. There most certainly is a legitimate lack of space and facilities, but simply meeting that demand is only half of the battle. Once such facilities are made available, it is very likely that they will not survive (or at least run the risk of becoming un-affordable or of lower quality) without some provision for ongoing financial support. One common and very real problem for child care facilities is that once they are given the initial "hardware costs" to get on their feet they are expected to become financially self sufficient. One of the most obvious ways of doing this is through the income source of tuition. This option, however, flies directly in the face of the stated goal of providing affordable child care. It also impacts the quality of care that can be provided.<sup>14</sup> Self-sustaining child care is just one more myth we must divest ourselves of. We already know that about one third of the estimated needed spaces for child care will require public subsidy to become operational, because they are needed in communities populated by the working poor.<sup>15</sup>

This subsidy comes from a variety of sources, at the Federal, State and local government levels. The City of Los Angeles Community Development Department (CDD) is currently spending \$2,855,017 subsidizing approximately 26 Developmental Day Care programs. Some of this money is for 'hardware' and some for operational support.<sup>16</sup>

IT IS RECOMMENDED THAT THE CITY COUNCIL REVIEW AND

EVALUATE THE CDD FUNDED CHILDCARE PROGRAMS TO ASSESS THE EFFECTIVENESS OF THEIR DELIVERY SYSTEM.

Another potential source of subsidy is being considered by the City Council. On February 4, 1986, Councilman Cunningham along with Councilmembers Finn, Yaroslavsky, Wachs and Russell presented a report on child care needs in the City of Los Angeles along with a proposed draft ordinance to the Planning and Environment Committee of the City Council.<sup>17</sup> The proposed ordinance would amend the Los Angeles Municipal Code to require developers of non-residential projects of 50,000 square feet or more to set aside 3,000 square feet or one percent of the total floor area (whichever is greater) for an on-site non-profit care center. Developers could elect to contribute an amount equal to one half of one percent of the value of the project in lieu of providing space. The ordinance would establish a fund to receive such contributions, which would be administered by the Community Development Department.

Councilman Cunningham's child care staffperson, Cheryl Grace, identified in a telephone interview the contemplated uses for this fund: 1) start-up fees for proposed programs and facilities; 2) providing up-graded child care information and educational programs; and 3) subsidization of fees for those parents in need of financial assistance.

IT IS RECOMMENDED THAT 50 PERCENT OF THE FUNDS GENERATED FROM THE CUNNINGHAM PROPOSAL BE EARMARKED FOR SUPPORT OF OPERATIONAL EXPENSES AND THAT THE CITY COUNCIL MAKE A COMMITMENT TO PROVIDING FUNDS FOR ONGOING SUPPORT OF

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QUALITY ISSUES

In addition to the Child Care Policy, the City Council adopted the Personnel and Labor Relation Committee's recommendation to establish the position of "CITY CHILD CARE COORDINATOR". (see Appendix) One of the prime goals of the position is to bring focus and coordination to the City's ongoing and future child care activities. The Coordinator would pursue the goals and objectives of the policy by providing a wide range of assistance to City departments, child care providers, developers and other parties interested in "...the expansion of child care services in the City of Los Angeles."<sup>18</sup>

The creation of this position provides an important new source of support to child care advocates and firmly establishes child care concerns as an integral part of the city process. The Child Care Coordinator will be responsible for the "implementation" of the City's child care policy. To this end, more pro-active measures are needed:

1. All employers are encouraged to adopt stated policy on child care. This should read "required". This does not mean employers have to provide child care assistance; but they would have to think about it enough to say, 'No, we do

not offer any child care assistance'. Once they take a look at child care, many will decide to do it on their own.

2. Vendors with stated child care policies bidding on contracts with the City of Los Angeles shall receive preference. This should say "Vendors which offer child care assistance bidding..."<sup>19</sup>

IT IS RECOMMENDED THAT THE CHILD CARE POLICY BE IMPLEMENTED STRONGLY.

The Child Care Coordinator could become the City's spokesperson in an educational campaign that can raise the level of public awareness about child care issues, particularly the issue of quality. According to the National Association for the Education of Young Children, the following factors are crucial in determining the quality of care for children:

- \*children are safe and well nourished
- \*ample materials and equipment for learning are provided
- \*children have adequate space
- \*staff are trained in child development and teaching methods there is good planning and organization, and
- \*strong links to parents are maintained.

Size, sponsorship, location, program, and activity settings are examples of environmental factors that can determine the educational level and expertise of the staff. The key to high quality care is in a safe setting which stimulates emotional, social, physical, and intellectual growth.

It must be remembered that child care is not a

substitute for family care, but rather as Bettye Caldwell states, it is "a comprehensive service to children and families that supplements the care children receive from their families".<sup>20</sup> It allows the child two resources from which to draw "nurturing". A support system that can benefit the entire family can be devised by honoring the "special contribution of each kind of care." In the best interest of the child, parents and caregivers should create a communicating partnership.

With the increased participation of mothers in the work force, there is an increased need for out-of-home care for children of all ages. This trend demands that parents assume the responsibility of evaluating the quality of services provided by these other caregivers.

The August issue of Parents magazine provided its readers with an excellent two-page guide to aid parents in the search for quality child care.<sup>21</sup> (see Appendix) Thelma Harms, Ph. D., an authority on early childhood programs, created this concrete forum on the components of quality care. It is a concise tool that can serve as a vehicle for evaluating different programs and environments, safety, health and nutrition, play activities, emotional development and discipline, caregivers, management policies, and general organization are all categories that are listed. The writer includes a list of indicators beneath each of those categories and recommends that the parent enter a "yes" or "no" next to them. Dr. Harms also included a list of warning signs that can make parents more aware of what poor

quality child care is. Her information enables the average consumer to monitor their observations and make competent decisions.

All of these resources are wonderful to have, however, the reality of finding licensed child care is so limited that the added criterion of quality child care makes it the equivalent of looking for the proverbial needle in the haystack or, as Vivian Weinstein, Chairwoman of the Mayor's Advisory Committee on Child Care states, "worse than getting into Harvard".<sup>22</sup> Los Angeles County alone needed an additional 70,588 pre-school spaces and 193,237 school-age spaces in 1986.<sup>23</sup> Many parents are so desperate to find an opening, they don't have the luxury of checking out the basic information about the place where they will be leaving their children. Higher income families, with more options, find it just as difficult to obtain quality care that is affordable. While the low income families and high income families have the best access to child care programs, for "middle income parents the problem is critical because they face both the economic and qualitative dilemma of finding child care".<sup>24</sup>

The correlation between cost and quality cannot be avoided. Mike Olenick, Ph. D., program specialist for Crystal Stairs, evaluated 100 child care centers and found: as quality increased so did the cost per child. (and)...the amount spent on the program translated into staff salaries and benefit packages (amount of vacation days, sick days, nature and extent of health coverage).<sup>25</sup>

According to Dr. Sandra Burud, "child care costs \$6500 per year for two children under 5 years old in Los Angeles County." She further states, that families can realistically afford to pay about "10 percent of their income for child care; that means that only families with incomes over \$60,000 can afford the going rate."<sup>26</sup> In New York City the going rate for a high quality program runs between \$700 and \$815 per month or \$9000 per year.<sup>27</sup> Just imagine adding this to the more than \$135,000 the Urban Institute projected it will cost for raising a child from "CRIB to COLLEGE".<sup>28</sup>

It is worthwhile to reflect on Dr. Olenick's finding that the increased costs were programmed to personnel, in either direct salary increases or "benefits".<sup>29</sup> Even in State subsidized Children's Centers which have the highest wages after the federally funded Head Start programs and a high quality program<sup>30</sup>, the wages are nothing to be proud of. The Los Angeles Unified School District 1985-1986 entry level salary for teachers with a child care permit was \$19,197 per year. The hourly rate for aides ranges between \$5.75 - \$7.14 based on experience. The Torrance Unified School District starts its child care teachers at \$1,181 per month while starting its lowest paid certified employee, a groundskeeper, at \$1,204 per month. (SDE's do offer health benefits) At other types of centers, the salary ranges between \$14,000-\$19,500 per year for teachers, with aides getting \$4.00 per hour.<sup>31</sup> The average income of center workers is \$9200 per year.<sup>32</sup> We submit that this low pay



scale discourages males from entering the field.

That child care workers are overwhelmingly women is documented by a survey conducted by the Personnel Committee of the Mayors Advisory Committee on Child Care, where they report that:

\*96% of teachers and 95% of the assistants were female

\*54% of the teachers and 33% of the assistants were 30 years old or older

\*37% of the teachers and 31% of the assistants belonged to ethnic minorities<sup>33</sup>

We have already shown how notoriously underpaid child care workers are and we submit it is an economic exploitation of women, rooted in the biased expectation that child care is woman's work, contributing to the ongoing feminization of poverty.<sup>34</sup>

IT IS OUR RECOMMENDATION THAT THE CITY OF LOS ANGELES INCREASE FUNDING TO CDD SUPPORTED PROGRAMS FOR THE PURPOSE OF INCREASING WAGES AND/OR PROVIDING IMPROVED EMPLOYEE BENEFIT PACKAGES.

Other major factors determining high quality child care are the care giver/child ratio and competence of the care giver. It is well documented that the smaller the ratio, the more time available to spend with individual children the better the quality of interaction. Suggested ratios are: (see Appendix). The ideal number of children under age 3 would be groups of 12 or less, while ages 3-5 years should be in groups of 20 or less -- keeping in mind the

suitable number of caregivers per child.

Competence of the care giver and the quality of interaction between adult and child is usually related to formalized training teachers have received.<sup>35</sup> Teachers with formal training were most interested with how the child interacted with peers and with the child being considerate if the feelings and rights of others. Untrained staff is more likely to result in a more punitive, harsher environment which could produce feelings of inadequacy and aggression in children.<sup>36</sup> We need to improve the status of child care as a profession and occupation. One way of achieving this would be to create a national standard for all caregivers -- require a level of training and competence -- for all communities. We must recognize the important role that staff plays in determining the quality of the program. Since children are important, it follows that those adults in charge of their bringing-up should be adequately compensated.

Governor Dukemejian is attempting to further reduce the salary benefits the State Department of Education (SDE) Children's Center employees receive by continuing to veto cost of living allowances (COLA's) for this category of teachers. Asseblyman Tom Bates is attemptng, once again, to have COLA's put in the budget (see AB#3C3).<sup>37</sup> Governor Dukemejian is also proposing legislation that will undermine high quality care by "relaxing" the requirement that SDE's operate under TITLE 5. He proposes that they operate under those of TITLE 22 (see Appendix). This relaxation would

lower educational requirements. The argument is a specious one - relaxation of standards will provide more child care spaces. Child care is both a qualitative and quantitative issue and one should not be pitted against the other.

IT IS RECOMMENDED THAT THE CITY'S STATE CHILD CARE LEGISLATIVE PROGRAM AGGRESSIVELY SUPPORT COLA LEGISLATION AND ACTIVELY OPPOSE ANY ATTEMPT TO "RELAX" STANDARDS.

Finally, we assert that the care, protection and socialization of children must become a national priority. The time seems ripe for action, for the development of those support systems that will ease the plight of working families, for a social change agenda that will benefit all and ensure the development of healthful children and thoughtful responsible adults. Children are our future!

"The progress of a state may be measured by the efforts to which it safeguards the rights of its children."

Grace Abbott, The Child and the State

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## NOTES

<sup>1</sup>League of Women Voters of Los Angeles County, "Child Care in Los Angeles County". 1986, p. 8.

<sup>2</sup>Mary Cable, The Little Darlings. 1975, p. 192.

<sup>3</sup>Child. February 1987.

<sup>4</sup>Ms., "Countdown to Motherhood: When Should You Have a Baby?". December 1986, p. 76.

<sup>5</sup>Newsweek. September 1, 1987, p. 74.

<sup>6</sup>Parents, "Good News for Mothers Who Work". October 1986, p. 105.

<sup>7</sup>Newsweek, op cit at 76.

<sup>8</sup>Ms., op cit at 75.

<sup>9</sup>National Commission on Working Women, "Child Care Fact Sheet". 1985.

<sup>10</sup>Newsweek, op cit.

<sup>11</sup>Parents, op cit.

<sup>12</sup>Nation's Business, "Benefits, Buffet Style". 1987.

<sup>13</sup>Cable, op cit.

<sup>14</sup>Michael R. Olenick, "The Relationship Between Quality and Cost in Child Care Programs". 1986.

<sup>15</sup>League of Women Voters of Los Angeles County, op cit at 31.

<sup>16</sup>Community Development Department, "Funding Report", 1986.

<sup>17</sup>Planning and Environment Committee of the Los Angeles City Council, "Report and Proposed Draft Ordinance", 1986.

<sup>18</sup>"Report of the Personnel and Labor Relations Committee to the City Council of the City of Los Angeles", 1986.

<sup>19</sup>Dr. Sandra Burud, Public Testimony, April 8, 1987.

<sup>20</sup>League of Women Voters of Los Angeles County, op cit at 49.

<sup>21</sup>Parents, "Finding Good Child Care". 1986.

- 22 The Los Angeles Times, April 7, 1986.
- 23 League of Women Voters of Los Angeles County, op cit.
- 24 Ibid at 33.
- 25 Olenick, op cit.
- 26 Burud, op cit.
- 27 New York, "Where's Mommy?: The Great Debate Over the Effects of Child Care". 1987, p. 87.
- 28 Newsweek, op cit at 71.
- 29 Parents, "Good News for Mothers Who Work", op cit.
- 30 Olenick, op cit.
- 31 League of Women Voters of Los Angeles County, op cit at 14.
- 32 Ibid.
- 33 Mayor's Advisory Committee - Personnel Committee, Salary Benefit Survey, July 1986.
- 34 Mother Jones, "The Mc-Child-Care Empire". 1987.
- 35 David Knox, Exploring Marriage and the Family. 1979, p. 24.
- 36 Ibid.
- 37 AB 303.



## RESOURCES

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# Appendix

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1. The first part of the report is devoted to a description of the experimental apparatus and the methods used in the investigation. This includes a detailed account of the construction of the apparatus, the calibration of the instruments, and the procedure followed in the experiments.

2. The second part of the report contains a description of the results obtained in the experiments. This includes a discussion of the general character of the results, a comparison of the results with the theoretical predictions, and a discussion of the factors which may have influenced the results.

3. The third part of the report is devoted to a discussion of the conclusions which can be drawn from the results. This includes a summary of the main findings of the investigation, a discussion of the implications of these findings, and a list of the references cited in the report.

## Child Care Bill of Rights

1. The right to be cared for and protected by a mature adult who provides nurturance and stability.
2. The right to be cared for by adults who respect the lifestyle, background and values of the child's family.
3. The right to be cared for by adults who receive adequate salaries, benefits, training and support.
4. The right to a safe and stimulating environment that provides for experience appropriate to the child's age and development.
5. The right for parents to make a choice of child care arrangements that best meet the needs of the family.
6. The right to be with a small group of children with enough adults available to meet the needs of all children.
7. The right to have special needs met with special attention, support and funding.
8. The right to have a broad spectrum of governmental and private services that will insure a high quality of life for the children and their families.



TO THE COUNCIL OF THE  
CITY OF LOS ANGELES

Your PERSONNEL AND LABOR RELATIONS Committee

reports as follows:

RECOMMENDATION

Your Committee, after considerable review and numerous public hearings on the development of a childcare policy for the City of Los Angeles, RECOMMENDS the following:

1. ✓ Adopt the attached proposed "City of Los Angeles Policy on Childcare" which, in part, acknowledges the importance of affordable, accessible and quality childcare as a necessary component of the City's human and economic growth, and recognizes that the provision of childcare is a collective responsibility to be shared by parents, childcare professionals, employers, employee organizations, schools, business and community leaders and government officials.
2. Instruct the Personnel Department to establish the position of "City Childcare Coordinator", initially to be employed through a personal services contract. The Coordinator position shall pursue and implement the goals and objectives set forth in the City's "Childcare Policy". This position shall provide assistance to City departments, childcare providers, private sector developers and other parties interested in the expansion of childcare services within the City of Los Angeles; such assistance should include, but not be limited to the tasks set forth in this report. The Childcare Coordinator shall report to the City Council on a quarterly basis.
- ✓ 3. Instruct the Personnel Department to identify appropriate salary levels necessary for the position of Childcare Coordinator and the dollars necessary to fund the position on an annual basis.
- ✓ 4. Request the Mayor to include in this Proposed 1987-88 Budget funds within the budget of the Personnel Department for the position of "City Childcare Coordinator". All current fiscal year costs to be borne by the Personnel Department.
5. Establish a "Childcare Advisory Board" which shall function in an advisory capacity to a newly established position of "City Childcare Coordinator". The Advisory Board shall be comprised of 11 members: 5 to be appointed by the Mayor and 6 to be appointed by the President of the City Council.

The Board shall be further organized as set forth in this report.

- ✓6. Instruct the Personnel Department, with the assistance of the Chief Legislative Analyst, City Administrative Officer and the president of the Mayor's Advisory Committee on Childcare, to initiate a comprehensive recruitment and selection process for the position of "City Childcare Coordinator".
7. Instruct the Personnel Department, with the assistance of the City Attorney, to prepare and present a personal services contract for childcare coordination services between the Personnel Department and the selected candidate.
8. Instruct the Legislative Analyst to develop and implement a State and Federal Legislative Program on Childcare in keeping with adopted Council Policy.
- ✓9. Instruct the Planning Department, with the assistance of the Childcare Coordinator, to review and suggest revisions, where appropriate, to the elements of the Citywide Plan and individual Community Plans to reflect the City's Childcare Policy.

#### Summary

The Personnel and Public Relations Committee has held several hearings and taken public testimony on a proposed Childcare Policy for the City of Los Angeles. During the hearing process, there was universal recognition and unequivocal support for the City to adopt such a policy. Your Committee concurs.

The proposed Childcare Policy for the City of Los Angeles is a product of the work accomplished by the Mayor's Advisory Committee on Childcare, City Commission on the Status of Women, Chief Legislative Analyst, other City departments and Committee staff. It is the belief of your Committee that the proposal provides a sound and workable foundation upon which the City can structure its childcare programs, projects and activities.

In order to accomplish the goals of the proposed policy, the Committee is recommending two additional actions be taken: the creation of Childcare Coordinator within the Personnel Department, and the establishment of a Childcare Advisory Board to assist the coordinator function. These two additional actions are necessary to ensure that the City has a cohesive approach to the delivery of quality childcare programs in the City of Los Angeles.

## Background

City concern over the availability of accessible, quality and affordable childcare is not new. This concern was clearly demonstrated 14 years ago with the creation of the Mayor's Advisory Committee on Childcare (MACCC). Through its community outreach, research efforts and intergovernmental coordination, the MACCC has continually sought to define and promote childcare activities and services within the City of Los Angeles. The MACCC has over the years provided significant leadership in the identification of childcare needs and the resources which could be made available to meet those needs.

Through its committee structure, the MACCC has provided consultation and coordination to City departments, childcare providers, developers and others interested in the promotion of childcare in the City of Los Angeles.

Due in no small part to the work of the MACCC, the provision of quality childcare in the City of Los Angeles is now being addressed as a major social and economic issue.

In 1985, the MACCC began working with the Commission on the Status of Women to address childcare needs. As a product of this partnership, a proposed City position paper on childcare was developed. The position paper emphasized the strategic importance that affordable, accessible and quality childcare plays in the growth of our City in both social and economic perspectives. In general, the proposal sought:

- the creation of partnership between parents, employers, developers, planners, and the City to address the severe and growing shortage of quality childcare.
- the integration of the needs of working families into all aspects of the City's planning process.
- the acknowledgement of the importance of quality childcare at all levels of City government and the concomitant need to increase the visibility of childcare issues.

The MACCC has not, however, been alone in its work to enhance childcare services. Through the Community Block Grant process, the Community Development Department provides financial support to 19 childcare centers. The Recreation and Parks Department has recently opened 12 before and after-school childcare centers through a contract with the Los Angeles Unified School District. Funding was made available from the State's Latch Key legislation.

### Committee Consideration

The Mayor has transmitted the MACCC "Position Paper on Childcare" to the City Council. The Personnel and Labor Relations Committee considered the position paper at a public hearing on this matter at its meeting of May 28, 1986. Copies of the proposal were widely distributed to interested individuals and organizations. This was the first of a series of hearings.

The Committee requested either written or oral comments. At the May 28th meeting, testimony was received by representatives of the Mayor's office, City departments, childcare professionals, employee organizations, childcare providers, educators, legal assistance groups and charitable organizations.

The overwhelming sentiment expressed was the need for the City of Los Angeles to go forward with a City policy on childcare and that the MACCC proposal provided a good foundation for such a policy. A City policy would provide needed visibility and would be a positive expression of City concern.

As a result of testimony received, and from information provided by Committee staff, two major issues emerged:

- Demographic, economic and societal changes have placed increased stress on our ability to adequately deliver quality childcare services.
- Current childcare services and facilities are inadequate to meet demand, and revenues to enhance childcare are limited.

### Demand

Testimony received clearly demonstrated that the American work force has dramatically changed. One of the most profound changes is the increasing number of working women. In 1947, 32% of all adult women worked. It is projected that by 1990 women will comprise 60% of the U.S. labor market.

The growth in the number of working mothers is even more startling.

- Nearly 50% of all mothers with infants under one year of age are now in the workforce, a 52% increase since 1976.
- Approximately 70% of all employed mothers with preschool children work full time.
- The 1990's will be the first decade to begin with a majority (55%) of mothers of children age six, in families where the husband is present, in the labor force. This represents an 80% increase since 1976.

Testimony and information were also compiled on the state of the American family:

- Only 19% of families with children are comprised of a husband as wage earner, a mother at home and children under age 18.
- More than one out of two children 13 years old and under lives in a family where both parents or the only parent is in the work force.
- Nearly one in four children under 10 will live in single parent households by the end of the decade; most of these will seek employment.

The rapid growth in the number of young children reduces childcare opportunities. The sheer size of the numbers of children is in itself staggering:

- Nationally, the number of children under age 10 is projected to increase by 14% (5 million) by 1990, totally nearly 38 million children.
- Two-thirds of this growth will be among children under the age of six.
- Locally, Crystal Stairs Inc., a childcare consulting firm, has estimated that currently there are 1.5 million children in the City of Los Angeles, of which 400,000 need some form of childcare.
- An unusually large group of children born to the "baby boom" generation of women, having delayed bearing children until their 30's and 40's, has also added to the rapid growth of children in the 0 - 14 age group. This rise has been augmented by a high birth rate among recent immigrants to California.

### Supply

The above figures clearly demonstrate the ever increasing demand for childcare services. Your Committee shares the notion that today's working family is in need of safe, affordable and quality childcare, not as a mere convenience, but often as a matter of economic necessity and survival.

While demand is great, supply is inadequate:

- Crystal Stairs has estimated that within the City of Los Angeles there is a shortfall of 265,000 licensed childcare spaces.
- Infant care is at best difficult to find.



- Preschool care is more plentiful.
- Care of school age children (6-14) is largely unavailable; 40% of children requiring care go home to an empty house.
- Three major factors affect supply:
  - The type of service offered and the cost of delivering that service. Cost of care most strongly affects the supply of infant and school-age care; these services are expensive.
  - Liability insurance - Childcare providers have begun to close facilities because of an inability to find affordable liability insurance.
- Low salaries and benefits paid to childcare workers.

### Cost

An additional component of your Committee's review was cost. Child care is the fourth largest budget expense for families after shelter, food and taxes. The Conference Board, a non-profit business research organization, reports that annual costs of an out-of-home care for one child ranges from \$1,500 to \$10,000 annually with most parents paying about \$3,000 annually. This figure correlates closely with data prepared by Crystal Stairs. The General Accounting Office has found that for employer sponsored day care centers, operating costs are in the range of \$1,600 to \$5,000 per child.

### Employer Benefits

Child care literature contains considerable testimonial evidence that employers gain advantages from providing childcare benefits to their employees. Surveys of employers reveal that most employers with childcare assistance programs believe that they are beneficial for recruitment, improved morale, reduced tardiness, absenteeism and turnover, community image, tax avoidance and workforce productivity.

The MACCC proposal cites a recent United Way study that found a "critical shortage of childcare services" in the downtown area and work productivity and performance are significantly affected by problems relating to childcare. It is clear that our ability to grow and compete with other regions will, in part, depend on how we confront the needs of working families for childcare.

At the conclusion of this initial hearing, your Committee instructed the Chief Legislative Analyst to draft a policy statement based on the proposal submitted by the MACCC, testimony presented and Committee discussion. A separate document setting forth an implementation plan was also to be prepared. The Committee also instructed the General Services Department, with

the cooperation of the CAO, to conduct a city-wide inventory of all under utilized City property and facilities that would be suitable for childcare purposes. In addition, the Personnel Department, with the cooperation of the MACCC, was to direct and coordinate a survey of the childcare needs of City employees.

On November 12 and December 10, 1986, the Personnel and Labor Relations Committee held additional hearings to gather comments on the draft of policy prepared by the CLA. As before, the draft was circulated for comments prior to hearing date.

The CLA draft modified the structure of the MACCC's proposal but has retained its essential character and concerns. The CLA draft is structured with a preamble and 12 distinct statements. A separate action or implementation recommendations was also submitted.

As a departure from the MACCC proposal, the CLA did not recommend the creation of a Childcare Commission. Alternatively, a Childcare Technical Advisory Committee (TAC), comprised of representatives of various City departments and childcare community, was recommended. The TAC was designed to serve as a senior management planning group for childcare matters. It was charged with a wide range of activities aimed at enhancing delivery of childcare services in the City.

At your Committee's hearings of November 12th and December 10th, comments were received on the CLA draft. Both support and constructive criticism were received. Sentiment was expressed that the CLA draft contained the essential elements of City childcare policy. However, much of the testimony focused on the need for the creation of a Childcare Commission and the heightened visibility to childcare issues such a Commission could bring.

Testimony was also submitted which spoke to for the need to establish a City Childcare Coordinator position. Such a position could bring focus and increased accountability to City childcare activities.

At its meeting of February 11, 1987, the Personnel and Labor Relations Committee gave further consideration to this matter and accepted additional public comments. A modified version of the CLA draft, as prepared by Committee staff, had been previously circulated. After careful consideration of comments received and of the material on file, your Committee believes that the following actions will have a positive and beneficial effect on the delivery of childcare services in the City of Los Angeles:

- Adoption of the attached proposed Childcare Policy for the City of Los Angeles.
- Creation of City Childcare Coordinator within the Personnel Department.

- Establishment of a Childcare Advisory Board.
- Direct the Chief Legislative Analyst, with the assistance of the City's Childcare Coordinator, to develop and implement a State and Federal Legislative program on childcare, in keeping with adopted Council policy.
- Instruct the Planning Department, with the assistance of the City's Childcare Coordinator, to review and put forth, where appropriate, revisions to the Citywide Plan and individual Community Plans to enhance the delivery of childcare services in keeping with the City's Childcare Policy.

### Childcare Policy

What your Committee found most striking about the comments received was the repeated recognition of the scope of the childcare problem and that solutions could only be achieved when all parties could work in concert. The unifying and coordinating role of the City was found to be invaluable. And, the first step in the unification process was the City's profession of concern as stated in a Childcare Policy.

The proposed Childcare Policy before you reflects the combined efforts of the MACCC/Commission on the Status of Women, the CLA and Committee staff. It is the belief of your Committee that the proposal provides a sound and workable foundation upon which the City can structure its childcare programs, projects and activities.

The proposed policy is structured with a preamble and 12 distinct policy statements. The preamble is a general statement of need and intent. The policy statements generally set forth the following:

I. Need - set forth an acknowledgement of the importance of affordable, accessible and quality childcare for the future of the City and recognizes that demand exceeds supply.

II. Partnerships - announces that the City will take a positive and active role in the development and promotion of cooperative relationships among parents, employers, business interest, community leaders and government officials.

III. Model - declares that the City will work to become a model employer in the delivery of childcare services to its employees.

IV. Planning - states that the City intends to integrate the childcare needs of its residents into the City's land use planning process.

V. Facilitator - states that the City shall institute procedures which will expedite the construction/renovation of childcare facilities.

VI. Property - affirms that the City will make available under utilized City owned property or facilities to qualified childcare providers.

VII. Expertise - demonstrates City commitment to childcare through the expansion of childcare expertise and coordination the within Personnel Department.

VIII. Legislation - establishes support or sponsor ship of various legislative initiatives at either the State or Federal level.

IX. Policies - encourages all employers to address the issue of childcare for their employees.

X. Vendors - encourages all vendors doing business with the City of Los Angeles to adopt a childcare policy; to the extent legally possible, give preferences to those who adopt such a policy.

XI. Review - periodic review of all City childcare programs will be made to determine their effectiveness.

XII. Resource - the City shall utilize and augment where necessary State sponsored childcare information and referral services to assist employees in short term and long term childcare needs; such services shall also be offered to residents of the City.

#### Childcare Coordinator

The Coordinator position shall pursue the goals and objectives set forth in the Childcare Policy. This position shall provide a wide range of assistance to City departments, childcare providers, developers, and other parties interested in the expansion of childcare services in the City of Los Angeles. One of the prime goals of this new position is to bring focus and coordination to the City's ongoing and future childcare activities. Assistance provided should include, but not be limited to, the following:

- An exploration of the potential range of options available to the City in the delivery of childcare services to City employees. The Personnel Department, with the assistance of the MACCC, has conducted a survey of employee childcare needs. The results of that survey will shortly be before the Personnel and Labor Relations Committee.

- A review of current efforts in the preparation of City-wide "Community Childcare Needs Assessment".

- Review and update a comprehensive facilities checklist to assist developers and providers of childcare services in their compliance with local/state building, safety and planning.

- Assist the Building and Safety Department to develop within the City's One-stop Permit Center the capability of integrating at one location expertise in local and state building, safety, zoning, fire and handicap requirements and regulations applicable to the construction and rehabilitation of facilities designed for childcare use.

- Review the range of funding sources for childcare services. The Planning and Environment Committee is currently reviewing a Motion requesting the preparation of an ordinance requiring developers to provide space for childcare facilities or in lieu of space a fee.

- Prepare guidelines and criteria regarding requests for use of vacant or under utilized City owned property or facilities by qualified non-profit childcare providers. Guidelines to include definition of "qualified non-profit childcare provider". The CAO and General Services Department are currently inventorying such properties.

- Review State licensing requirements and make suggested amendments; include in the City's State Childcare Legislative Program.

- Explore the feasibility of utilizing the expediting services of the Commercial and Industrial Coordinating and Expediting Division (CICED) within the Board of Public Works to assist developers who incorporate childcare facilities in their development plans.

✓  
Your Committee gave careful consideration as to where such a position should be organizationally placed. It is your Committee's belief that the coordinator function should report to the General Manager of Personnel Department. There are many diverse components which comprise a childcare delivery system, but at its core it is a human resources problem. Your Committee is confident that the Personnel Department can provide the necessary infrastructure and organizational support.

Your Committee also believes that initially, it is preferable to employ the Childcare Coordinator through a personal services contract.

The Childcare Coordinator shall report quarterly to the Personnel and Labor Relations Committee on the progress of work described above.

The Personnel and Labor Relations Committee is further recommending that the Personnel Department, with the assistance of the

CLA, CAO, and the president of the Mayor's Advisory Committee on Childcare, initiate a comprehensive recruitment and selection process for the position of Childcare Coordinator.

The selection group shall address any request for funds in conjunction with its recruitment activities first to the Personnel and Labor Relations Committee. Periodic reports as to progress shall also be forwarded to the Personnel and Labor Relations Committee.

#### Childcare Advisory Board

Your Committee heard much testimony citing the need for heightened visibility and greater acknowledgement of the City's childcare efforts. Your Committee believes that through the adoption of a Childcare Policy and the creation of a City Childcare Coordinator, a new level of visibility and acknowledgement has been assured. However, as a means of augmenting and reinforcing these two recommendations, a third major action is warranted: the establishment of a Childcare Advisory Board.

The Advisory Board would provide support, advice and assistance to the Childcare Coordinator function and would work in the furtherance of the City's Childcare Policy.

An 11-member Advisory Board comprised of educators, childcare professionals, labor, private sector business interests and other interested parties could provide the coordination function with a wealth of expertise, guidance and creative ideas. Your Committee believes that 5 members appointed by the Mayor and 6 members appointed by the President of the City Council is appropriate.

The proposed Childcare Policy calls for the City to act as a facilitator encouraging the private sector to become partners in childcare services. There is also a great need to increase public awareness of the acute shortage of quality childcare and the consequences of such shortages. Furthermore, there is a continuing need for a forum to enable all interested parties to address the universe of childcare needs and to consider appropriate actions. All of these are roles the Childcare Advisory Board can and should play.

In order to give initial structure to the Advisory Board, your Committee proposes the following:

#### Creation and Organization -

The Board shall consist of eleven members. Such members shall be appointed in the following manner: five members to be appointed and removed by the Mayor, subject to the approval of the Council as to appointment and removal; and, six members to be appointed and removed by the President of the City Council, subject to Council approval as to appointment and removal.

The term of office for each member of the Board shall be four years. The Board shall elect one of its members chairperson and vice-chair, which officers shall hold office one year until their successors are elected.

All members of the Board shall be entitled to vote. Six members shall constitute a quorum for purposes of conducting a meeting. The decisions of the Board shall be determined by a majority vote of the members present. The Board shall prepare its own working rules.

Every three months the Board shall provide to the City Council a written report of its activities along with such comments and recommendations as it may choose to make. The Board shall meet as often as necessary to perform its duties. Each member may receive reimbursement for actual expenses incurred in the course and scope of members' duties to the extent the City Council has appropriated funds for such purpose.

#### Responsibilities of Board -

The Board shall function in an advisory capacity to the Childcare Coordinator.

The Board shall be empowered to hold public meetings and committee meetings to seek advice and information from members of the general public and governmental representatives as may be appropriate, so that the Board may be informed in their furtherance of the City's Childcare Policy, and so that such information may be available to the City's Childcare Coordinator.

#### Staff -

The General Manager of the Personnel Department shall designate Department employees to furnish staff support to the Board.

#### Legislative Program

Much of what affects childcare services is controlled at the State level. This is especially true with respect to childcare licensing and financing. Your Committee believes that the City must become more actively involved in the support and sponsorship of State and Federal measures concerned with childcare matters.

To this end, your Committee is recommending that the Chief Legislative Analyst develop and implement a State and Federal Legislative Program on Childcare, in keeping with adopted Council Policy.

The proposed Childcare Policy underscores the need to support or sponsor legislation which:

- seeks to reduce the present regulatory complexities relating to childcare services;
- seeks to lower the burden of insurance costs on childcare providers;
- provides for, or increases, grants and/or other funding mechanisms for childcare programs, and the construction of, renovation and/or maintenance of childcare facilities; and,
- provides reasonable tax incentives for employers who offer childcare services.

Planning

Throughout your Committee's consideration of this matter, comments both written and oral have attested to the importance of integrating the City's land use planning activities with its childcare concerns.

General citywide policies, goals and objectives relative to childcare could be set forth in the Citywide Plan and more localized and specific measures could be addressed in community plans.

This approach is endorsed by the Planning Department.

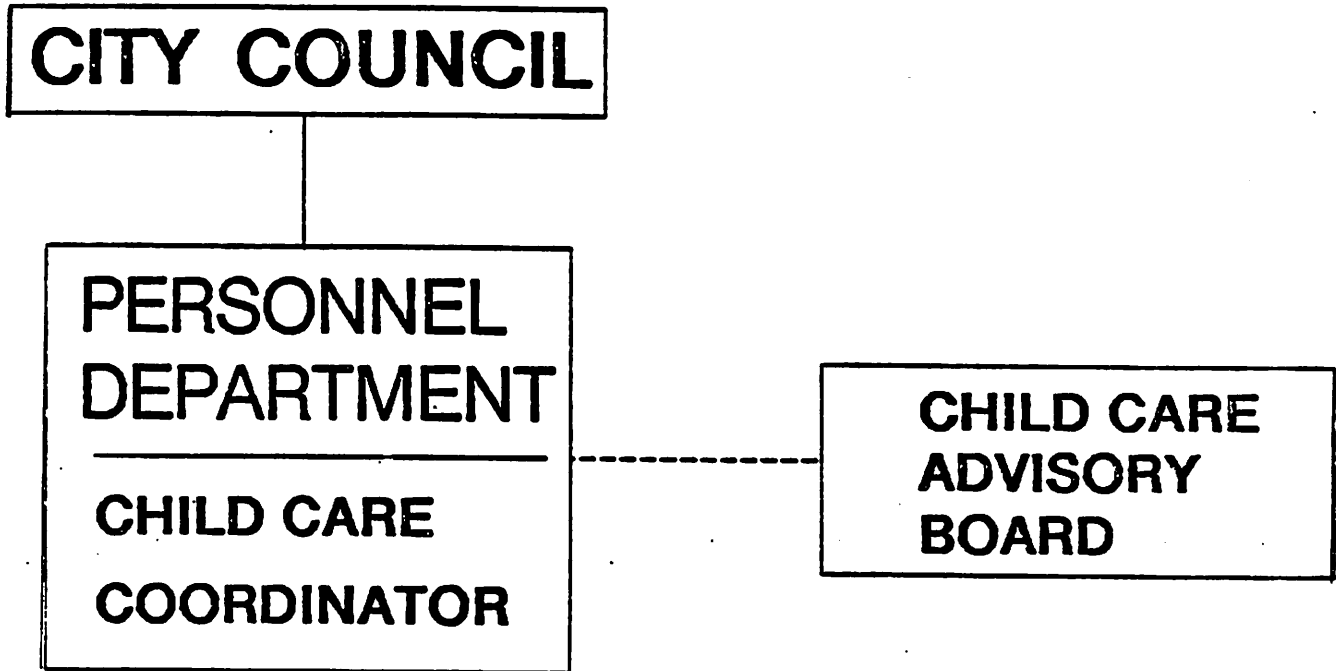
Respectfully Submitted,

PERSONNEL AND LABOR RELATIONS COMMITTEE

Attachment  
PMS6



# PROPOSED ORGANIZATIONAL STRUCTURE



PROPOSED  
CHILD CARE POLICY  
FOR THE  
CITY OF LOS ANGELES

PREAMBLE

The City of Los Angeles acknowledges that the American workplace has changed dramatically. An increasing number of women are now a permanent part of the American labor force. It is projected that by 1990, women will comprise some 60% of the work force. An even more profound change is the increase in the number of working mothers. At present, over 65% of women with children under the age of 14 work outside the home. Studies have shown that the availability of affordable, quality childcare programs enhances worker productivity, reduces absenteeism and increases employee morale.

The City of Los Angeles further recognizes that children represent the future. Recent studies suggest that children of working parents who are placed in quality childcare programs, are well-adjusted and perform well in school.

Accessible and affordable quality childcare is, therefore, cost-effective in long-term human economic terms, and is a critical and needed investment in tomorrow.

The City of Los Angeles also recognizes that existing childcare services and facilities are not adequate to meet current demand, and that the demand for such services is increasing. To ignore this need will seriously and detrimentally affect the physical, social and economic life of our City.

The provision of accessible, affordable, quality childcare is a responsibility that must be collectively shared among parents, employers, childcare professionals, employee organizations, schools, business and community leaders, and government officials. Moreover, only through cooperative and coordinated actions can this effort succeed.

The City of Los Angeles acknowledges that it can best address the childcare needs of the City by using its resources as educator, employer, model and facilitator, to act as a catalyst towards attaining the goal of readily accessible and affordable, quality childcare.

This policy statement is intended to express a commitment on the part of the City of Los Angeles to work to expand childcare services throughout Los Angeles. All City departments and commissions are hereby directed and requested to foster and follow this policy.

## POLICY

### I. NEED

The City of Los Angeles acknowledges the importance of affordable and accessible, quality childcare and recognizes the detrimental impact which the lack of such care has on the individual, the family, the work place, and the community. The City further recognizes that the number of families seeking affordable, quality childcare services greatly exceeds the current supply.

### II. PARTNERSHIPS

The City of Los Angeles, through its officers, departments and officials will take a positive and active role in the development and promotion of cooperative relationships among parents, employers, childcare professionals, employee organizations, businesses, educators, community leaders and government officials. The common goal in such partnerships is to increase the availability of accessible and affordable, quality childcare to working families in the City of Los Angeles.

### III. MODEL

The City of Los Angeles will work to become a model employer in terms of the delivery of childcare services to its employees. In order to do so, the City will aggressively and comprehensively explore all options available to meet the childcare needs of its employees. The City will actively seek to demonstrate that

employer-sponsored childcare support systems are a positive, beneficial and cost-effective influence on the workforce.

#### IV. PLANNING

The City of Los Angeles shall integrate the childcare needs of those who live or work in Los Angeles into the City's land use planning process. This shall be accomplished, in part, through the inclusion of childcare objectives and goals, where appropriate, in the elements of the Citywide Plan and the various Community Plans and Specific Plans.

#### V. FACILITATOR

The City of Los Angeles shall institute procedures which will expedite the necessary approvals and permits required for the construction of childcare facilities and for projects which include the construction of childcare facilities. The City shall also determine appropriate incentives for the development of childcare services in Los Angeles.

#### VI. PROPERTY

Where appropriate, the City shall make available, by lease or other suitable arrangement, vacant or under-utilized City-owned land or facilities to qualified childcare providers.

**VII. EXPERTISE**

The City of Los Angeles shall ensure that appropriate personnel in City departments possess requisite understanding of and familiarity with all legal, regulatory and procedural requirements for quality childcare programs.

**VIII. RESOURCE**

The City of Los Angeles shall utilize all services available through Federal, State and County funded agencies, in order to enhance the availability of affordable, quality childcare in Los Angeles.

**IX. LEGISLATION**

The City of Los Angeles' State and Federal Legislative Programs shall include support of legislation consistent with the intent of this policy and which assist the City in successfully pursuing the goals of this policy. In particular, the City of Los Angeles will support State and/or Federal legislation which: seeks to reduce the present regulatory complexities relating to childcare providers; provides for, or increases, grants and/or other funding for childcare programs, and for the construction, renovation and/or maintenance of childcare facilities; and, provides reasonable tax incentives for employers who offer childcare services.

**X. POLICIES**

The City of Los Angeles shall encourage all employers in Los Angeles to address the issue of childcare. In particular, businesses will be encouraged to adopt a stated policy on childcare.

**XI. VENDORS**

The City of Los Angeles shall encourage all its vendors to adopt a stated policy on childcare. To the extent permitted by law, vendors with stated childcare policies shall receive preference in contracting with the City of Los Angeles.

**XII. REVIEW**

To determine their effectiveness, the City of Los Angeles will annually review all activities, programs and services it has undertaken to promote and encourage the expansion of childcare services.

## CHILD CARE IN THE CITY OF LOS ANGELES

### PROPOSALS FOR DISCUSSION AND ACTION

The City of Los Angeles has been a leader in providing quality of life through economic growth. The challenges of growth extend beyond the management of building density, traffic congestion and waste disposal. Anticipating new workers in business and industry we can look forward to a steadily increasing need for child care, particularly near emerging commercial centers.

The basic strength of our City is our people. Our women, men and children really make Los Angeles "the Place". The City must recognize our children are our future. Affordable quality child care which will nurture our children is a critical investment for our City's future.

The child care needs of working parents have drawn special attention from business, labor, child care providers and public policy makers. A recent United Way study in cooperation with major downtown Los Angeles businesses found a "critical shortage of child care services". Worse, the study found "work productivity and performance are significantly affected by problems related to child care".

Of the 650,000 children under age 13 in Los Angeles nearly 400,000 have working mothers according to Crystal Stairs Inc. Yet only 50,000 have access to licensed day care. Government subsidizes 11,000 spaces; a variety of profit making, non-profit agencies and schools provide the rest. But the shortfall is still 325,000 spaces a day!

The dearth of affordable high quality child care has direct social, personal and economic impacts. To ignore this need not only affects individual employees and their employers, but will also affect the future of our whole community and our ability to grow and compete with other regions economically. An integral part of the quality of life of Los Angeles should be that this is a good place to raise a family.

A concerted effort must be made to expand the affordable and quality child care opportunities for the families of Los Angeles. To meet this challenge we urge that the City of Los Angeles adopt the following recommendations:

- I. A PARTNERSHIP BETWEEN PARENTS, EMPLOYERS, DEVELOPERS, PLANNERS AND CITY GOVERNMENT SHOULD BE ESTABLISHED TO IMMEDIATELY ADDRESS THE SEVERE AND GROWING SHORTAGE OF QUALITY AFFORDABLE CHILD CARE. THE RESPONSIBILITY FOR PROPER CARE OF OUR CHILDREN, WHILE PRIMARILY THAT OF PARENTS, NEEDS TO BE DISCUSSED IN THE CONTEXT OF THE CITY'S SOCIAL AND ECONOMIC INFRASTRUCTURE.



- \* Incentives should be offered to companies who do business in the City by providing business tax relief to those who offer child care benefits to their employees.
- \* All relevant City commissions which deal with issues relating to development and the City's economic infrastructure contain at least one member who can advocate on behalf of child care interests.
- \* The City should inventory and make available all under utilized City property and facilities that could contain child care centers. The properties should be leased at favorable terms to qualified child care providers.
- \* A new division within the Community Development Department should be created to oversee all City sponsored or assisted child care programs to ensure quality of service.

**II. CHILD CARE IS AN ESSENTIAL COMPONENT OF WHAT MAKES A CITY GREAT. NEW COMMERCIAL AND RESIDENTIAL DEVELOPMENT IMPACTS EXISTING CHILD CARE AND EDUCATIONAL INSTITUTIONS AND CREATES DEMAND FOR NEW SCHOOLS AND CHILD CARE FACILITIES. THE NEEDS OF WORKING FAMILIES SHOULD BE INTEGRATED INTO ALL ASPECTS OF THE CITY'S PLANNING PROCESS.**

- \* Each community plan should contain a child care element which studies the increased demand for child and family services created by new development and outlines the method of addressing it.
- \* The City should employ a child care specialist in the Planning Department whose job it is to provide advocacy and technical assistance to the City. This person would also expedite projects by developers who want to construct child care centers.
- \* The City should develop a one stop permit counter specializing in child care to assist developers and prospective child care providers with permits and building code requirements.
- \* The City should require developers in all City assisted private development projects to develop or assist in the development of a child care facility or contribute to a child care development fund as a precondition to City assistance.

III. GREATER ACKNOWLEDGEMENT OF THE IMPORTANCE OF AFFORDABLE QUALITY CHILD CARE WITH ITS IMPACT ON THE FAMILY AND THE WORK FORCE MUST BE INSURED AT ALL LEVELS OF THE CITY STRUCTURE. THE CITY SHOULD UNDERTAKE ACTION TO UPGRADE THE VISIBILITY OF CHILD CARE ISSUES AND ENSURE THAT HIGH LEVELS OF QUALITY CAN BE PROVIDED WHERE THE CITY HAS PARTICIPATED IN THE DEVELOPMENT OF A PARTICULAR PROGRAM.

\* The Mayor's Advisory Committee on Child Care should be upgraded to Commission status and provided adequate staff.

# # # # #

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<sup>1</sup>By City assisted we mean where the City has either contributed to the financing, land write down, parcel consolidation, zoning or building and safety code variance or any other way in which the City, through Council or administrative action enhances the value of the private development.

The Relationship Between  
Quality and Cost  
in Child Care Programs

Michael R. Olenick

October 1, 1986

## Executive Summary

California has the most extensive publicly subsidized child care system in the United States, yet there are not enough spaces in the public or private sectors to begin to meet the ever increasing demand. Debates about child care quality and cost have never been adequately resolved partially because of the lack of data about this crucial relationship. This paper offers some answers to questions such as: Does the amount a child care program spends make a difference in quality? What difference does state subsidy of child care make in programs quality? Do parent fees reflect quality?

Using two environmental rating scales to evaluate quality, 100 Los Angeles County day care centers were observed and rated during fiscal year 1985. The centers represented a randomized cross section of licensed public and private centers for preschool children. Centers were grouped into four categories. The lowest had no developmentally appropriate equipment, a high degree of negative adult child interactions and a focus on age inappropriate school type activities. The highest quality grouping featured individualized activities for children, a carefully planned environment and a program rooted in understanding early cognitive and emotional development.

Results demonstrated that the higher quality programs spent more money per child. State subsidy was associated with higher quality programs. Program fees were not significantly related to program quality. This implies that expanding the Alternative Payment system will not allow disadvantaged families to locate high quality care since the availability is so low in the open market. The working poor are at a distinct disadvantage because they do not qualify for subsidized care and are likely to end up in the lowest quality programs.

Suggested policy changes include increasing the availability of subsidized child care, increasing funding to programs which will use it to increase wages and benefits, encouraging the business community and local government to be more involved in increasing the supply of quality care, and funding local Resource and Referral agencies to create strategic and technical assistance to educate parents and providers.

## The Relationship between Quality and Cost in Child Care Programs

California has the most extensive publicly-subsidized child care system in the country, yet there are not enough spaces in the public or private sectors to begin to meet the ever increasing demand. Advocates for children and families have long disagreed about the appropriate focus when attempting to increase the supply of child care. Some have suggested the major issue is one of increasing the supply with little regard to quality. Using this scenario, advocates suggest that existing public funds be redistributed to maximize the number of low cost spaces for disadvantaged children using a vendor-voucher system such as the Alternative Payment program. Others have contended that program quality should be considered first since any expansion should emphasize the critical role that child care plays in healthy development.

The critical issue appears to be that of defining quality child care and its' accompanying cost. In essence, how much does quality cost? Debate has long existed about the notion of quality. Researchers discuss the important characteristics of quality child care and often disagree. Quality child care must be considered to be care which is not only safe but will ensure normal physical, cognitive, social, and emotional development. Considerable research in the past few years has emerged demonstrating that children in high quality child care adequately develop in these domains. However, there are also concerns about children's development in low quality child care situations (Howes & Olenick, 1986; McCartney, Scarr, Phillips, Grajek, & Schwarz, 1982; McCartney, Scarr,

Phillips, & Grajek, 1985; Ramey & Haskins, 1981; Vandell & Powers, 1983; )

Who pays the cost of child care, high quality or otherwise? The public sector is at one end of the cost bearing spectrum subsidizing care. In the State of California, child care is subsidized directly to individual programs by the State Department of Education, by local governments, by community funds such as the United Way, or by industry when it financially supports child care. Child care is also subsidized indirectly through tax reductions to individuals. At the other end of the cost bearing spectrum is the parent who may or may not be eligible for subsidies, tax breaks, or receive child care benefits as a condition of employment. Parents with children in care may pay anywhere from none to all of the cost of child care themselves. Each of these funding sources has a different set of issues which must be resolved and these issues ultimately determine the amount of funding any child care program will have.

In the case of the public sector, the issue is one of trying to maximize dollar distribution to those who are eligible. Government is interested in long term benefits due to improved life circumstances, increased labor participation, or some other "payoff" (Psacharopoulos, 1982). Thus, the government is willing to spend a finite amount of money with the intent of maximizing the number of eligible children receiving adequate care. Government is concerned about the maximum number of children in a group, the minimum caregiver/child ratios, and the minimum level of caregiver education

possible without drastically diluting possible positive care effects. To determine these minimum levels, studies such as the Abt study (Ruopp, Travers, Glantz, & Coelen, 1979) were implemented to determine the most critical child care factors. In this way, the critical factors could be regulated leading to the most economically efficient child care.

Parents, on the other hand, have the constraints of their personal budgets. As Travers and Ruopp (1982) have pointed out, parents must make choices about balancing family income with child care costs. The financial gain from a mother's working must be preferable to staying home (Scott, 1978). This means non-subsidized child care programs are dependent on the parent's ability and desire to pay (Shortlidge, 1977). In any community, price is determined by family economics so that there is a maximum amount which can be charged for child care. This leads to competitive situations where child care programs within proximity of each other tend to set fairly standard rates for child care. Nonsubsidized program budgets are constrained by a family's ability to pay, the programs' ability to generate funds from other sources as well as by the local regulations determining adult-child ratios, group size, and caregiver training.

The purpose of this study was to examine relationships between quality and cost in child care not only in publicly subsidized center based childcare available only to families earning a particular maximum income but also in general child care available to all families desiring the service. Several questions were of interest including: Does the amount of money a child care program

spends per child make a difference in quality? What difference does state subsidy of childcare make in program quality? Do parent fees reflect quality, i.e., do parents get what they pay for?

#### METHOD

One hundred fifteen licensed daycare centers for preschool-aged children located within Los Angeles County were randomly selected from the total number of centers listed in the Department of Social Services and the State Department of Education. One hundred center directors agreed to participate. Table 1 presents information on the funding source of the participating centers.

Table 1  
Sample of Child Care Centers By Funding Source

Type	Number
<u>Privately Funded</u>	<u>64</u>
For profit	28
Church Related	24
Non-Profit, Private	12
<u>Publicly Funded</u>	<u>36</u>
Non-Profit Private Agencies	9
School District, Publicly subsidized (includes 2 campus programs and 2 programs receiving LA city funding)	27

The centers chosen represented the diversity of program types within the state, both privately funded and publicly funded programs. Sixty-four programs were private programs (twenty-eight for-profit, twenty-four church related, and twelve private non-profit). Thirty-six programs were publicly subsidized programs.



These included twenty-seven programs receiving their funding from the State Department of Education and administered either through a school district, a college campus, or through a non-profit agency. The number of children served in subsidized child care is roughly one third of all the children presently being served in daycare.

Interobserver reliability was established before observational data were collected. Upon arrival at the center, the observer randomly selected classrooms containing preschoolaged children. Fifty per cent of the classrooms at any one site were visited. Each classroom visit lasted for a minimum period of one hour. When multiple classrooms were visited, the observer systematically moved from one classroom to the next for specific time periods so that the observer could observe the entire range of activities including planned and unplanned small and large group activities, free play and outdoor activities.

The Early Childhood Environment Rating Scale (Harms & Clifford, 1980) was used to measure the classroom environment. The Early Childhood Environmental Rating Scale contains thirty seven Likert scales measuring various dimensions of a developmentally appropriate environments including curriculum, parental needs, room arrangement, and basic caregiving activities such as food, health, and safety. The twenty-two items pertaining to equipment utilization, activity implementation, and activity supervision and adult child interaction scales were used. A second enironmental rating scale was also used to validate the first (Prescott, Kritchevsky, & Jones, 1972)

After the observations were completed, the author interviewed the director using a structured interview format to determine

financial arrangements such as the cost per child per year, the percentage of the budget allocated to personnel cost, and the parents' percentage of the cost.

### Results and Discussion

Programs were divided into four quality levels, two below the median and two above the median, based on their ECERS (Harms & Clifford, 1980) score. The four categories including the number of subsidized and nonsubsidized programs are found in Table 2.

Table 2  
Quality Scores Broken Down by Quartile Groupings  
Using ECERS to Determine Level

Quality Level	1	2	3	4
Subsidized	2	7	12	15
NonSubsidized	23	17	14	10
Total	25	24	26	25

#### Description of the four levels

Level 1 - Programs in the lowest quartile group had schedules which were very rigid leaving no time for children to pursue their own interests. All morning time including custodial time (e.g. snack, bathroom time) consisted of teacher directed and teacher controlled activities. Group activities occurred all day long so there were few instances when children and adults interacted individually or interacted in small groups of two to three children. Adults were unresponsive to children unless children were

misbehaving. The overall tone was fairly negative with lots of loud voices and negative affect on the part of adults. Children were expected to follow the rules, respond as a group, and were not supposed to interact with their peers.

Children were seldom read books or allowed to engage in activities which would allow them to understand and develop receptive or expressive language skills. Concepts were presented in a fashion which was too complex for children. Children were expected to learn through experiences presented in a manner which was rigid, didactic, and geared to the attention levels of older children.

The space used for gross motor activities had little or no equipment on it. When there was equipment on the yard, it had little variety, was not used, or was dangerous. The scheduled time for gross motor activities was very limited and was usually referred to as recess time. Outdoor supervision was minimal although adults were available to mediate conflicts. Child aggression was high during outdoor time. From a developmental perspective based on available research on the types of activities which enhance children's learning and development, these programs were considered to be less than adequate.

Level 2 - Programs in the second quartile had schedules which included some regularly scheduled indoor and some outdoor time. Much of the time, however, consisted of custodial activities such as snack time, toileting time, lunch time, and nap time. Supervision during activity periods was limited to safety, cleanliness, and the proper use of materials. Individual adult-child interactions were

haphazard and did not often occur. When they did occur adults were more likely to call out from a distance to children. There were some opportunities for limited free play, although there were limited materials to use during these time periods. Free play occurred between didactic teaching sessions which were usually too long for young children's attention spans or were too complex for children to comprehend. Children did not seem particularly unhappy but they did not seem happy and neither did adults.

There was adequate space for gross motor activities outside. The outdoor area had some developmentally appropriate equipment which was used by children regularly. Supervision of gross motor time was mainly for safety and proper use of the equipment. There was adequate gross motor time scheduled. These programs were considered to be, at best, minimally adequate, because there was a lack of adequate positive experiences, limited adult child interaction, and minimal variety of experiences.

Level 3 - Programs in the third quartile had a schedule which balanced structure and flexibility. Several activity periods were planned, some indoors and some outdoors. Supervision was usually for safety, cleanliness, and proper use of materials. Children were allowed to play alone or in spaces for one or two. These spaces were set up and encouraged. There were group times for small groups as well as large groups. The large group times were limited to short durations so children did not usually get bored. There was a calm but busy atmosphere. There was a variety of perceptual, manipulative, and fine motor materials available which were in good repair and used by children daily. Children were given

encouragement when appropriate and adults often showed appreciation for children's work. Children appeared happy, and seemed relaxed. Adults appeared warm and cheerful.

There was adequate space outdoors and some indoors for gross motor activities. The available gross motor equipment was readily available and sturdy. The equipment stimulated a variety of gross motor activities such as crawling, walking, and balancing. Included with the gross motor equipment was some construction materials and dramatic play materials. The regularly scheduled outdoor time was supervised casually with adults attending to appropriate use of equipment and safety. These programs were considered to be developmentally appropriate programs.

Level 4 - Programs in the highest quartile were characterized by a great deal of individualization by the adults. There was a balance of structure and flexibility with smooth transitions between activities. Activities were planned so that materials were available before the activity period began. Alternate activities were provided for children whose needs were different than those of the majority of children. Adults interacted with children, discussing ideas and helping with resources to enhance activities. Adults observed children and activities and stepped in to facilitate the activity as needed. There were ample opportunities for supervised activities both indoors and outdoors with a wide range of activities available. Supervision was used as an educational interaction. Whole group gatherings were limited so that they were suitable to the age of the children. Groupings were planned to provide a change of pace during the day. One to one activities

predominated so that some children would be engaged in a free choice activity while others were involved in a small group with an adult attending. Adults carefully observed activities and intervened to prevent problems before they occurred. Adults discussed with children ways in which a problem might be avoided before it became a serious one. Emotions and social skills were included as a regular part of the curriculum. Children and staff seemed happy. Adults were warm in their interactions.

Outdoor space was adequate in size, incorporated dramatic play and construction equipment but was also imaginative and flexible. The equipment was frequently rearranged so that children often had new challenges. The equipment offered challenges at a variety of levels. Gross motor activities included both planned and unplanned activities so that adults offered organized or semi-organized games for children who wanted them. Adults conversed with children outdoors, enhancing play, and talking to children about various concepts during this time period. These programs were considered to be integrated and close to ideal.

#### Relationships Between Quality and Cost

Does the amount of money a child care program spends per child make a difference in quality? Relationships between quality and cost in all programs can be found in Table 3.

Table 3

Quality vs Cost

(N = 100 centers, 36 publicly subsidized)

Quality Level	1	2	3	4	
Cost/Child***	\$2308	2721	3123	3300	Group 1,2<3,4
% Spent on Staff***	49.6%	61.8%	64.3%	60.7%	Group 1<group 2-4
Sick Days***	3.0	7.3	8.7	10.0	Group 1< groups 2,3,4
Vacation Days***	6.9	12.6	15.1	15.4	Group 1<group 2-4
Fringe Benefits#***	.61	2.7	5.1	6.3	Group 1,2<3,4; Group 2<4
Teacher Training in Child Development#****	2.5	2.9	3.9	3.8	Group 1,2<3,4
Teacher Hourly Pay Rate*	5.39	6.54	8.09	8.31	Group 1,2<3,4

\* p < .05

\*\*\* p < .001

# Fringe consists of health,dental,vision,maternity,pension,and life insurance. All are rated on an a none, some, or many basis where none = 0 and many = 2. The scores are then added together to achieve a scale from 0-14.

## Child development means formal training in child development. 1=0-12 units in child development; 2=16-40 units; 3=41-AA degree; 4=AA degree in Child Development or related discipline; 5=AA-BA; 6=BA-MA; 7=PhD

As quality increased so did the cost per child. The two lower groups were significantly lower cost than the two higher quality groups. In fact, programs at the lowest level spent more than one thousand dollars less per child per year than programs at the two highest levels. Programs at the lowest end also spent about half their income on staff while the other programs spent closer to two thirds of their income on program staff. This translated into dollar amounts spent for staff costs which were quite different for the four groups. Staff costs at the lowest level were \$1010 per child per year, programs at the second lowest level were \$1681 per child per year, programs at the two higher levels were slightly over \$2000 per child per year.

The amount spent on program translated into staff salaries and benefit packages increasing across the four quality groups in a similar fashion. Programs at the different quality levels supplied different packages of fringe benefits providing very different working conditions for employees in the various groups. The lowest quality program staff received on average three paid sick days while the staff in the higher quality groups received seven or more sick days. The lowest quality program staff received on average seven vacation days while the three higher quality groups received more than twelve sick days. There were also several differences in the amount of fringe benefits being offered. Programs in the two lower quality groups had virtually no fringe benefits while programs in the two higher quality groups had significantly more fringe benefits. Programs in the two lower quality groups had teachers and



directors with less training in child development who received lower hourly pay rates than those in the higher quality groups.

How much more does high quality cost than low quality? The overall cost per child in the two lowest quality level programs was substantially and significantly less than the other programs. Since programs which are less than adequate cost \$2038, clearly this is a level of funding which is less than adequate to purchase even minimal levels of care. The difference in overall cost between quality level 1 and level 2 was \$1765 per year or a cost of \$13.13 per week. Programs at the second lowest level cost \$2721 per child or \$52 per week. This is a considerably higher cost than the cost of the lowest quality care but is still substantially less than the cost of programs in the higher quality categories.

It is interesting to note that the difference in cost between the second lowest quality level and the next highest quality level was only \$401 per year or \$8 per week. This small dollar difference had a large effect enabling centers to hire staff with more child development training, to pay the staff higher wages, and to provide more staff with more benefits. However, the overall cost is only relevant when at least 60% of that cost, after taxes are withheld, goes for program staff salaries.

What difference does state subsidy of child care make in program quality? State subsidy is associated with higher quality programs. There was a significant difference in the number of programs in each quality level in terms of the number of subsidized programs. Forty-one per cent of the subsidized programs were in the top quartile, level 4, and thirty-four percent were in the second

quartile, level 3. Overall, seventy-five percent of the subsidized child care programs were found to be above the median quality score. Only 6 per cent of the subsidized programs were found to belong in the bottom quartile, level 1.

In the non-subsidized programs, only 38% of the nonsubsidized programs were above the median quality score with sixteen per cent found in the top quartile, level 4, and twenty-two per cent in the second quartile, level 3. Thirty-six per cent of the all nonsubsidized programs were found to belong in the bottom quartile, level 1. However, while there was a difference in the percentage participation of subsidized and nonsubsidized programs in the various levels of quality, overall there were at least twice as many children being cared for in the nonsubsidized market. However, while there was a smaller percentage of nonsubsidized programs in the highest quality groups, 24 nonsubsidized programs were still above the median. The major difference in representation of subsidized and nonsubsidized programs was in the lowest quality level where more nonsubsidized programs were in this grouping and less subsidized programs than would be expected by chance.

Do parent fees reflect quality, i.e., do parents get what they pay for? Information on non-subsidized child care where parents fund the majority of the budget can be found in Table 4.

Table 4

Fees in non publicly subsidized center based care

Quality Level	1	2	3	4	
Number non-subsidized	23	17	14	10	
Yearly average parent fee <sup>§</sup>	1829	2161	2104	2301	
Yearly average Cost per child <sup>§</sup>	2062	2268	2268	2772	
Percentage parent fee vs. cost*	89%	95%	93%	83%	Group4 < Group1-3
Percentage Spent on program staff**	50%	59%	63%	62%	Group1 < Group 2-4

§ Not significant

\* p < .05

\*\* p < .01

\*\*\* p < .001

Parents do not get what they pay for. For families ineligible for subsidies the chances of placing a child into high quality care is less than equitable. This is demonstrated by the smaller number of nonsubsidized programs found in the higher grouping levels of quality compared to those in the lower quality levels. Of the sixty-four child care centers not directly funded by public funds in this sample, two thirds were found to be in the lowest two categories.

While the chances of finding high quality care were low, parent fees were not significantly different in any of the four categories. Parents paid on the average \$2056 a year for their child regardless of the quality level. The difference between the different quality levels was that a greater percentage of the parent fee was allocated

for program staff in the higher quality programs. Also in the highest quality programs parental fees were less likely to pay the full cost of the care. The highest quality programs, then, had greater financial resources to supplement parental fees. This also means that while the overall demand of child care outweighs the supply, there is little incentive for low quality programs to improve their quality. While parents in Los Angeles county in 1984-85 were on average spending \$40 per week per child, this was an inadequate amount to insure quality programming.

According to this data, as the quality level of available child care increases there is a larger representation of publicly subsidized programs. This can be attributed to the higher than market funding rates increasing benefits, wages, and ongoing training in child development for both staff and supervisors.

This increased representation of subsidized programs in the higher quality levels has a very important implication for the consumer of child care. For families eligible for subsidized care, there is an increased likelihood that if their child is enrolled in a subsidized program it will be a quality program. However, since there are half as many subsidized programs as there are non-subsidized programs, there is only a small chance that those eligible to enroll in a quality program will actually be enrolled.

#### Implications for Policy

A vendor voucher system has been advocated as a method for increasing the supply of child care for the disadvantaged. Parents are allowed to choose the type and quality of care they desire.

This then allows more eligible children and families to be served by subsidy dollars. However, the likelihood parents will find quality care decreases because of the limited supply of high quality care in the open market. Thus any short term or long term positive effects of high quality child care will not occur for disadvantaged children (Berrueta-Clement, Schweinhart, Barnett, Epstein, & Weikart, 1984; Karnes, Schwedel, & Williams, 1983; McCartney, 1984; Miller & Bizzell, 1983, 1984).

The question of providing the working poor with quality care still persists. Not only can they least afford the cost of adequate quality care, they do not qualify for subsidized care entitling them to a better chance at higher quality care. The availability of non-subsidized quality care made affordable through sliding scale fees and private subsidies is limited. Also, these families are probably not being targetted for subsidies through work related child care programs. This leads to a situation where children of the working poor probably will end up in the lowest quality programs.

When considering quality child care as a scarce resource, there is the tendency to forget that children in high quality programs experience a warm, nurturing, positive, stimulating environment (Grubb & Lazerson, 1981). Should a positive present experience be recognized as a basic right of children enrolled in care? If this is the case then the greatest economic implication of quality child care derives from society's willingness to maximize the number of children receiving quality care. Several policy changes could help to increase the supply of quality care:

1. Increase the availability of subsidized child care, making quality care a right rather than a privilege. The child care currently being offered in the state supported child care system overall provides higher quality services. Additional funds should be made available to increase the number of programs serving the disadvantaged and working poor. If additional funding is made available to the Alternative Payment Programs as a method of increasing subsidies to eligible families, then additional funds should be made available to the programs administering the Alternative Payment funds to insure that the care provided through this mechanism is quality care.

2. Increase funding to programs who are willing to use it to increase wages and benefits to staff. There are many programs which do not currently receive income support to subsidize their budget. Many of these programs have difficulty sustaining a quality program based on the fees collected from parents. Additional wages and benefits going to staff would increase the likelihood of hiring well qualified staff who would stay on the job for longer periods of time. Quality could be improved if a stable workforce could be employed.

3. Encourage the business community and local government to be involved in increasing the supply of high quality care. Since higher quality programs were related to funding levels higher than parents could afford, other entities should be encouraged to subsidize portions of the budget. If some of the fixed costs such as rent no longer consumed a portion of the budget, the funds saved

could be used to augment personnel costs so that child care personnel could receive higher wages and benefits. This would probably lead to a better trained workforce.

4. Fund local Resource and Referral agencies to create strategic and technical assistance to educate parents and child care providers about the developmental needs of young children. A major condition facing young children is the demand that they achieve the skills which will allow them to succeed in school. These demands lead to situations where parents and providers adopt inappropriate teaching methods in an effort to ready young children for the rigors of school. Since, the R & R's are in a position to provide information to virtually all the child care programs within the state, they could be crucial in demonstrating appropriate child development methods which will encourage children to appropriately develop these skills.

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LICENSED SPACES AS PROPORTION  
OF  
CHILDREN NEEDING DAY CARE  
BY  
COUNCIL DISTRICTS

Council District	CITY SCHOOL SPACES	TOTAL LICENSED SPACES	SPACES PER 100 CHILDREN NEEDING CARE*
I	770	2,885	9
II	234	2,259	12
III	235	3,517	16
IV	329	1,865	9
V	490	3,047	21
VI	672	3,488	15
VII	587	4,371	15
VIII	763	3,733	15
IX	1,911	3,640	14
X	638	3,515	13
XI	199	3,749	24
XII	115	3,989	17
XIII	262	2,106	9
XIV	1,402	2,778	10
XV	972	3,345	12
	9,579	48,257	14

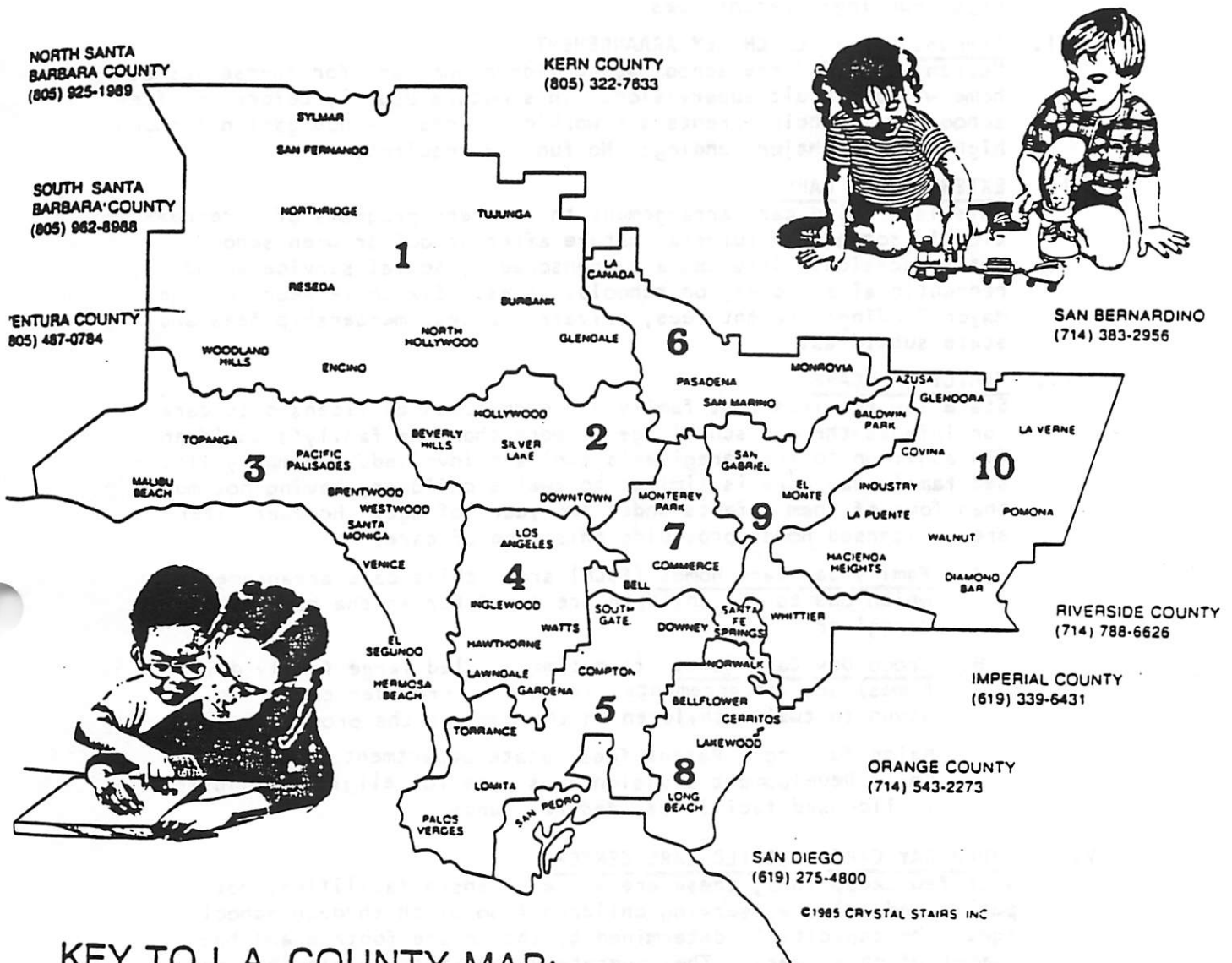
Based on data reported by Crystal Stairs

\* Entries in this column reflect the proportion of "total licensed spaces" in the district to "total children needing care" as shown in Table I.

1986 LATCHKEY FUNDING IN LOS ANGELES COUNTY

Los Angeles Unified School District	\$450,000
Bellflower Unified School District	300,000
Inglewood Unified School District	254,864
Burbank Unified School District	249,352
YWCA of Los Angeles	150,000
YMCA of Metro. L.A./Crenshaw	150,000
YMCA of L.A./Weingart Urban	150,000
L.A. City Recreation & Parks	150,000
Long Beach Unified School District	136,270
Glendale Unified School District	133,000
YMCA of Met. L.A./ E. Valley Br.	121,856
Assistance League of L.A.	117,600
YMCA of Metro. L.A./Gardena Br.	112,250
Para Los Ninos (845 E. 6th St., L.A.)	102,705
Options, A Child Care Agency (Downtown L.A.)	100,000
Garvey School District	100,000
Baldwin Park Unified School District	100,000
Pasadena Unified School District	100,000
Hacienda/La Puente Unified School District	100,000
City of So. El Monte	100,000
City of Santa Fe Springs	100,723
Comprehensive Child Development, Inc.	100,000
Santa Monica/Malibu Unified School District	100,000
Culver City Unified School District	100,000
Southland Community Services	100,000
South Whittier School District	97,242
YMCA of Met. L.A./East L.A.	92,609
San Gabriel Elementary School District	90,000
Claremont Unified School District	90,000
Rosemead School District	90,000
Bassett Unified School District	90,000
Volunteers of America of L.A.	69,720
Lowell Jr. School District	65,129
Neighborhood Youth Association	57,625
Pomona Unified School District	56,509
Comprehensive Child Care Agency	51,421
Doris Marie Evans	50,000
Daisy Child Care Development of Compton	50,000
YMCA of Met. L.A./Mid Valley	46,002
ABC Unified School District	45,942
East Whittier City Elementary School District	39,286
YMCA of Met. L.A./Culver City	36,375
Escalon, Inc.	31,629
Jewish Community Centers Association of L.A.	30,000
Children's Institute International	23,961

# SOUTHERN CALIFORNIA CHILD CARE RESOURCE AND REFERRAL SERVICES



## KEY TO L.A. COUNTY MAP:

- |   |                |
|---|----------------|
| 1. CHILD CARE RESOURCE CENTER (SAN FERNANDO VALLEY) ..... | (818) 781-7099 |
| 2. CHILD, YOUTH & FAMILY SERVICES .....                   | (213) 664-2937 |
| 3. CONNECTIONS FOR CHILDREN .....                         | (213) 395-3605 |
| 4. CRYSTAL STAIRS .....                                   | (213) 673-6390 |
| 5. EQUIPOISE ENDEAVOR .....                               | (213) 537-9016 |
| 6. CHILD CARE INFORMATION SERVICE (PASADENA) .....        | (818) 796-4341 |
| 7. MEXICAN-AMERICAN OPPORTUNITY FOUNDATION .....          | (818) 289-0286 |
| 8. CHILDREN'S HOME SOCIETY .....                          | (213) 543-2273 |
| 9. OPTIONS .....  | (818) 309-9192 |
| 10. CHILD CARE INFORMATION SERVICE (POMONA) .....         | (714) 629-5011 |

## DEFINITIONS OF CHILD DAY CARE SERVICE DELIVERY APPROACHES

- I. IN-HOME CARE: RELATED OR NON-RELATED PERSONS  
In-Home Care is a form of child care provided in the child's home (or home of an immediate relative) by a paid or non-paid relative, friend, sitter, or housekeeper. Ages: Infant through high school. Major Funding: Parent fees.
- II. IN-HOME CARE: LATCH KEY ARRANGEMENT  
"Latch key kids" are school age children who care for themselves at home without adult supervision. This occurs usually before or after school while their parents are working. Ages: Kindergarten through high school. Major Funding: No funding required.
- III. EXTENDED DAY CARE  
This is a child care arrangement that offers programs of a recreational, social, or tutorial nature after school or when school is not in session. Services are sponsored by social service agencies, recreational agencies, or schools. Ages: Six to 14 years of age. Major Funding: Parent fees, private sources, membership fees and state subsidies.
- IV. FAMILY DAY CARE  
State law requires that family day care homes be licensed to care for infants through school age if more than one family's children (in addition to the caregiver's own) are involved. Formally licensed family day care is limited to twelve children, having not more than four of them infants under two years of age. However, there are unlicensed homes providing this type of care.
  - A. Family Day Care Homes (FDCH) are child care arrangements in which one to six children are cared for in the home of the caregiver
  - B. Group Day Care Homes (sometimes called large family day care homes) are arrangements in which a provider cares for seven to twelve children in the home of the provider, with  
Major Funding: Parent fees; State Department of Education Child Development Division subsidies for eligible children in licensed facilities; federal funds.
- V. GROUP DAY CARE or CHILD CARE CENTERS  
With few exceptions, these are state licensed facilities, both public and private, serving children from birth through school age. The capacity is determined by the square footage and the number of caregivers. They operate under state regulations and requirements and are subject to inspection. Most open twelve hours a day, five days a week.
  - A. Infant Day Care Centers (or Infant-Toddler Day Care Centers) provide care for children up to two years and nine months or three years. The licensing requirements provide for a higher ratio of staff to infants. Care tends to be more individualized and is one of the most expensive forms of child care. Major Funding: Parent fees and government subsidies.
  - B. Cooperative Centers are usually non-profit child care arrangements which employ a director or use parent volunteers as staff on a regular rotating basis. Facilities are often located in churches, city parks, recreation areas and social service agencies. Ages served: two to five years. Major Funding: Parent fees and private sources.

- C. Proprietary Facilities are child care arrangements performed for a profit. The centers are owned and operated by a single owner, partnership or corporation. The program is conducted in a facility which is not a residence and which is specifically designed for the purpose of child care. Service is provided half-day, full-day and extended-day five days a week. Serves infants through school age. Major Funding: Parent fees, subsidized alternative child care funding or voucher payments.
- D. Non-Profit Secular and Religious Centers are private, non-profit centers which offer daytime care for children of working parents. Sponsoring organizations may subsidize a portion of the operating costs or give scholarships. The centers may be operated in conjunction with nursery school programs to accommodate employed parents. Ages: Infants through school age. Major Funding: Parent fees, private sources, government subsidies.
- E. College- or University-sponsored Day Care Centers (or Campus Child Care) provide care for children of students, staff and faculty. Sometimes the care is extended to residents of the community in which it is located. Care may be full-day or adjusted to class schedules. Centers may serve as training schools for students enrolled in Child Development classes. Ages: Generally pre-school age. Major Funding: SDE Child Development subsidies, student body or college funds and fees. Also private sources.
- F. Children's Centers (or Child Care Centers, Center-Based Care) Generally these titles refer to facilities which are staffed, equipped and licensed for the purpose of serving subsidized children. Centers have expanded their services to include training for care givers, supervision of family day care homes and in-home care, and specialized services such as counseling and child development classes for parents. They serve infants, toddlers, pre-school and school age children. Major Funding: SDE Child Development Division and other subsidized funding.
- G. High School Parenting and Infant Development Programs (also called School-Age Parenting and Infant Development) Located on or near secondary school campuses, this is a child care arrangement in which child development services are provided for infants and parent education and career development opportunities for their school age parents while the parents finish high school. Ages served: Infants and pre-schoolers. Major Funding: SDE Child Development Division.
- H. Intergenerational Day Care is a form of child care delivery in which older persons serve as aides or perform other support services for child care programs. Ages served: Usually infants through preschool children. Major Funding: SDE Child Development Division.
- I. Employer-Sponsored Child Care may be located at the worksite, or the employer may subsidize care for employees who usually use family day care homes and child care centers. It can be limited to their employees or focused on serving the community in which their office or factory is located. Employer-supported or sponsored child care exists in multiple forms and can provide a benefit service to employees. Ages: Infant to school age. Major Funding: Employers, parents' fees, donations, and government subsidies.

- J. Child Care Consortia gather a group of employers from the private sector and government together for the purpose of providing center care for their employees' preschool children. Infant and toddler care may also be provided. Usually this arrangement requires seed money or donations of facilities or in-kind services from the employer-sponsors. It may also require on-going subsidies from the employers or be totally self-supported by fees paid by users.

## VI. ALTERNATIVE ARRANGEMENTS

- A. Nursery Schools - Many nursery school programs offer day care on an extended day basis - the traditional morning program with added hours to accommodate working parents. Some have full-day summer programs, but many do not operate twelve months a year. They may be operated in a variety of ways - church related, non-profit as well as for profit, government sponsored (Headstart), community agencies such as YM and YWCA and city parks and recreation.
- B. Care for Sick Children - There are both employer-sponsored and hospital-related drop-in centers for mildly-ill children. These may require a pre-registration and advanced notice of use. Some are available for care up to 24 hours and others do not offer evening or night care. Companies also make other arrangements for employees, such as allowing use of employees' sick leave, pay for care in home and medical consultation services.
- C. Summer Day Camps - Although operating only during the summer months and other holiday periods, full-day care is often offered by city parks and recreation departments, youth organizations, and some proprietary child care concerns. These may be located in the neighborhood parks and schools or at a greater distance and in other settings. They are usually self-supporting from parent fees but scholarships may be provided. They generally serve school age children.

## VII. SUPPORT SERVICES

- A. Resource and Referral Agencies or Information & Referral A private company or non-profit agency contracted to provide information to parents concerning child care resources. For other services to parents and providers see chapter on R&Rs.
- B. Vendor/Voucher Programs - A company or government may pay the total or a portion of child care expenses directly or indirectly to the parent or provider. This subsidized care may be based on need and income or be an employee benefit selected from a benefit package.
- C. In-Kind or Donated Support may be offered to any child care facility by any individual or group, employer, government, etc. It may consist of land, building, supplies, equipment, space or services.
- D. Volunteer Workers may be found in any type of child care arrangement. They may be available on a regular basis or for occasional help as aides, storytellers, cooks, drivers, carpenters, builders, plumbers, gardeners, crafts teachers, musicians, foster grandparents, temporary staff or in any other capacity the law will allow.

E. Health Services - The primary health program which is utilized by publicly subsidized child care programs is the Child Health and Disabilities Prevention Program (CHDP). Its purpose is to provide eligible children with a comprehensive health screening in order to identify physical disabilities in children before they become chronic and irreversible damage occurs. The major funding for this is from the State Department of Health. Health services including sick child care may also be offered free or at-cost by private physicians to children in need. This may include mental health services and counseling for parent and child. This service may be arranged through county agencies or on a referral basis.



## THE GOVERNOR'S CHILD CARE TASK FORCE REPORT

This 1985 report focuses on availability, extent of demand, affordability, accessibility and quality of child day care. The quality aspect will be examined in the chapter on Components of Quality Care. The Governor's task force conclusions are presented here in brief and apply to child day care throughout the State of California:

- A. Infant Care (under two or three years of age)  
A Gallup survey commissioned by the task force indicated the preferred mode of care for infants is "in-home care" by a parent or relative. Statewide availability of out-of-home infant care is generally very limited. About one in seven parents currently uses either family day care homes or center based care. One out of four parents would use family day care for an infant and one out of five would use a center, if space was available. Accessibility is also a problem. They concluded that "out-of-home infant care is neither affordable nor accessible."
- B. Preschool Care (older than two and not yet kindergarten age)  
The task force found this to be the predominant type of child care ... most available and accessible. They concluded that affordability was "not a significant issue to the majority of California parents." However, the availability of subsidized preschool care indicated that "the demand exceeds the supply" and the need for more subsidized space continues to grow.
- C. School Age Care (Ages four years and nine months to 14)  
The task force made a distinction between children under ten and those between ten and 14 because they found a broader range of choices available for older school children than for those under ten. They cited self-care, recreational activities and extra curricular activities as alternatives for the older group. The Gallup poll "found that cost was a leading factor for not using out-of-home care for all children... The task force found that factors of economics and demographics within a community are important considerations and that these services can best be assessed on a local basis."<sup>4</sup>
- D. Special Needs Children  
Included in this category were sick children and the disabled. They cited need for respite care to avoid jeopardizing parents' employment and serious repercussions on the family.

STATE DEPARTMENT OF EDUCATION - CHILD DEVELOPMENT DIVISION

The State Department of Education (SDE) has primary responsibility for administering and regulating subsidized child care arrangements. Its Child Development Division lists 14 programs with a total funding of \$270 million as of November 30, 1984, that fall under SDE jurisdiction. The following description of these programs was taken from the 1985 Report to the Governor of California from the Child Care Task Force:

- (1) State Preschool - This is a half-day pre-kindergarten enrichment program for three and four year old children from low-income families. Similar to the federal Headstart program, it cannot be considered as child day care.
- (2) General Child Care - Public Agencies - Operated solely through the school districts and county offices of education, the Infant Day Care and Children's Centers provide subsidized care to 28,000 California children from infants to school age.
- (3) General Child Care Private Agencies - Operated by private agencies such as local community organizations and private, non-profit corporations, these centers provide subsidized care for 10,900 children.
- (4) Title 22, Center-Based Alternative Child Care - In 1976, the Alternative Child Care Program (AB 3059) established this plan to utilize the less restrictive staffing regulations of Title 22 instead of Title 5 to provide lower cost child care alternatives in a center-based setting. The Title 22 ratio was applied to those centers where subsidized children comprised less than 50% of the total enrollment.
- (5) Family Day Care Home (FDCH) - In this program an agency contracts with SDE to oversee several family day care homes. The homes reserve space for children from families eligible for subsidy.
- (6) County Welfare Program - The county welfare department (in Los Angeles County, the Department of Children's Services) acts as contractor to obtain child care services, usually through a vendor/voucher payment arrangement. (Santa Clara County is the only county that operates a child care center.)
- (7) State Migrant Child Care - This center-based subsidized child care is for children whose families have moved at least once during the last twelve months from one district to another for the purpose of securing employment in agriculture. The care is provided in harvest months, usually April to October, for infants and children to age six.
- (8) Special Programs for the Severely Handicapped - Children who, because of their disability, cannot be served in a regular child care program receive care, therapy, youth guidance and there is parental counseling. There are no income eligibility requirements.
- (9) School-Age Parenting and Infant Development - Young parents in junior and senior high school are given parent education and career development while child care is provided.
- (10) Campus Child Care - This program primarily serves children of students enrolled in community colleges, four-year colleges and universities.
- (11) Respite Care - Families who are in need of emergency day care to prevent child abuse or neglect and who cannot be accommodated under other programs may seek short-term respite care, often through a resource and referral agency.

- (12) Resource and Referral (R&R) - The network of R&R agencies is described in detail on pages 34-39.
- (13) Alternative Payment Program - This program helps eligible low-income parents choose suitable care from available community-based providers and arranges for payment of the care. The payment can be made by the vendor directly to the provider or the parent can pay the provider with a voucher. Any legally-operating child care arrangement either licensed or exempt can be used. The provider is reimbursed the full rate charged for non-subsidized parents. Many R&Rs also contract with SDE to administer alternative payments.
- (14) State Preschool Career Incentive Grant - This program provides complete or partial reimbursement to staff providing direct care to subsidized preschool children for completion of college work in early childhood education.

**PERSONNEL QUALIFICATIONS FOR LICENSED CHILD CARE CENTERS UNDER SDSS AND SDE**

<b>Position</b>	<b>Title 22 Requirements (under SDSS)</b>	<b>Title 5 Requirements (under SDE)</b>
<b><u>Teacher</u></b>	<p>Prior to employment applicant must have:</p> <ol style="list-style-type: none"> <li>1) Completed at least six semester units in Early Childhood Education or Child Development (ECE/CD);</li> <li>2) After employment, complete at least two units each semester until the full education requirement of twelve units is met;</li> <li>3) At least six months of work experience in a licensed center or comparable program;</li> <li>4) Optional, California Commission for Teacher Preparation and Licensing (CCTPL) Instructional Permit.</li> </ol>	<p>Must hold a Regular Children's Center Instructional Permit which requires the following:</p> <ol style="list-style-type: none"> <li>1) 24 semester units of coursework in Early Childhood Education/Child Development (ECE/CD);</li> <li>2) 16 semester units of coursework in general education, including at least one course in each of the areas of humanities, social services, math and science and English;</li> <li>3) One of the following:               <ul style="list-style-type: none"> <li>* Two years of experience in an instructional capacity as a paid aide or assistant in a child development program, or</li> <li>* A certificate from a commission-approved field-based assessment system, or</li> <li>* Three years experience as volunteer in an instructional capacity in a child development program, or</li> <li>* A supervised field work course from an accredited institution plus one year of experience in an instructional capacity in a child development program.</li> </ul> </li> </ol>
<b><u>Director</u></b>	<p>Prior to employment applicant must complete one of the following:</p> <ol style="list-style-type: none"> <li>1) High school graduation; 15 semester units in ECE at an accredited college or university; and at least four years teaching in a licensed center or comparable program; (three of the twelve units must be in administration.)</li> <li>2) An AA degree with a major or emphasis in ECE and two years teaching experience in a center;</li> <li>3) A bachelor's degree with major or emphasis in ECE or CD and at least one year teaching experience in licensed center or comparable program;</li> <li>4) A Children's Center Supervisory Permit (see next column for permit requirements)</li> </ol>	<p>Must hold a Regular Children's Center Supervision Permit which requires the following:</p> <ol style="list-style-type: none"> <li>1) Hold a Regular Children's Center Instructional Permit</li> <li>2) Completed twelve semester units in ECE/CD at an advanced level;</li> <li>3) Completed six units of course work in administration and supervision of child development programs;</li> <li>4) Hold a bachelor degree or higher granted by an accredited institution;</li> <li>5) Pass the California Basic Educational Skills Test</li> </ol>

# Finding Good Child Care

The essential questions to ask when seeking quality care for your child.

By Thelma Harris

- 7. The care-giver closely supervises the children, staying near them all the time both indoors and outdoors to insure their safety.
- 8. There is a schedule covering basic care routines and play periods both indoors and outdoors, including some daily planned activities like story time for preschoolers or singing time for babies.
- 9. Children are not forced to join a group because there is always an alternative activity available.

## Optimal staff-child ratios

Family day care—1 adult/5 children, including care-giver's own (no more than two infants under age one)

Day-care centers—1 adult/3-4 infants or toddlers; 1-4/6 two-year-olds; 1-7/8 three-year-olds; 1-8/9 four-year-olds; 1-8/10 five-year-olds; 1-10/12 after-school children.

The total size of the group should be about two times the staff-child ratio.

## Care-givers

1. Care-givers appear energetic and in good physical health, able to keep up with the children.

2. Care-givers are warm, affectionate, and seem to enjoy being with children.

3. Care-givers use a pleasant tone of voice and talk a lot to the children, including babies and toddlers, if they are in the group.

4. Care-givers seem to be easy for you to talk to and work with.

5. Care-givers have had a physical examination within the past two years.

6. Care-givers have good character references. A background check has been made, if required by the state.

7. Care-givers have had some training relating to child care. They continue to learn about children by reading books and articles, taking courses, and/or belonging to a professional organization.

Finding the best possible day-care situation is essential if your child is to thrive while you're away from her. But how can you tell if a center or a day-care home will provide what's necessary for your child's well-being and healthy development?

Fortunately, there are objective criteria you can use to assess the quality of care in the facilities you visit. The checklist below can be used in family day-care homes as well as day-care centers. Make enough copies to fill out one for each home or center you're considering. Before you start, explain to the care-giver or director that you're using the checklist to help you remember what you've seen. (You may wish to leave an extra blank copy for the care-giver to look over later.)

If your child is already in day care, you can use the checklist to evaluate his current situation. Remember, no center or family day-care home is likely to have every characteristic on the list—at least not at first. But by starting and discussing this checklist with your child's care-giver, you can work together to make improvements. The National Association for the Education of Young Children in Washington, D.C., has started an accreditation system for day-care centers that are willing to meet high standards. Ask the centers you visit whether they are involved in the NAEYC accreditation process.

## Instructions for using the checklist

- Plan to visit each facility for at least one hour.
- Complete the checklist during the observation. Write "Y" or "N" in the box to indicate a "yes" or "no" answer. If you wish, jot down notes on a piece of paper to help you remember details.
- Before your visit, arrange for a time to talk with the care-giver for about fifteen minutes. This may have to be during naptime, with a follow-up by telephone.

## Management Policies

- 1. The facility is registered or licensed by the state or another agency.
- 2. Periodic inspections are conducted by the approving agency.
- 3. The operating policies covering fees, hours, illness, vacations, and meals are available to you in writing.
- 4. Information about the program (including discipline methods used, children's schedule of activities, and weekly menus) is available to you in writing.
- 5. You are welcome to come and visit your child and the facility at any time of the day; there is an "open door" policy for parents.
- 6. The care-giver will give you regular reports about how your child is doing.

## General Organization

- 1. The group assigned to a care-giver is small enough so that each child can get personal attention.
- 2. Substitute care-givers who know the children and program are available when the main care-giver is absent.
- 3. The indoor care-giving area is large enough for the group.
- 4. The indoor care-giving area is clearly organized so children know where different activities take place, where they get toys and put them away.
- 5. There are soft, comfortable pieces of furniture and rug areas for the children to relax on.
- 6. The children are taken outdoors to a safe area to play daily, except in very bad weather.

## Health and Nutrition

- 1. Any accident a child has is reported to the parent. Contagious illness in the group is also reported to the parent.
- 2. Telephone numbers are available for reaching parents in an emergency and for contacting a back-up person in case parents can't be reached.
- 3. There is an adequate number of working smoke detectors and a fire extinguisher in the building.
- 4. The outdoor area is protected from animal contamination, including a cover on the sandbox.
- 5. There is a fenced outdoor play area that is cleared of debris and has no poisonous plants.
- 6. Emergency numbers for the fire station, rescue squad, police, poison control, etc., are posted near the telephone.
- 7. There is an emergency exit plan so that the care-giver can get all the children out quickly. The exit plan is practiced monthly.
- 8. Safety restraints and car seats are used anytime a child is being transported.

## Safety

- 1. Safety precautions to prevent accidents include electrical outlets covers, barriers around heaters, and gates near stairs.
- 2. Any substance that is potentially harmful to children is locked away, including cleaning fluids and medicines.
- 3. There is a fenced outdoor play area that is cleared of debris and has no poisonous plants.
- 4. The outdoor area is protected from animal contamination, including a cover on the sandbox.
- 5. There is an adequate number of working smoke detectors and a fire extinguisher in the building.
- 6. Emergency numbers for the fire station, rescue squad, police, poison control, etc., are posted near the telephone.
- 7. There is an emergency exit plan so that the care-giver can get all the children out quickly. The exit plan is practiced monthly.
- 8. Safety restraints and car seats are used anytime a child is being transported.

# Finding Good Child Care (Continued)

- 3. There is a care-giver present who has had a first-aid course, including CPR, within the past two years.
- 4. The care-giver will give a child medicine only with parental permission and exact instructions in writing.
- 5. To prevent spread of germs, care-giver washes hands with warm water and soap after *each* time a diaper is changed or child is toiletted, and before preparing or serving food.
- 6. Wholesome, nutritious meals and snacks are served daily on a suitable schedule.
- 7. If care-giver provides food, weekly menus are posted so parents can see them. The child's eating habits are discussed with the parents, and special needs, like allergies, are met.
- 8. Babies are held while being bottle fed. Babies and toddlers are not put to bed with bottles because it can cause tooth decay and ear infections.
- 9. A suitable nap/rest time is provided, with care-giver supervision, and a cot or bed with clean bedding for each child. Quiet activities are provided for non-nappers.
- 8. Music for listening, singing, and dancing is available, as well as musical toys and instruments. The care-giver sings simple songs with children of all ages.
- 9. Building toys, such as different types of blocks, are available for use. Toy people, cars, and other accessories are added to extend the play.
- 10. Soft toys and dolls, toy dishes, and dress-up clothes are available for pretend play.
- 11. Sand and water play goes on outdoors or, sometimes indoors.
- 12. Infants and toddlers have many age-appropriate toys to use (soft toys, musical toys, balls, and so on). There is enough safe crawling space.
- 13. Challenging materials, such as scissors or toys with many pieces, are introduced with supervision as children are ready for them. A care-giver stays with the children while they use such materials.
- 14. Care-givers change their style of supervision to suit the age and abilities of the child—very close supervision for infants and toddlers, more independence for three- and four-year-olds. (But children are never left unsupervised.)
- 15. Care-givers pay attention to the children and interact with them rather than letting their minds wander by chatting with other care-givers or attending to personal things.

## Emotional Development and Discipline

- 1. Reasonable discipline is maintained through careful supervision, clear limits, age-appropriate explanations, and use of "time out." No spanking or corporal punishment is ever used, nor is harsh discipline such as shouting, shaming, or withholding of food.
- 2. Care-givers avoid conflicts between children by listening and watching carefully so they can step in early before things fall apart.
- 3. Care-givers use praise and attention wisely to encourage cooperation and helpfulness. They call attention to children being good more often than catching them being bad.
- 4. There is a pleasant, generally happy tone in the group much of the day. Care-givers show warmth and affection by smiling, talking to, and hugging children. Infants and toddlers are often held.
- 5. Care-givers are patient when annoying and unanticipated accidents occur such as spills at the table or accidents with toiletting.
- 6. Space is provided for children to play alone or in small groups, protected from the pressure and competition of the other children.
- 7. Care-givers are able to discuss with parents the discipline methods used and are willing to find ways of solving a child's problems.

## Play Activities

- 1. Toys are organized so that they are easy to find and easy to put back; things are kept together that belong together.
- 2. Children—including babies and toddlers—have easy access to some safe toys kept for them on open shelves or in organized boxes.
- 3. Equipment is safe, and there is enough space for active physical play outdoors and, to some degree, indoors for all age groups.
- 4. There are toys and games to build eye-hand coordination, such as grasping toys for infants, nesting cups for toddlers, and puzzles, small building toys, and safe scissors for older children.
- 5. Colorful pictures of everyday things are hung with tape at the child's eye level.
- 6. Children's artwork is displayed where the children can see their own work.
- 7. Easy-to-use art materials like nontoxic crayons, paints, and play dough are provided so children can make their own free designs as soon as they are able.

## Warning Signs of Poor Child Care

Even after you've selected good day care, continue to monitor and observe the care your child receives. The quality of a program can vary greatly over time due to staff turnover or other factors. Here are some danger signals to check on immediately:

1. Parents are not allowed to drop in unannounced at all times of the day. You are required to call before coming to pick up your child at a different time or before visiting.
2. Parents must drop off the child in the office and may not come into the care-giving areas.
3. After several months, your child continues to be unhappy about going to the day-care facility, or your child suddenly becomes unhappy after she seems to have adjusted. This may or may not be a danger signal since children often have problems with separation, but it should be attended to.
4. Your child talks about being afraid of or disliking a particular care-giver, or seems quiet and fearful in her presence.
5. There is frequent staff turnover and you notice unfamiliar people caring for the children when you drop off and pick up your child.
6. The care seems lax and indifferent. You see children being made to wait for long periods of time or left to play unattended indoors or outdoors.
7. Your child has an excessive number of injuries that the care-giver cannot explain adequately.
8. The care-giver's voice or manner seems harsh, rude, or indifferent toward any of the children.
9. There are insufficient toys for the children to play with or few interesting activities to do. Toys may be put on display but not used regularly by the children.
10. When you express any concerns, the care-giver becomes upset or defensive and cannot discuss the matter rationally with you.
11. You feel uneasy about the care, lack confidence in the care-givers, or find yourself worrying about how your child is doing. A visit to spend time with your child and observe what her life in care is like should reassure you. ©

**Thelma Harms, Ph.D.**, an authority on early-childhood programs, is director of curriculum development at the Frank Porter Graham Child Development Center, University of North Carolina at Chapel Hill.

Quality vs Cost

(N = 100 centers, 36 publicly subsidized)

Quality Level	1	2	3	4	
Cost/Child***	\$2308	2721	3123	3300	Group 1,2<3,4
% Spent on Staff***	49.6%	61.8%	64.3%	60.7%	Group 1<group 2-4
Sick Days***	3.0	7.3	8.7	10.0	Group 1< groups 2,3,4
Vacation Days***	6.9	12.6	15.1	15.4	Group 1<group 2-4
Fringe Benefits#***	.61	2.7	5.1	6.3	Group 1,2<3,4; Group 2<4
Teacher Training in Child Development##***	2.5	2.9	3.9	3.8	Group 1,2<3,4
Teacher Hourly Pay Rate*	5.39	6.54	8.09	8.31	Group 1,2<3,4

\* p < .05

\*\*\* p < .001

# Fringe consists of health,dental,vision,maternity,pension,and life insurance. All are rated on an a none, some, or many basis where none = 0 and many = 2. The scores are then added together to achieve a scale from 0-14.

## Child development means formal training in child development. 1=0-12 units in child development; 2=16-40 units; 3=41-AA degree; 4=AA degree in Child Development or related discipline; 5=AA-BA; 6=BA-MA; 7=PhD

**THE NATIONAL LEAGUE OF WOMEN VOTERS AND  
ACTION FOR CHILD CARE**

At the national level the League of Women Voters has called upon its members to participate in action to promote comprehensive quality child care. In 1973 it issued a tract entitled, DAY CARE, WHO NEEDS IT? : MYTHS AND FACTS ABOUT COMPREHENSIVE CHILD CARE.<sup>1</sup> Through this widely distributed publication the League sought to encourage its members and the general public to counteract the misleading propoganda leveled at the "Comprehensive Child and Family Services Act (1972).<sup>2</sup>

We quote from its call to action:

1. You can help our country get a national program of comprehensive day care.
2. You can scotch myths and half-truths wherever you hear them.
3. You can make clear that a comprehensive day care program would serve all sorts of families, not just the poor.
4. You can tell your political leaders loud and often that you need and want quality day care.
5. You can speak realistically about the cost of having such a program and of not having one.
6. You can work with others to foster both community education and action.

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1. LWVUS Education Fund Publication, 1973, Washington, DC
  2. The bill has been passed by both houses of Congress and was awaiting the President's signature. It was vetoed.



**SAMPLE FEES FOR ELIGIBLE FAMILIES  
IN SUBSIDIZED CHILDREN'S CENTERS (LAUSD)**

<b>Mother &amp; 1 Child</b>		<b>Mother &amp; 2 Children</b>	
<b>Income/mo.</b>	<b>Fee/wk</b>	<b>Income/mo</b>	<b>Fee/wk</b>
\$ 770	No fee	\$ 954	No fee
771	\$ 2.50	955	\$ 2.50
1159	20.00	1432	20.00
* 1299	29.00	* 1604	29.00
** 1546	60.00	** 1909	60.00

\* 84% level of the state median income for this size family. Highest entry level for eligible families.

\*\* Highest level for continuance of subsidized care for families of this size. Entry must have been made at a level below the 84% cut-off point. Above this income level parents pay full-cost \$96.05 per week in 1985.

Source: California State Department of Education.  
Child Development Division. Effective Date:  
1/1/85.

**NEED FOR CHILD CARE (PRESCHOOL AND SCHOOL AGE)  
BY COUNCIL DISTRICTS**

Council District	--PRESCHOOL CHILDREN--		---CHILDREN 6 TO 14---		Total Children Needing Care
	Mothers in Workforce	No. of Children	Mothers in Workforce	No. of Children	
I	50	11,800	66	19,410	31,200
II	46	6,760	65	11,670	18,430
III	45	7,220	69	14,710	21,930
IV	48	9,460	65	11,330	20,790
V	51	5,450	65	9,050	14,500
VI	54	8,550	71	14,660	23,210
VII	51	11,870	61	17,570	29,440
VIII	52	10,460	69	14,130	24,590
IX	42	11,170	54	15,390	26,560
X	52	11,530	71	14,910	26,440
XI	42	4,470	61	11,110	15,580
XII	46	7,060	67	16,660	23,720
XIII	50	7,810	65	10,950	18,760
XIV	44	11,540	59	17,360	28,900
XV	43	11,250	60	17,650	28,900
<b>RANGES</b>	<b>42-54</b>		<b>54-71</b>		
<b>TOTALS</b>		<b>136,400</b>		<b>216,560</b>	<b>352,960</b>

Source: Data prepared by Crystal Stairs for Mayor's Advisory Committee on Child Care. (Numbers rounded. Preschool children include infants.)

## **CHILD CARE IN THE CITY OF LOS ANGELES**

### **POLICY AND ACTION POSITIONS**

Adopted by League of Women Voters of Los Angeles, 1986

#### **POLICY**

- I. The rearing of children is a social as well as a parent responsibility. Publicly subsidized child care programs are now a necessary support system for both parents and children.
  - Programs should provide a nurturant, caring environment that will promote the emotional, social, physical, and intellectual well-being of children. They should be available to children in all age groups, and designed to meet their different needs.
  - Programs that are affordable, accessible and of high quality should be available to parents at all income levels who choose to use them. Fees should be on a sliding scale.
  - Government regulations are necessary to ensure high quality of care in these programs.
  - Teachers and those who participate in the care of children should receive salaries that reflect the level of skill and training required for high quality child care.

#### **ACTION**

- II. We encourage and support efforts of the City government to increase the availability of child care and to enhance the quality of child care in the following ways:
  - By promoting the involvement of developers and corporations in expanding the supply of child care facilities.
  - By lobbying the Legislature for increased funding for child care programs.
  - By supporting legislation and regulations that are in the best interest of children.
  - By introducing flexibility in the application of zoning ordinances when this is in the best interest of children.
  - By supplying child care for its own employees.

FUNDING FOR SDE CHILD CARE AND PRESCHOOL PROGRAMS-

Program Name	Approximate Funding (In Millions)	Estimated No. of Children Served at Any One Time. (Based on Average Daily Enrollment)	Average*** Daily Rate
State Preschool	\$ 33.0	19,300	\$ 9.48
General Child Care-Public	130.8	28,000	18.14
General Child Care-Private	44.5	10,900	16.60
Title 22 Center- Based Care	8.5	2,300	15.02
Family Day Care	4.4	1,000	16.19
County Welfare	5.6	N/A	N/A
State Migrant Care	6.2	2,200	16.50
Severely Handicapped	1.1	250	17.34
School-Age Parenting and Infant Development	4.7	1,100 (infants)	N/A
Campus Child Care	5.8**	1,300	16.30
Respite Care	1.0	N/A	N/A
Resource and Referral	6.5	N/A	N/A
Alternative Payment	18.2	4,900	14.49
State Preschool Career Incentive Grant	<u>0.3</u>	N/A	N/A
<b>Total</b>	<b>\$270.6****</b>		

\*Based on data provided by the Child Development Division, SDE.

\*\*Does not include an additional \$3.6 million in post-Proposition 13 bail-out funds available to campuses since it is not clear whether this money is used to provide child care services.

\*\*\*Based on SDE data as of November 30, 1984.

\*\*\*\*Does not include approximately \$6-7 million generated by parent fees.

\*reprinted from the Report to the Governor of California  
from The Child Care Task Force, March 31, 1985