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ABSTRACT

This report describes the organization and function of general child care and development programs, special programs and the State Preschool Program administered by the California State Department of Education. Also examined are the funding sources, eligibility criteria for participation, and program requirements. In addition to child development programs, general child care programs are said to include migrant and campus child development programs, school-age parenting and infant development programs, alternative payment programs, and resource and referral programs. Appendices include a family fee schedule for fiscal year 1981-82, and the field service regions within the Office of Child Development. (JCD)

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# Publicly Subsidized Child Care and Development Programs in California

Prepared by the  
Office of Child Development

CALIFORNIA STATE DEPARTMENT OF EDUCATION  
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## PUBLICLY SUBSIDIZED CHILD CARE AND DEVELOPMENT PROGRAMS IN CALIFORNIA

The primary purpose of publicly subsidized child care and development programs in California is to assist low-income families to obtain and maintain employment. Through these programs families can also provide children with quality early developmental experiences. Such programs are an extension, not a replacement, of the family function.

The Department of Education is committed to providing quality child care and development through the administration of the following:

1. General child care and development programs, utilizing both child development centers and family day care homes and including contracts with county departments of public social services (welfare departments)
2. Migrant child development programs
3. Campus child development programs
4. School-age parenting and infant development programs
5. Alternative payment programs
6. Resource and referral programs
7. Indochinese refugee child care programs
8. State Preschool Program

Commencing with a historical perspective, this document presents an overview of the child care and development programs administered by the State Department of Education.

### Historical Background

Subsidized child care in California began in the Depression years when the Federal Works Project Administration Nursery School Program provided food for children and jobs for unemployed teachers. The beginning of the programs as they exist today, however, started in 1943 with the passage of the Lanham Act. This Act established a federally funded child care program for mothers working in defense industries. In implementing the Lanham Act in California, the Legislature initiated a new approach to child care by placing the administration of a statewide child care program under the State Department of Education. Although not specifically called for in the bill, providing developmental experiences was an underlying principle of the program. After the war a child care center program was continued under state funding.

In 1962 Congress passed social services amendments (Title IV-A) to provide supplemental aid to families with dependent children (AFDC) for families that needed child care. The amendments made it possible for local governments to get three dollars in federal matching funds for every local dollar spent on child care. In California these programs were administered by the State Department of Social Welfare and operated by county welfare departments. Their specific purpose was to provide child care for mothers with low incomes who were engaged in work or training activities. In 1972 these programs were subsequently assigned to the Department of Education for integration under the Comprehensive Child Development Act.

In 1965 the federal government extended sponsorship of child services programs to those with emphasis on child development. Title I of the Elementary and Secondary Education Act made money available to the states to finance compensatory education. In California a statewide compensatory education preschool program was established with the passage of Assembly Bill 1331 in 1965. This program, called the State Preschool Program, was very similar to the federal Headstart Program. In 1965 the Legislature also officially changed the legislative intent for child care services from the "provision of child care" to the "provision of supervision and instruction" and changed "child care centers" to "children's centers." Thus, the concept of "child development" was firmly established.

The California Legislature passed the Child Development Act (Assembly Bill 99) in 1972. This Act consolidated under the auspices of the Superintendent of Public Instruction all state-administered child development programs, including those formerly administered by the State Department of Social Welfare. Passage of the Child Development Act completed the development of the concept that had its origin in World War II--a recognition of the need for child care programs that were more than custodial in nature, with designation of the State Department of Education as the logical administrative agency for these programs.

#### Categories of Child Care and Development Programs

Services offered through the Office of Child Development are focused on children under five years of age. However, extended-day child care services are also provided. The categories of the program administered by the Office of Child Development are general child care and development programs, special programs, and the State Preschool Program.

A. General child care and development programs. The six major child care and development programs currently administered by the State Department of Education are general child development programs (including contracts with county welfare departments); migrant child development programs; campus child development programs; school-age parenting and infant development programs; alternative payment programs; and resource and referral programs:

1. General child development programs. General child development programs utilize a variety of facilities, including child development

centers, family day care homes, and combinations of both. All these programs offer similar services that include, but are not limited to, basic supervision, educational experiences, health services, parent education, staff development, nutrition, and limited social services. Although some care is provided for infants, most programs serve preschool-age and school-age children. These programs are operated by a variety of private, nonprofit agencies and public agencies, such as community-based organizations, offices of county superintendents of schools, school districts, county welfare departments, and cities. Some of these programs are funded in part by federal funds.

2. Migrant child development programs. Migrant child development programs serve children and infants while their parents are employed in fishing, agriculture, or agriculturally related work. The centers are open for varying lengths of time during the year depending upon harvest activities in the area.
  3. Campus child development programs. Campus child development programs are intended primarily to care for the children of students on two-year and four-year college or university campuses. In addition, they frequently serve as training sites for students enrolled in child development programs at the college or university. These programs are much like the general child development programs described previously.
  4. School-age parenting and infant development programs. A number of school districts are funded to establish programs for the children of secondary school-age parents. Located on or near the high school campuses, these programs provide child development services for the infants and parent education and career development opportunities for their school-age parents while the parents finish their high school program.
  5. Alternative payment programs. Alternative payment programs offer an alternative to child care modalities that concentrate on center-based care. The purpose of these programs is to offer an array of day care arrangements that may include in-home care, family day care homes, and child development centers. Payment to the licensed care provider selected by the family is made by the alternative payment agency as a vendor payment to the provider.
  6. Resource and referral programs. Resource and referral programs provide information about available child care to parents and coordinate community resources for parents and child care providers. Resource and referral programs do not provide child care subsidies.
- B. Special programs. In addition to the programs just described, a number of other programs have been designed to meet special needs. They include the Indochinese refugee child care programs, intergenerational child care, the preschool incentive grant, special programs for handicapped children, and the State Preschool Career Incentive Program (SPCIP):



1. Indochinese refugee child care programs

- a. As a result of the Indochina Migration and Refugee Assistance Act of 1975 (Public Law 94-24), the Office of Child Development, through an interagency agreement with the State Department of Social Services, funds agencies to serve Indochinese children who meet eligibility requirements as defined in the State Department of Education's Child Development Guidelines.
- b. Programs for Indochinese children must adhere to all applicable federal child care regulations. Indochinese refugee child care programs have the same requirements as general child development programs. This program type serves eligible children of Indochinese refugees from Vietnam, Cambodia, and Laos. An additional qualification is the intent that Indochinese refugee children be fully integrated into a program that serves children from various ethnic backgrounds. Eligibility requirements differ from the requirements for other child development programs in that the refugee must possess a Form I-94 issued by the Immigration and Naturalization Service. This form must indicate that the refugee either has been paroled into the United States or has been granted volunteer departure status.

2. Intergenerational child care

- a. Studies have shown that the life-styles of older people often result in greatly diminished contact between the elderly and children and that older people often lack opportunities for meaningful involvement in community activities. In recognition of these findings, the Intergenerational Child Care Act of 1979 was passed in California to bring older people together with children in a child care program for their mutual benefit.
- b. The Office of Child Development conducted a competitive application process open to private, nonprofit agencies and public agencies or corporations. Funds were allocated to only two agencies, one in San Francisco and one in Los Angeles, to establish experimental intergenerational child care center projects. These two programs will be considered pilot projects to develop effective models for utilizing senior citizens in child care programs and to disseminate ideas and resources. Initial funding was \$192,000 for both programs for fiscal year 1979-80.

3. State Preschool Incentive Grant Program

- a. The intent of Public Law 94-142, the Education for All Handicapped Children Act, was to ensure that all handicapped children have available to them a free, appropriate public education and related services designed to meet their unique needs; ensure that the rights of handicapped children and their parents or guardians are protected; assist states and localities to provide for the education of all handicapped children; and assess and ensure the effectiveness of efforts to educate handicapped children.



- b. Public Law 94-142 funds are provided to the State Department of Education, Office of Special Education, under a grant award system in response to and approval of an application submitted to the federal government. A portion of the State Preschool Incentive Grant Program funds is subsequently assigned to the Office of Child Development for allocation to nonpublic school programs that are providing subsidized child development programs. As a compliance check, the Office of Child Development must determine that preschool incentive grant funds are used only as a supplement to other funding sources. Children served are handicapped and range from infancy to four years and nine months of age.

4. Special programs for handicapped children.

- a. These programs were originally funded by Title IV-A funds administered by county welfare departments. The advent of the Child Development Act of 1972 transferred all programs formerly administered by the State Department of Social Welfare to the State Department of Education.
- b. For three years the funds were administered by the Office of Special Education. The Office of Child Development is currently conducting an intensive fiscal and programmatic review of these programs to determine total funding and expenditures, handicapping conditions of enrollees, ages served, programs provided, fees charged, staff qualifications, and other pertinent information. Staff members in the Office of Special Education are assisting in this survey, which will include recommendations for future administration.

5. State Preschool Career Incentive Program

- a. The State Preschool Career Incentive Program is unique in that it serves college students who are employed as aides or teachers (or both) in the State Preschool Program. It provides funds for persons who want or need college credits for permits or credentials for child development programs.
- b. Reimbursement from the State Department of Education is made for the exact amount of tuition charged for units completed by each student as well as the cost of books. For participants enrolled in a four-year college, a maximum of \$350 per fiscal year is paid; for participants in a community college, a maximum of \$90 per fiscal year is paid.

- C. State Preschool Program. The State Preschool Program is a part-day educational program for prekindergarten children aged three years to four years, nine months, from low-income families. The program emphasizes parent education and parent involvement, and includes health, nutrition, social services, and staff development components in addition to basic preschool educational activities. The State Preschool Program is state-funded and is administered by the Department of Education in one of two

ways. Either the Office of Child Development contracts with private agencies and offices of county superintendents of schools to provide programs or the Consolidated Application Program Division administers programs operated by school districts.

### Funding of Child Care and Development Programs

A combination of federal, state, and locally generated funds currently support child care and development programs. The federal funds available for child development services come through an interagency agreement with the State Department of Social Services, the state's Title XX agency. Applicable regulations for each program type are determined by funding source. Financial support for child care and development programs administered by the State Department of Education for fiscal year 1980-81 amounted to \$212.7 million from a mix of state and federal funding. Funding information is summarized in Table 1.

Assembly Bill 1288/77 required the State Department of Education to develop a new child care reimbursement system. The Average Daily Enrollment (a.d.e.) Child Care Reimbursement System was implemented in fiscal year 1978-79. Reimbursement under the a.d.e. system is based on the maintenance of a minimum a.d.e. level for each agency.

The costs of child care and development programs vary according to the different needs of the families served and the economic conditions prevailing in the community. The state reimburses each agency for services provided at actual cost or at the statutorily set maximum reimbursement rate, whichever is less. Personnel costs, which tend to vary from community to community and from agency to agency, account for the largest single cost component in child care and development programs. Agencies are awarded contracts to provide specified child care and development services after a competitive application process has been conducted. This process is briefly described in the following section.

### Applications for Child Care and Development Program Funds

Whenever new funds become available, applications for funds for child care and development programs are opened to all public or private agencies or corporations interested in operating a subsidized child development program. A declaration of intent in the form of a letter initiates the application process.

When funding becomes available, applications are sent to currently funded agencies as well as to agencies that have submitted letters of intent or have contacted the Office of Child Development. The application opportunity is also publicized in various newspapers and newsletters. Those agencies or groups submitting applications are eligible to participate in the competitive process.

TABLE 1

Funding of Child Care and Development Programs Administered  
by the Department of Education's Office of Child Development  
Fiscal Year 1980-81

Program	Amount budgeted <sup>1</sup> (in millions)	Source of funds
General child care and development programs (including child development centers and family day care homes administered by private and public agencies) <sup>2</sup>	\$151.1	Title XX General fund
Alternative child care programs	26.6	General fund
Campus child development programs <sup>4</sup>	11.9	General fund
School-age parenting and infant development programs	3.7	General fund
Migrant child development programs	4.9	General fund ESEA, Title I
Special programs for handicapped	0.6	General fund
Indochinese refugee child care programs	1.6	Federal
Intergenerational child care	0.2	General fund
State Preschool Program (non-school district) <sup>6</sup>	12.1	General fund
Total	\$212.7	

Source: The 1980 Budget Act, adjusted for inflation, per Senate Bill 863 (Chapter 798, Statutes of 1980).

<sup>1</sup>Does not include allocations made as a result of the passage of Senate Bill 863 (Chapter 798 of the Statutes of 1980) and does not include rent allowances of \$344,944.

<sup>2</sup>Includes county welfare departments, school districts, and offices of county superintendents of schools as well as private agencies.

<sup>3</sup>Includes alternative payment and resource and referral programs. Senate Bill 863 (Chapter 798 of the Statutes of 1980) eliminated this distinct program category. Center-based programs and family child care homes were moved under the general child development programs category, and alternative payment and resource and referral programs became distinct program categories. However, the Governor's Budget still budgets money for the four program types as shown. It should also be noted that the budget amount shown includes \$99,000 for "search and serve" in resource and referral programs.

<sup>4</sup>Includes \$8.0 million campus child care tax bailout.

<sup>5</sup>Pending additional \$1.5 million in ESEA, Title I, funds.

<sup>6</sup>Another \$16.4 million is used elsewhere in the Department of Education to provide state preschool programs in school districts.

Applications received in the Office of Child Development undergo intensive review. The application form itself is designed to give a comprehensive picture of the applicant agency, the identified needs, and local resources. A system of evaluation has been established that enables the reviewing staff to rank the applications. Each applicant submits a detailed projected budget. The highest scoring applications receive an applicant interview.

A formal contractual agreement between the Office of Child Development and the selected agency is entered into shortly after selection for funding. The agency then is empowered to make fiscal commitments and claim for reimbursement from the state according to the funding regulations and guidelines issued to them.

### Eligibility for Child Care and Development Services

Families may be found eligible for child care and development services if:

1. They receive income through AFDC, Supplemental Security Income, or the State Supplemental Program.
2. Their gross family income in relation to family size meets eligibility criteria established by the fee schedule (see Appendix A).
3. The family was referred by a legal, medical, or social service agency because of abuse or neglect or risk of abuse or neglect.

The family must also be found to need child development services because of one of the following:

1. Lack of employment
2. Search for employment
3. Vocational training
4. Incapacity of parents
5. Need for protection from abuse or neglect

The typical family served is composed of two children and one parent who is employed in a low-income job. All programs must maintain a waiting list for enrollment. Waiting times for enrollment average six months to a year. The top priority for enrollment is given to children who are abused or neglected or who are at risk of abuse or neglect as determined by the county welfare department or another social service agency. Second priority goes to children of one-parent or two-parent low-income families in which one parent or both parents are working.

During fiscal year 1980-81, a total of 49,937 full-time-equivalent children will have been served by the various child care and development programs, and 19,300 children will have been served by the State Preschool Program.

## Child Care and Development Program Requirements

Program guidelines and regulations specify eligibility criteria, enrollment priority, and fees to be assessed based on a family's size and income. The state prescribes standardized attendance accounting and reporting procedures.

All child care and development programs administered by the Department of Education provide a comprehensive range of developmental experiences for the children enrolled in these programs. In carrying out its responsibilities under the Child Development Act, the Department requires each public and private agency with which it contracts to include the following:

1. Education development
2. Special needs
  - a. Instruction for limited-English-speaking and non-English-speaking children
  - b. Multicultural awareness
  - c. Care and development for handicapped children
3. Health services
4. Nutrition services
5. Social services
6. Parent education
7. Staff development

The primary function of the Office of Child Development is providing technical assistance in the various program areas. The administrative structure of the office is described in the following section.

### Responsibilities and Organization of the Office of Child Development

Child care and development programs are administered within the Department by the Office of Child Development. Among specific responsibilities assigned by the Education Code are:

1. Adoption of rules and regulations pursuant to the administration of child development services (Education Code sections 8260 and 8261 provide, however, that all regulations applicable to the disbursement of Title XX funds shall be compatible with federal regulations.)
2. Development and coordination of resources, provision of technical assistance, and program monitoring (Education Code Section 8260)

3. Delivery of child development services through contracts with local agencies (Education Code Section 8262)
4. Licensure, under agreement with the Department of Social Services, a state agency, for community care licensing, of all facilities under contract with the Department of Education for the provision of child development services (Education Code Section 8262)
5. Apportionment of state support for child development programs (Education Code sections 8265, 8268, 8269).

The Office of Child Development is managed by the Director, who is responsible to the Chief, Division of Child Development and Nutrition Services. The Office is organized into the Field Services Section, the Compliance Section, and the Planning and Development Section. The organizational structure of the Office of Child Development is presented in Figure 1.

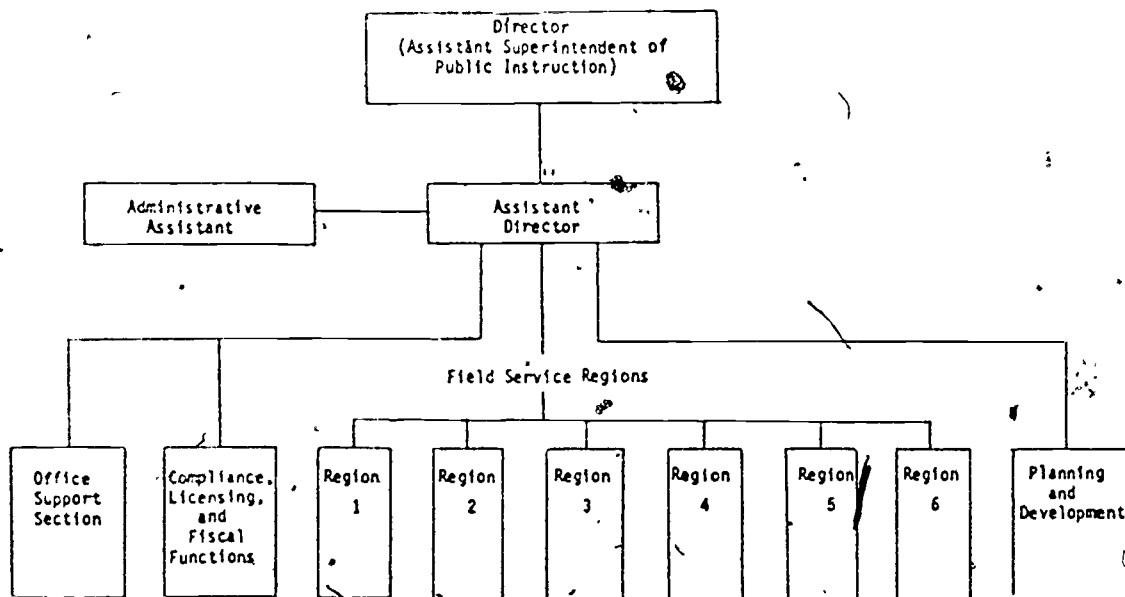


Fig. 1. Organizational structure of the Office of Child Development

The six field service regions cover the state. Each regional team is headed by an administrator who reports directly to the Assistant Director. A map detailing the geographic boundaries of each region can be found in Appendix B. The field service regional teams are the primary contacts with each of the provider agencies and are responsible for professional and management assistance to local agencies. They also provide assistance with program development and resource identification directed to resolving local problems and needs.

The Compliance Section is responsible for compliance reviews directed to ensuring that local agencies are adhering to all applicable rules and regulations and the requirements of a contract. This section also receives and processes the monthly and quarterly fiscal reimbursement claims submitted by all agencies and apportions to them the monies earned. All the fiscal processes and functions, including the monitoring of state operations monies and the allocation of local assistance funds, are conducted by staff members in this section. Finally, the Department of Social Services, Facility Licensing Division, delegates to the Office of Child Development, by means of an interagency agreement, the responsibility for licensing all child care facilities where appropriate. Staff members from this section conduct licensing reviews throughout the state and issue licenses.

The Planning and Development Section is responsible for the formulation of regulations, guidelines, and interagency agreements as well as the development of the Department of Education State Plan for Child Development Programs in California. This section provides staff support for office management, for the field service teams, and for the Compliance Section. The Planning and Development Section staff members also develop the necessary frameworks within which all legislative and regulatory efforts are directed.



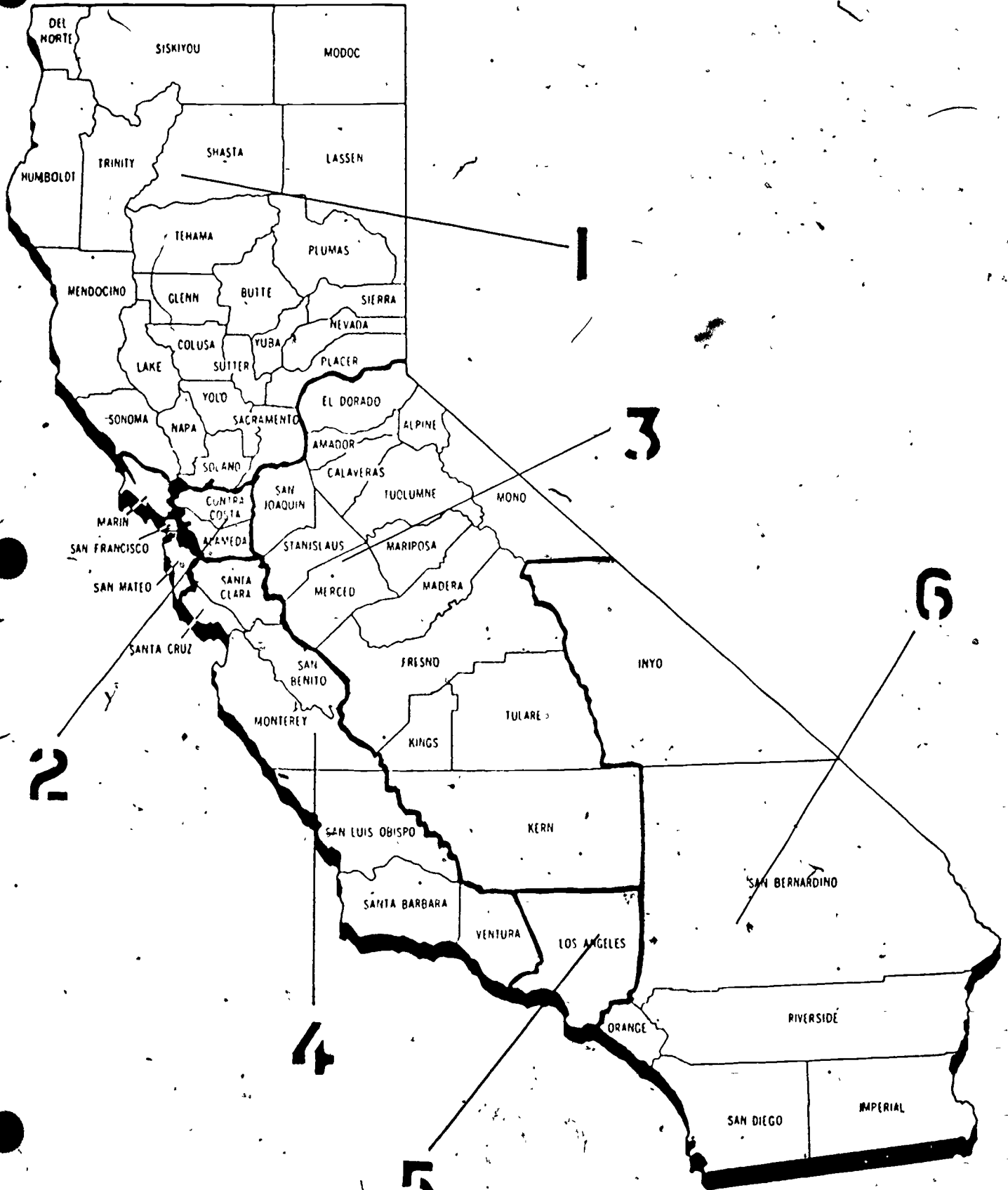


### PARENT FEE SCHEDULE INSTRUCTIONS

1. Select from columns 1 through 12 the column appropriate for family size.
2. Locate monthly family income in that column.
3. If family income is lower than the first figure entered in the column, no fee is charged. Also, no fee is charged for families that are receiving AFDC or SSI/SSP or is a situation in which child care services are directed toward a goal of protection.
4. If family income is equal to or more than the figure at the top of the income column selected in accordance with the family size, a fee is assessed which corresponds to the rate in the right-hand or left-hand margin.
5. To find the fee, separate with a ruler the upper and lower figures between which the family's income falls. For example, a family of four has income of \$1,050. That income is greater than \$1,046 but is less than \$1,073. Place a ruler between \$1,046 and \$1,073. The correct fee is read as .23 or .45 depending upon whether the child is receiving full-time or part-time care. For county welfare departments, the hourly fee of .05 appears in the right-hand margin.
6. This fee schedule ranges from 50 percent to 115 percent of the state median income, as determined by the Secretary of the Department of Health and Human Services for the 1981-82 program year. However, only families whose incomes as of the date of application are at or below 84 percent of the state median income may be certificated for service. The 84 percent level for families ranging in size from one to 12 members is shown on the front of this form at line 27 (underlined) and at the bottom.  
  
Families once admitted to service may continue until income exceeds 115 percent of the state median income. The bottom entry in each of the 12 columns equals 115 percent of the state median income.
7. The fee assessed is a family fee. Families with multiple children in care pay only for the child who is cared for the greatest number of hours.

APPENDIX B

The Six Field Service Regions Within the Office of Child Development



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