



The League of Women Voters of Dane County, Inc.

**AN OUNCE OF PREVENTION**  
**Quality Early Care and Education for Dane County**

February 2008



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## Chapter 1

# The Case for Early Care and Education

The research is published and the facts are in! Babies' brains come loaded with millions of neurons which spark with new synapses from the day of birth. No longer do scientists regard the infant's view of the world as "one great blooming, buzzing confusion," a belief perpetuated famously by psychologist William James way back in 1890, a notion that held for nearly a century! On the contrary, "that kid over there with one sock missing and smashed peas all over his face is actually a formidable presence, in possession of keen powers of observation, acute emotional sensitivity and an impressive arsenal of deductive powers."<sup>1</sup>

Researchers have discovered new ways to assess our youngest humans that lend to a much better understanding of what babies are experiencing even though these infants can't communicate verbally. Researchers have fine-tuned their observation skills. They look for consistent baby responses to various stimuli and record their bodily reactions and facial expressions in great detail. Scientists have added EEG's recently along with laser eye tracking. In the near future, they will use MRI scans to look deeper inside the brain.

In these highly structured experiments, babies display emotions as sophisticated as jealousy. One of the earliest emotions that seem hardwired into babies' brains is empathy. They often cry along with another crying baby and most of them understand the emotions exhibited in the faces around them earlier than six months of age. By the time they reach one year old, they become gaze followers, determining the intent of people around them by watching their eyes.<sup>2</sup>

As a result of this new knowledge, pediatricians, early care and education teachers and parents will now be able to track social, emotional and physical development which may help them *to* discover disorders such as autism very early. Infants may be helped if they can be guided to develop the critical powers of observation and emotional engagement now considered necessary for normal development, staving off costly needs in the futures. "The brain is a complex and highly integrated organ that is composed of a myriad number of circuits that involve extensive connections among neurons...."<sup>3</sup> Brains are built over a long period of time through the continuous and repeated interaction of genetics and experience. Basic circuits are developed first and they form the foundation for more complex circuits. It makes sense to promote the development of sturdy brain architecture that will provide the strong foundation for the child's intellectual and social development. Some experts conclude that 85% of a child's intellect and personality is formed by age five.<sup>4</sup>

Dr. James J. Heckman, Ph.D. a distinguished professor of economics at the University of Illinois started his research by investigating the economic returns of job training programs for steelworkers but he then made a surprising change in his focus. He discovered that investing in the very young had a much bigger impact on the lives of people and, on a purely economic basis, gave the best return on that investment. He also put forth the thesis that young children need help with social/emotional

development as well as intellectual development. Learning starts in infancy says Dr. Heckman and he adds: "The later in life we attempt to repair early deficits, the costlier the remediation becomes."<sup>5</sup> He also came to the conclusion that the **social skills** young children learned in the early years set a pattern for acquiring life skills later on. "Early learning begets later learning and early success breeds later success."<sup>6</sup>

What are the implications for early childhood care and education? The importance of childhood experiences in the early years has always been regarded as a factor in educational success but now that message comes with **research-based** information making it more powerful and motivating. Using this new information, three well-known programs with at-risk children of poverty show valuable benefits for the children involved and for society.

These three studies: High/Scope Perry Preschool Project, Abecedarian Project and Chicago Child-Parent Centers have been extensively analyzed. The first program began in Ypsilanti, Michigan in 1962 with 123 randomly selected children ages 3 and 4. The children attended a half-day during the school year. The second program with 111 children randomly selected was started in Chapel Hill, North Carolina in 1972 for children from 6 weeks to 5 years of age. Sessions were held for a full day all year round. The largest program was initiated in 1985 in Chicago, Illinois. 1539 children, starting at age three, were enrolled for a half day during the school year.<sup>7</sup>

These three programs had some common assets such as small class sizes, well-compensated and educated teachers, curriculum that benefited the whole child, and parent education either on site or with home visits. All of them showed positive outcomes for the children:

- Increased cognitive abilities and educational attainment
- Improved social behavior
- Increased employment and earnings (providing increased tax revenues)
- Decreases in each of the following: special education needs, social services required, crime costs and health care costs.

Considering the results from the longitudinal studies of these programs, researchers determined that the return on each \$1 invested in these childhood programs was anywhere from \$3 to \$17.<sup>8</sup>

These numbers have not been lost on policy makers (although a substantial investment for the short term with long term results seems beyond the limits of most governmental budgets!). However, business leaders are stepping up to the challenge because such handsome returns on investments make sense to them. They know that business thrives when it invests for the long term! Investing in human capital is necessary for **economic development**. Putting early childhood education in the genre of economic development adds a new twist to this concept which alerts the business community. This awakening might strengthen the political will of government officials.

When *the* Federal Reserve Bank of Minneapolis published an extensive report on economic development featuring the three aforementioned studies, the authors made a rather startling proposal after insisting

that investing in Early Childhood Development (We will use the now accepted name: Early Care and Education or ECE) provides the highest returns for the money invested. They compared the positive results from these well-educated children to the financial gains possible from building and upgrading sports stadiums that were currently being reviewed by lawmakers. "Can new stadiums offer a comparable public return on investment as an ECE? How does a new stadium reduce crime, increase earnings and potentially break the chain of poverty?"<sup>9</sup> Then they proposed establishing a foundation for ECE with the \$1 billion it would take to build the stadiums. They argued that these new monies, if added to the Minnesota early childhood programs already in place, would allow ECE programs to be available to all low income children. The benefits to society would be huge.<sup>10</sup>

The report of the Brookings Institution goes a step further. Citing a study by William T. Gormley, Jr. and others, the authors found strong gains across all income classes for children enrolled in Oklahoma's universal preschool program. Similar findings have recently been reported in a study by W. Steven Barnett, Cynthia Lamy, and Kwanghee Jung at the National Institute for Early Education when they evaluated preschool programs in Michigan, New Jersey, Oklahoma, South Carolina, and West Virginia. The Brookings Institution report used the possible gain in GDP (Gross Domestic Product) as an indicator of the return on the investment in Early Care and Education for ALL children. They concluded that the growth in the GDP would be substantial (1.34% to 4.02% which translates into billions of dollars) even when using the low estimate, so the investment would be well worth the tax dollars spent. However, this report cautions: "Because most of these benefits are longer-term while the costs of mounting the programs are more immediate, the political system tends to be biased against making such investments. However, any business that operated in this way would likely fail to succeed."<sup>11</sup>

Ellen Galinsky of the Families and Work Institute prepared a report for the Committee for Economic Development (CED is an independent, non-profit, non-partisan, public policy research organization based in Washington, D.C.) in February of 2006 in which she cited the work of leading scientists convened by the Institute of Medicine and the National Research Council of the National Academy of Sciences. These scientists spent more than two years reviewing and evaluating the relevant research focused on the same three longitudinal studies: High/Scope Perry Preschool Project, Abecedarian Project, and Chicago Child-Parent Centers. After thoroughly explaining each of these interventions with the basic principles: 1) They began early at least by age three, 2) they had well-educated, well-trained and well-compensated teachers, 3) They maintained small class sizes and 4) they were intensive programs designed to meet the needs of the population they served, the researchers summarized that ALL children would benefit from good quality early childhood programs.<sup>12</sup> "So the societal question we face is: will we heed the neurobiological findings – that it's better to get it right the first time than to try to fix it later?"<sup>13</sup> (We will discuss what it means to "fix it later" in human service expenditures in Dane County in another section of the report.)

Leaders in Madison and Dane County are aware of this important topic. The issue of "pay now or pay later" was addressed in the *In Business* magazine, February 2006. Jennifer Smith writes: "Studies are coming out almost weekly emphasizing the return on investment for early childhood education, with

estimates ranging from \$1.37 through \$17 savings for each dollar invested (depending on how the studies are conducted). Businesses are beginning to agree that this is a great investment." She quotes James Heckman from the Wall Street Journal who wrote: "It's a rare public policy initiative that promotes fairness and social justice and, at the same time, promotes productivity in the economy and in society at large."<sup>14</sup>

Economist Dennis Winters, vice president and director of Research at NorthStar Economics in Madison, reports that investing in youngsters age 4 and younger yields huge payoffs as students who are better prepared to enter school will be more successful all the way through school and later in their lives as productive adults. Wisconsin now lags behind other states in college graduates and personal per-capita income. Slow economic growth leads to a decreased tax base, budget deficits, fewer public services as well as reduction in school funding. Winters believes Wisconsin's financially struggling school districts can save money by investing in pre-kindergarten. Milwaukee could save 76 cents for every dollar invested in kindergarten for 4-year-olds.<sup>15</sup>

Lt. Governor Barbara Lawton agrees that this issue is critical to Wisconsin's economic future. At the Embracing Diversity for Children and Families Conference in Milwaukee, she spoke to leaders in government, business and education. "We have to think what we are doing here in the development of human capital and we have to do it from the beginning. Biologically and economically, we need to make this investment now." The Lt. Governor added "Access to affordable, high-quality early childhood care and education is essential for working families and moms who are striving to realize their full economic potential.... Providing such access not only helps families participate at a higher level in the workforce; it saves all taxpayers money in government programming."<sup>16</sup>

According to professors Authur Reynolds and Judy Temple, other programs funded by the government are not nearly as effective as the proven returns on early childhood education.

- Small class sizes from kindergarten through 3rd grade are associated with increased school achievement but impacts *are* not large or enduring.
- Benefits from remedial education are inconsistent or short lived.
- Delinquency and dropout prevention programs are weak in effectiveness.
- Grade retention is usually associated with lower levels of achievement.

All the studies show that getting it right in the first place with very young children has the biggest pay-off to the children and to society.<sup>17</sup>

Remember the quotation: "Pay now or pay later?" Right now, in Dane County we are paying later with many human services and programs, spending millions of dollars after human problems develop, helping people to get back on their feet, intervening when state laws mandate that we must to protect children and families. The taxpayers of Dane County can't even fund all the programs and support needed by the people suffering from mental illnesses or by those who abuse alcohol and other drugs. Dysfunctional families with children in danger of physical and mental abuse take another large chunk of taxpayer dollars. These programs cost taxpayers approximately \$73 million in 2007.<sup>18</sup>

At the Job Center on Aberg Avenue in Madison, the county and state spend about \$18 million annually on programs to help people get jobs and, more importantly, to determine the eligibility of people in poverty in Dane County for state funds they need to help them with their basic needs – food, housing, child care (Wisconsin Shares) and medical insurance. Since we have a poverty rate in this wealthy county of at least 10%,<sup>19</sup> this revenue stream through the state to support low income citizens in Dane County amounts to almost \$200 million including the W-2 program. Medicaid alone costs state taxpayers over \$100 million. With state and county revenue combined, the expenditures to support people in need are creeping up to \$300 million in Dane County. If we add expenses for our jail and justice system which are overloaded here in Dane County, the number would soar to almost \$340 million (using the outside maximum figure).<sup>20</sup> It would be ridiculous to say that good quality early education and care could eradicate these expenses but suppose it could save 10% of these costs!! That would amount to almost \$34 million dollars that could be invested in education for all ages but especially in the early years when human beings are the most impressionable. With the federal, state and county having to provide so much tax money to take care of problems occurring now, it is understandable that investing in the long term is very challenging even when the evidence for eventual savings is overwhelming.

The Committee for Economic Development (CED), the national research organization mentioned earlier, touts the benefits of early childhood education in increased productivity through a better skilled work force and tax savings in corrective social programs, but it concludes that to finance this endeavor completely would take a collaboration of government at all levels and private sector financing. The CED suggests that, with some funding mechanisms already in place at both the federal and state level, (Head Start, No Child Left Behind) and many school districts already involved with preschool programs, the next step would be to look at other broad social programs to see how they are funded. Public/private partnerships emerge as necessary funding models in Social Security, housing and higher education. Parents might have to continue giving their financial support by paying fees and tuition as high as they do now. Vouchers and grants could then be awarded to low income parents using housing programs as the model. The private sector might help with public monies seeding foundations or endowments dedicated to early childhood education. Employers might be asked to contribute as well with related tax deductions. The idea is to think very broadly about all the possibilities. A majority of Americans and more than 80% of the business leaders support public investment in high-quality preschool, but few states have anted up for this program for ALL three and four-year-old children.” As America continues to waste its education dollars on the correction of past failures, getting it right from the start would leverage all other education investments.”<sup>21</sup>

In July 2006 the state of Illinois with the leadership of Governor Blagojevich passed a bill called “Preschool for All” which directed revenue to offer high quality preschool to all three- and four-year-olds whose parents want to participate. This new revenue source also funds an infant-toddler program for at-risk babies. The State of Illinois already had some good programs in place and was further encouraged by the advocacy of private nonprofits such as the Ounce of Prevention Fund. A close look at

the viability for this legislation shows a collaboration of public/private stakeholders making it possible to build on research-based programs already available and working in Illinois.<sup>22</sup>

Over and over the evidence is so convincing that this society must pay attention to its youngest citizens and invest in their early education and in the families that love and support them. Whether we consider preventing juvenile delinquency or reducing teen pregnancy or reducing truancy, (all of which keep young people from graduating from high school), or we refer to skilled and educated work force or to stronger families in the future, early care and education is proven to be the best way to achieve these positive results. It is the wisest investment of tax dollars that can be determined by economists, business leaders and some government officials for future economic development. Many community leaders are getting on board but the leadership and driving force must come from the government at all levels.

## **Chapter 2**

# **Examining Early Care and Education in Dane County**



## Introduction

The National Association of Child Care Resource and Referral Agencies based in Washington, DC has issued a state report card in 2006 revealing that states fall far short of meeting basic requirements needed to protect the health and safety of children in child care and to promote their school readiness. Out of 150 points awarded as the top score, the highest scores given to any state were 90 to 82. Both our neighboring states, Illinois and Minnesota, scored in the top group. Wisconsin ranked 24th with a score of 73 although Wisconsin ranked higher in the category of standards than it did in the category of oversight.<sup>23</sup>

Closer to home here in Dane County where 70% of families are using day care, newspaper reporters have written some unsettling news lately because of the deaths of two infants. On September 23rd, Chris Rickert reported in the *Wisconsin State Journal* that there is a shortage of licensed child care facilities in Dane County. Unregulated day care like the one where one infant died, is used by many parents because of the availability and cost of regulated care (certified and licensed). Unregulated day care can be half the price of regulated care, although the amount varies widely throughout the county. The reporter wrote that, although some unregulated care can be satisfactory, there is no oversight for these day care providers and the oversight agencies don't even know how many children are served in this type of care. Certified day cares have standards to meet and they are inspected at least once a year. Licensed day cares have even higher standards applied to them.<sup>24</sup>

The three longitudinal studies cited above in Chapter 1 emphasize the importance of well-educated, well-compensated teachers. In another newspaper article, in *The Capital Times*, the headline was "Child care workers slip in education, wages." Using the 2000 census figures, it was reported that only 18 percent of early childhood educators in Wisconsin had a four-year college degree down from 32 percent reported in 1980. Madison had only 16 percent of child care workers with a college education. Of course, these educators are grossly underpaid as well.<sup>25</sup> The result is a very high turnover which is hard on little children who need to build relationships that are nurturing and reliable. Higher levels of education translate into better quality programs for children. Better wages and benefits mean a more stable environment with fewer educators leaving their jobs. One of the standards in the longitudinal studies was well-educated, well-compensated teachers so, even though Madison has accredited day cares, our community still needs to improve on this standard overall.

Do the leaders in Dane County have the political will to work for high quality early care and education for all children before they enter kindergarten? Before we can consider this possibility, we must understand the current status of ECE in Dane County. In the pages that follow, the statistics gathered for this report give a full exposé of ECE in Dane County. Using statistics and demographics, we will show the strengths and some serious weaknesses in the availability of high quality early care and education.

## The Policies and Numbers Behind Early Care and Education in Dane County

There are four levels of regulated day care in the state of Wisconsin:

1. provisionally certified
2. certified by a county or a tribe
3. licensed by the state
4. accredited nationally or by the city of Madison

Family day care centers are allowed to practice under one of the four levels; group day care centers must be licensed and may be accredited. A family day care provider may care for up to three children without being regulated. Provisional day care has the fewest requirements, followed by certified. The gold standard is to be accredited either by the National Association for the Education of Young Children (NAEYC) organization or, if a center is within the City of Madison, by either NAEYC or the City Day Care Unit (Madison accredited). Certification is under the supervision of the state's Department of Work Force Development and delegated to counties and tribes. Licensing for family and center care is done by the state Department of Health and Family Services.

There are pages of requirements to be fulfilled to become certified (Department of Workforce Development, Chapter 55) or licensed (Wisconsin Administrative Code (HFS 45 and 46)). The only training requirement for being provisionally certified is that care providers for children under one year of age receive training in the most current medically accepted methods of preventing Sudden Infant Death Syndrome and Shaken Baby Syndrome. A certified provider needs to have completed 15 hours of child care training.

**The state's Children and Family Department was created as part of the 2007-2008 state budget. It is to be established by July 1, 2008. With its establishment all supervision of child care and education will be under its jurisdiction**

Community Coordinated Child Care (4-C) through a contract with Dane County Health and Human Services Department certifies family and group centers. 4-C is a member of Supporting Families Together. 4-C provides a range of services to early care and education professionals, families and organizations in five counties, including Dane County, and one tribe. Accreditation for homes inside and outside of Madison is done by Satellite Family Child Care, Inc. Satellite is a non-profit agency which networks approximately 70 family day care homes, mostly located in Madison, WI. All Satellite providers must meet the standards of quality established by the City of Madison Day Care Unit, which is called Madison Accreditation. This is a higher standard of regulation than state licensing or county certification.

*For the purpose of the League's discussion, readers are asked to focus attention on accredited day care in Dane County, and compare it to the other levels of regulation when analyzing teacher training, turn-over, wages and benefits, and distribution of children subsidized by the state under the Wisconsin Shares program. The Child Care*

section of the Department of Workforce Development administers and provides oversight to the state's child care subsidy program (Wisconsin Shares.) This program provides financial child care assistance to low-income parents who are working or preparing to enter the workforce. The 2005-2007 biennial budget appropriated \$624 million for the subsidy program, and funding was increased by \$69 million in the 2008-2009 budget. Wisconsin Shares is primarily funded through the federal program, Temporary Assistance for Needy Families (TANF), and is locally administered by Wisconsin Works (W-2) agencies, county departments of social or human services, and tribal governments. In Dane County it is administered by the Department of Human Services.

The statistical information that follows was provided by 4-C and found in their 2006 reports unless otherwise indicated.

A discussion of the information below can be found in the Summary of the Numbers Behind Early Care and Education in Dane County.

### Family Child Care

In 2006, there were 612 providers: provisional 18%, certified, 34% and state licensed, 47%. In addition, of the 612 providers, 9% met city accredited standards.

Family child care providers are self-employed, set their own rates, and provide care in their own homes. 19% reported serving children evenings and 15% do weekend care. From 2004 to 2005, Family Child Care increased by 20%. In comparison, full day care increased by 1%.

- Advanced Education from Some College to M.A. or Ph.D.

Provisional: 26%  
 Certified: 40%  
 Licensed: 57%  
 Madison Accredited: 79%

- Child Care Training. [Includes 14 Opportunities (see chart in appendix)]

	No Training	Certification Child Care Class	Licensed Family Child Care Class
Provisional:	58%	31%	8%
Certified:	0%	100%	28%
Licensed:	0%	51%	100%
Accredited:	0%	68%	74%

- Average Weekly Rates.

	Infants Under 1	Toddlers	Two-Year Olds	Three-Five-Year Olds
Provisional:	\$177	\$176	\$165	\$157

Certified:	\$186	\$183	\$169	\$162
Licensed:	\$196	\$192	\$182	\$175
City Accredited:	\$236	\$231	\$223	\$213

- Distribution of Wisconsin Shares Subsidies.

In 2007, the percentages of children receiving Wisconsin Shares subsidies by type of family child care: provisional 47%; certified 58%; state licensed 40%; and city accredited 43%.

In 2006, **15% of the homes did not accept Wisconsin Shares subsidy payments. This is a 3% increase over 2005. Only 19% serve children on Wisconsin Shares. This is a 11% increase over 2005.** The City of Madison subsidy system serves additional low-income families excluded from the state subsidy system and is not reflected in these figures.

- Racial Categories of Providers. Percentages are based on providers who supplied the information.

	All Types	State Licensed	4-C Certified Regular / Provisional	Accredited
Asian	3%	3%	2% / 4%	0%
Black	20%	3%	39% / 33%	2%
Native American	1%	0%	2% / 0%	0%
Other	6%	6%	6% / 9%	23%
White	70%	88%	51% / 55%	75%
Total	100%	100%	100% / 101%	100%
Latino	7%	4%	10% / 8%	21%
Did Not Supply Data	16%	12%	15% / 27%	11%
Total Number	612	289	211 / 112	57

- Retention - Length of Time Providers Have Been in Business.

Provisional: 82% for less than 4 years  
 Certified: 64% for less than 4 years  
 Licensed: 26% for less than 4 years and 35% 10 to 20 years  
 Accredited: 29% for less than 4 years and 23% 10 to 20 years

- Benefits for Providers.

Use Contracts **Dane County**  
98%

Payment for Holidays	82%
Payment when	
▪ children are ill	79%
▪ children are on vacation	69%
▪ provider is ill	51%
▪ provider is on vacation	60%
Provider has health insurance	87%
Provider has respite care	24%
Provider is in support group	34%
Car Insurance	88%
Liability Insurance	66%

### Group Center Child Care

- Wages.

In 2006, wages in full day centers increased 2 to 3% for most staff. In general, throughout Dane County, the average Director/Administrator wage was \$17.25 an hour; Program Coordinator, \$15.16; Lead Teacher, \$13.19; and Assistant Teacher, \$9.58. In 2005, the largest increase of 12 % was for the Lead Teacher position.

- Comparing Average Hourly Wages by Location and Type:

	Madison Madison	Outside Accredited	Madison (not chain)	Dane For-Profit	Dane Non-Profits
Directors:	\$19.46	\$15.57	\$21.68	\$15.58	\$19.53
Lead Teachers:	\$13.19	\$13.18	\$14.76	\$11.91	\$13.68
Assistant Teachers:	\$ 9.69	\$ 9.43	\$10.16	\$ 9.12	\$ 9.97

- Comparing Average Wages by Accredited (Both NAEYC or City of Madison Higher Quality Standards) and Not-Accredited Centers:

	Madison Accredited	Dane Accredited	Dane Not-Accredited
Directors:	\$21.68	\$19.97	\$15.67.
Lead Teachers:	\$14.76	\$14.42	\$11.36
Assistant Teachers:	\$10.16	\$10.13	\$ 8.78

- Comparing Average Wage With and Without Early Childhood Education BA Degrees:

	Madison	Outside Madison	Madison Accredited
Directors:	\$20.33 vs \$15.05	\$17.75 vs \$14.18	\$21.51 vs \$19.24

Lead Teachers:	\$14.64 vs \$11.81	\$14.60 vs \$10.34	\$16.27 vs \$13.68
Assistant Teachers:	\$10.85 vs \$ 9.57	\$10.76 vs \$ 9.23	\$10.53 vs \$ 9.95

- Comparing Wages to Dane County Self-Sufficiency Standards Chart:

In 2004 The Wisconsin Women’s Network again commissioned a study to determine at what level types of families would be able to be self-sufficient and not need to rely on government programs. The following table shows the estimated wage levels and what percentage of the childcare workforce wages provides self-sufficiency. The complete self-sufficiency study can be found at [www.wiwomensnetwork.org](http://www.wiwomensnetwork.org) or purchased by calling 608-255-9809 [E-mail: [wiwomen@execpc.com](mailto:wiwomen@execpc.com)]

Family Type	Estimated Hourly Wage To Be Self-Sufficient	Percent of Staff at that Wage-level or Higher		
		% Lead Teachers	% Teachers	% Assistants
Single Person	\$ 7.40	100%	97%	85%
Single Person w/child	\$16.75	3%	3%	0%
Two Adults Working w/infant and preschooler	\$13.15 each	24%	14%	1%

An (\*) asterisk in the tables below signifies that the percentages given are derived from group center day care numbers that are duplicated. For example, in the following table, Madison Accredited programs are also included in the Madison and Non-Profit columns.

- \*Education.

In 2005, 4-C points out in their statistical analysis of wages that there are major differences in the percentage of staff holding college degrees by type of program. 87 % of the Madison accredited programs have one or more staff with the Early Childhood Education (ECE) college 4-year degree. However, although the number of staff with ECE/BA degrees increased 6 % to 28%, there are many other programs that have no one on staff with an ECE BA degree though they may have up to 80 hours of child care training. According to 4-C, this is another example of how the child care system in Dane County is becoming stratified into two systems with drastically different levels of quality.

	Madison	Outside Madison	Profit	Non-Profit 2006	Madison Accredited -
BA/BS Degree:	39%	26%	26%	41%	45%
80-Hour Child Care Course:	43%	55%	59%	36%	35%
ECE Degree:	29%	21%	18%	33%	33%

- \*Staff Retention.

In general, day cares in Dane County have made progress in retaining staff. In 1992 the turnover rate was 43%. In 2005, it was 22%. The percentage for 2005 does not include for-profit chains which accounts for some of the drop.

	1 Year Employment or Less	10 or More Years	2005 Turnover Rate
In Madison:	20%	18%	20%
Outside Madison:	25%	10%	25%
For Profit:	24%	6%	24%
Non-Profit:	20%	23%	20%
Madison Accredited:	30%	19%	20%

- \*Benefits.

In 2005, 99% of all Dane County centers had some type of leave.

	% with Leave	Av. Days	Madison Av. Days	Madison Accredited
Paid Vacation:	95%	8.33	9	11
Paid Sick Leave:	83%	7.75	9.25	11.5
Paid Personal Leave:	63%	3.2	2.5	3
Paid Holidays:	95%	8	9	9.8
Maternity Leave:	37%	NA	NA	NA

- \*Other Benefits.

	Madison	Outside Madison	Madison Accredited	For Profit	Not for Profit
Paid Prep. Time:	96%	83%	100%	84%	98%
Preschool Care:	75%	86%	64%	90%	64%
Retirement:	60%	60%	72%	39%	68%
Health:	99%	84%	100%	85%	98%
Health Family:	96%	76%	97%	80%	92%
Dental:	85%	71%	86%	71%	88%
Term Life:	63%	40%	69%	48%	58%
Bonus:	21%	30%	17%	24%	24%
Disability Ins.:	50%	40%	47%	46%	42%

- \*Average Weekly Rates.

	Madison	Outside Madison	Madison Accredited	Dane Accredited**	Non-Accredited Dane
Infants:	\$253	\$214	\$274	\$263	\$215
Toddlers:	\$250	\$210	\$262	\$257	\$212
Two-Year Olds:	\$218	\$188	\$230	\$222	\$190
Preschool:	\$200	\$174	\$208	\$203	\$173

\*\*Dane Accredited includes all programs accredited by the City of Madison or NAEYC.

- Enrollment Demographics for Family and Full-Day Child Care for Ages 0 through 5.

In 2006, 8,822 children were enrolled in full-day care and 2,973 in family child care for a total of 11,795 children. This does not include those in part-day or after school programs. 4,309 of the 11,795 attended accredited day cares. 3,075 of the 4,309 children attended city-accredited day cares. In 2007, there were 62 family and 72 full-day group city-accredited programs and five family and 18 full-day NAEYC accredited programs.

- Children in Full-Day Centers Ages 0 through 5 and up funded by the Wisconsin Shares Child Care Subsidy Program - March 2007.

88 % of the centers serve at least one Wisconsin Shares child.

- Percentage of Centers by Regulation Status and Age:

	Under 2	Age 2-5
Licensed:	21%	54%
Certified:	24%	40%
Provisional:	19%	42%

- Distribution by Location/Accreditation:

63% of children (2,478) receiving Wisconsin Shares were located in full-day centers:

\*40% lived in Madison, 22% outside Madison and 1% outside Dane County. 10% were in city- accredited centers and 14% in all accredited centers. Madison has its own subsidy program based on accredited rates and these percentages are not included in this report. This is a better system for accredited programs since it pays closer attention to the full cost of care

- The Location of the Largest Numbers of Children by Location, Number of Children and Zip Code:

Sun Prairie: 207 (53590)



Madison-East: 404 (53704), 130 (53714), and 118 (53716)  
Madison – Midwest: 249 (53711)  
Madison-South: 270 (53713)  
Madison-Southwest: 287 (53719)

## Summary of the Numbers Behind Early Care and Education in Dane County

In March 2006, 8,822 children were enrolled in full-day care and 2,973 in family day care for a total of 11,795 children. This number does not include part-day or after school programs. Of the 11,795 children, 4,309, or about 1/3 of the infants to five-year olds, were in accredited programs. If we are to equate quality day care with accreditation, the numbers show that 7,486 children were not in the best day care available. Is this a fair assumption? Can quality care and education be provided in certified and licensed centers and homes as well? How about provisional? If we are striving for care and education that is consistent and of the highest quality, does Dane County have the political will and means to make accredited care and education available to all children birth through five? If not at birth, at what age should it be offered?

When looking only at the numbers, what are the immediate benefits and costs? (The characteristics of quality ECE and the proven long-term benefits are discussed in Chapter 1 and in the Appendix.)

1. An immediate benefit is higher educational levels. Non-profits (some of whom are accredited) and accredited teachers have the highest number of Early Childhood Education degrees, and accredited teachers have the highest percentage of BA/BS degrees. In 2005, 87% of accredited programs had one or more staff with ECE/BA degrees.
2. The benefit is not as clear when considering staff retention primarily because of duplication of accredited programs included in the other categories. Non-profits have the highest percentage with 10 years or more. Non-profits, Madison and Madison Accredited have the same turn-over rate of 20%. Outside Madison the staff retention rate is 25% and for-profit centers the staff retention rate is 24%.
3. If we consider higher wages a benefit because they attract the best qualified staff, Accredited full-day center wages are consistently higher when looking at location and type; Accredited or non-accredited; or with or without an ECE/BA degree. Directors at non-accredited centers make 22% less on average, than directors at accredited centers. At non-accredited centers, program coordinators make 13% less, lead teachers make 21% less and teachers make 19% less.
4. Another benefit might be the number of children in Dane County receiving Wisconsin Shares subsidies. Of the 2,478 children receiving subsidies in 2007, 14% were in a Dane County accredited center compared to 40% in all Madison centers and 22% in all outside of Madison centers. However, this does not take into account the distribution of the children nor that Madison has its own subsidy program based on accredited rates. This is a better system for accredited programs as it pays closer attention to the full cost of care. What we do know is that 88% of the full-day care centers accept children who receive subsidies.

In conclusion, staff in accredited programs have higher levels of education, higher wages, maintain a lower than average turnover rate and serve children under the Wisconsin Shares program. However, now we must consider the dollar cost for quality care.

In today's world it is the parents who bear the brunt of the cost of their children's preschool education. The average weekly rate for a Dane County preschooler is \$203 in an accredited program and \$173 for a non-accredited program. Multiplying the \$203 by 50 weeks, shows that parents in accredited programs are paying \$10,150 for only one child and at \$173, \$8,650.

If our goal is to provide the highest quality ECE for all children in full-day care, the total cost would be \$119,719,250 (\$10,150 multiplied by the number of children in full-day centers and family care, i.e. 11,795). If we multiply it by the number of preschoolers in family and full-day centers (9,523) the cost is \$96,658,450. This brings us to another point of discussion. The \$10,150 figure is the cost for children ages three through five. The younger the child the more costly the day care. For example, the cost for accredited programs in Dane County is \$263 a week for infants and for non-accredited is \$215. As stated before, the cost for a preschooler is \$203 in an accredited program and \$173 in a not-accredited program. At what age, should quality ECE be offered to all children? Should it be for all children or targeted to children considered at risk?

Other questions for the reader to ponder: Should a society that values quality care and education for their youngest children expect parents to pay more? If so, how much? When considering the stagnation of federal and state funds, should Dane County continue to rely almost exclusively for additional funding from these sources? If not, should Dane County taxpayers share the burden of providing quality care and education with an increase in taxes? If so, should Dane County policy settle for the less costly licensing and certification programs as being the highest level of quality to consider for funding rather than the accredited programs? What role, if any, does the private corporate community have in this funding issue? (See Chapter 1 for the discussion about private funding.) Tough questions and tough choices. Is there an answer?

## Endnotes

(Chapter 1 and Chapter 2, Pages 1-7)

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# Appendices

## Accreditation of Child Care Centers

The City of Madison offers accreditation to child care centers in the city and a limited number of centers outside the city who enroll children who receive Madison Child Care Assistance. The accreditation process offers consultation, support and training to help the centers improve their programs as they seek to become accredited.

Privately owned (non-profit and for-profit) or government sponsored centers may become accredited, but all must have parent participation in the program's administration and meet state licensing standards. In addition, the center must meet a comprehensive set of administrative and classroom standards developed by the city Office of Community Services.

Administrative standards cover staff qualifications and professional development, relationships among teachers and families, curriculum, health and safety, and financial management. Examples of administrative standards: an individual with at least a B.A. degree in Early Child Education/Child Development and 3 years of full-time teaching experience with young children and/or a graduate degree in ECE/CD is employed to direct the educational program serving children younger than school age; children are under adult supervision at all times; a verbal and/or written system is established for sharing with parents information about day-to-day happenings that affect their children.

Classroom standards cover interactions among teachers and children, curriculum, physical environment, and health and safety. Examples of classroom standards: teachers speak with children in a friendly, positive, courteous manner; teachers provide a variety of developmentally appropriate activities and experiences; all play equipment is constructed and installed in such a manner as to be safe for use by children.

When a center seeks accreditation, a city child care specialist conducts a review of written information, such as center policies, and makes several observation visits to each classroom. Observation summaries note the strengths, areas for improvement, and any required changes to meet the standards. These observation summaries provide positive feedback along with suggestions for how improvements could be implemented. The summaries are reviewed with administrative and classroom staff, and a plan of action is developed if changes are required.

Excerpts from letter to center that did not meet city accreditation standards:  
Teachers have not been found to consistently support children's positive emotional development. .  
.Classroom lesson plans are not consistently developed, adequately reviewed, nor reflected in the daily program decisions for children. . Extensive staff turnover has created a situation where inexperienced staff are placed in positions without adequate orientation or oversight.

Excerpts from observation summary for accredited center:

The relationship between staff and parents during observations was very supportive, respectful and friendly. . . The classroom is very welcoming, pleasing to the eye, complex and interesting with different textiles, textures, colors and materials in evidence. . . Areas for improvement: Support independent access to drinking water in the classrooms.

This unique accreditation process has helped dozens of child care programs provide excellent care to Madison's young children.

Accreditation by National Association for the Education of Young Children

The NAEYC also has an accreditation process. The NAEYC credential is issued for a three year period, compared to annual review by the City of Madison. The standards were at one time quite similar, but in recent years the NAEYC has added some requirements, such as having a pediatrician and nurse on call, that are financially difficult for some centers.

### **Family and Group Centers Day Care Licensing**

The listing below is taken from the Table of Contents of the Wisconsin Administrative Code, Department of Health and Family Services, Division of Children and Family Services, HFS 46, Licensing Rules for Group Child Care Centers. The Table of Contents for HFS 45, found in Licensing Rules for Family and Child Care Centers, is almost identical to that for Group Child Care Centers. This information is provided to give the reader an indication of the requirements a family day care or group center needs to meet to be licensed.

#### **46.4 Operational Requirements**

- Terms of a License
- Administration
- Reports
- Parents
- Staff Records
- Children's Records
- Confidentiality
- Reporting Child Abuse

#### **46.5 Staffing**

- Responsibilities and Qualifications of Staff
- Staff Development
- Supervision
- Staffing and Grouping

#### **46.6 Physical Plant and Equipment**

- Building
- Protective Measures
- Emergencies
- Fire Protection
- Sanitation

Water  
Indoor Space  
Furnishings  
Kitchens  
Washroom and Toilet Facilities  
Outdoor Play Space  
Swimming Areas

**46.7 Program**

Program Planning and Scheduling  
Child Guidance  
Equipment  
Rest Periods  
Meals and Snacks  
Health  
Pets and Animals  
Miscellaneous Activities

**46.8 Transportation**

Applicability  
General  
Driver  
Vehicle  
Vehicle Capacity XE "Capacity: Vehicle" and Supervision  
Regularly Scheduled Transportation  
Center Vehicles

**46.9 Applicability and General Requirements**

Daily Program  
Feeding  
Diapering and Toileting

**46.10 Exceptions and Additional Requirements for Care of School-age Children**

Applicability  
Exceptions for Group Child Care Centers Serving Only School-age Children  
Exceptions for Group Child Care Centers Serving only School-age Children in School Buildings  
Additional Requirements for Group Child Care Centers Serving School-age Children

**46.11 Additional Requirements for Night Care**

Applicability  
General Requirements  
Program  
Preventive Measures  
Feeding  
Sleep

**46.12 Licensing Administration**

General Conditions for Approval of License  
Initial application for a Probationary License  
Obtaining a Regular License  
Amending a License  
Additional License  
License Denial or Revocation

Effect of Notice to Deny or Revoke a License  
Summary Suspension of a License  
Appeal of Decision to Deny or Revoke a License

## **Family Regular and Provisional Day Care Certification**

The listing below is taken from Wisconsin State Statutes governing certification of day care providers found under Department of Workforce Development 55:08.

1. Regular and provisional providers and their employees, substitutes, and volunteers who provide care and supervision for children under one year of age shall receive training in the most current medically accepted methods of preventing sudden infant death syndrome and shaken baby syndrome.
2. Furthermore, regular providers
  - a. shall have completed 15 hours of child care training approved by the county or tribal agency responsible for certification prior to certification. The training shall include information on child growth and development, positive discipline, child abuse and neglect, interpersonal relationships, daily schedule, health and safety, business practices and nutrition.
  - b. A county or tribe may require up to 5 hours of annual continuing education.
1. The statutes for both regular and provisional providers, in addition, list the requirements for home and outside play areas, child health care information, supervision of children, maximum number of children, interactions with children, activities and equipment, transportation, meals and snacks, rest, provider and parent communication, prohibition of discrimination, mandatory child abuse reporting, and monitoring of compliance.



## 2006 4-C, Dane County -- Family Child Care Training

	State Licensed	Certified Regular	Provisional	Madison Accredited
None	0%	0%	58%	0%
Certification Child Care Class	51%	100%	31%	68%
Licensed Family Child Care Class	100%	28%	8%	74%
Associate ECE Degree	7%	6%	2%	18%
Early Childhood Degree (BA/BS)	14%	6%	7%	25%
ECE Graduate Study/Degrees	8%	3%	6%	21%
With CDA?	1%	0%	0%	2%
Group Center Classes & Experience	40%	25%	4%	68%
Infant Toddler Class	91%	48%	20%	82%
Nurse Training	8%	13%	5%	6%
CPR	92%	57%	26%	98%
First Aid	59%	48%	30%	51%
SIDS Prevention	73%	67%	60%	91%
Infant Toddler Credential	4%	1%	0%	9%
DPI Teaching Certificate	3.4%	3%	0%	9%