

A FEASIBILITY STUDY FOR A DAY CARE CENTER  
IN SOUTH MANHATTAN

by

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## PREFACE

Day care services are an essential part of a community program of services for children. For a variety of reasons, an increasing number of children need such care. The fact that more mothers are working has brought the problem of the care of these children to the fore. Many mothers are sensing the importance of such services for the health, welfare and development of children.

There is a definite need in the southern section of Manhattan, Kansas for a variety of facilities, a day care center being just one of these much needed facilities. The area is populated by low-income minority groups, and physically is an area containing the least desirable environmental conditions within the city of Manhattan. The residents of this area have longed sensed the need for a child service center, but due to transportation costs, the cost of fees for sending their child or children to a day care center, as well as numerous other complications, child care for their children has been limited to a neighbor, a babysitter, or the mother themselves.

This non-thesis project is a feasibility study for a day care center which is to be located in the area of South Manhattan. Included in the study is a history of day care services in the country, the over-all need for a day care center, specific information on the need for a day care center in South Manhattan, information and data concerning

costs, funding and licensing, as well as the possible future implications if a day care center is actually funded and established in the area of South Manhattan.

## THE HISTORY OF DAY CARE IN THE UNITED STATES

Day care is a service for the child, the family, and the community and is based on the demonstrated needs of children and their families. It depends for its efficacy on the commitment, the skill, and the spirit with which it is provided.

Day care services are designed to supplement parental care by providing for the care and protection of children who must be outside of their homes for a substantial portion of a twenty-four hour day. These services may be provided when parents are employed, are in training programs, or for other reasons, need these services for their children.

The early day care movement began in 1838. After its initial beginning and up until a few years ago, only during periods of war have there been established a substantial number of day care programs. This has been mainly due to the fact that during these periods many women had to join the work force and many day care centers were organized to care for the children of these women. After the war, these women would return to their children and the day care centers would cease to exist.

<sup>1</sup>"Over the centuries, there were those who spoke of the value of early education of children. As a result of

their efforts, two relatively distinct day care movements have emerged in this country. One resulted in the establishment of nursery schools and Kindergartens, largely under private auspices for the pre-school children of the upper and middle classes; the other involved a cyclic expansion and contraction of publicly and philanthropically supported day care programs for the children of working mothers and of the poor."

Each movement had different purposes and perspectives: the nursery and Kindergartens provided an enriched learning and recreational environment for middle and upper class children with their peers, usually for no more than three hours a day; whereas the day care programs for the development of the poor were held for long hours of the day and were mainly custodial and protective in emphasis.

The first nursery to be established in the United States was for the children of poor working mothers, founded by a philanthropic women's organization in New York City in 1854.

In the United States, public support of day care programs was provided to meet national needs and not because of concern for children's welfare. Tax supported

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<sup>1</sup>Edith H. Grothbery, Day Care: Resources for Decisions. (Office of Economic Opportunity), p. 60.

efforts were related to conditions within the larger society rather than the special needs of children. Day care services were funded by the federal government during both World Wars, when women were needed in the labor force, during depressions, or to provide employment for husbandless mothers.

In 1943, Congress passed the Lanham Act which granted federal funds for up to 50% of the costs of facilities for day care or extended school services for children of mothers employed in war areas. At their peak, these day care centers had enrolled 1.6 million children.

When the war ended, the numbers of working mothers decreased rapidly and day care centers around the country were closed as federal funds disappeared.

Head Start was the first effort to bridge the gap between nursery school and day care. "It brought the nursery school model of pre-school education to the poor on a half-day basis. Its purpose was to overcome educational deprivation by providing an enriching comprehensive intervention program. It stimulated interest in early childhood education and positive effects of high quality group for very young children."<sup>2</sup>

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<sup>2</sup>E. Belle Evans, Beth Shub, and Marlene Weinstein, Day Care, (Bacon Press, 1971), Introduction.

In addition to nursery school and the success of Head Start, research in cognitive development has provoked new thoughts about the potential benefits of day care. It has become clear that the first five years of life are very crucial for the individuals intellectual as well as emotional development. "Research shows that a child does not suffer deprivation as a result of experiencing high-quality group care in addition to good mothering during early years. It is the quality of those experiences that is important."<sup>3</sup>

Day care services are needed for children of all ages, from birth to adolescence. Under the 1962 Amendments to the Social Security Act, up to \$10 million of Federal Child Welfare funds are authorized to be earmarked each year for day care services. The states are required to match these funds with child welfare funds and to give priority in providing day care to members of low income or other groups in the population and to geographical areas which have the greatest relative need for extending day care.

The amendments also provide for an advisory committee, representing public and voluntary groups interested

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<sup>3</sup>Ibid., Introduction.



in day care, to advise the state agency on general policy relating to the provision of day care and for safeguards to assure that day care is provided only where it is in the interest of the mother and the child, and where need for it exists. The amendments specify also that State welfare departments cooperate with State health and public school authorities to assure maximum use of their agencies in providing health services and education of children in day care. Thus, this provision in the law binds together the services of health, education, and welfare services fundamental to good growth experiences for children.

Although not limiting day care to the children of working mothers, this legislation does emphasize provision of day care for children from families with special needs. These needs may be financial. They may arise from physical or mental handicaps of parents or children. They may be emotional needs. Sometimes these are children from families who have low incomes or no income at all. They come from surroundings marked by poverty, deterioration, degradation, and isolation from society and this cycle repeats itself from one generation to another. Sometimes these are children whose mothers are dead or too incapacitated to care for them and whose fathers must have help with their care during the day.

The goal of the day care service is to help families and children get on the most stable footing possible so

that every member of the family can live in hope and confidence. It is therefore the intent of this non-thesis project to feasibly study the existing situations in South Manhattan and then substantiate the need for a day care center in that area.

## THE NEED FOR A DAY CARE CENTER

The primary objective of day care is to meet the needs of children for experiences which will foster their development as human beings. Children have basic needs which need fulfillment as do adults, and there are certain fundamental requirements and characteristics of children which every day care program must take into account. The most important of these needs are first health and nutrition. A prime concern of any program designated to foster human development is to do everything possible to create and sustain an intact healthy well-adjusted child.

The need for security is a second basic need of children. Any day care program must insure that the need for emotional security is met by staffing the program with a sufficient number of adults who are understanding and responsive to children. The need for freedom is a basic one and the day care program should be so designed as to allow ample opportunity within a safe environment, for the child to observe, ask questions, experiment, and search out answers to increasingly complex problems.

A fourth basic need is the need for structure. A child learns more readily in settings which are more stable and familiar. Opportunities for discovery must be planned so that the child is able to pursue, at his own pace and in his own style, real problems and solutions within the program. A fifth basic need is that for compassion.

Concern with the development of sensitive and active responses to the needs of other human beings must play a prominent role in all day care programs.

Children have developmental differences. As children grow, their needs and capacities change. An effective day care program and staff must be able to adopt to these differences by providing appropriate variation and flexibility in treatment. It is the joint responsibility of parents and the professional staff to design the day care program so as to provide the necessary variety to meet individual and group differences. Once a child feels secure, he welcomes and profits from being challenged to perform at the highest level of his capacities. This applies not only to activities, but also to social responsibilities both in the day care setting and at home. The child's development is fostered primarily through his participation in a planned program of increasingly more complicated educational and social interactions involving both imitation and reinforcement. Therefore, the setting for learning should be designed toward enabling the child to develop initiative, self-reliance, and competence, along with responsibility, cooperation, and consideration of others. The child's need for security, structure, compassion, challenge and individual treatment speak to the critical role of other human beings in his life.

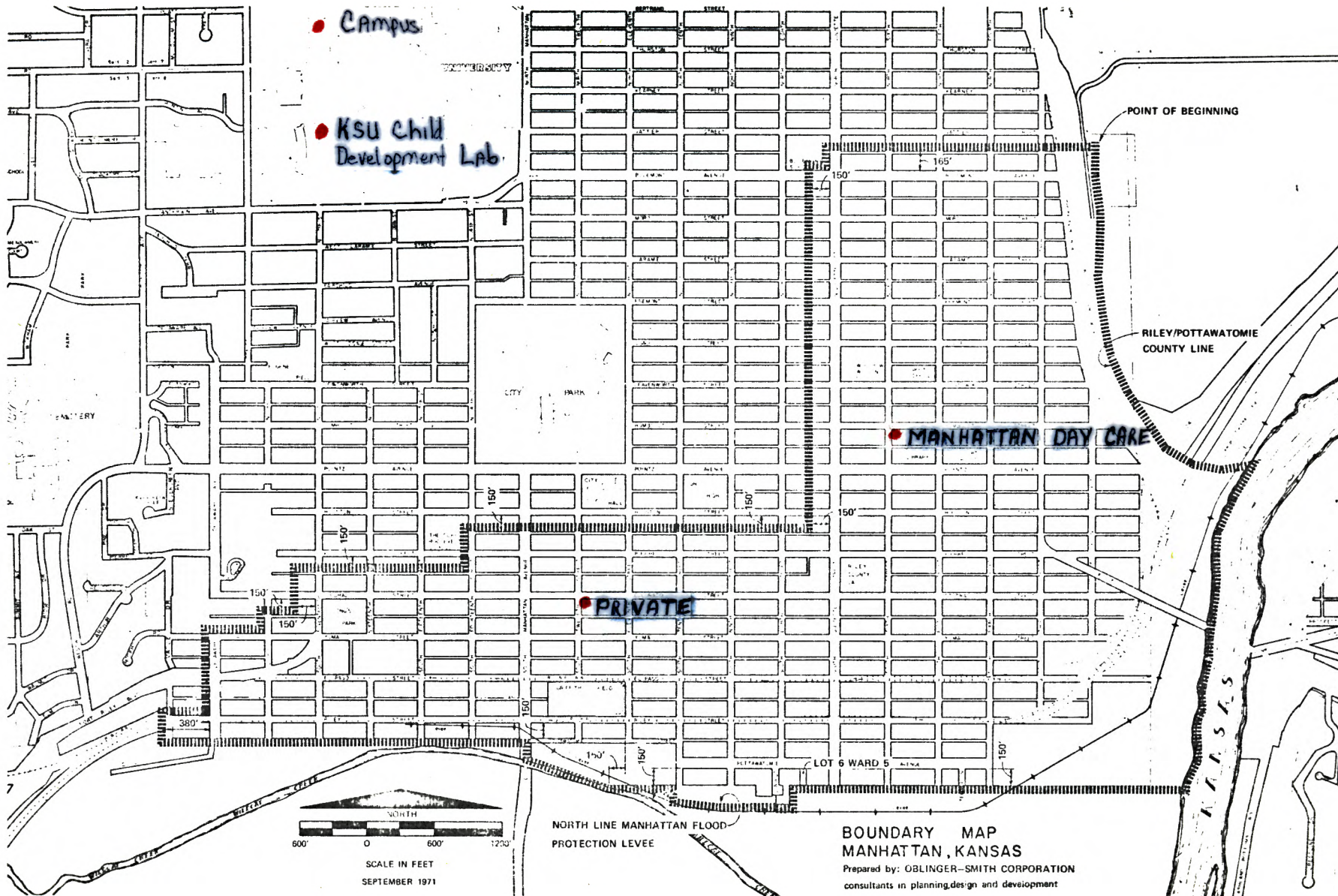
DOCUMENTATION OF THE NEED FOR A CHILD CARE CENTER IN  
SOUTH MANHATTAN

In Manhattan, Kansas there is a definite need for a day care center in the community of South Manhattan. Although there exists other services, private as well as public, for child care in various parts of the city, these are usually far too expensive. The existing child care services in the Manhattan area are available under various categories. There are two private services located in the homes of the individuals running those services. One such service will only care for four children at the rate of \$15 per week, while the other service will care for twelve children, all day, ages 3-6, for \$13 per week.

Kansas State University has child care services available, but for only those individuals who are either students or instructors at the University. The campus site serves students at the rate of \$5 every twenty hours and the Kansas State University Lab serves those children of students, ages 3-5, at the rate of \$45 per semester.

The Manhattan Day Care Center which is located in the downtown area works on a sliding scale, whereby its rates are adjusted to the availability of the family to pay. It serves children between the ages of 3-6 and is open to anyone. (For site locations of these existing services in the Manhattan area, refer to the map on the following page.)

There are many needs for a day care center in South



Manhattan. Certain children require care during the day away from their home, and the largest percentage of these children need this care because their mothers are working or are in need of employment to supplement the family income. The result? Many children deprived of full-time mother's care are left under the uncertain supervision of a neighbor, or an older brother or sister, or an aging relative. When the neighbor or relative is sick or must go away for a day or two, too often these children are left without any care at all.

Sometimes no plans whatsoever have been made for children whose mothers work. Often these children must care for themselves in areas where play facilities and adult supervision are lacking and where the street is the only playground.

The children who benefit from day care centers vary as does the environment from which they come. But nevertheless they are found in every community. Sometimes children come from families where a long illness of the father has made it necessary for the mother to turn to the day care service center for the care of her children during the day while she works or prepares herself for work. Sometimes the children are those who have no father and their mother must work to support them. For those children, day care often makes the difference between living with their own mother or being scattered in foster care.

There are those children whose mothers need relief from their care for health and other personal urgent reasons. Other children require care because their mothers, overburdened with family responsibilities, need a breathing spell in order to learn to function well as a mother. Help at the right moment may save the home for the child.

Some children with emotional and behavioral difficulties benefit from being with other children and from the guidance provided by the day care staff. For some children with handicaps, the blind, the mentally retarded, the crippled, day care services have proved a valuable resource, especially when the handicapped child is included in the program with normal children. Centers devoted solely to the more severely handicapped child must have teachers with special skills to work with these children.

The area of South Manhattan consists of a variety of deficiencies and contains the least desirable environmental conditions within the community. The area is a blighted deteriorating area that contains deficiencies to a degree and extent that public action is necessary to eliminate and prevent the development or spread of this deterioration and blight.

Overcrowding exists in both residential and non-residential uses with buildings or substandard size lots without provision for service and/or parking. There has been conversion to rooming housing among single-family dwellings.

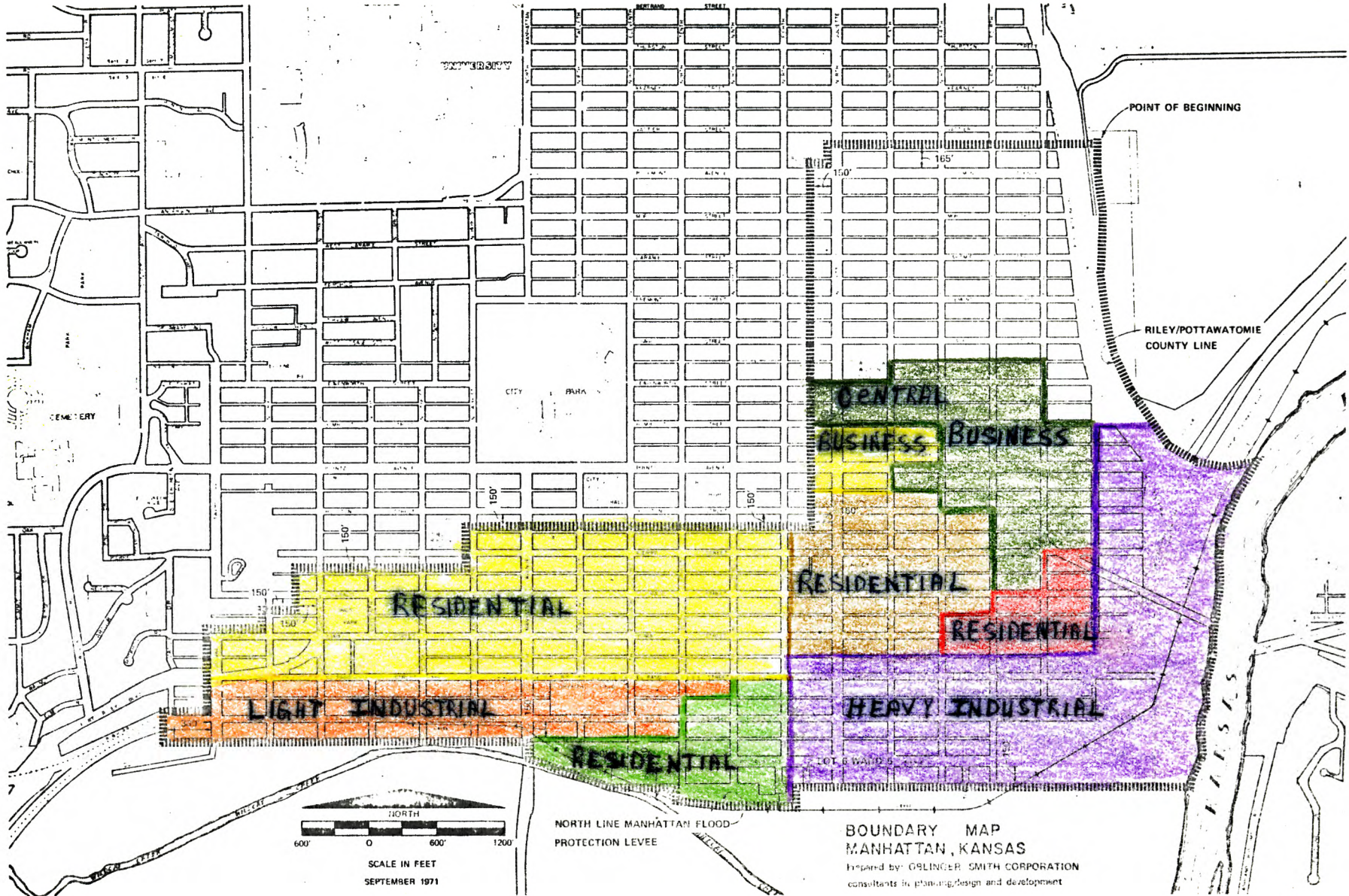


The southern section of Manhattan, bounded by Poyntz Avenue on the north and the Manhattan Flood Protection Levee on the south, the Kansas River on the east and South 18th St. on the west, is an area of deteriorating homes and mixed land uses. It is dominated by obsolete residential, commercial, and industrial buildings which have a blighted influence on their surroundings. There is no cohesive pattern in uses and there exists a mixture of incompatible land uses to the detriment of all of the uses in the area. Traffic congestion is witnessed and conflicts between automobiles and passengers is in existence. (Refer to the map on the following page for a visual identification of the conditions in the area due to the way in which the area is zoned).

In the area of South Manhattan, public utilities and community facilities are inadequate, undersized, deteriorated or totally lacking. There is a general disorganization to the pattern of uses and the flow of traffic and a preponderance of inconvenient arrangements for the shopper and other downtown users.

The residents are 60% tenants, most of whom are highly transient. Rental housing in the area is increasingly occupied by military personal of Fort Riley. The permanent residents of the area are of three ethnic backgrounds: 69% Black, 23% white, and 8% other minority groups.

Definitely, there is a need for easily accessible



NORTH  
 600' 0 600' 1200'  
 SCALE IN FEET  
 SEPTEMBER 1971

NORTH LINE MANHATTAN FLOOD  
 PROTECTION LEVEE

**BOUNDARY MAP  
 MANHATTAN, KANSAS**  
 Prepared by: GBLINGER SMITH CORPORATION  
 consultants in planning, design and development

health facilities for the elderly as well as many families in the area. The need for child care, which would help free some mothers to obtain employment to supplement the family income is apparent. There is a critical housing shortage in the area due partially to an increase in the student population at Kansas State University, as well as a low rate of construction of housing units in the area.

In a Comprehensive Diagnostic Survey\*, conducted by the Urban Renewal Agency of Manhattan, of area residents' family statistics, it was discovered that out of the total of 257 surveys conducted by the Agency, there exists 57 families having one or more children six years of age and under. This data, broken down into specific child-related information, shows that there are 31 children under the age of five and 76 children between the ages of five and fourteen. This totals to be 107 children between 1-14, a large portion of this total being eligible for the care that a day care service center could provide.

Economic and income data compiled by the same agency in the comprehensive survey revealed that the majority of these households are headed by the male, although a few were female-headed. Most people, male and female are semi-skilled workers and there are a great deal of military people in the area. Domestic work is prevalent among males

\*Refer to Appendix A.

as well as females, as is a bit of industrial-type employment. On the whole, the average salary distribution of the residents lies between \$3500-\$6000, relatively low for families with children. It is surprising that with this existing low income level, only five out of the fifty-seven families surveyed were welfare recipients.

Included in the survey was a section on the residents attitude toward child care. When answering the question, whether or not there is a need for child care in the area because the mother is working, all of the mothers designated that there is a definite need for a child care center. There were various types of child care already in use by the working mother, which ranged from the use of other adults in the family to the use of Head Start facilities. Most working mothers expressed the need for child care facilities possibly to free them to obtain employment to supplement the family income as well as other reasons.

The statistics gathered from the Comprehensive Diagnostic Survey can be further viewed in Appendix A. It can be clearly detected by reviewing these statistics of the family composition of the residents, the racial balance, economic and income data and employment of families with children ages 1-6, that there is a definite need for a day care service center in the area of South Manhattan.

WHAT DOES IT COST TO START A DAY CARE CENTER?

There is no pat answer to this question. It depends upon the situation. If a building which meets federal and state licensing regulations is available and the building and equipment may be used without charge, this is a great help. (Refer to Appendix B for a list of the Federal Inter-agency Day Care Requirements and the Kansas State Board of Health Regulations for Day Care). If the building is equipped with furniture suitable for the 3-6 year old, this is another plus. If kitchen facilities are available, including refrigeration, stove, dishes, pots and pans, etc., add another plus. One expense a newly formed day care center is likely to have is for cots for each child. These cost from \$10-\$15 each. A fenced-in play yard large enough to meet requirements must be purchased and installed. Outdoor play equipment, sturdy enough for everyday use is necessary. Additional toys that are sturdy are also needed.

In an article in Women's Day, there is an account of two groups of parents who have started day care centers within the past three years. For both, financing was the biggest problem. They feel the ideal amount to gather before opening is \$10,000. Some groups can obtain funds from state or federal sources, but these funds are limited. There was only \$50,000 available in Kansas in 1970.

The going rate of prices charged in various day care centers across Kansas (Salina, Hutchinson, Paola, Osawatomie,

Concordia, Garden City, Topeka) seems to be about \$3 per day although one center charged a maximum of \$4 but established its fees according to ability to pay. Two other centers had a sliding scale for fees charged. Size of family, income, needs and situations of families are considered. One center charged as little as \$1 per week. The \$3 base charge made by so many centers may be influenced by the \$3 allowed by the Department of Social Welfare for "purchase of care."

At \$3 a day, assuming 250 days a year, one child will pay \$750. This is perfect attendance, rare, of course. Most day care centers which serve low income families use a sliding scale system of setting fees. For example, the scale used by a Washington, D.C. group was as follows:

<u>Family Income</u>	<u>Weekly Fee Per Child</u>
Over \$10,000	\$25.00
\$6,000-\$10,000	15.00
\$3,900-\$ 6,000	7.50
Under \$ 3,000	nothing

According to a report compiled by the Day Care Child Development Council of America, "Standards and Costs for Day Care", the estimate of national costs at three levels of quality for group day care were:

<u>Level of Quality</u>	<u>Yearly Per Child</u>
Minimum	\$1,245.00
Acceptable	\$1,362.00
Desirable	\$2,320.00

(See Appendix C p.1)

The "Standards and Costs for Day Care" report also supplied information concerning costs of day care for a full

day in the service center. These program element figures were also broken down in the three levels of quality; minimum, acceptable and desirable and included such things as food, transportation, medical and dental services, utilities, and so on. (Refer to Appendix C, pages 2-4 for a complete description.

For an estimate of operating costs of day care for a full day in a center (12 hours a day), five days a week, the report compiled by the Day Care Child Development Council of America explained that the annual cost per child would be \$1,915. Included in the program element are cost descriptions, and annual cost per child for food, transportation, medical and dental services, field trips, equipment, staff, and a variety of other expenses. (Refer to Appendix C, page 5 for a complete description of the program element).

It should be clear that a fee of as much as \$3 will not pay the bill. And \$3 may be a prohibitive charge for many families. Most centers depend on fees to cover 1/4th to 1/3rd of the cost.

Day care centers do not open the first day with a full complement of children. Ideally, enrollment should "build-up" gradually over a period of several months. There are basically two types of costs: the start-up (fixed costs) and variable costs.

Fixed Costs:

To open a center, there will be certain fixed costs that will not change markedly as enrollment changes. For example: Director's Salary, Teacher's Salaries, Building Rental, Telephone, Utilities, Insurance, Custodial Services, Equipment, Furniture, Office Supplies.

To give some indication of the cost of furniture and equipment, following a list of classroom furniture and some play equipment and their approximate cost, these costs are listed. They were budgeted by a Kansas center when it opened early in 1971.

<u>Indoor Classroom Equipment</u>		<u>Total Cost</u>
6 Tables	@ \$ 40.00	\$240.00
30 Chairs	12.00	360.00
30 Cots	10.00	300.00
30 Coat Lockers	10.00	300.00
2 Record Players	50.00	100.00
1 Refrigerator	250.00	250.00
36 Dishes, Bowls, Plates	17.00 per set	51.00
40 Juice Glasses	.15	6.00
1 Kitchen equipment	50.00	50.00
2 Desks	50.00	100.00
2 Chairs	16.00	32.00
2 Rockers	25.00	50.00
1 Indoor Gym House		30.00
<u>Outdoor Equipment</u>		
1 Jungle Gym		185.00
1 Playhouse		80.00
2 Sandboxes	20.00	40.00
		<u>\$2,174.00</u>

This list is not intended to infer that this furniture and equipment is adequate. The following could be added:\*

\*Sources of these prices: Community Playthings, Rifton, N.Y.



Large Muscle Equipment

Low Boy Truck	\$ 15.00
2 Cars (wood)	21.00
Big Flatbed truck	14.50
Hollow Block Set	43.50
Workbench and Vice	46.50
Tools for Workbench	20.00
6 Tricycles	120.00

Small Muscle Equipment

Nursery Unit Blocks	\$ 55.00
2 Easels @ \$18.75	37.50
Brushes-8 @ .75	5.00
Scissors-8 @ .25	2.00
Puzzles-6 @ 3.00	18.00
Puzzle Rack	5.00
Small games and toys	20.00
	<u>\$142.00</u>

Housekeeping Toys

Doll Bed	\$ 12.50
Ironing Board	12.50
Iron	1.25
Cradle	16.50
Dolls-2	10.00
Stove and sink	67.50
Pots and pans	6.00
Toy Telephone	11.50
	<u>\$137.75</u>

Additional Kitchen Equipment

Electric Coffeemaker	\$ 10.00
Electric Mixer	50.00
Cooking Utinsils	50.00
Oil Cloth for tables	6.00
Aprons for children	30.00
	<u>\$146.00</u>

Janitorial Equipment

Broom	\$ 3.00
Mop	5.00
Mop Pail	10.00
Dust Pan	2.00
Brush	2.00
Trash Cans-3	45.00
	<u>\$ 67.00</u>

Miscellaneous Items

Records-10	\$ 50.00
Books-20	60.00
Acquarium with fish	50.00
Pet cage with pets	16.00
Sheets for cots	30.00
Shelving	50.00
	<u>\$256.00</u>

Not all items are necessary but it would be desirable to have them. Some of the equipment, such as doll beds, stove, shelving, etc., might be handmade by someone locally. The total cost of the above additions is \$1,030.25. With the base cost of \$2,174.00 as budgeted by a Kansas Center added to this amount, the total will be \$3,204.25.

There are items on the original list which might be reduced in cost or even eliminated. Coat lockers for \$10 each might be substituted by a hanger on the wall with a shoe box for small items. A second-hand refrigerator might be used.

Then, of course, there is the possibility that at least some of the furniture is available if one is going to use an existing facility like a church school. It must be kept in mind that the furniture and play equipment must be sturdy. A generous amount of money should be allowed in the budget for the replacement of furniture and equipment.

Variable Costs:

Kansas licensing requirements stipulate that "there be at least one adult for each twelve children between 3-5 years of age and that there be a second adult available for any group, no matter how small, so that emergencies may be handled adequately."<sup>5</sup>

Cost of staff will depend upon the length of day the center is open, training of staff, and the hourly wage paid these workers. Most centers operate with a professionally trained director and paraprofessional teachers who work by the hour. Unfortunately, the rate paid teachers is not commensurate with the services expected of them.

As enrollment is expanded in a center, teachers may be added to the payroll. Consumable supply expense will increase as enrollment increases.

Food costs will grow as enrollment grows although the

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<sup>5</sup>Regulations for Licensing Group Day Care Centers,  
Kansas Board of Health, effective April 1, 1972 p.6.

cook's salary may not change. There are therefore fixed and variable costs involved in food costs.

Operating costs of the organization, if it is already functioning, should be converted to a unit cost for care. Many organizations use a per child per day unit because it is simple to use and to explain.

When a cost unit has been established, the organization will want to compare its unit cost experience with that of similar day care organizations. Such comparisons should be used only for establishing whether or not the organization's costs are drastically different from those of similar organizations.

The economic climate of the community plays a role in fee-setting decisions. The prevailing wage and salary rates, the cost of living, the distribution of work opportunities by category; professional, technical, clerical, skilled, and the like, should be taken into account when setting fees. A community having low wages and salaries, a low cost of living and the largest number of persons employed as semi-skilled workers in several manufacturing and processing plants would require a fee schedule of one sort. Another sort of fee schedule would be appropriate for a community in which wages and salaries were higher, and the largest number of persons employed as clerical or technical workers. The need for community-sponsored day care services may be equally urgent in in both communities, but the fee schedules may need to be

quite different.

The day care organization will have to decide whether each child in each family will be charged a fee equal to the difference between the actual cost of care and the per-unit subsidy of care; or whether fee schedules should give some consideration to each family's ability to absorb the entire difference for each of their children.

The decision does much to define the groups in the community that will receive day care service. If parents are expected to absorb the entire cost-difference, the organization will have established that it will serve only families who can afford to pay full fees for each child. A day care organization's decision to require the same fee for each child may be altogether defensible because of prevailing conditions in its community.

On the other hand, if requiring full fees of every family will exclude many who need the service, the organization's governing board has an obligation to vigorously and unremittingly seek whatever amount of money it needs to do its job in the community.

If a day care organization decides that its community will be better served by a sliding-scale fee schedule, and if it enjoys enough community support to permit the use of such a fee schedule, the organization will need to consider many things. Practices among day care organizations are diverse in respect to fee setting and fee collecting. The

Page 23 missing in original.

### FUNDING

Overall operating costs, fees, and suggested alternatives to the high cost of operating a day care service center have been reviewed. Yet, many residents in South Manhattan, due to their family economic conditions would still have a difficult time meeting the \$2.00-\$3.00 a day fee to send their child to a day care center. And if there is more than one child in the family eligible to attend a center, the financial strain on the family is unthinkable.

Outside aid in the form of Federal and/or State funding is therefore one answer to this problem. On the Federal level, Title IV-A of the 1967 Social Security Amendments (Aid to Families with Dependent Children) represents the greatest, current potential source of federal funds for day care.

Title IV-A is a section of the Social Security Act (amended) which provides money and services for child welfare. These services include foster care, family planning, child protection, health, legal, birth control, day care.

Day care programs funded under Title IV-A are administered by a State agency, usually the State Welfare Department. Approval and ultimate authority rests with the Federal Government.

Entire neighborhoods with a high incidence of present, former and potential recipients can be eligible for child

care services. Any geographic area which meets the criteria of poverty established by the State agency or any area approved for a federally assisted anti-poverty project would be an appropriate neighborhood.

Once the neighborhood has been determined poor and street boundaries have been established, anyone residing within the neighborhood becomes eligible for the service. The advantage of determining eligibility by neighborhood rather than by individuals is that the only criteria needed to establish eligibility for service is the parents' address. No one needs to disclose his income, marital status, etc. The disadvantage is that poor people outside the neighborhood can not receive the benefits of the service. Often, if the programs are not full to capacity, families outside of the neighborhood can apply on an individual basis.

Under Title IV-A the Federal government will meet its share of the costs no matter how much is spent. The Federal government pays 75% of the cost of child welfare services. The State usually appropriates the needed amount for current welfare recipients and it may also choose to provide money for past and potential recipients. The local share may come in whole or part from private funds donated by individuals or from sources as: United Fund, Foundation Grants, Model Cities Supplemental Funds, religious and civic organizations, business, or labor. These funds must be donated to the State Welfare Department, which then decides

how and by whom the program will be operated.

"The 92nd Congress adjourned in October without having moved any major single piece of child care legislation."<sup>6</sup> However, it certainly outdid itself in legislation affecting existing funds for child care.

A ceiling of \$2.5 billion was signed into law as part of the Revenue Sharing Bill on October 20, 1972.

"A 2.5 billion dollar annual limit on all social services with funds given to states based on population, was signed. Some states will receive less than they are actually spending; others will not be able to put into effect planned program expansions, and some will get a great deal more money than they had planned to use. To give some help to those who are spending more than they get, a Stevens Amendment will allow states to get their full matched federal share for the first quarter of Fiscal 1973 (July, August, September) and then only their designated shares for the remainder of the year."<sup>7</sup>

The funds are an alternate route for resources for social services. State shares can be used for any purpose

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<sup>6</sup>"Voice for Children", Day Care and Child Development Council of America Inc., Nov. 1972 Vol. 5/ number 10. p.1.

<sup>7</sup>Ibid., p.1.



except to match with federal grant programs. Local shares can be used for: public safety, fire and building code enforcement, environmental protection, public transportation, and many other improvements. States must maintain the level of aid they are now giving to local governments from non-revenue sharing monies. However, local governments can use their revenue sharing money as a substitute for current expenditures and are not required to maintain existing efforts.

Large scale publicly supported day care is relatively new and generally available only to low income families. The Work Incentive Program (WIN) and programs financed under Title IV of the social Security Act are the most numerous federally supported programs.

Now discontinued, the Office of Economic Opportunity and Project Head Start provided a considerable amount of day care. The Model Cities Program and the Child Development Program of the Appalachian Regional Commission are supporting day care services.

"The 1969 Kansas State Legislature approved a budget item of \$50,000 to be used for the establishment of new day care centers. Based on past experience with the use of 'seed money' certain criteria for awarding funds were established by the Division of Child Welfare Services and the Day Care Advisory committee. The centers must be operated by a board of directors, with the operating agency incorporated as a non-profit agency. A determination of need for

the center must have been made. Physical facilities for housing the day care center must meet licensing standards, and the center should be located in an area where it can be of service to working mothers. The center must serve primarily children whose parents are unable to pay the full cost of care. The center must have accumulated some money prior to application for the grant in order to give evidence of willingness on the part of the community to support such a facility. A minimum of \$2,500 in cash or pledges is a suggested figure."<sup>8</sup>

Other sources of funding which may be useful in supplying aid to the center are the United Fund to Community Day Care Association. These funds are made available by the United Fund to serve children who may not qualify under the contract with the Department of Public Welfare. The Manhattan Day Care Center located on 6th street receives part of its funding from this source.

There is a Milk fund available whereby the agency is reimbursed by the Dept. of Agriculture for the service of milk to children at the rate of 2¢ per  $\frac{1}{2}$  pint of milk. The milk is served at the day care center.

Service fees are another source of funding. In the

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<sup>8</sup>Criteria for Awarding Grants to New Day Care Services (pamphlet).

service fee, parents pay fees on a sliding scale to the Association for child care service. These service fees are used to operate the center and range from a few cents to a few dollars, depending upon the family income.

In South Manhattan, it would be wise to apply for federal funding as well as state and private aid to assist in operating costs. Every effort should be made to seek outside financial aid in searching for effective funding of the day care service center.

CONCLUSION: ISSUES AND IMPLICATIONS

The day care program in different communities must vary according to the needs of that community and according to the children served. In the area of South Manhattan, a day care center is definitely needed to provide group care to children usually three years of age and over who need care, guidance, and supervision away from their homes during the day.

Where in South Manhattan could the day care service center be located? The Douglas Center located in the middle of South Manhattan at 9th and Yuma serves the community as a supervised recreational facility. But as far as the working mother is concerned, the Douglas Center in its present condition with limited space and facilities, is unable to aid her child care needs. It is possible to expand and renovate the Douglas Center to house a day care center and studies are now being made to examine this possibility. If the Douglas Center site is seriously considered, vast renovation and expansion techniques must be employed to meet federal and state regulations.

The Douglas School located across the street from the Douglas Center is another possibility for the location of the day care center. The school would first have to be purchased from the Board of Education then renovated to specific federal regulations, but this possibility is a very positive one and should be given extra consideration. In

its present state, the Douglas School is being used as a maintenance building by the Board of Education. Being located in the center of the community, as well as being an historical landmark in Manhattan, it seems a waste that this perfectly sound structure, which could easily and economically be renovated to a community facility, a much needed one at that, just sits there without being of any value to the community. Studies have been done by students at Kansas State University as to the cost of renovating the structure. The possibility of acquiring the Douglas School from the Board of Education and pursuing the idea of turning it into a child care facility should be taken into serious consideration.

A third possibility of the location of a day care center would be to build one, from the ground up, in the area. This is a possible answer to the problem, but not probable. One would have to take into consideration the site, purchasing of land, the time involved to build a new facility as well as countless other things which would affect the building of a new structure. South Manhattan needs this facility now and why waste money and time building a new structure when there presently exists structures in the area which could be used?

The establishment of a day care center could be very important in that it could be a good economic base for the area. With training, various community members who are un-

employed and looking for employment could serve as the staff of the day care center. By employing community members, not only would their financial situation be aided, but the children would also be aided, for they would be more receptive to the people that they know rather than someone they do not.

The day care center could also aid in strengthening the political structure of the area. By establishing a common economic base, controlled by the residents of the area, they could have a stronger voice in not only the activities affecting them, but also in the concerns of the entire city.

The establishment of a day care center, community based and controlled could further open the doors so that future community goals and projects could be implemented. A credit union could possibly be established, businesses of various sorts, possibly a bank, and an endless number of possibilities for the future economic and political expansion in the community could be pursued. Whatever the community based program may be, it must be developed by the community itself if it is to be responsive to the needs of that community.

APPENDIX A

Comprehensive Diagnostic Survey  
(conducted by Manhattan Urban Renewal Agency)

Family Statistics

	<u>Children Under 5</u>	<u>Children 5-14</u>	<u>Teens 15-19</u>	<u>Young Adults 20-24</u>	<u>Adults 25-44</u>	<u>Adults 45-65</u>	<u>Adults 65 over</u>	<u>Total</u>
Father	0	0	4	16	25	22	5	72
Mother	0	0	10	14	34	18	6	82
Children								
1	12	21	15	1	1	0	0	50
2	4	23	4	1	1	0	0	33
3	6	16	1	0	0	0	0	23
4	4	7	1	0	0	0	0	12
5	2	4	0	0	0	0	0	6
6	1	3	0	0	0	0	0	4
7	1	2	0	0	0	0	0	3
8	1	0	0	0	1	0	0	2
9	0	0	0	2	0	1	0	3
10	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>
<u>Total</u>	<u>31</u>	<u>76</u>	<u>35</u>	<u>34</u>	<u>63</u>	<u>41</u>	<u>11</u>	<u>291</u>



Types of Employment

	<u>Agri- culture</u>	<u>Cleri- cal</u>	<u>Do- mestic</u>	<u>Indus- trial</u>	<u>Profes- sional</u>	<u>Re- tail</u>	<u>Semi- skilled</u>	<u>Skill- ed</u>	<u>Un- skilled</u>	<u>Mili- tary</u>
Father	1	0	4	5	2	1	10	5	6	14
Mother	0	1	5	3	2	1	7	6	2	1
Other	0	0	0	0	0	0	0	0	0	0

Retired or Unemployed

	<u>Other</u>	<u>Dis- abled</u>	<u>Unem- ployed</u>	<u>Full- Time</u>	<u>Wel- fare</u>
Father	0	1	0	14	4
Mother	0	0	0	6	1
Other	0	0	0	0	0

Total number of Comprehensive Diagnostic Surveys taken  
by Manhattan Urban Renewal- 257.

Total number of Comprehensive Diagnostic Surveys with  
children six years and under- 54.

What is the total income of the families with children  
six years and under?

Less than \$1,000.00	
1,001.00-1,500.00.....	2
1,501.00-2,000.00.....	1
2,001.00-2,500.00.....	1
2,501.00-3,000.00.....	2
3,001.00-3,500.00.....	3
3,501.00-4,000.00.....	6
4,001.00-5,000.00.....	7
5,001.00-6,000.00.....	8
6,001.00-7,000.00.....	3
7,001.00-8,000.00.....	6
8,000.00 and above.....	5

General Sources of Income:

Father's Wages: 31

Mother's Wages: 13

Other 1

Child care for families with one or more children, six years and under:

<u>Yes</u>	<u>No</u>	
18	5	Is there a need for child care because the mother is working?
		How are the children taken care of?
3		a. By other adults in the family?
0		b. By children in the family?
9		c. By a babysitter?
2		d. Kindergarten or day nursery.
1		e. Other (specify) Head Start.
21		f. Not any (mother stays at home).

APPENDIX B

Federal Interagency Day Care Requirements

Kansas State Regulations for Licensing

## Federal Interagency Day Care Requirements

The Federal Interagency Day Care Requirements have been approved by the U.S. Department of Health, Education, and Welfare, the U.S. Office of Economic Opportunity, and the U.S. Department of Labor. The requirements will be supplemented from time to time by Interagency Recommendations issued through the Federal Panel on Early Childhood. The Panel is responsible for revising Standards from time to time and for issuing interpretations of the Standards whenever required. Any questions may be addressed to the Federal Panel on Early Childhood, c/o the Children's Bureau, Social and Rehabilitation Service, Department of Health, Education, and Welfare, Washington, D.C. 20201.

### A. Grouping of Children

Three to 4 years. No more than 15 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 5 to 1.

Four to 6 years. No more than 20 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 7 to 1.

### B. Licensing Requirements

Day care facilities must be licensed or approved as meeting the standards for such licensing. If the State licensing law does not fully cover the licensing of these facilities, acceptable standards must be developed by the licensing authority or the State welfare department and each facility must meet these standards if they are to receive Federal funds.

### C. Location of Day Care Facilities

Members of low-income or other groups in the population and geographic areas who (a) are eligible under the regulations of the funding agency and (b) have the greatest relative need must be given priority in the provision of day care services.

In establishing a day care facility, the following factors must be taken into consideration:

- a. Travel time for the children and their parents.
- b. Convenience to the home or work site of parents.

- c. Provision of equal opportunities for all people.
- d. Accessibility of other resources.
- e. Opportunities for involvement of the parents.

#### D. Safety and Sanitation

The facility and grounds used by the children must meet the requirements of the appropriate safety and sanitation authorities.

#### E. Suitability of Facilities

Each facility must provide space and equipment for free play, rest, privacy, and a range of indoor and outdoor program activities suited to the children's ages and the size of the group. Minimum requirements include:

- a. Adequate indoor and outdoor space for children, appropriate to their ages, with separate rooms or areas for cooking, toilets, and other purposes.
- b. Floors and walls which can be fully cleaned and maintained and which are nonhazardous to the children's clothes and health.
- c. Ventilation and temperature adequate for each child's safety and comfort.
- d. Safe and comfortable arrangements for naps.
- e. Space for isolation of the child who becomes ill.

#### F. Educational Services

Educational opportunities must be provided each child and they must be under the supervision and direction of a staff member trained or experienced in child growth and development. Each facility must have toys, games, equipment and material for educational development. The daily activities for each child in the facility must be designed to influence a positive concept of self and motivation and to enhance his social, cognitive, and communication skills.

#### G. Health and Nutrition Services

Each child must receive dental, medical, and other health evaluations appropriate to his age upon entering day care. All staff members of the facility must be aware of the hazards of infection and accidents and how they can minimize them.

#### H. Training of Staff

The operating or administering agency must provide or arrange for the provision of orientation, continuous inservice training, and supervision of all staff involved in a day care program. Staff must be assigned responsibility for organizing and coordinating the training program. Nonprofessional staff must be given career progression opportunities which include job upgrading and work related training and education.

I. Parent Involvement

Opportunities must be provided parents at times convenient to them to work with the program and, whenever possible, observe their children in the day care center.

J. Administration and Coordination

The personnel policies of the center must be governed by written policies which provide for job descriptions, qualification requirements, objective review of grievances and complaints, a sound compensation plan, and statements of employee benefits and responsibilities. The methods of recruiting and selecting personnel must ensure equal opportunity for all people to file an application and have it considered within reasonable criteria.

K. Coordination

The program must be coordinated to avoid duplication in service and to promote continuity in the care and service for each child.

L. Evaluation

Day care facilities must be periodically evaluated in terms of the Federal Interagency Day Care Requirements.

## Kansas State Regulations for Day Care

Prepared by The Division of Maternal and Child Health of the Kansas State Department of Health in cooperation with The Division of Child Welfare Services of The State Department of Social Welfare.

### License

Any person desiring to conduct a day care home shall apply for a license to do so on State Department of Health forms. No person shall conduct a day care home unless licensed to do so by the State Department of Health.

### Terms of License

The number of children specified on the license shall be the maximum number of day care children present in the home at any one time.

### Eligibility for License

Applicant shall be qualified by temperament, emotional maturity, sound judgment, education, experience and an understanding of children to give care to them. Applicant must be within the ages of 21 and 60. The day care home shall not receive a license when any member of the household has been convicted of a felony involving intentional harm or has a history of sex deviation or commission of a sexual offense.

### Care of Children

There shall be at least one adult in the day care home when children are being cared for. Children receiving day care shall not be left in the day care of anyone under 16 years of age. The day care home shall be as nearly as possible a family situation. Corporal punishment shall be prohibited.

### Physical Standards

The day care home shall be in an area which is conducive to the health, safety, and welfare of the children. The premises shall include no hazardous furnishings. The home shall be clean. There shall be indoor play space. Facilities for drinking, eating, and napping shall be provided.

### Equipment



Play equipment shall be provided, and in good condition. The surface under the outside playground equipment shall not be cement, asphalt, gravel or other hard abrasive surface.

### Health and Safety

Each member of the day care home and anyone having direct contact with the child placed in the home shall submit a certificate by a licensed physician stating that he is free from any evidence of physical and mental illness which might conflict with the children's interest.

No child shall be admitted to a day care home, except in an emergency, before obtaining from his physician the "Medical Record for Children Receiving Day Care," prescribed by the Kansas State Department of Health, stating that he is free from communicable disease and tuberculosis and that he has been immunized against smallpox, whooping cough, polio, diphtheria, tetanus, measles, and others as recommended by the State Department of Health.

Meals served the children in the day care home shall provide at least one third of the child's total daily requirements of calories, proteins, minerals, and vitamins.

### Records

The day care home's license shall be prominently displayed. A copy of the "Regulations for Licensing Day Care Homes for Children" shall be kept on the premises at all times. Such copies shall be furnished by the Division of Maternal and Child Health of the State Department of Health.

APPENDIX C

Standards and Costs of Day Care

Standards and Costs of Day Care  
Comparative Summary

<u>Group Day Care</u>		<u>Minimum</u>	<u>Acceptable</u>	<u>Desirable</u>
Generally used for 3-5 year olds	Total	\$1,245	\$1,362	\$2,320

Standards And Costs Of Day Care

For A Full Day In A Center

Program Element	<u>Minimum</u>		<u>Acceptable</u>		<u>Desirable</u>	
	<u>Descrip- tion</u>	<u>Annual Cost-1</u>	<u>Descrip- tion</u>	<u>Annual Cost-1</u>	<u>Descrip- tion</u>	<u>Annual Cost-1</u>
Food-Meals-Snack	1 Meal Snacks	\$ 140	2 Meals Snacks	\$ 210	2 Meals Snacks	\$ 210
Transportation	Parent		Center	\$ 60	Center	\$ 60
Medical, Dental Services	Exam Referral	\$ 20	Exam Referral	\$ 20	Exam Treatment	\$ 60
Work with parent	Little	\$ 10	General	\$ 30	Parent Ed.	\$ 70
Facilities and Utilities (Rent)	Licensing Requirement	\$ 90	Same	\$ 90	More space	\$ 110
Clothing and Emergency	Necessary	\$ 30	Necessary	\$ 20	Necessary	\$ 20
Supplies	Custodial Program	\$ 20	General Development	\$ 50	Individual Development	\$ 75
Equipment	Custodial Program	\$ 20	General Development	\$ 12	Individual Development	\$ 15

Program Element	<u>Minimum</u>		<u>Acceptable</u>		<u>Desirable</u>	
	<u>Descrip- tion</u>	<u>Annual Cost-1</u>	<u>Descrip- tion</u>	<u>Annual Cost-1</u>	<u>Descrip- tion</u>	<u>Annual Cost-1</u>
Staff						
Professional @ 6,600	1 per 20 Children	\$275	1 per 15 Children	\$405	1 per 15 Children	\$405
Non-profes- sional @ 4,400	2 per 20 Children	\$320	2 per 15 Children	\$405	2 per 15 Children	\$405
Social Service Professional @ 6,600	1 per 150 Children	\$ 65	1 per 100 Children	\$ 65	1 per 100 Children	\$ 65
Community Aid @ 4,400	None		1 per 100 Children	\$ 20	2 per 100 Children	\$ 45
Business @ 4,000	2 per 100 Children	\$ 80	3 per 100 Children	\$120	3 per 100 Children	\$120
Special	Urgent only	\$ 20	1 per 100 Children	\$ 60	2 per 100 Children	\$120
Supervision	1 per 100 Children	\$ 80	2 per 100 Children	\$160	2 per 100 Children	\$160
Training	10% Salary	\$ 75	10% Salary	\$120	10% Salary	\$145
TOTAL PER CHILD		<u>\$1,245</u>		<u>\$1,862</u>		<u>\$2,320</u>

Operating Costs of Day Care for a Full  
Day in a Center

<u>Program Element</u>	<u>Description</u>	<u>Annual Cost Per Child</u>
Food- Meal, Snack	2 Meals, Snack	\$ 210
Transportation	By Center	60
Medical and Dental	Exam & Referral	20
Work with Parents	General	30
Field Trips		20
Facilities	Licensing require- ments	90
Clothing	As necessary	20
Supplies	General Develop- mental Program	55
Equipment	General Develop- mental Program	20
<u>Staff</u>		
Classroom Profes- sional- BA	1 per 15 Kids	405
Classroom Non-Pro- fessional	2 per 15 Kids	420
Social Service Professional	1 per 100 Kids	65
Community Aid	1 per 100 Kids	20
<b>Business</b>	3 per 100 Kids	120
Special Personnel	1 per 100 Kids	60
Staff relief		20
Supervision	2 per 100 Kids	160
Training	10% of Salary	<u>120</u>
	Total	\$1,915

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