



**SACRAMENTO
HOUSING AND REDEVELOPMENT
AGENCY**

Agony
42
COUNTY OF SACRAMENTO
CALIFORNIA

March 5, 1985

Housing Authority of the City of Sacramento
Housing Authority of the County of Sacramento
Sacramento, California.

CITY MANAGER'S OFFICE
RECEIVED
FEB 27 1985

Honorable Members in Session:

SUBJECT: Agency Child Care Center Operations Evaluation

APPROVED
MAR - 5 1985
SACRAMENTO HOUSING AUTHORITY
CITY OF SACRAMENTO

SUMMARY

This report transmits the evaluation findings of the Agency operated Child Care Centers funded by the State of California Office of Child Care Development.

The Policy Planning and Evaluation division staff recently conducted an arms length review of the Child Care Centers located at River Oaks and Dos Rios housing projects. This review primarily focused on whether or not the program was managed in accordance with the requirements of State of California Office of Child Development and the Agency policies and was meeting its stated purpose and objectives in an effective manner. This evaluation is attached. The following report presents the study findings, conclusions and recommendations.

BACKGROUND

The primary goal of the child care program is to provide educational and custodial services to the children of low-income families who are working, seeking work, or training to obtain employment. The trained staff provides educational programs to children between the ages of three to six years of age and custodial care to some school age children. The program promotes children's physical growth, social skills, and mental and emotional development through curriculum centered around play.

3-5-85
All Districts

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PROGRAM DESCRIPTION

The Child Care Program began operation in 1976 as part of a state program designed to serve low-income families. The program provides a day care service to working mothers, household providers who are seeking employment, or those who are in training. This program is funded by the State Department of Education through the Office of Child Development. Services are provided at two low-income housing project sites: Dos Rios and River Oaks Child Development Centers. Maximum licensed capacity at the Dos Rios Center is 29, and at River Oaks, 41 children.

A diverse curriculum including multicultural activities introduce and prepare children for the formal school years. The combined staff of sixteen, including three Foster Grandparents, is proficient in at least three languages. Two balanced meals and an afternoon snack are served daily. Parents advise in program planning and implementation.

The Child Care Program coordinates with the public school system and community program to provide internship and employment training for prospective employees.

During 1984, Dos Rios Infant Care was converted to regular day care due to increased demand for that service. The Dos Rios child care center's request to operate as a day care center was evaluated by the Community Care Licensing Department and the day care license was granted.

The Child Care program budget for the year 1984 totals \$385,074. Of the total, 77% was planned for employee wages, 14% for overhead and 9% for supplies and other services. The program was funded by the State's Office of Child Development grant (69%), and the balance (31%) by local taxes.

The purpose of this evaluation is to comment on the program's operation from January to December of 1984. In order to do this, a number of relevant criteria or questions was developed. The aim was to measure the important functions of the program. Each question is indicated in the attached report along with the answer, or observation. Following that are a set of conclusions and recommendations about the program. Those are also reiterated below.

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FINDINGS AND CONCLUSIONS:

1. The child care center provides a critically needed service to the low-income families residing at the largest SHRA managed family housing projects in the community. A recent reduction in budget has required the program manager to operate the program more creatively and efficiently, but without a loss of service to the children.
2. The facilities lack a routine maintenance checkup, at least on a monthly basis, to keep up with the wear and tear of equipment in the facility and play areas. Improvement in play equipment and storage require budgetary planning and cooperation from parents and private businesses to donate the resources.
3. A list of compliance deficiencies with the State licensing requirements (since addressed) was the most serious finding.
4. It was found that the program budget does not provide for an allocation for one time repairs. For instance such allocation would help meet with critical physical improvements needed to comply with State licensing requirements at the Dos Rios Child Care Center.
5. Enrollment is at allowable maximum, however, average daily attendance frequently falls below the limits.
6. The program is generally well administered by the Program Manager and complies with the Office of Child Development contract guidelines and conducts business in accordance with the Agency's adopted personnel and financial procedures.

RECOMMENDATIONS

1. Continue the child care operations at River Oaks and Dos Rios sites.
2. Provide routine monthly maintenance at both sites by the housing maintenance crews which will result in the provision of safe and secure premises for the children.
3. Secure additional play equipment as necessary to aid in the physical development of the children at both centers. Community Development Block Grant funds of up to \$2000, should be allocated for this use.
4. Continue to work on the staff development plan to assist the transition of the program from infant care to day care at Dos Rios as well as to River Oaks child care staff.

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5. Enroll sufficient number of children at both locations to assure maximum average daily attendance consistent with the licensed capacity of both sites (71); and maintain a waiting list of potential enrollees at the Dos Rios Child Care Center.
6. Develop and maintain a small budget allocation (\$1000) for maintenance and incidental one time repairs critical to the safe program operation. Meanwhile, develop a financial plan for removal of all deficiencies by March 1985.
7. Continue to encourage enrollments of low-income child care service users from outside the housing projects.
8. Agency staff needs to identify a positive system of tracking incoming correspondence so that reports and other documents reach designated staff on a timely basis; specifically, an arrangement must be made to deliver mail directly to the River Oaks Child Care office.

FINANCIAL DATA

Community Development Block Grant funds of up to \$2000 should be allocated for the purchase of play equipments for the day-care centers. (see Attachment B for details). A \$1000 budget allocation should be appropriated and made part of the 1985 and subsequent years' budgets for maintenance and incidental repairs.

ENVIRONMENTAL REVIEW

Not Applicable.

POLICY IMPLICATIONS

None. The staff recommendations are consistent with the existing policy and no policy revisions are suggested.

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VOTE AND RECOMMENDATION OF COMMISSION

At its regular meeting of February 20, 1985, the Sacramento Housing and Redevelopment Commission adopted a motion recommending adoption of the attached resolution. The votes were as follows:

AYES: Amundson, Lopez, Luttrell, Moose, Ose, Pettit,
Sanchez, Wooley, Angelides

NOES: None

ABSENT: Teramoto, Walton

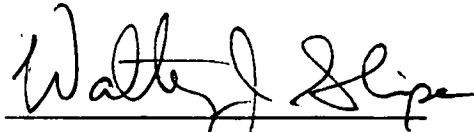
RECOMMENDATION

Staff recommends adoption of the attached resolution which approves the evaluation and implementation of the recommendations outlined above.

Respectfully submitted,


ANDREW J. PLESCIA
ACTING EXECUTIVE DIRECTOR

TRANSMITTAL TO COUNCIL:


WALTER J. SLIPE
City Manager

Contact Person: John Molloy
440-1360

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RESOLUTION NO. 85-013

ADOPTED BY THE HOUSING AUTHORITY OF THE CITY OF SACRAMENTO

ON DATE OF

March 5, 1985

APPROVAL OF THE AGENCY OPERATED CHILD CARE CENTER EVALUATION AND RECOMMENDATIONS

BE IT RESOLVED BY THE HOUSING AUTHORITY OF THE
CITY OF SACRAMENTO:

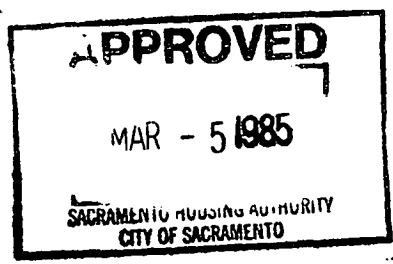
Section 1. The 1984 Agency Evaluation of Public
Housing Child Care Centers attached to the staff report,
its findings, conclusions and recommendations are hereby
approved.

Section 2. The 1985 Agency Budget is hereby
amended to transfer \$2,000.00 from 1985 CDBG contingency
(4286) to 1985 Public Housing Child Care Improvements
(4324). The purpose of this funding is to accomplish
required improvements (purchase play equipment) as called
for in the evaluation.

CHAIRMAN

ATTEST:

SECRETARY



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RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

March 5, 1985

APPROVAL OF THE AGENCY OPERATED CHILD CARE CENTER
EVALUATION AND RECOMMENDATIONS

BE IT RESOLVED BY THE COUNCIL OF THE CITY
OF SACRAMENTO:

Section 1. The 1984 Agency Evaluation of Public Housing Child Care Centers attached to the staff report, its findings, conclusions and recommendations are hereby approved.

Section 2. The 1985 City Community Development Block Grant Budget is hereby amended to transfer \$2,000.00 from 1985 Community Development Block Grant contingency (4286) to 1985 Public Housing Child Care Improvements (4324). The purpose of this funding is to accomplish required improvements (purchase play equipment) as called for in the evaluation.

MAYOR

ATTEST:

CITY CLERK

[Handwritten signatures and stamps]

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EVALUATION OF
AGENCY CHILD CARE CENTER OPERATIONS

PROGRAM OBJECTIVES

The primary goal of the child care program is to provide educational and custodial services to the children of low-income families who are working, seeking work, or training to obtain employment. The trained staff provides educational programs to children between the ages of three to six years of age and custodial care to some school age children. The program promotes children's physical growth, social skills, and mental and emotional development through curriculum centered around play.

I. DESCRIPTION

The Child Care Program began operation in 1976 as part of a state program designed to serve low-income families. The program provides a day care service to a significant number of working mothers, household providers who are seeking employment, or those who are in training. The program is funded by the State Department of Education through the Office of Child Development. Services are provided at two low-income housing project sites: Dos Rios and River Oaks Child Development Centers. Maximum licensed capacity at the Dos Rios Center is 29, and at River Oaks, 41 children.

A diverse curriculum including multicultural activities introduce and prepare children for the formal school years. The combined staff of sixteen, including three Foster Grandparents, is proficient in at least three languages. Two balanced meals and an afternoon snack are served daily. Parents advise in program planning and implementation.

The Child Care Program coordinates with the public school system and community program to provide internship and employment training for prospective employees.

During 1984, Dos Rios Infant Care was converted to day care due to increased demand for child care. The Dos Rios child care center's request to operate as a day care is currently evaluated by the Community Care Licensing Department. The day care license will be granted when the facility and program meets with the stated requirements.

The Child Care program budget for the year 1984 totals \$385,074. Of the total, 77% was planned for employee wages, 14% for overhead and 9% for supplies and other services. The program was funded by the Office of Child Development grant (69%), and the balance (31%) by local taxes.

The purpose of this evaluation is to comment on the program's operation from January to December of 1984. In order to do this, a number of relevant criteria or questions was developed. The aim was to measure the important functions of the program. Each question is indicated below along with the answer, or observation. Following that are a set of conclusions and recommendations about the program.

Question 1.

Are the programs meeting State and Federal guidelines as described in funding grants guidelines?

Agencies monitoring the child care program funding and operation are:

1. The State Department of Education (DOE)
 - A. Office of Child Development
 - B. Office of Nutrition Services
2. The State Department of Social Services
 - A. Community Care Licensing
3. State of California Health and Welfare Agency

1. The State Office of Child Development monitors the annual grant contract, consisting of monitoring of fiscal records and certificates of eligibility of parents and children using the subsidized program. The Office of Child Development has funded the program for the year 1985, implying that the Child Care program is in compliance with the State's contractual guidelines. A formal review of the child care services will be forthcoming, when the department undertakes the program quality review in January.

The Office of Nutrition Services reimburses the expenditures relative to the food provided to the children at both sites, River Oaks and Dos Rios projects. The latest audit was conducted by the Office of Nutrition Services in April 1984, and the program was found to be in compliance with the Agreement.

2. The Community Care Licensing enforces rules and regulations aimed at protecting the health, safety and welfare of children through monitoring the upkeep of physical facility, employee and student records, finger printing of staff, number of staff to children ratios, and adequacy of educational play equipment.

During the month of October, the Licensing Agency issued a list of violations observed at Dos Rios facility. By December the Agency had corrected all deficiencies and the Licensing Agency issued a license to operate the day-care program at the Dos Rios site.

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3. The State of California Health and Welfare Agency requires that the children's immunization records be updated and copies sent to their office for their records. These health records are being updated currently.

Question 2.

Adequacy of client service: How many children are being served?

Numerical Goals:

The Housing Authority operated child care programs are licensed for 70 children; River Oaks (41 children) and Dos Rios (29 children.) However, the Program Manager targets about 73 preschool children. The contract with the State Department of Education refers to serving 17,593 enrollment days for the contract year. For the same period, 36,792 meals were planned for children attending the program.

Observation:

As far as the numerical goals are concerned, the program continues to meet the stated goal of serving 73 children. While the total enrollment is 75 children, however, the average daily attendance is down to 60 children, or 10 below capacity. A total of 17 children were reported to be on the waiting list.

Question 3

Are the services provided well suited to client needs and available in terms of convenience (i.e., hours of operation, center location, etc.)?

Observation:

Both child care facilities, River Oaks and Dos Rios, are situated in the low-income housing projects, and location is very accessible for parents to drop off and pick up children.

Question 4

Services Vs. Demands -- Are services available adequate, with respect to the needs of the client group served and with respect to the needs of the intended client population?

Observation

The day care program aims at providing the total development of a child. Total development includes emotional, mental and physical development.

1. Emotional and Mental Development

A program quality review is planned by the State Department of Education in December 1984. The State funding authority's on-site review will include all phases of program quality (such as educational, physical development component, etc.), as it relates to an individual child. Individual assessments will include observations of classroom sessions and a review of tests administered to children which reflect how well they are learning, growing, and relating to others in the group. These findings will be presented separately.

2. Physical Development

Observations of physical conditions of the play areas indicated that the program lacks a variety of basic play equipment, such as slides, swings, roman bars, etc. The program Staff indicated to me that security and storage of this equipments is an unresolved issue, due to vandalism. The findings of the Community Care Licensing evaluators corroborate the need to increase play equipment at the Dos Rios Child Care Center. It is apparent that the absence of suitable play equipment can have detrimental effects on the children's physical development potential.

In terms of nutrition, children are fed two meals and a snack in the afternoon. In addition, parents are referred to appropriate health care service agencies for the dental and physical examinations as needed by the children. Sutter Community Hospital and U.C.-Davis Medical Center volunteer staff periodically observe specific children for potential mental health problems. If their findings are positive, then the parent is referred to appropriate health care providers. These functions are working well at this time.

With respect to whether the services are numerically adequate to meet the needs of the client group, based on the information received, it appears that the demand for child care at the River Oaks project exceeds the licensed capacity, while the Dos Rios center seems to be meeting the need in that area at this time. The River Oaks Child Care project has a waiting list of children wanting enrollment. River Oaks also enrolls a little over half of the children (38) from outside the project. This indicates an overall need for child care at affordable rates for low-income families in the Sacramento area, but not necessarily at the River Oaks housing project.

Analysis of attendance versus enrollment and waiting list show the unmet needs as follows:

	<u>Dos Rios</u>	<u>River Oaks</u>
Capacity	29	41
Average Daily Attendance	23	37
Enrolled	26	43
Waiting List	0	17

It should be noted that the enrollment criteria noted below , may serve to limit the program participants in these areas:

- . Parents must be employed, full or part time
or
- . Parents must be seeking employment
or
- . Parents must be training for gainful employment
and
- . Parents meet low-income criteria as provided by the State

Question 5

Client Profile -- Service users at both centers are:

River Oaks

- 43 Children enrolled at the child care center
- 26 Families live in the project
- 17 Families live outside of the River Oaks/New Helvetia projects
- 24 Parents are single parent head of households
- 10 Are two parent families

Dos Rios

- 26 Children enrolled at the Child Care Center
- 5 Parents live in the project
- 21 Parents live outside the project area
- 21 Single parent head of household
- 5 Two family head of households

The following data indicates ethnic breakdown of the program participants and their low-income status. The same data on the two housing projects is included for reference.

	<u>Dos Rios</u>		<u>River Oaks</u>	
	<u>Child Care</u> (capacity=29)	<u>Housing project</u>	<u>Child Care</u> (capacity=41)	<u>Housing Project</u>
Age 0-4	26	223	43	274
White	7	287	3	186
Black	10	101	16	107
Native American etc	0	7	0	10
Asian/Pacific Islanders	2	51	17	128
Hispanic	7	116	7	120
Median Income	\$11,000	NA.	\$10,500	NA.
Sacramento Median	\$24,500			

Question 6

Management and Operations

A. What is the present budget? How does it compare to other similar programs?

The total program budget of child care services amounts to \$385,074 for 1984 and \$331,058 for 1985. The reduction in budget reflects the reduction of staff, primarily due to a change from infant care to day care services and resulting reduction of number of employees from 15.5 to 12.5.

The bulk of the budget consists of employee wages and benefits. A very small portion of funding is allocated to non-employee categories. The wages and benefits provided are consistent with the Agency's adopted personnel policies. This budget is also approved by the Office of Child Development and reviewed in terms of reasonableness of various budget categories.

B. Record Keeping

Financial

The Agency's audit conducted by the Touche Ross Company found the financial records and procedures of the child care program in compliance with the state contractual requirements.

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Personnel Records

The Community Care Licensing Agency, during their review of the license renewal application for the Dos Rios Child Care Center, found the facility and personnel records in violation of various State laws. The State evaluators found the records incomplete and/or not accessible at locations as required by State law. All of these violations were being corrected by the Program Manager at the time of this writing (November 1984).

C. What income, if any, does the program generate?

Fees:

All eligible parents may pay a fee on a sliding scale basis, predetermined by the State Board of Education, adjusted for size of the family and level of income.

Parents earning less than minimum (\$576/mo.) income receive completely free child care service. About 70% of parents don't pay any fees, due to their low-income status. The remainder pay about a dollar a day, or \$30 per month, for full time child care services according to the Program Manager. A family whose gross monthly income is more than 84% of the State median income (\$968 for one child to \$2,792 for 11 children), is ineligible for subsidized child care services. The median income of participating parents is less than 50% of median income. (See client profile.)

The fee structure varies with the part time or full time student, as well as income level and the family size. The minimum is \$0.25 per day for a full time child, and a maximum of \$5.80 for a full time child.

D. Are other Agency programs interfaced with the child care program to provide supportive services?

The only program providing volunteer support is the Foster Grandparent program, which provides three volunteers to help with the existing staff.

The recommendation made by the previous evaluation is to explore combining food facilities into the Sacramento Elderly Nutrition Program (SENP). Research into this alternative showed no net cost savings by merging kitchen facilities, because the child care program receives surplus food and labor at minimum wages, whereas SENP must buy all its products and pay higher wages to the professional cooks. Therefore, it was determined that the kitchen operations as they currently exist are adequate.

E. What is the staff to children ratio? How does it compare to State requirements?

The staff to children ratio is 1:15. That means for every fifteen children, there must be a teacher and one aide available on the premises. If the staff is absent for whatever reason, the Program Manager must substitute absent staff by seeking outside temporary help on those days. Both child care centers comply with the teacher-student ratio required by the State. The program has an adequate total (12.5) staff persons. In addition, the program has three to four regular volunteers to help out as required by the staff.

F. What training do employees and volunteers receive in child care?

The State's Community Care Licensing department requires that the teacher must have teaching credentials or be actively enrolled in similar courses. The transcripts must be kept on file at the Child Care Center for the licensing officer's inspection. Head teachers and the administrator must have three semester credits course in child care program administration.

Volunteers do not require any formal training in early childhood discipline.

In personal interviews with the head teachers of both centers, it was pointed out that the program lacks a staff development plan, that would allow staff, for example, to visit other similar programs to enrich the program they serve. The staff development plan can include, for example, attending or hosting workshops, seminars, presentations by experts in the education field, human relations with parents, and child discipline.

G. What systems, processes and interactions have been developed to help achieve, the program goals?

The child care program goals are stated in the Agency's Annual Work Program. These goals are discussed and defined by the Program Manager and head teachers before presentation to parents for their review and advice. Later, the work program, goals and an action plan are presented to the various departments and to the Agency prior to submission to the Office of Child Development.

The Child Care staff is most familiar with the individual responsibilities and authority required to meet the program's administrative and educational requirements. Staff also participated in the preparation of the program budget, and remains aware of available resources and limitations.

Employee evaluations are conducted periodically, according to the Agency policy.

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The Program Manager communicates policy changes to the staff as needed. However, the Program Manager has stated that she often gets frustrated with the breakdown in communication from the State agencies to her; the correspondence is directed to the Chief of Community Services or Director of Housing, not the program manager. Therefore, either the staff misses, or faces, unrealistic administrative deadlines due to delays or lost communications. Part of the problem is that all three administrative offices (Program Manager, Chief of Community Services and the Director of Housing) are situated in different locations.

Findings and Conclusions

The child care center provides a critically needed service to the low-income families residing at the housing project and in the community. The reduction in budget has required the program manager to operate the program more creatively and efficiently.

The facilities lack a routine maintenance checkup, at least on a monthly basis, to keep up with the wear and tear of equipment in the facility and play areas. Improvement in play equipment and storage require budgetary planning and cooperation from parents and private businesses to donate the resources.

The need for compliance with the State licensing requirements was the most serious finding.

It was found that the program budget does not provide for one time repairs or maintenance budget. Such allocation would help meet with critical physical improvements needed, for instance, at the Dos Rios Child Care Center to comply with State licensing requirements.

Enrollment is at at a maximum, however, average daily attendance frequently falls below maximum.

The program is well administered by the Program Manager and complies with the Office of Child Development contract guidelines and conducts business in accordance with the Agency's adopted personnel and financial procedures, however, a staff staff development plan is lacking.

RECOMMENDATIONS

1. Continue the child care operations at River Oaks and Dos Rios sites.
2. Provide routine monthly maintenance at both sites by the housing maintenance crews to provide safe and secure premises for the children.
3. Secure additional play equipment as necessary to aid in the physical development of the children at both centers.

4. Continue to work on the staff development plan to assist the transition of the program from infant care to day care at Dos Rios, as well as to River Oaks child care staff.
4. Enroll sufficient number of children at both locations to assure maximum average daily attendance consistent with the licensed capacity of both sites (71); and maintain a waiting list of potential enrollees at both Child Care Center.
5. Develop and maintain a small budget allocation (\$1000) for maintenance and incidental one time repairs critical to the safe program operation. Meanwhile, develop a financial plan for removal of all deficiencies by March 1985.
6. Continue to encourage enrollments from low-income child care service users from outside the housing projects.
7. Agency staff needs to identify a positive system of tracking incoming correspondence so that reports and other documents reach designated staff on time; specifically, an arrangement must be made to deliver all program related mail directly to the River Oaks Child Care office.

Child Care Eval
1/9/85
KM:j

Suggested playground equipment for Dos Rios Child Development Center

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1. 1 each portable Gym Set, Aluminum, @ \$535.(includes small monkey bars)
 2. 2 each Rope Ladder @ \$28.00 ea. 56.
 3. 1 each "Fun Tube " @ 82.50
 4. 1 each Canvas covered cotton filled punching bag @\$47.
 5. 4 Assorted size old car tires (No Cost, donated)
 6. 2 each Tether Balls with recessed rope attachment for protection @9.85 each
 7. 1 each Play Canopy, Red & White panels, 12' diameter, @ 59.00
- Total \$799.20

* I have selected items of equipment that is recommended for physical growth and development. I have not included swing sets, or other items that I have found that are more geared to play, with little of no value as far as physical growth and development. These items are developmentally sound, are not 'dead end' equipment(can be used to extend an activity) and are safer for our age group children. Additionally, they are portable and can be brought indoors after play.

These are basic, and other items can be purchased as money is available.

NOT RECOMMENDED: JUNGLE GYM(STEEL, OR IN CONCRETE)
 ADDITIONAL SWING SETS
 TUBS (STATIONARY)
 large Monkey Bars

RECOMMENDED IF AVAILABLE:

See Saw
 Slide
 Balance Beam (Can be made out of a few boards and boxes)
 Basket Ball and net and backboard

See memo