Allocative Efficiencies in the Supply of Campus Child Care Services: A University of Wisconsin - Superior Case Study

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ABSTRACT

The University of Wisconsin - Superior is currently facing a resource allocation decision for child care services. The analysis of a UW-Superior child care needs assessment survey provided information to create market profiles of the students and staff that UW-Superior serves. These profiles showed that the students and staff at UW-Superior have different needs and wants. Overall the two segments want flexible scheduling, quality infant care, experienced staff, a partnership between themselves and the child care facility, a quality early education program, and an accredited child care facility. These wants, along with the policy required by the University of Wisconsin System, and the research of methods for offering child care facilities on campus, lead to the following recommendations for how UW-Superior should allocate its child care resources: offer differentiated services and scheduling options such as flexible scheduling and extended hours to the students and staff on campus; make students and staff its primary target market; and utilize alternative employment options such as internships, work study, and volunteers. The basic thesis of this paper is that by implementing these changes, UW-Superior will be allocating its child care resources more efficiently.

Introduction

Colleges and universities make decisions every day about how they can allocate their resources the most efficiently. Just like any other decision maker, they are trying to reach the optimal point that the constraints of their resources will allow. For academic decisions that colleges and universities make, the optimal point is obvious: attaining the highest quality of education possible. It is the decisions of how resources should be allocated for non-academic aspects that can be the hardest to make. The University of Wisconsin-Superior is currently facing that difficult decision with campus child care. The contract that UW-Superior currently has with the child care provider on campus is set to expire, and the University must decide how they will offer child care services in the future.

This paper will evaluate how the University of Wisconsin-Superior should allocate its resources towards child care services in the future. This paper is not an implementation plan for child care services on campus - it is intended to provide more information to the University about the needs of the campus for child care.

To help with this decision, the analysis will start by looking at other campus child care research. The literature review will explain issues that other campuses have faced when deciding how they will offer child care services. It will also explain the different forms campus child care facilities come in, and what UW-Superior currently has. After discussing the background information, the child care policy that UW-Superior is required to abide by, will follow. The analysis of a UW-Superior campus-wide child care needs assessment from fall 2008 is the next section of the paper. The analysis of the needs assessment survey will lead to the understanding of the profiles of the UW-Superior market segments. All of the proceeding research and analysis leads to the recommendations of how UW-Superior should allocate their resources for child care.

Background and Review of Literature

The University of Wisconsin-Superior is a public Liberal Arts college with approximately 2,800 students, and is located in a community with approximately 110,000 residents. While UW-Superior does require its non-local freshmen and sophomore students to live on campus, it is still very much a commuter college. Many of the 78 % of students that commute are only on campus for their classes. UW-Superior
has a fairly large amount of nontraditional students enrolled as well, with 28% of its students over the age of 25 (Student Life 1). These two characteristics of the university create a unique environment. Students that attend UW-Superior may have different needs and demands for what they want on campus compared to those that attend a more residential school. UW-Superior has been in contract with its current child care provider, the University’s Children Center (UCC), for approximately 4 years. The UCC has enough space for 65 children.

UW-Superior is not alone when deciding how they should offer child care. Many institutions face the same decisions and issues when choosing the best options for child care. Over the last decade, there has actually been an increase in campus child care centers across the country. In 2002 of the 4000 higher education institutions across the country, there was a reported 2500 campus child care facilities (Boswell 2). The increase of campus child care facilities over the past decade has come hand in hand with other changes. There was a 13.5% increase in female faculty from 1975 to 2001, and a 3% increase in the number of single parents enrolled in secondary education from 1996 to 2001 (Boswell 2). In the 2008-2009 school year, UW-Superior’s enrolled student body was 59% women and 41% men (UW-Superior 1).

Campuses may face similar issues, but campus child care centers serve a variety of different purposes. Some campus child care facilities serve the single purpose of providing child care, while others have laboratory purposes and other have both. Laboratory purposes include using the child care facility for research of the children attending the facility, but can also include using the child care facility as a teaching opportunity for students on campus. Figure 1 shows the different purposes that the members of the National Coalition for Campus Child Care (NCCCC) had in 1995. The NCCC is a membership organization supporting campus child care centers. The last poll of their members showed that 37% of their campus childcare members served the purpose of childcare services only, 11% were for laboratory purposes only, and 52% were for both childcare and laboratory services (Thomas 1). The goal of the child care facility at UW-Superior is solely to provide child care services. In the past, the UCC has provided some opportunities to the students in the Teacher Education an Early Education Development programs through volunteering, but they do not have a specific program set up, such as an internship program or service learning program.

Along with serving different purposes, child care facilities can also vary by the type of educational institution they are found on. According to a national study by the University of Wisconsin-Stout in 1996, 35% of campus child care facilities are on two-year campuses and the remaining 65 percent are on four-year campuses with both graduate and undergraduate students (Campus Child Care Centers: A National Study 36). UW-Superior is geared toward bachelor’s and master’s education, but does also offer associate degrees, so the institution has the ability to provide child care for a variety of different types of students, as well as employees.

Another common issue of campus child care facilities is the management structure. The UCC is a third-party childcare provider, but this is not the only way to manage a childcare facility. Some of the different types of campus childcare management include university academic unit, student affairs program, a nonprofit organization, administrative or financial services, human service department, or by parent cooperatives (Boswell 2). How a child care facility is managed relates back to the purpose of the child care facility. If the child care facility is going to serve as a learning tool to students as well as provide child
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care services it makes sense that it might be managed by an academic unit such as the Early Childhood Development program. On the other hand, if the center is solely for providing child care then having an outside vendor may be the most efficient. Figure 2 shows the variety of ways campus child care facilities are operated and managed. Depending on the management of the child care facility there are different levels of autonomy between the child care facility and the university. For instance, the director of the UCC has control of the child care facilities, service rates, hours of operations and the services provided. Changes to policies need to be approved by the Assistant Dean of Student Life, but the UCC director is in charge of creating those policies.

Another variation among child care facilities are the scheduling options that they offer. The most common scheduling options include, full day, half day, flexible, fixed, and drop-in. Full day are services typically provided during the traditional working day, 8AM - 5PM, or some variation of those hours. Half day scheduling also pertains to the traditional work day - usually from 8AM - 12PM or 1PM - 4PM. Fixed scheduling is generally set out in advance and agreed to for a span of time. A child care provider may require their client to sign a contract for certain hours of service for specified amount of time, perhaps a year, 6 months, a semester, whatever the contracted time may be. They may also require their scheduled to be set in advance, even if it is flexible. Flexible and fixed can also pertain to if a parent is going to use child care during the same hours every day or if the amount of hours and times are going to vary or not. Drop in care is unscheduled use of the child care. The UCC offers services from 7:30AM to 4:30PM for full day care, there is no half day scheduling allowed. Students are the only customers allowed to partake in drop-in care. If a student does utilize drop-in care they are required to pay for at least two hours of service.

Services also vary from child care facility to child care facility. Services are generally based on the ages of the children. Generally, child care services are based on age of the children. For example, at the UCC there is an infant room for ages 2 and under, a toddler room for ages 2-3, and a preschool room for children ages 4-5. The UCC also offers a summer camp program for school aged children. Other common services sometimes available include special needs care, care for sick children or before/after school programs.

Funding is another issue that universities and colleges face with campus child care centers. According to the NCCCC, very few facilities operate solely from the funding that parents pay. Funding a child care facility and who the child care facility serves are two issues tied very closely together. The way a childcare facility is funded can directly relate to who the childcare facility is serving. Different options are available for funding a child care facility that serves students. The UCC serves students, employees, and community members so some of their funding comes from the rates that they charge their users. Another part of their funding comes from the agreement that they have with UW-Superior: as long as they provide a discount to students, they are not required to pay rent or utilities on campus. The current discount rate that the UCC gives students is 25 cents per hour (a complete schedule of rates can be found in the appendix). Other funding resources are possible. The program known as CAMPUS (Childcare Access Means Parents in School) is an example of government funding available in the past. The CAMPUS program, part of the renewed higher education act of 1998, grants funds to universities to support or help establish child care facilities on campus (Yachin 1). The funds are available to schools with enrolled students who receive the Pell Grant. This is only one example of possible funding.

The discussion of how the child care facilities are funded leads to the question of who the child care facility serves. The primary client of the child care facility is a complex issue. Whom the child care facility serves depends on the purpose of the facility, but how the facility is funded depends on who the facility serves, so it is an integral part of the operation of the child care facility. The makeup of the parents who the university childcare facility serves can also create a host of different issues that the facility needs to address. One issue that often arises is which children are given priority to enroll. One case, as noted in Briley, Reifel and Paver’s work, is the effect that a wait list has on the population of who is served by the childcare facility. If a facility has a desire to provide childcare for both staff and student parents, but there is a wait list, it often becomes easier for the faculty to enroll their children in the childcare facility. The ratio of student parents to community and employee parents able to have their
children enrolled in the facility depends on the time length for the wait list. In Briley, Reifel and Paver’s work, the University of Texas had a wait list of 1 year; this length of time made it difficult for the students to utilize the facility; and over time the percentage of parents using the facility who were staff increased since they generally remained on campus for a longer amount of time than the students (Bryer, Reifel, and Paver 77). UW-Superior and the UCC are not immune to this problem. The UCC serves students, staff, and community members, so they also run into this problem. In later discussions, there was often mention of limited openings for student’s children.

Staffing of the child care facility also poses many options. The composition of the child care facility workforce can consist of many different types of employees. Student workers, volunteers, and interns are examples of alternative forms of employment in addition to the standard employee. If these types of employees were utilized the institution could potentially save money. Student workers are granted work study from the federal government, so the child care facility wouldn’t have to directly pay for their labor; volunteers would obviously be a lower cost form of labor; and interns are potentially a lower cost form of labor as well. Employment options available also depend on the purpose of the child care facility and how it is managed. The UCC does not utilize any of the alternative forms of employment. The employees are not affiliated in any other way to the institution besides employees of the child care facility.

Another factor that can affect the decision making process of allocating resources, but does not necessarily pertain just to child care services, is the recession that the United States, along with the world economy, are facing. Figure 3 shows the United States’ Unemployment rate over the last 60 years. In 2008 the unemployment rate reached 9.4; this was the highest since 1983. (Civilian 1). The recession, along with its corresponding high unemployment rate, affects higher education in two main ways. As the unemployment rate increases, more people are looking to go back to school and gain new skills to become more competitive in the tough job market. Currently, the U.S Census Bureau projects that higher education enrollment will continue to increase as it has in the past. From 2009 to 2011 there is an expected increase in higher education enrollment of 2.5 percent (School 138). Education is a tool that changes incomes, moves people out of poverty, and equalizes incomes. It is only logical that during a recession with a high unemployment rate that higher education enrollment will increase. The higher enrollment increases the demand for child care services, especially since during a recession people who normally may have too high of an opportunity cost to go to school are returning to re-skill. Non-traditional students will be returning and they are more likely to have children.

The other impact that a recession has on higher education institutions is on funding. The following analysis is from a public university or college perspective but can potentially affect all higher education institutions. In the current recession, the federal and many of the state governments are facing budget deficits. State colleges and many universities are funded by the government, so they have faced budget shortfalls and cuts as well. While the recession leads to more people going back to school, it also leaves the schools with less money, potentially causing a double dilemma for schools if they are not receiving more funding for the additional people. Services are cut, but the decision of what services get cut is not an easy one. Universities and colleges will need to know what services it is that people on campus want, how they can be offered efficiently, and what the universities can afford. From here, the analysis will examine the first two parts, what the campus wants, and if or how it can be offered efficiently in regard to the child care services being offered at the University of Wisconsin - Superior.
The University of Wisconsin - Superior is part of a Wisconsin-wide University system. The UW-System sets forth policies that each university must follow, and includes policy on child care. This section examines the policy that the UW-System dictates for child care. The UW-System requires that each of its Universities offer childcare to its campus, but it does not mandate the choice of how or how much. The child care requirement is found in the UW-System’s General Administrative Policy Paper (GAPP) #38, which from here forward will be referred to as G38. The sections to follow were chosen to be examined because of their importance in the decision that UW-Superior needs to make when allocating their resources. One integral part of the policy is as follows (the policy can be found in its entirety in the appendix):

University of Wisconsin System Policy

The University of Wisconsin - Superior is part of a Wisconsin-wide University system. The UW-System sets forth policies that each university must follow, and includes policy on child care. This section examines the policy that the UW-System dictates for child care. The UW-System requires that each of its Universities offer childcare to its campus, but it does not mandate the choice of how or how much. The child care requirement is found in the UW-System’s General Administrative Policy Paper (GAPP) #38, which from here forward will be referred to as G38. The sections to follow were chosen to be examined because of their importance in the decision that UW-Superior needs to make when allocating their resources. One integral part of the policy is as follows (the policy can be found in its entirety in the appendix):

All University of Wisconsin System children's centers have an obligation to provide high quality care for children, as well as to ensure high standards in teaching, research and public service. Therefore, each institutional children's center should seek and maintain accreditation by the National Academy of Early Childhood Programs [NAECP]. NAECP accreditation will insure that the program meets accepted quality standards for: staff-child interactions; curriculum; staff-parent interactions; administration; staff-child ratio; group size; staff qualifications and training; physical environment; health and safety; nutrition; and continuous program evaluation (1).

The above statement is just a part of the full policy, but it is an important part because the University System has set out their expectation for quality that is expected to be attained.

Another critical part of the policy is the following statement:

As an alternative to community child care when it does not meet the needs of the institution/unit, each university should set a goal of seeing that top quality, low cost child care and extended child care services, preferably campus based, are available to the children of students, faculty, and staff (2).

An important part of this statement is the distinction that it makes about how the university should supply child care when community child care providers are not meeting the needs of UW-Superior students. When deciding how they will provide childcare, UW-Superior needs to adequately gage whether or not their students’ needs are being met by the community child care facilities. This does not mean just that child care services are available in the community, but that they specifically meet the needs of the type of child care that the institution needs.

Another important statement that affects the university’s choice, that the policy states, is in regards to price:

Fee policy should reflect funding sources. Segregated fees may be used to reduce the cost of child care for student-parents only; neither faculty/staff nor community users may be subsidized by segregated fees. While user fees are usually the primary method of funding for all institutional children's centers, GPR/fee and/or in kind support should be determined by the individual institution (4).

This part of the policy specifies that segregated fees cannot be used to discount the rates that employees and community members pay. The discount that the UCC gives students demonstrates this policy. The negative aspect of this policy is that the child care facilities cannot offer a lower then the market rate to staff members. This hinders the facilities ability to offer a competitive price to the employees on campus.

Another key section of G38 specifies that each facility needs to evaluate if the child care needs of the campus are met by the community. The policy also states that a campus child care facility should not cause unnecessary competition with the community. This part of the policy reads as follows:

In order to assess whether or not community child care providers can meet the needs of the university, an institution planning a new center must gather available statewide
sources of data on community child care providers, available services, and estimated needs (3).

The policy continues on, saying: If there is a concern about inappropriate competition with community providers, the institution should follow procedures described in Board of Regents’ policy “Competition with the Private Sector” (3).

Finally, another very important distinction that G38 makes is acknowledging that the needs of the students, the staff, and the institution may vary. This acknowledgment is a compounding factor in the decision of how the child care services should be offered. Some of the needs among the three groups may be the same, but some of them are going to differ. As figure 4 shows, students and faculty and staff share the needs of availability and on campus site, but it also shows that reasons behind these needs are different for each segment. What the student may want may not be best for the university, or what the university can do may not be best for the students and staff. These varying needs are an integral part of the allocation analysis. The institution has already identified what the needs are and the differences between the three groups. It is these needs that the university is striving to meet efficiently. The goal of the following analysis is to provide more information on what each of the needs are for the segments, so that when a decision is made it will provide the most satisfaction not necessarily for one group but for the collective group, within the University’s resources.

**Methodology**

In order to analyze if UW-Superior is allocating its resources efficiently for child care services, it is first important to understand what the market wants. To assess the wants and needs of the campus community and the satisfaction of the current childcare facility users, the Division of Campus Life at UW-Superior administered a child care needs assessment survey. The Assistant Dean of Campus Life at

<table>
<thead>
<tr>
<th>Student Needs</th>
<th>Faculty &amp; Staff Needs</th>
<th>Institutional Needs</th>
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<tbody>
<tr>
<td>• Availability (enough &quot;slots&quot; to meet demand categorized by age of child population);</td>
<td>• Availability (enough &quot;slots&quot; to meet demand, serving ages of children where care is needed);</td>
<td>• Available child care for use in recruiting and retaining faculty and staff;</td>
</tr>
<tr>
<td>• Affordability;</td>
<td>• On-campus site to facilitate the productivity of the faculty/staff member and to ensure the welfare of the child;</td>
<td>• Available child care for use in recruiting and retaining well-qualified graduate students;</td>
</tr>
<tr>
<td>• On-campus site (or near-campus site), to facilitate the academic achievement of the student-parent and to ensure the welfare of the child;</td>
<td>• Full-time, part-year contracts for faculty;</td>
<td>• Source of additional employment for part-time instructional academic staff members whom the university wishes to bring to full-time status;</td>
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<tr>
<td>• Flexible hours (to match class schedules and other obligations, hours are needed such as Monday, Wednesday and Friday mornings only or Tuesday and Thursday afternoons only);</td>
<td>• Full-time, annual contracts for staff;</td>
<td>• Source of some types of public relations functions;</td>
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<td>• Drop-in hours (to allow students to study for examinations, meet unexpected test schedules, etc.);</td>
<td>• The possibility of sliding scale fees for staff and/or junior faculty;</td>
<td>• Appropriate sites for use in students meeting academic requirements;</td>
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<tr>
<td>• Fees based on hours scheduled;</td>
<td>• Referral information;</td>
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<td></td>
<td>• Additional needs comparable to student needs for sick child</td>
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Figure 4: UW-System’s Explanation of Varied Childcare Needs
UW-Superior, Tammy Fanning, created and administered the survey in October 2008. The intended sample group for the survey included all of the parents on campus, both those who used the child care facility on the UW-Superior campus and those who did not. At UW-Superior there is no way to narrow down this target sampling group. UW-Superior does not keep official records of who has children and who does not. Because of this lack of data, the survey was sent to everyone on campus. The first question narrowed down the respondents between those who have a need for childcare and those who do not. The way the sampling frame was acquired distinguishes the survey as a census survey, not a random sample. The survey was administered through an online program and the campus community was requested by email to take the survey.

The survey gave valuable information that was used to create profiles for the market segments that UW-Superior has the potential to serve. The respondents were asked, among other things, what services they thought were most important, what services are hard to find, and if they would recommend the child care facility to others. The survey questions and the overall results of all of the respondents are found in the appendix. In order to truly use the survey as tool for the allocation of resource decision, the data was analyzed further. To truly get a better picture of what the markets wanted, the Statistical Package for the Social Sciences (SPSS), was used to cross-tabulate the data and create frequencies. Key questions of the survey, which will be explained in the following section, were separated by the segments they belonged to: students or staff.

Analysis of Data

This section breaks down the data from the needs assessment survey conducted at UW-Superior, and this analysis will create profiles of the market segments for which UW-Superior could potentially serve with child care. First, the data is looked at from an overall view, analyzing the information about the whole group of respondents. Then, the data is separated, and analyzed in the two market segments of Students and Employees. Students and employees are used as the market segments because they are the primary people that the child care facility on campus will serve and as discussed with Figure 4, the UW-System acknowledges them as a group with needs for a campus child care facility. The analysis does not cover every section of the survey, only those sections that are pertinent to the question of how resources should be allocated. The analysis of overall data of the needs assessment is included in the appendix.

The first area analyzed were income levels. The income levels of the respondents vary, but a large amount of the people, 48 percent that responded to the UW-Superior needs assessment survey, have an income of $28,000 or less. This income category is the lowest income bracket in the survey and the largest amount of respondents fall into that category. The incomes of the survey respondents range from below $28,000 to over $85,000.
The next area examined is the enrollment/employment status of the respondents on campus. A majority of the respondents, 76.6%, work or go to school full time. This is a large amount of people that could potentially need child care. It is the ages of their children that can be the most demanding on their schedule and dictate the services that are needed.

Figure 7 shows that the amount of children in each age range is fairly equal. It is within these different segments of ages that the services vary. The most sought after services as shown by figure 8 are as follows: full-time, Monday through from Friday daytime services; part-time Monday through Friday fixed hours; before and after school; and part time Monday through Friday flexible scheduling. These are services that the market wants, but not necessarily the services that UW-Superior needs to or can afford to offer.

UW-Superior is not the only child care provider in the area, and while these are the services that as a whole the campus is demanding, it is important to know who is demanding them so that the university can make a more educated decision on which services they should offer and how these services benefit the campus’ students, employees and the institution. The market segments will provide that information.

UW-System’s primary goal of the campus childcare facilities, as specified by G38, is to benefit the students. They believe that a child care facility allows a student a more successful education experience and the ability to attain their degree in a more timely matter. Because of this policy, one of the ways the market segments will be reviewed is by the role of the respondents on campus, that is, whether they are students or employees.

One of the first pieces of the information that will be examined are which services are difficult for each group to acquire. The services that are difficult for students to acquire are different than the services that are hard for staff to acquire. Which services are difficult to acquire is an important factor because the ultimate goal of the university is to assist their students in their education and graduation process. They may be assisting them the most by offering services that they cannot find elsewhere. Knowing which services are hard to acquire is also important for the campus and the child care facility because they then have the ability to offer services that may not be offered elsewhere, allowing them to be competitive in the market and be more effective in helping the students.
The data about which services were difficult to acquire was first separated into a dichotomy; one part students responses and the other employee respondents. From there the frequencies of the responses to the question: “Within the last 12 months, have any of the following child care services been difficult for you to acquire?” were analyzed. The frequencies are compared in Figures 10 and 11. The services hardest for the employees at UW-Superior to acquire were weekend care, mildly ill care, and holiday care. The easiest services for the employees to acquire were Infant Child Care, Before/After school care and special needs care. The services hardest for students at UW-Superior to acquire were evening care, weekend care, and care for mildly ill children. The easiest services for students to acquire were before/after school care, special needs, and full-time Monday thru Friday fixed hours care.

There are a few different aspects of this question that are important to note. One point of interest is the amount of services that students found difficult to acquire. The students found more services difficult to acquire, and generally a larger percent of students found them difficult to acquire. Another point to consider is how people decide if a service is difficult to acquire or not. A person who does not need a service or is not aware of a particular type of service may not rate the service difficult to acquire. This can affect the results of the ranking.
This question also gives us more information when the ages of the respondents' children are examined. Previously, Figure 8 showed that the ages of the children for all of the respondents are evenly distributed, but this is not the case when the ages of the children are examined by segment. Figures 12 and 13 show the distribution of children’s ages. When the ages of the children are separated by students and employees, a much larger amount, 42.31%, of the students’ children are younger than 2 years of age, compared to the much smaller amount, 15.63%, of the employees' children that are under 2 years of age. On the other hand, the employees have a larger percent of children in both the 2 years to 4.11 years and 5 years to 13 years. The different distribution of ages makes sense, while it was not in the survey, it is logical to assume that on average employees on campus are older than the students and so would potentially have older children. Because children of different ages require different services, the different distribution of ages sheds additional light on which services students and employees find the most important and which services are the most difficult to acquire.

The next area of importance that will be examined is the importance of the different services to the respondents. The needs assessment survey has multiple questions to analyze the levels of importance. The survey included 4 “importance questions.” There were two different types of importance questions, and two different choice sets. Questions 9 and 10 were as follows: “To help you with your child care needs, please indicate how important each of the following child care services/programs are to you,” and “Of the child care programs/services listed in the previous question, please rank the top 3, in your opinion.” These choice set for these questions was as follows:

- Flexible hours
- Summer Child Care
- Quality Early Education
- Before/After School Care
- Community Based Child Care
- Holiday/Inclement Weather
- Infant Care
- Campus Based
- County Subsidy

The next set of questions was very similar: “Please indicate how important each of the following components of the child care program are to you,” and “Of the child care program components listed in the previous question, please rank the top 3, in your opinion.” The choice set was as follows:

- Experience of Staff
- Partnership with Parents
- Quality Early Education
- Teach with 4 Year Degree
- Longevity of Staff
- Staff Enrollment Priority
- Student Enrollment Priority
- Accreditation
- UW-Superior Teacher Education Dept.

These questions, while similar, compare various services and also allow us to compare what students and employees think are the most important services, this data is in essence the needs and wants of the two
segments. In order to make the data comparable the mean was found for each category of the question. For the questions that are formatted as, “Please indicate how important each of the following components of the child care program are to you,” the range of possible responses that could be chosen were “very important,” “important,” “somewhat important,” and “not important.” In order to analyze this data, each response was assigned a number 1-4, with 1 corresponding to “very important” ranging to 4 corresponding to “not important.” The means of each ranking were then calculated.

For the questions that had the following format; “Of the child care program components listed in the previous question, please rank the top 3,” The respondents were able to choose which services were first, second, and third most important. To analyze the data, each of these was assigned a number. The assigned numbers were as follows: most important = 1, second most important = 2, and third most important = 3. The mean for each of subsections of the question is compared in bar graph as well.

Figure 14 shows that the responses for employees and students, while varied, are fairly consistent. Students chose quality early education, flexibility and infant care as the most important. The employees on the other hand chose early education, flexibility and summer child care as the most important services in that category. Figure 15 has the same choice set as Figure 14, but ranks the services by the top three. Students and staff had consistent responses in this ranking as well. The major difference between their responses is that students chose the subsidy to be a more important component than staff did. Both groups chose infant child care to be the most important component as shown in Figure 15 by the low mean value. Employees found early education, before/after school programs and summer care to be the next most important components. Students found the subsidy to be the next important component after infant care, with campus based care and flexibility following.

For the second choice set, shown in Figures 16 and 17, the student and staff responses again were consistent with each other. When rating a component from very important to not important, as shown in Figure 16, the students found early education to again be very important along with student enrollment priority and partnership with parents. Employees found staff experience, partnership with parents and quality early education
education to be the most important. The major differences between the groups’ responses are that the employees found student enrollment priority, accreditation and the UW-Superior teacher education department to be much less important than the students.

Ranking the services by the top three for the second choice as shown in Figure 17 had the most varied responses between the two groups. One interesting fact to note is that the employees and students both found the longevity of the staff to be equally unimportant. This is the only service where the rank has been equal between the two groups thus far.

Earlier Figure 5 showed the income levels for all of the respondents. The income levels for the two market segments are now analyzed. The students and employees have the same range of income levels, but the distribution within those different levels varies greatly. A great majority of the students fall in the lowest income bracket of an annual income of up to $28,000. While the students do have incomes through the highest level, they are minimal. The staff distribution of income looks very different than the students. While there is not a large majority in any one level of income like there was for the students, the distribution of income shows that the employees’ incomes lie most heavily in the middle of the income distribution at the $45,001-$55,000 level, and the high end at the $85,000 and above level. This information adds to the market profile of the students and employees.

Another aspect of the needs assessment survey examined is the current location of the respondents child care. This information will give a better idea of where UW-Superior is currently bringing their children for child care. Like the other data that has been analyzed so far, this information was filtered by students and staff, and then the frequency was found. One of the similarities is the use of the campus child care center; 22.86% of the students who need child care currently use the campus child care center, and 21.05% of the employees who need childcare currently use the campus child care center. While not a majority, this is still a fairly large amount. Another similarity between students and staff and their current child care arrangements is their practice of bringing their child to someone else’s home; 20.00% of the students bring their child to someone else’s home, and 26.32% of employees follow the same practice. The last similarity for current child care arrangements is bringing their child to a relative’s home; 10.53% of employees utilize this form of child care, and 11.43% of students do as well.

Along with these similarities there are also differences. One of the differences is the use of school based centers. Employees utilize school based centers more than by students; 26.32% of employees use the school based centers, only 11.43% of the students use them. This could correspond with the different
ages of the children of students and employees. More employees have children that are school aged, so it makes sense that the employees will be more likely to use school based child care.

The biggest difference between the child care services that students and employees use is the use of community centers for child care. More students use community child care services, specifically 22.86% of students, while only 5.26% of employees use community child care. While the survey does not specifically define community child care service, under the assumption that community child care services are services such as child care from YMCA or the Boys & Girls Club, we could see the possible connection between the lower income students and the potentially lower cost child care.

The final data set that will be examined is from the question, “Would you recommend the University Children’s Center to other parents.” While this question doesn’t explicitly ask how satisfied the respondents are with the child care services, it is a measure of satisfaction and also a measure of the perception that people have of the child care services at UW-Superior. This data was also broken into the market segments, and then the frequencies were found. For this question the students and the employees had fairly even responses, 70% of the students would recommend the University Children’s Center, and 75% of the employees would recommend the UCC. This shows that the employees are more satisfied with the current child care facility that UW-Superior offers, but the results are not that outstanding. This also shows us that the needs of the staff may be met more than the needs of the students because the staff are overall more satisfied than the students. While that wasn’t the actual question, it could be inferred from the question. If 70-75% of the users of the child care facility at UW-Superior are satisfied, then 1 out 4 are not satisfied; there is definitely room for improvement.

The next section will compile all of the proceeding information and create market profiles of the students and the staff. The profiles are the ticket to understanding what services would be the best for UW-Superior to allocate its resources to.
Market Profiles
Through the analysis some important indicators of what the market segments want were defined. Figure 24 summarizes the market segment profiles for the students and the staff, but this does not complete the analysis. The diagram shows that the two segments, student, and employees, have decidedly different wants and needs. One of the commonalities between the two segments is that both groups’ weekend care and care for their mildly ill children where hard to find. Another similarity between the groups is that they both find partnership with the parents important. Having the segment profiles is not enough to answer the question of if and how UW-Superior should offer child care services on their campus. The university needs to decide who they are primarily going to serve.

Recommendations
The recommendations to increase allocative efficiency in the supply of university child care services at the University of Wisconsin - Superior is not a plan for how to implement child care services, but rather what services would be the best and most efficient for UW-Superior to offer to its campus. The child care facility that UW-Superior has currently operates very similarly to the other child care services in the area. The hours and services that University Children’s Center offers are indistinguishable from other local child care centers. Servicing parents from 7:30AM-4:30PM and offering drop in care to students only, with no other option to staff than full day fixed scheduling, is not conducive to the campus environment. The UCC is not acting like a University Child Care, they are acting like a typical public child care center. Offering these services is no more beneficial to the parents on campus than if they brought their children to one of the other 4 child care centers within a mile of the University. This leads to the first recommendation.

The first recommendation is that the UW-Superior child care center needs to differentiate itself from the community child care facilities. There are multiple ways that a child care facility at UW-Superior could differentiate from other public child care facilities; including offering a schedule that is based around the University’s schedule. Instead of only being open from 7:30AM-4:30-PM, the child care facility could have extended hours. Besides the unique hours, a child care facility could also differentiate itself with scheduling by allowing for flexible scheduling. Students and faculty very rarely have the same schedules every day of the week. By allowing the customers to change their schedule, students and employees may be more likely to utilize the facility. By allowing them to have varied schedules throughout the week, instead of the same hours every day, the facility will be fitting in with the needs of the students and employees. Currently, the only differentiated service that is offered is that students are able to drop their children off for two hours at a time without notice. This is a last resort type of solution; the childcare facility is not proactively allowing for their hours to accommodate the student’s schedules.

The next recommendation is that UW-Superior needs to decide who their primary goal segment is that they want to serve. The University of Wisconsin System mandates that the first priority for the campus child care center is to benefit the students, so UW-Superior needs to not only make sure they are serving them to the fullest, but also decide if they are going to prioritize serving the employees as well. Along with trying to serve the students and staff, the current UW-Superior facility also serves the community. It is a dilemma when the spots in the child care facility have been filled up with people from the community. This leads to the next recommendation.
UW-Superior needs to carefully address whether or not it should offer childcare services to the community. By offering services to community members, UW-Superior, is doing two things; they are taking potential spots away from their students and creating competition for the local child care providers. As discussed before, the G38 policy does recommend that the Wisconsin Universities should not create undue competition within the community. If UW-Superior is going to offer child care services to the community, the community should be served based on what the needs of the students and staff are. The students and staff should not be served based on the needs of the community. What this means is that the child care facility at UW-Superior should not be offering services that the community is demanding because it is not its responsibilities to fulfill those needs. The UW-Superior child care provider should be offering services that the students and staff are demanding, because it is its responsibility to fulfill the needs to students and the staff. The needs of the students and staff can be fulfilled by offering the services and scheduling options discussed before.

There are a few different options that the child care facility that UW-Superior has should look into for employment. Alternative options for employment that the UW-Superior child care facility could look into include student work positions, internships and volunteers. Using these forms of the employment could bring multiple benefits. One of the benefits of the alternative forms of employment would be a potentially lower cost for labor; work study positions are granted by the government so the child care facility would not need to pay for child care at a premium. Volunteering is obviously a low cost form of labor, and internships can vary in cost, but are usually lower than the premium rate for an employee. Other benefits from the alternative form of child care employment would be to the campus as a whole. Employing students would create connections between the facility and the campus, and also benefit the students working there with experience.

Based on this research, the author believes that making these changes would improve the allocative efficiency of UW-Superior’s supply of child care services. In other words, the university would be getting a greater “bang for its child care buck.” It is not expected that all of these recommendations are going to happen. Realizing the alternatives and the best options available is only part of the decision making process. Implementation and evaluation complete that process.

Summary

This paper has worked through the decision making process and has made recommendations for how the University of Wisconsin - Superior can allocate its child care resources more efficiently. A central theme of this paper is that UW-Superior needs to decide how it will offer child care services to its campus in the future. From the analysis of the needs assessment survey the researcher was able to create profiles of the two primary market segments that the university serves: students and employees. The researcher used the profiles to estimate the strength of each segment’s preferences for the various child care schedules and services identified in the survey questionnaire. These preferences were the basis for recommendations for how child care services could be configured differently. More emphasis placed on flexible scheduling and extended hours will better meet the needs of students and staff on campus. So will exploring alternative ways to lower labor costs by employing students through internships, work study, and academic service learning volunteers. By configuring child care services and scheduling options differently, and by utilizing a potentially lower cost form of labor, UW-Superior will be allocating its child care resources more efficiently.
Works Cited


Appendix

Table 1:

University of Wisconsin - Superior Child Care Needs Assessment Survey

Survey Question by: Tammy Fanning, Assistant Dean of Student Life

Fall 2008

1. For your children using a childcare arrangement, indicate the number in each age category.

![Ages of Children of Parents with Need for Childcare](image)

- Under 2 yrs: 37.97%
- 2 yrs to 4 yrs 11 mos: 34.18%
- 5 yrs to 13 yrs: 27.85%

2. Check the PRIMARY child care schedule you use for your child(ren) according to their age.

![Schedules for Children Under Two](image)
Check the location(s) of your child care arrangement(s).
4 If you have used the University Children's Center for child care at UW-Superior, please check all that apply:

<table>
<thead>
<tr>
<th>Location of Children's Child Care</th>
</tr>
</thead>
<tbody>
<tr>
<td>On-campus-based center</td>
</tr>
<tr>
<td>School-based center</td>
</tr>
<tr>
<td>In someone else's home</td>
</tr>
<tr>
<td>Community based center</td>
</tr>
<tr>
<td>Recreation Facility</td>
</tr>
<tr>
<td>In-your home (Nanny)</td>
</tr>
<tr>
<td>Relative's Home</td>
</tr>
<tr>
<td>UW Superior Student (provided in your home)</td>
</tr>
<tr>
<td>Other</td>
</tr>
</tbody>
</table>

Satisfaction with UW-Superior Child Care Center

- Quality of the Program Curriculum
- Quality of the Staff
- Program met my Childcare needs

Reason for Choosing UW-Superior Child Care Center

- Reason for Choosing the Center
- Quality of Program/Curriculum
- Quality of the Staff
- Location to my Office
- Because it is NAEYC Nationally Accredited

5 If you have not used University Children's Center, please give reason why.

6 Would you recommend the University Children's Center to other parents
Within the last 12 months, have any of the following child care services been difficult for you to acquire?

Services that have been difficult to Acquire

- Full-time, M-F, daytime
- Part-time, M-F, fixed hours
- Part-time, M-F, flexible scheduling
- Before/after school-age child care
- Weekend child care
- Evening child care
- All night child care
- Infant Care
- Care for your child who is mildly ill
- Child care during a school break/holiday/inclement

To help you with your child care needs, please indicate how important each of the following child care services/programs are to you.

Ranking of Importance of Services

- High Quality Early Education Program
- Flexible scheduling child care
- Infant care
- Summer child care
- School break/Holiday/inclement weather child care
- School-age before and/or after child care
- Community-based child care
9 Of the child care programs/services listed in the previous question, please rank the top 3, in your opinion.

10 Please indicate how important each of the following components of the child care program are to you.

<table>
<thead>
<tr>
<th>Importance of Components</th>
</tr>
</thead>
<tbody>
<tr>
<td>Partnership/communication with parents</td>
</tr>
<tr>
<td>High Quality Early Education Program</td>
</tr>
<tr>
<td>The experience level of the staff</td>
</tr>
<tr>
<td>Priority enrollment for UWS students</td>
</tr>
<tr>
<td>Priority enrollment for UWS faculty and staff</td>
</tr>
<tr>
<td>An qualified early childhood education teacher (4 yr degree)</td>
</tr>
<tr>
<td>The longevity of the staff</td>
</tr>
<tr>
<td>National Accreditation of the Program</td>
</tr>
</tbody>
</table>

11 Of the child care program components listed in the previous question, please rank the top 3, in your opinion.

12 On the average, how many hours a day do you need child care due to work/school obligations?

<table>
<thead>
<tr>
<th>How many hours a day child care is needed due to work/school obligations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 5 hours</td>
</tr>
<tr>
<td>6 to 9 hours</td>
</tr>
<tr>
<td>10 to 12 hours</td>
</tr>
<tr>
<td>More than 12 hours</td>
</tr>
</tbody>
</table>

13 What are the most important features/issues for consideration as UW Superior evaluates child care needs for faculty, staff and students? In other words, what would you like to see developed for campus? Please state your recommendations in priority order.

14 Gender:
Primary work/student status:

Employment/Student status:

Ethnicity:
Household income from all sources (including spouse/partner) BEFORE TAXES:

Do you receive county assistance for your child care costs?

What percentage of your annual income do you spend on child care?
Do you believe that there is adequate child care (quality and availability) within the community?

Do You Believe there is Adequate Child care within the community?

Please include any other comments or suggestions:
**Given that the term "child care" can be a limiting one and may not accurately describe some UW System institutional programs, in this paper the term "children's centers" is used to describe institutional facilities providing child care and meeting other instructional and academic/institutional support needs.**

### I. Background to FAP - Child Care Centers (G38)

The 1987 GAPP 38 has been revised so as to expand the original document by affirming and/or addressing the following issues: 1) access to child care for students, faculty, and staff is crucial and the institution must make every effort to ensure that all child care needs are met; 2) children's centers have instructional obligations and academic/institutional support roles on campus to be recognized and documented; 3) varying with the institutional mission, these obligations (such as providing teaching certification) require qualified staff; 4) use of funding sources must be clarified; 5) accountability measures are needed; 6) if appropriate to the center's mission, research findings in child development and early childhood education should be reflected in the center's operation.

This FAP provides guidelines that permit appropriate variation between and among institutions, yet insure compliance with Board policy. Each UW System institution must define "children's center" in the context of its own needs, decide upon a mission for the children's center (or differing missions for particular children's centers if an institution has more than one), and set institutional priorities regarding the services that the center(s) provide. System Administration guidelines are to be used in the operation of any "children's center" or "child care center" with an official institutional affiliation, as defined by the institution. Examples of the factors to be considered by each institution are listed in Appendix A, Enumerated Needs of Various Institutional Constituencies.

#### A. University Obligation for Quality

All University of Wisconsin System children's centers have an obligation to provide high quality care for children, as well as to ensure high standards in teaching, research and public service. Therefore, each institutional children's center should seek and maintain accreditation by the National Academy of Early Childhood Programs [NAECP]. NAECP accreditation will insure that the program meets accepted quality standards for: staff-child interactions; curriculum; staff-parent interactions; administration; staff-child ratio; group size; staff qualifications and training; physical environment; health and safety; nutrition; and continuous program evaluation.

All extant university children's centers should be accredited within five years of the effective date of this FAP and should continuously maintain accreditation. New children's
centers should be accredited within three years.**

**When an institution uses private contractors, the contractor selected should be experienced in obtaining and maintaining NAECP-accredited facilities and must seek and maintain accreditation for new university facilities.

II. Board of Regents Policy

Board of Regents' policy on child care is stated in "Equal Opportunities in Education Eliminating Discrimination Based on Gender," adopted by the Board of Regents on April 12, 1974, and amended October 7, 1983. The policy states:

As an alternative to community child care when it does not meet the needs of the institution/unit, each university should set a goal of seeing that top quality, low cost child care and extended child care services, preferably campus based, are available to the children of students, faculty, and staff.

Board of Regents' policy regarding child care was confirmed and amplified in Planning the Future (1986) in Resolution SG 18, "The Future of Child Care Services in the UW System." It states:

1. Each institution shall work wherever possible with community groups, including cooperative organizations, to provide quality, low-cost child care services to students, faculty and staff.
2. Where community child care does not meet the needs of an institution/unit, the institution should find reliable sources of funding to maintain current child care commitments and move toward meeting additional documented needs.

A. Other UW System and State of Wisconsin Policies and Guidelines

Relevant UW System and State of Wisconsin policies include the following** [detailed descriptions of UW System Financial and Administrative Policies are included in Appendix B]:

**While no current FAP deals with security for students, faculty, staff, and invited campus guests, all institutions have practices and procedures for campus-wide safety. Such practices and procedures should be actively applied to institutional children's center(s)

- **Regent Policy Document 23-1**, Basic Health Module: provides an appropriate model for GPR support of physical facilities, maintenance, and utilities, stating: "These expenditures are similar to those properly provided by GPR for other academic and student support services."
- **Regent Policy Document 12-1**, Competition with the Private Sector: provides the protocol for monitoring institutional competitive activities, criteria for judging the appropriateness of competitive activities, and pricing policies.
- **FAP - Student Services Funding (G15)**: Student Services.
- **FAP - Charging Fuels and Utilities - Auxiliary Enterprises (G3)**: Charging for Utilities for Auxiliary Enterprises.
Guidelines for Implementing Board Policy

In order to meet the requirements of Board policy, certain guidelines and conditions must be met by all UW System institutions' children's centers, within the context of institutional mission statements and allowing for appropriate institutional variations.

0. Study of Community Availability and Institutional Needs

In order to assess whether or not community child care providers can meet the needs of the university, an institution planning a new center must gather available statewide sources of data on community child care providers, available services, and estimated needs (including standardized data sources such as "Child Care Supply and Demand: A Forecast for Wisconsin," updated and published annually by the Wisconsin Child Care Improvement Project, Inc., and community resource and referral data). In consideration of community providers, the survey should address at least the systemwide "Enumerated Needs" [see Appendix A], NAECP accreditation, and additional institutionally specific needs, such as the needs of target populations. The children's centers directors' consortium shall develop community assessment procedures that are consistent regarding both expectations for children's centers and regarding populations of the centers.

If there is a concern about inappropriate competition with community providers, the institution should follow procedures described in Board of Regents' policy "Competition with the Private Sector," Board Resolution number 5153.

After assessing community resources and institutional needs, institutions must then designate their own priorities in terms of the mission for their children's center[s], range of possible activities, and available funding sources according to functions. If all needs cannot be met, each UW System institution will prioritize its goals and determine means to achieve them within the guidelines.
Definitions and Illustrations by Activity

Children's centers integrate many of the appropriate activities of the university under one roof; while these activities are programmatically unified, their primary purposes must be categorized in order to designate funding sources. Children's centers generally use one accounting activity code, but may use more if the center is organized to serve multiple purposes or missions.

To aid the institutions in identifying the functions of children's centers, Appendix C provides the National Association of College and University Business Officers [NACUBO] definitions. As discussed and charted in Section 5, the mix of activities and the percentage of total effort will vary with each UW System institution and perhaps among institutional children's centers (when an institution has more than one). The functions include: student services, instructional/academic support, basic and applied research, public service/outreach, institutional support, and auxiliary enterprises.

Funding Sources to Operate Children's Centers

Fee policy should reflect funding sources. Segregated fees may be used to reduce the cost of child care for student-parents only; neither faculty/staff nor community users may be subsidized by segregated fees. While user fees are usually the primary method of funding for all institutional children's centers, GPR/fee and/or in kind support should be determined by the individual institution.

Children's centers must be funded by sources appropriate to its activities. UW System institutions vary widely in the use of and purposes for their children's centers. Institutions are responsible for the assignment of costs according to activity, weighing the mix of program activities accordingly.**

**The following are preferred/allowable funding sources by activity:

<table>
<thead>
<tr>
<th>Activity</th>
<th>GPR/ Fees</th>
<th>Seg. Fees</th>
<th>User Fees</th>
<th>Gifts/ Grants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Student Services</td>
<td>A</td>
<td>A</td>
<td>P</td>
<td>A</td>
</tr>
<tr>
<td>Instruction/Acad. Support</td>
<td>P</td>
<td>N</td>
<td>A</td>
<td>A</td>
</tr>
<tr>
<td>Research</td>
<td>A</td>
<td>N</td>
<td>A</td>
<td>A</td>
</tr>
<tr>
<td>Public Service/Outreach</td>
<td>P</td>
<td>N</td>
<td>A</td>
<td>A</td>
</tr>
<tr>
<td>Institutional Support</td>
<td>A</td>
<td>N</td>
<td>P</td>
<td>A</td>
</tr>
<tr>
<td>Auxiliary Enterprises</td>
<td>N</td>
<td>N</td>
<td>P</td>
<td>A</td>
</tr>
</tbody>
</table>

Budgeting and accounting methodology must be established to properly classify the expenditures, if material, and adjusted by the institution. Center directors and other involved administrators should work closely with institutional budget officers on appropriate assignment of costs. Cost assignments will be subject to normal institutional and System Administration review. The "budgetary home" for children's center accounting should be determined by the institution, based
on the mission and primary purpose of the program. The combination of funding sources must be consistent with FAP - Student Services Funding (G15).

0. Accountability

As is the case with all other units at UW System institutions, children's centers shall be subject to periodic internal audit, conducted by UW System auditors. Among the areas to be audited are: maintenance of adequate records and budget plans; appropriateness of fee-setting policies; and alignment of funding sources with center activities.

Centers are responsible for keeping records regarding, for example, the type and frequency of faculty and student research activity, the amount of instructional activity, and/or the type and amount of public service work.

Institutions and/or individual children's centers are responsible for conducting periodic surveys of their parent-clients, assessing client satisfaction.

1. Exceptions

Exceptions to the policies and procedures in this paper are permitted, but only with the written approval of the Senior Vice President for Academic Affairs and the Vice President for Business and Finance. At a minimum, requests must include: 1) demonstrated need; 2) discussion of the impact upon parent-client costs and services, and 3) demonstrated consistency with the purposes of the policies and procedures contained in FAP - Child Care Centers (G38).
Appendix A

ENUMERATED NEEDS OF VARIOUS INSTITUTIONAL CONSTITUENCIES

Since UW System children's centers exist to support the institutional mission and to provide services, it is necessary to identify the essential components of each constituency's needs. These needs, supplemented and ranked according to each institutional mission and circumstances, should be used, for example, in assessing institutional needs and in surveying community availability.

1. **Student Needs**

   Essential student-parent and nonparent student needs for children's centers include, but are not limited to, the following:

   - availability (enough "slots" to meet demand categorized by age of child population);
   - affordability;
   - on-campus site (or near-campus site), to facilitate the academic achievement of the student-parent and to ensure the welfare of the child;
   - flexible hours (to match class schedules and other obligations, hours are needed such as Monday, Wednesday and Friday mornings only or Tuesday and Thursday afternoons only);
   - drop-in hours (to allow students to study for examinations, meet unexpected test schedules, etc.);
   - fees based on hours scheduled;
   - appropriate sites for fulfilling academic requirements.
   - sick child care;
   - infant care;
   - after school and vacation care matching public school schedules;
   - full-time care for working students;
   - evening care for part-time students with evening classes;
   - weekend care.

2. **Faculty and Staff Needs**

   Recent actions taken by the State of Wisconsin Department of Administration and the Department of Employment Relations give public recognition and funding for child care as an employe support service that meets a recognized need, maintains competitive status, and increases employe's productivity.

   In the same vein, UW System would like to provide for faculty and staff child care needs. Faculty and staff members who use children's center facilities have the following needs:

   - availability (enough "slots" to meet demand, serving ages of children where care is needed);
   - on-campus site, to facilitate the productivity of the faculty/staff member and to ensure the welfare of the child;
   - full-time, part-year contracts for faculty;
   - full-time, annual contracts for staff;
   - the possibility of sliding scale fees for staff and/or junior faculty;
   - referral information;
3. Institutional Needs

University administrators realize that children's centers also fulfill a variety of broad institutional needs. Examples of these include, but are not limited to, the following:

- available child care for use in recruiting and retaining faculty and staff;
- available child care for use in recruiting and retaining well-qualified graduate students;
- source of additional employment for part-time instructional academic staff members whom the university wishes to bring to full-time status;
- source of some types of public relation functions;
- appropriate sites for use in students meeting academic requirements;
- instruction, research, and public service necessary to fulfill the university's obligation to society regarding care of Wisconsin's children.
UW System has established a number of policy directives for the institutions to follow in operating programs like children's centers. They include Financial and Administrative Policies (FAPs). Those that affect children's centers are identified and explained below.

A. **FAP - Student Services Funding (G15): Student Services**

The purposes of **FAP - Student Services Funding (G15)** are to provide student service programs (1) direction in the appropriate uses of student fees and GPR support, (2) reasonable flexibility in funding options, and (3) safeguards against inappropriate reliance on fees. For example, in providing basic child care service to students, it is permissible to use GPR, segregated fees, and user fees, but the policy directive states the primary revenue source must be user fees, with GPR and segregated fees allowed. The paper includes a detailed matrix of programs covered and funding sources to be used.

B. **FAP - Auxiliary Enterprises Support Services Chargebacks (F42): Auxiliary Enterprises Charging for Support Services**

Historically, the responsibility for direct program costs of the auxiliaries has been clearly understood to be the responsibility of the auxiliaries, and those costs have been separately identified in the accounting and budget systems. However, the accounting and budgeting of support services, and the responsibility for the cost of those services, has not been as clear. The purpose of **FAP - Auxiliary Enterprises Support Services Chargebacks (F42)** is to establish that auxiliary enterprises have a fiscal responsibility for the cost of support services, and to provide policy guidance and instructions for assigning such costs.

C. **FAP - Segregated Fee Determination and Distribution (F37): Segregated University Fee Policy**

**FAP - Segregated Fee Determination and Distribution (F37)** defines the purposes to which segregated university fees (SUF) can be used (i.e., student service programs) and to whom the fee is charged (i.e., all "on campus" students). The paper also addresses student s.36.09(5) delegated responsibilities, the student role in allocating SUF resources, and the distinctions between allocable and non-allocable portions of the fee. Students have primary responsibility for distributing the allocable (e.g., student activities), and have an advisory role for the nonallocable (e.g., bond agreements).

D. **FAP - Charging Fuels and Utilities - Auxiliary Enterprises (G3): Charging for Utilities for Auxiliary Enterprises**

**FAP - Charging Fuels and Utilities - Auxiliary Enterprises (G3)** covers the policies and procedures for charging auxiliaries for the cost of fuels and utilities and was revised and reissued. The primary reason for the revisions was to provide a clearer distinction between student service programs which are not charged a fee for utilities and are covered by **FAP - Student Services Funding (G15)** and **FAP - Segregated Fee Determination and Distribution (F37)**, and auxiliary programs which are charged for utilities and covered by **FAP - Auxiliary Enterprises Support Services Chargebacks (F42)**.

Auxiliary and Other Program Revenue Operations

This paper provides systemwide guidance in developing reserve plans, establishing maximums and acceptable uses, judging adequacy and capacity to meet needs, reconciling approved plans to actual results, and reaffirming the System level responsibility to assess and assure compliance. Each year the institutions assess the extent to which facility/equipment needs will be met from reserves, the financial status and prospects of sustaining reserve plans, and the extent to which actual performance agrees/disagrees with plans.
Appendix C
Definitions and Illustrations of Possible Children's Centers Functions

A. Student Services

Student services are defined in FAP - Student Services Funding (G15): "Student services represent the many educational activities which contribute to a student's overall learning experience." The National Association of College and University Business Officers [NACUBO] defines student services as "...activities with the primary purpose of contributing to the student's emotional and physical well-being and to his or her intellectual, cultural, and social development outside the context of the formal instruction program."

Student services include expenditures for student activities, cultural events, student newspapers, intramural athletics, student organizations, intercollegiate athletics, counseling and career guidance, student aid administration, and student health services. Within the content of that definition, for example, falls such activities as recruitment and retention of students, a function many institutional children's centers fulfill by providing a service essential for student-parents' university attendance.

In functioning as a student service for both UW System student-parents and nonparent students, children's centers may provide services such as:

- reliable, excellent-quality, on-site (or near to campus), affordable child care, desirable for student-parents' access to the university's educational opportunities;
- child care with flexible hours, desirable both to allow students to meet their academic obligations; the attempt to provide flexibility creates tensions between high quality and low costs, which each institution must resolve;
- support for student-parents and student employes, providing financial aid advising, academic advice, personal consultation (just as athletic departments and other university-supported units provide support for their student constituencies);
- contribution to the total institutional learning community: knowledge about high-quality child care, parent education, child development, and about inter-generational relationships.

B. Instruction/Academic Support

NACUBO defines instruction as including "all activities that are part of an instructional program." Expenditures for credit courses; academic, vocational and technical instruction; remedial and tutorial instruction; and extension courses are included. It also includes "expenditures made toward service for the institution's primary missions: instruction, research, and public service."

Instruction/academic support includes support for course and curriculum development and activities that provide a mechanism for students to gain practical experience. At many institutions, children's centers serve as sites for instruction and/or academic support. Qualified, state-licensed children's center staff serve as course instructors, internship supervisors, and supervisors of other practicum experiences which are part of students' degree requirements.

Other instructional/academic support use of children's centers includes activities such as:
• credit-generating direct instruction taught by children's center-affiliated faculty as regularly scheduled courses;
• credit-generating field placement experiences for student teachers (DPI requirements: student teachers must be supervised by licensed cooperating teachers with baccalaureate degrees in education; three years of teaching experience, one year of experience at the institutional site, and a supervisory course);
• practicum and observation sites for a variety of academic departments, including: child development, education, psychology, architecture, music, theatre, art, nursing, nutrition, kinesiology, communicative disorders, communication arts, foreign languages, educational psychology, recreation, etc.;
• developing and testing model curricula and instructional materials;
• keeping a balanced population of children for a generalizable research sample;
• mentoring and advising student teachers;
• contributing to the recruitment and retention of students in child- and family-related academic programs.

C. Basic and Applied Research

NACUBO defines research as "...activities specifically organized to produce research...The category includes individual and/or project research as well as that of institutes and research centers."

In the case of children's centers, research is conducted on child development, improvements in early childhood education, and/or improved teaching methods, as well as on a wide range of additional topics. Some of the UW System institutional children's centers that serve as research sites maintain waiting lists of researchers. Faculty and graduate and undergraduate students use the centers for research activities such as:

• basic and applied research focused on life span development and family relationships from a variety of disciplines;
• faculty and student research project pilot sites;
• teaching/supporting graduate student research in project design and/or use of human subjects.

Representative examples of academic departmental use and some types of completed or on-going projects include: child development (parent-child interaction); early childhood education (comparison of curriculum models); architecture (effectiveness of visual cues in guiding traffic patterns); music; theatre; art; nursing; nutrition; kinesiology (normal motor development); communicative disorders (children's interpersonal communication); communication arts; educational psychology (mainstreaming special needs children; integration of new children into classroom); interdisciplinary/multicultural programs.

D. Public Service/Outreach

NACUBO defines public service as activities established primarily to provide noninstructional services benefitting individuals and groups external to the UW System including community service programs and cooperative service programs. It also includes advisory services, reference bureaus, consulting, conferences, and similar services to particular sectors of the community.
Most UW System children's centers and staff members provide public service in a manner similar to that provided by members of an academic department. Public service, or "outreach," along with teaching and research, is part of the traditional triad of responsibilities for university faculty and academic staff. Often, children's centers in the UW System establish quantifiable goals and requirements in public service for staff members. Centers sometimes require public service work as part-of-load for academic staff members. Examples of public service and outreach work include:

- providing state-of-the-art program models for community, professional, and business child care providers to observe, along with appropriate consultation and guidance;
- providing parent education for university students and community members and additional community education (for example, the UW-La Crosse children's center provides evening tutoring for Native American and Hmong children);
- local, state, national and international professional interaction (for example, the UW-Madison children's centers hosts Japanese and Russian educators from post-secondary and elementary institutions annually);
- consultation regarding national accreditation standards and service as national accreditation team members;
- state licensure coursework for community child care providers (40 hour entry-level course in child development), as well as in-service continuing education courses for certified teachers (granting CEU credits);
- presentations at local, state, and national conferences;
- membership on local, state and national child care boards and leadership in professional organizations;
- consultation for community and business child care providers, referral services, and professional development for university and community members.

E. Institutional Support

NACUBO defines institutional support as "expenditures for central executive-level activities concerned with management and long-range planning for the entire institution, such as...support services to faculty and staff that are not operated as an auxiliary enterprise..." Appendix 2 of FAP - Auxiliary Enterprises Support Services Chargebacks (F42) includes as institutional support such activities as recruitment of faculty and staff and services in support of alumni and community relations.

Children's centers provide additional support that benefits the institution at large. Such services include:

- the recruitment and retention of sought-after faculty and staff which often depends upon reliable, high-quality, on-site child care with flexible yearly schedules at prices comparable to private, community providers;
- recruitment of sought-after, highly qualified graduate and/or undergraduate students which often depends upon reliable, high-quality, on-site child care with flexible yearly schedules at prices comparable to private, community providers;

Many children's centers choose to encourage a certain percentage of faculty and staff usage, since these parents normally use full-day and often full-year services, thus providing one source of stable funding which is useful in balancing more expensive flexible-hours care for student
parents, more expensive care for very young children, and the other activities of the centers.

F. Auxiliary Enterprises

Since most children's centers need a stable funding base in order to meet quality expectations and to be able to provide the flexibility needed by student-parents, campus children's centers may at times be operated partly as auxiliaries** (defined in FAP - Auxiliary Enterprises Support Services Chargebacks (F42), for example, when open for use by community residents.

** Auxiliary functions support other functions already in existence on campus

As do faculty and staff users, community users can provide a stable funding base and a source of economies of scale for children's centers. They tend to be full-day clients, while students often use the center for only part of the day; thus the full-day clients' fees are helpful in covering fixed costs.

Opening the children's center to the community can have additional positive benefits. Community use can provide a positive "town and gown" model, promoting the mutually beneficial cooperation between groups. The institutions help to meet a community need; community members come on to campus, which they might not otherwise do, in the very positive context of receiving high-quality early childhood education for their children. Another benefit of community use is that the addition of "community children" to "university children" may provide a more broadly representative population for researchers.

G. Preferred/Allowable Funding Sources by Activity

<table>
<thead>
<tr>
<th>Activity</th>
<th>GPR/Fees</th>
<th>Seg.Fees</th>
<th>User Fees</th>
<th>Gifts/Grants</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Student Services</td>
<td>A</td>
<td>A</td>
<td>P</td>
<td>A</td>
</tr>
<tr>
<td>J. Instruction/Acad. Support</td>
<td>P</td>
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<td>A</td>
<td>A</td>
</tr>
<tr>
<td>K. Research</td>
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<td>A</td>
<td>A</td>
</tr>
<tr>
<td>L. Public Service/Outreach</td>
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<td>A</td>
<td>A</td>
</tr>
<tr>
<td>M. Institutional Support</td>
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<td>N</td>
<td>P</td>
<td>A</td>
</tr>
<tr>
<td>N. Auxiliary Enterprises</td>
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<td>N</td>
<td>P</td>
<td>A</td>
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### Table 3: University Children’s Center Rates

**Effective June 1, 2008**

<table>
<thead>
<tr>
<th>Category</th>
<th>UWS Students</th>
<th>UWS Faculty/Staff</th>
<th>Community/non UWS</th>
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<tbody>
<tr>
<td></td>
<td>Infants up to age 2</td>
<td>$3.25/hour</td>
<td>$19.00/half day</td>
</tr>
<tr>
<td></td>
<td>Toddlers age 2-3</td>
<td>$3.00/hour</td>
<td>$16.00/half day</td>
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<tr>
<td></td>
<td>Children ages 3 and up</td>
<td>$2.75/hour</td>
<td>$15.00/half day</td>
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</tbody>
</table>

### Table 4: University Children’s Center Rates

**Effective June 1, 2008**

<table>
<thead>
<tr>
<th>Category</th>
<th>UWS Students</th>
<th>UWS Faculty/Staff</th>
<th>Community/Non UWS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Infants up to age 2</td>
<td>$3.50/hour</td>
<td>$34.00/day</td>
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<tr>
<td></td>
<td>Toddlers age 2-3</td>
<td>$3.25/hour</td>
<td>$32.00/day</td>
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<tr>
<td></td>
<td>Children ages 3 and up</td>
<td>$3.00/hour</td>
<td>$30.00/day</td>
</tr>
</tbody>
</table>

2 hour minimum charge for all ages