

**washington state  
Child Care Resource & Referral Network**

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**Non-Standard Work Hour Child Care Project**

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**For**

**U.S. Department of Labor, Women's Bureau  
Region X**

**and**

**The Governor's Head Start State Collaboration Project  
of Washington State**

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## Executive Summary

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Americans are working more and more non-standard hours. Reasons include growth in the service economy, increasing employment of women which leads to increased demand for off-hours services, and an aging population that needs round-the-clock medical services. One in five full-time workers was working non-standard hours in 1991. As a result of these trends, as well as welfare to work programs, there is a heightened interest in child care during nontraditional hours.

This report synthesizes information from other work on this topic; looks behind some of the contradictions and confusion that arise; provides a framework for action by parents, employers, caregivers and policy makers; and offers a tool for consideration of options in an evolving field.

The picture of supply of child care during non-standard work hours is clouded for many reasons. There is a lack of information about the supply of care by family members, friends, and neighbors. In addition, we know very little about why and when families choose this type of kith and kin care rather than licensed care programs. Data on the number of child care slots available to serve different non-standard hours needs is misleading; it fails to take into consideration the vacancy rate at any point in time.

Attempts to measure demand against supply also fall short. Although the number of calls to child care resource and referral agencies seeking care during non-standard hours can show a portion of demand and trends, this information does not capture the needs of those not calling these agencies. Surveys have proven inadequate, as they fail to capture the complexity of factors families must consider when choosing care.

The primary type of child care arrangements used in 1994 by employed mothers whose principal job involves non-day shifts were:

- 44.8 percent of children cared for in their homes by a relative or non-relative
- 26.7 percent cared for in the caregiver's home
- 20.5 percent cared for in organized child care facilities

Demand for weekend and evening hours of care is much higher than for overnight care. Out of 45,952 total children referred for child care services in Washington State in 1998, the following types of non-standard hours care were sought:

Rotating shifts	1,555
Evening (6:30 p.m. to 3:00 a.m.)	5,775
Overnight (extends past 3:00 a.m.)	638

*... if the center closes at 6:00 p.m. and opens at 6:00 a.m. at the earliest, where do people take their kids? ... A few people have one parent working days and the other working nights, but this is not common here because most are single mothers.*

Weekend care (Sat or Sun or both)	5,168
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The biggest challenges for families seeking licensed child care programs during non-standard hours care are lack of supply, transportation, and quality of care. There are additional reasons

why families opt for kith and kin care: trust, comfort/familiarity of their own home and the caregiver; and less disruption for the children.

*There is a trust factor involved here also. The children can go to bed in their own home and bed – not awoken to go home. That’s easier for parents and children.*

Employers who need workers during non-standard hours often realize that child care is a significant factor in their ability to hire and retain employees. They are responding in a number of ways, from developing on-site child care centers to working with existing centers and family homes to meet their needs and those of workers they employ.

*Child care is our most critical issue, especially during the off hours. . .*

Child care providers who serve families during non-standard hours have a tough time hiring and retaining staff and accommodating fluctuating family schedules. They consistently indicate that there must be alternative and supplemental sources of income beyond parent fees to support the extra cost of providing non-standard hour care.

Among the ideas to support caregivers and families around the issues of child care during non-standard hours are:

- A bonus to the subsidy rate offered by the state for non-standard hours care.
- Employers can contract for slots in existing programs.
- Specialized resource and referral services for welfare-to-work clients.
- Mentoring, training, and technical assistance to prospective and current family child care providers willing to provide care during non-standard hours
- Mini grant and loan programs with incentives to become licensed.
- Peer recruitment.
- Home-based Head Start services.
- Support telecommuting whenever possible.
- Train welfare recipients to become licensed caregivers.

## **Recommendations**

- Take the necessary time to develop specialized child care programs that meet the needs of all stakeholders – children, parents, employers, providers, and community groups.
- Must respond to an identified and documented need.
- Begin with a pilot effort
- Focus on centers sited at or near workplaces with concentrations of employees working non-traditional hours.
- Develop and nurture networks of family home and center providers located in communities where employees working non-standard hours live.
- Ensure that programs have stable funding sources in addition to parent fees.

### **1. Introduction and Overview of Report**

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Americans are working more – and a growing proportion of this work occurs outside of the standard Monday through Friday nine to five work week. Much of this trend is attributable to our shift to a service economy.

The growth of the service economy is in turn linked to the increasing employment of women and the aging of the population. As more and more women are employed during the daytime, the demand for non-daytime and weekend services increases, because women are less available to shop during the daytime and on weekdays. Increasingly, family members are eating out and purchasing other homemaking services that previously would have been performed during the day by full-time housewives.

Moreover, the rise in families' real income resulting from the growth of dual-earner couples has heightened the demand for recreation and entertainment during evenings, nights, and weekends. And finally, the aging of the population has increased the demand for medical services over a 24-hour day, 7 days a week.<sup>i</sup>

Other factors are also at play. Starting in the 1980's, the work week of many Americans has gotten longer. For some workers, the use of overtime is higher than at any time since World War II.<sup>ii</sup>

Occupations with a very high percentages of employees working non-standard hours and/or days constitute 26.8 percent of all job growth projected for the period 1994-2005. Other data imply that low-educated young mothers will increasingly be working non-standard schedules. However, formal child care during nonstandard times is a rare option. For mothers who do not wish to work during non-standard times, but who have no alternative job opportunities, the child care issue is clearly problematic.<sup>iii</sup>

Although these problems may cause greater difficulties for single mothers, they also affect single fathers and two-parent households. The situation creates challenges for employers, policymakers, parents, child care providers, and ultimately for children.

In fact, those challenges are interrelated. In most situations involving working parents, but particularly for those who work non-standard hours, employers rely on family flexibility, employed parents need work flexibility, and parents need family flexibility or caregiver flexibility or both. Employers also need caregiver flexibility. Parents' child care choices (or lack thereof) are often determined by the relative level of flexibility in each of these arenas. Parents working off hours may find their options for flexibility severely restricted.<sup>iv</sup>

While the need for child care during evening, night, weekends, or early morning is not new, it was largely absent from national child care efforts until welfare reform efforts began in 1995. Since that time, much of the research and information gathering has focused on the assumption and growing amount of evidence that many families transitioning off welfare will be working during non-standard hours.

**Background.** The U.S. Department of Labor, Women's Bureau, Region X provided a modest

grant in 1999 to gather, analyze and report on factors influencing the supply and demand for child care during non-standard work hours. The Governor's Head Start State Collaboration Project then provided a companion grant to extend the life of the project. The grantee is the Washington State Child Care Resource & Referral Network (Network), a nonprofit consortium of community-based child care resource and referral agencies operating in every county in Washington State. A number of public and private organizations agreed to provide assistance in gathering information (see Acknowledgements page).

**Purpose.** The purpose of the project is to provide information to a wide range of organizations interested in the issue of non-standard work hours child care: employers, parents, caregivers, and policymakers. This information provides a context from which all of them can consider viable options to address their needs around off hours work. It reflects the complexities and confusion that still exist around this topic, and the prominence of what seem, at least on the surface, to be contradictory conclusions about the situation.

**Methodology.** Information for this report was gathered from existing research results, articles, and data furnished by the Network and its partners. The Network and its partners gathered additional information from key individuals in Washington State with direct knowledge about this topic. A facilitated conference call was held with three child care center providers who offer care during non-standard hours. A facilitated discussion was held with six representatives of a group of family child care providers offering care during non-standard hours in King County, Washington. Telephone interviews were conducted with nine employer representatives. A written survey was sent to each of the 17 local child care resource and referral agencies in Washington; 15 of them returned the survey.

**Limitations.** Given the limited funding available for this project, the Network was dependent on its internal resources and its partners for research and data. Therefore, the content is based on what was made available, rather than reflecting the results of a literature search or a centralized scan of what information exists. Resources also did not allow learning the current status of programs described. Descriptions were drawn from other reports and articles and may have been written as much as 3-4 years ago; the programs may have experienced significant changes, successes, or challenges in that time that are not reflected in this report.

**Contents of this Report.** Chapter 2 provides an overview and summary of some of the key findings about who needs child care during non-standard hours and who provides it. This information is presented at the national, state, and local levels.

Chapter 3 provides a close-up look at non-standard hours care in Washington State. It brings personal voices and perspectives to the topic, and provides a layer of up-close explanation to some of the data and research found elsewhere in the report. This chapter also highlights an innovative project to involve family homes in culturally relevant non-standard hours care.

Chapter 4 summarizes some of the gaps or disconnects between the need for child care during non-standard hours and its availability. The final chapter offers a variety of resources and insights into the topic of child care during nontraditional hours. Together, this report is intended to be a tool for thoughtful consideration of next steps in the evolving field of non-standard work hour child care.

## **2. Who Needs Child Care During Non-Standard Hours and Who Provides It**

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Nearly one in five full-time workers – 14.3 million – worked non-standard hours in 1991. In 1990, 7.2 million mothers with 11.7 million children under age 15 worked full- or part-time during non-standard hours. It has been estimated that more than 1,000 different work schedules are in use in the U.S. today.<sup>v</sup>

Estimates of the need for child care during non-standard hours vary considerably, depending on the population under consideration and the hours during which care is needed. A compilation of information in 1998 requested by the U.S. Department of Health and Human Services about ancillary services need to support welfare to work efforts, provided the following estimates of need for child care during non-standard hours<sup>vi</sup>:

<b>Barrier Definition</b>	<b>Percentage</b>
Approximate percentage of those who work:	
Evenings	10
Weekends	33
Rotating of changing schedule	50
Requests to referral agencies for evening or weekend care	30
Welfare clients who worked non-standard hours	44

Estimates of demand can also be misleading. For example, data on the number of requests to a child care resource and referral agency only capture those people who have a need *and* are aware of and willing to call that agency. We know that many families never contact the local resource and referral agency, but rely on recommendations from family or friends.

Estimates of the supply of formal child care during non-standard hours also vary over a wide range<sup>vii</sup>.

<b>Barrier Definition</b>	<b>Percentage</b>
Known child care providers that offer care during	

nontraditional hours in poor areas:	
Baltimore, Maryland	12
Benton County, Oregon	19
Chicago, Illinois	20
Linn County, Oregon	41

Another source of confusion is that very little is known about the supply of care provided by family members, friends, and neighbors – kith and kin. It is believed many employees working non-standard hours would prefer this type of care (because of their level of comfort with someone known to them, consistency with their language and culture, convenience, cost, or other factors) and that a high proportion of them use it.

Many assessments tend to measure only the supply of licensed care options, when the market is much more complex and multi-faceted. For example, there is no formula to identify or measure the factors that tip the scales toward one choice of care or another – perhaps because the decision is largely based on individual circumstances. While many employees working non-standard shifts may initially say they would use extended hours at a child care center, there have been more than a few instances where that demand later dwindles or disappears.

In addition, studies often do not examine both need and supply together. This makes it unclear, as in the tables above, whether there is a match between areas with high needs and high supply – or just the opposite.

**Reasons for Working Non-Standard Hours.** It appears that many (46 percent) low-educated mothers, regardless of their specific family characteristics, view their employment during non-standard hours primarily as an accommodation to labor market needs. However, for two-fifths of low-educated women, working non-standard schedules was a preference that accommodates other demands in their lives.<sup>viii</sup>

Twenty-seven percent of women aged 18-34 with children under age 14 indicated that "better child care arrangements" was their main reason for working a non-standard shift in the May 1991 Current Population Survey conducted by the U.S. Bureau of the Census. Another 11.3 percent cited "better arrangements for care of other family member(s)" as their main reason for working non-standard schedules.

Far more women with children under age 5 (30.7 percent), as distinct from those whose youngest child is between 5 and 13 (18.3 percent), reported "better child care arrangements" as their main reason for working non-standard hours. The implication is that informal care – including the sharing of child care with spouses or with grandparents who are employed different hours – may be a motivating factor for a significant minority of women who work non-standard hours. This appears to be particularly true when their children are under age 5.

The available data do not show us precisely how Americans weigh the costs and benefits of working non-standard schedules. For example, working "split shifts" constrains family members from maximizing their waking hours together as a family unit. On the other hand, this arrangement may facilitate care of the child by fathers when mothers are employed, thus reducing child care costs and increasing children's time with their fathers. There is also evidence that a split-shift arrangement reduces the gender gap in housework among couples. Although working non-standard schedules may have these effects, they need not be the reasons people work those days or hours.<sup>ix</sup>

**Definitions.** The term "non-standard hours" refers to a variety of work schedules that consider both the hours of the day and the days of the week. One professor who writes extensively about non-standard work hours defines non-standard hours as any of the following work schedules:

*Fixed evening:* At least half the hours worked during most days the previous week falling between 4:00 p.m. and midnight.

*Fixed night:* At least half the hours worked during most days the previous week falling between midnight and 8:00 a.m.

*Irregular day:* Usually an irregular schedule, as determined by the employer, with at least half the hours worked the previous week falling between 8:00 a.m. and 4:00 p.m.

*Irregular evening or night:* Usually an irregular schedule, as determined by the employer, with at least half the hours worked the previous week falling between 4:00 p.m. and 8:00 a.m.

*Irregular, no hours given:* Usually an irregular schedule, but whether the hours fall mostly in the day, evening, or night cannot be determined.

*Rotating:* Schedules changing periodically from days to evenings or night.<sup>x</sup>

Others simply describe non-standard hours as early mornings, evenings, nights, and weekends, as well as shifts longer than eight hours. Non-standard hours may also be called "**off hours**" or "**non-traditional hours**."

The issue of working non-standard hours and days is distinct from that of having flexible work hours or days (e.g., "**flexitime**"). Schedules involving nonday shifts and weekend work are usually set by employers and are often viewed as contrary to employees' interest. In contrast, the practice of flexibility in work schedules (e.g., the option of changing the starting and ending hours of employment by a few hours) reflects employees' preferences and is invariably viewed positively by employees.<sup>xi</sup>

When providing child care, family, friends and neighbors are sometimes referred to as **kith** (friends) and **kin** (family) and sometimes as **informal care providers**.

The tables below represent a summary of the key findings from those studies, reports, and articles furnished to the Network for this project. They are divided into data at the national,

state, and local levels.

## Nationally

### Who Needs Child Care During Non-standard Hours

- An analysis of the work schedules in 1991 of low-educated employed mothers in the United States produced the following conclusions: (1) less educated mothers are more likely to work a non-standard schedule than are other women; (2) the main reason they work such schedules relates to the occupations in which they work; and (3) these occupations will probably grow in the future.

Given that regulated child care, which these women often require in order to be gainfully employed, is less available during the non-standard times they work, a direct implication of these findings is that, if low-educated women on welfare are to be encouraged to take jobs similar to those of other low-educated women, then their "off-hours" child care needs will have to be attended to.<sup>xii</sup>

- Among women, those with children not yet old enough for school are almost one and a half times more likely to work non-standard hours than are women without children. Women with school-aged children are only nine-tenths as likely to work non-standard hours as childless women.<sup>xiii</sup>
- About three-fourths (75.8 percent) of low-educated employed American mothers aged 18 to 34 worked fixed daytime hours in 1991, and almost two-thirds (65.2 percent) worked weekdays only.

When measures on hours and days are combined, only slightly more than half (56.7 percent) worked a "standard," fixed daytime schedule during weekdays only.

8.4 percent worked other than fixed daytime, weekdays only; 19.1 percent worked fixed daytime with at least some weekend; and 15.8 percent worked other than fixed daytime plus weekend. The percentages did not differ dramatically for mothers in the same age group with more education, for all employed women with children under age 14, or for all employed women.

About two-fifths of employed mothers who were cashiers; two-fifths who were nursing aides, orderlies, or attendants; and close to half of all waitresses worked both non-standard hours *and* non-standard days.

Those who work part time (less than 35 hours a week) are roughly two to three times as likely to have worked a non-standard schedule (hours, days, or both) as those who worked full time.<sup>xiv</sup>

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A study of eleven successful child care centers around the country providing care during non-traditional hours revealed that the majority of consumers of off-hour care are two parent families – although single parents make up a relatively significant portion of consumers at some centers.

It is unclear whether this consumer profile is an indication of the usage level of single parents or a reflection of the proportional low numbers of single parent employees at each center location studied.<sup>xv</sup>

### **Who Provides Child Care During Non-standard Hours**

- The results of the fall 1994 Survey of Income and Program Participation conducted by the U.S. Bureau of the Census showed the primary type of child care arrangement used by employed mothers whose principal job involves non-day shifts. 44.8 percent of children are cared for in their home by a relative or non-relative; 26.7 percent are cared for in the caregiver's home; and 20.5 percent are cared for in organized child care facilities.<sup>xvi</sup> (See Table 1 below.)
- A father is more likely to be the primary caregiver for a preschool-age child if he works a non-day shift. He is more likely to be the primary caregiver for a school-age child if he works a day shift.<sup>xvii</sup>
- Families tend to prefer that their very young children be cared for by family, friends or neighbors when care is needed during non-traditional hours or when parents have episodic or unpredictable work schedules, when there are no good alternatives available in communities, or when cash is in short supply.<sup>xviii</sup>
- More children are being raised by single fathers (4.5 percent), which represents a 76 percent increase over the last decade.<sup>xix</sup>

**Table 1**

**Primary Child Care Arrangements of Preschoolers\*  
for Mothers Working Non-Day Shift**

**Percent of Children for Each Type of Arrangement\*\***

<b>Type of Arrangement</b>	<b>Percent</b>
<b>Care in child's home</b>	<b>44.8</b>
By father	28.3
By grandparent	6.8
By other relative	4.8
By nonrelative	4.9
<b>Care in provider's home</b>	<b>26.7</b>
By grandparent	10.3
By other relative	5.2
By nonrelative	11.2
<b>Organized child care facilities</b>	<b>20.5</b>
Day/group care center	14.2
Nursery/preschool	6.3
<b>Mother cares for child at work***</b>	<b>7.3</b>
<b>Other****</b>	<b>0.8</b>

\*Includes infants until the age child attends school

\*\*Calculations based on mother's principal job only

\*\*\*Includes women working for pay at home or away from home

\*\*\*\*Includes preschoolers in kindergarten and school-based activities

## State Level: Washington

### Who Needs Child Care During Non-standard Hours

- In 1998, the statewide network of child care resource and referral agencies reported the following numbers of requests for various non-standard hours care\* (out of a total of 45,952 total children referred):

Rotating shifts	1,555
Evening (6:30 p.m. to 3:00 a.m.)	5,775
Overnight (extends past 3:00 a.m.)	638
Weekend care (Sat or Sun or both)	5,168

\*Those needing overnight care most often also need evening care. By the definitions used here, overnight care includes evening care to avoid duplication.

These numbers reflect the following percentages of total contacts for service

Rotating shifts	3.4 %
Evening (6:30 p.m. to 3:00 a.m.)	12.6%
Overnight (extends past 3:00 a.m.)	1.4%
Weekend care (Sat or Sun or both)	11.2%

Our analysis of 1999 child care resource and referral data is still in progress as of the publication of this report. However, with only the last month of two agencies serving 2 medium-sized counties and three rural counties missing, our data show the percent of children referred for various non-standard care hours out of all children referred was as follow:

Rotating shifts	2.7%
Evening (6:30 p.m. to 3:00 a.m.)	12.3%
Overnight (extends past 3:00 a.m.)	1.4%
Weekend care (Sat or Sun or both)	11.5%

- Beginning in 1996 through the third quarter of 1999, there is an upward trend in the percentage of children needing non-standard care hours among families calling the statewide network of child care resource and referral agencies. During that same time period, the percentage of child care slots offering non-standard hours care remained relatively stable

See Table 2 for the number of requests for various types of non-standard hours care and the potential supply of types of non-standard hours care from 1993 to 1999.

A comparison between the number of requests in the 3<sup>rd</sup> quarter of 1998 and the 3<sup>rd</sup> quarter of 1999 through the statewide network of child care resource and referral networks for various non-standard hours care showed an increase in requests for evening and weekend care and a decrease in requests for care during rotating shifts

	<u>3rdqtr</u> <u>1998</u>	<u>3rdqtr</u> <u>1999</u>
Rotating shifts	634	343
Evening (6:30 p.m. to 3:00 a.m.)	1,565	1,740
Overnight (extends past 3:00 a.m.)	216	200
Weekend care (Sat or Sun or both)	1,402	1,726

- A survey by DSHS of single-parent households exiting Washington State's cash assistance portion of its welfare system in late 1997 and 1998 indicated that for their current or most recent job, from 35 to 38 percent were working primarily non-day schedules and 51 percent were working primarily a combination of weekends and weekdays

Those not receiving state child care subsidies were more likely to be working non-standard hours

- Of the 16 percent of those surveyed as the latest group to leave Washington's welfare system and who are not employed, 11 percent cited "cannot arrange child care" as the reason for not working since leaving welfare
- About 5 percent of children of the single parent households exiting welfare were under 1 year of age; between 43 percent and 46 percent of children were ages 1 to 6; 36 percent of the children were ages 7 to 12
- In a 1998 survey of clients of the Washington State Department of Social and Health Services who were eligible for or receiving child care subsidies, 59 percent indicated that in the past 12 months they were unable to work certain shifts because of child care responsibilities. In addition, 29 percent worked fewer hours on a regular basis; 21% had turned down a job offer; 18 percent had quit a job or school/training; 15% had turned down a higher paying job, and 14 percent had been unable to look for work. (It is not known what portion of these difficulties was related to non-standard work hours.
- About two-thirds of DSHS clients in the 1998 survey (68 percent) said they had no problems finding child care. Of the 32 percent who reported having problems, 53% had an odd work schedule or shift
- The Washington Welfare Reform Coalition survey in late 1997 and 1998 of low-income families from across the state showed that of the 49 percent of respondents who were welfare recipients and who needed child care, 72% had problems with child care in the last six months. Of those experiencing problems, 14 percent said there was no care available for evening and weekend work

**Table 2**  
**Comparison of Requests for and Potential Supply of Non-Standard Care**  
**Washington State Child Care Resource & Referral Network**  
**1993 – 1999**

<b>Client</b>	<b>#</b>	<b>%</b>			<b>#</b>	<b>%</b>
<b>1993</b>				<b>1993</b>		
Off-Hour	4,322	10.7%			10,734	8.5%
Weekend	3,290	8.2%			8,318	6.6%
Rotating	590	1.5%			125.92	
Total Children	40,304					
<b>1994</b>				<b>1994</b>		
Off-Hour	3,960	10.5%			9,984	7.6%
Weekend	3,235	8.5%			8,239	6.3%
Rotating	939	2.5%			131.26	
Total Children	37,879					
<b>1995</b>				<b>1995</b>		
Off-Hour	3,976	10.5%			10,327	7.5%
Weekend	3,330	8.8%			8,542	6.2%
Rotating	909	2.4%			137.08	
Total Children	37,812					
<b>1996</b>				<b>1996</b>		
Off-Hour	4,721	13.0%			10,611	7.7%
Weekend	3,509	9.6%			8,218	5.9%
Rotating	1,230	3.4%			138.58	
Total Children	36,407					
<b>1997</b>				<b>1997</b>		
Off-Hour	5,557	13.3%			10,691	7.9%
Weekend	4,205	10.0%			6,672	4.9%
Rotating	1,196	2.9%			135.46	
Total Children	41,907					
<b>1998</b>				<b>1998</b>		
Off-Hour	6,413	14.0%			11,731	8.0%
Weekend	5,168	11.2%			7,108	4.8%
Rotating	1,555	3.4%			146.58	
Total Children	45,952					
<b>1999</b>				<b>1999</b>		
Off-	6,497	13.6%			13,164	8.8%
Wee	5,479	11.5%			8,221	5.5%
Rota	1,273	2.7%			149.43	
Total	47,624					

\*Slots reported here reflect "potential" slots for each category (i.e., if all the providers slots were filled with children seeking those hours of care). The actual number of available slots for any of the listed categories will be significantly less than the numbers reported here. The numbers listed above show the total slots for that category only if every potential slot was filled by a child seeking those hours of care.

## Who Provides Child Care During Non-standard Hours

- As of September 1999, of the 8,535 licensed providers in Washington State offering a total capacity of 149,432 slots, the following percentage of providers offered non-standard hours of care, representing the number of slots shown:

<u>% of Providers</u>	<u>No. of Slots</u>		
Rotating shifts	26 %	20,176	
Evening (6:30 p.m. to 3:00 a.m.)	14%	13,164	
Overnight (extends past 3:00 a.m.)	9%	6,350	
Weekend care (Sat or Sun or both)	10%	8,221	

See Table 2 for the number of requests for various types of non-standard hours care and the potential supply of types of non-standard hours care from 1993 to 1999.

- Actual availability of slots at any given time can be estimated by considering that general vacancy rates for all licensed child care were 14 percent in 1994, 15 percent in 1996, and 13 percent in 1998. Although these vacancy rates do not distinguish between slots for standard care hours and those for non-standard hours, they begin to illustrate why there are so many reports of care not being available during non-standard hours despite data that seem to indicate there is an adequate supply of that type of care. Applying an estimated 15 percent vacancy rate to the total number of slots available in September 1999, and comparing that result with the number of requests for service in the third quarter of 1999, gives this snapshot of available slots at any given point in time:

<u>Sept. 1999</u> <u>15% of Slots</u>	<u>3<sup>rd</sup> qtr 1999</u> <u>Req. for Service</u>		
Rotating shifts	3,026	343	
Evening (6:30 p.m. to 3:00 a.m.)	1,975	1,740	
Overnight (extends past 3:00 a.m.)	952	200	
Weekend care (Sat or Sun or both)	1,233	1,726	

- Only 8 percent of centers and 15 percent of family homes opened before 6:00 in the morning
- Only 4 percent of centers and 9 percent of family homes were still open at 7:00 in the evening.  
Only 2 percent of centers and 5 percent of family homes were open after 9:00 in the evening
- Only 3 percent of centers and 12 percent of family homes are open on Saturday; only 1 percent of centers and 7 percent of family homes are open on Sunday
- The number of family home providers in Washington State has decreased by an estimated 11 to 12 percent between December 1995 and December 1998. These providers are more likely to be flexible with respect to hours open for business. The drop in the number of family homes may affect the availability of licensed care for subsidized families who work non-standard hours

State Level: Oregon
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### Who Provides Child Care During Non-standard Hours

- In a survey of providers who in January 1998 received reimbursement in Oregon's child-care assistance program, there were significant differences across types of providers in the proportion of them that offered care during evenings, care on weekends, and overnight care. Child care centers were the least flexible, while many types of informal caregivers stated they will provide care on weekends and on evenings. See table 3 below
- The pattern of services offered by grandparents was identical to that in the third column of the table (Relative's Home). Grandparents, probably mostly grandmothers, have emerged as a huge resource in the informal child care paid for by Oregon State

**Table 3**  
**Caregiver Services During Non-Standard Hours**

#### Percent of Provider Types Offering Care during Specified Times

Services Provided	Centers	Family Day Care	Relative's Home	Care in Child's Home by Live-in Relative	Care in Child's Home by Comes-in Relative	Care in Child's Home by Comes-in Nonrelative	Care in Child's Home by Live-in Nonrelative
Evenings	10	53	69	72	68	80	71
Weekends	6	46	66	68	65	68	63
Overnight	3	35	42	42	37	42	34

## Locally: Seattle and King County, Washington

### Who Needs Child Care During Non-standard Hours

- The number of requests for evening and weekend care received by the child care resource and referral agency that serves all of King County (Child Care Resources) remains small, but has increased significantly since 1994. For instance, requests to the telephone information and referral line for evening care from South King County parents rose from less than 4% of total requests for care in 1994 to over 12% of requests in 1998.

Most of the requests for non-standard hour care (76 percent) are from low-income parents. This trend is consistent with predictions from social service planners and child care professionals that people moving from welfare to work would find themselves in low paid jobs in the service sector that require evening and weekend work

- A survey of 400 parents in Seattle of children ages 0 to 12 years old conducted in February-March 1999 indicated that 18 percent of parents who had their child in structured care and 11 percent who had their child in unstructured care need or would use child care in the early evening (6:00 to 8:00 p.m.) if it was available.

5% of parents who had their child in structured care and 7 percent of parents who had their child in unstructured care said they need or would use child care in the early morning (5:00 to 7:00 a.m.) if it was available.

7% of parents who did not have their child enrolled in a structured program cited "The hours I need care are not available" as a reason they had not enrolled the child in structured care. 7% of that group of parents chose this reason as one of their two largest reasons for not using structured care

### Who Provides Child Care During Non-standard Hours

- In King County as a whole, only 2 percent of centers (13 out of 532) and 14 percent of family homes (224 out of 1,603) are willing to accept children for evening care.
- Only 1 percent of centers (7 out of 532) and 9 percent of homes (138 out of 1,603) will accept children over the weekends.
- Some parts of King County have no licensed facilities offering weekend or evening care

## Locally: Greater Boston, Massachusetts

### Who Needs Child Care During Non-standard Hours

- In 1997 and 1998, Women's Educational and Industrial Union and Parents United for Child Care collaborated on a project to assess the need for extended hours child care in Greater Boston. Among their findings

The demand for center-based overnight child care in Greater Boston area appears to be very small.

There may be a significant need for care during the "shoulder hours" – early morning and evening during the week, and for weekend hours.

In an informal survey of 400 parents in eight Boston neighborhoods, the respondents expressed needs for care at the following times:

- 4 percent during late evening or early morning hours.
- 7 percent on Saturday
- 2 percent on Sunday

In fields where there are concentrated numbers of second and third shift workers (health care, hospitality, etc.) employee focus groups showed that employees who currently work non-traditional hours rely heavily on relatives and spouses to care for their children. Many indicated that they would use group child care during these hours if it were available and affordable.

### **Who Provides Child Care During Non-standard Hours**

- In 1997 and 1998, Women's Educational and Industrial Union and Parents United for Child Care collaborated on a project that looked at the provision of non-traditional hour child care. Among their findings

Larger companies are more likely to offer on-site or subsidized care. Even among companies with on-site care, there is a hesitancy to offer care during non-traditional hours – because of either cost, logistical barriers, or philosophical concerns.

## Locally: Mecklenburg County, North Carolina

### **Who Needs Child Care During Non-standard Hours**

- In a 1997 survey in Mecklenburg County, North Carolina of employees of four large corporations who worked non-traditional hours, people receiving welfare benefits, and individuals applying for unemployment found that:

More child care was needed for the hours immediately before and after traditional hours (e.g. 5:00 – 6:30 a.m. and 6:30 – 9:30 p.m. Monday through Friday).

More weekend and holiday child care was needed.

Overnight care (which only affected a small proportion of respondents) was scarce

### **Who Provides Child Care During Non-standard Hours**

- In Mecklenburg County, North Carolina, surveys were sent to 127 providers listed in a child care resource and referral directory who said they offered non-traditional child care; 47 surveys were returned. Of those 47 respondents:

39 providers offered care after 6:00 p.m. Monday through Friday.

6 providers offered care before 6:00 a.m. Monday through Friday.

2 providers offered care during weekends.

88 percent had vacancies in their programs

## Key Findings: Overall

- There is clear documentation about the substantial number of employees working non-standard hours (one in five full-time workers in 1991 and likely growing since then).
- It is estimated that more than 1,000 different work schedules are in use in the U.S. today.

- There is considerable evidence of the need for formal, licensed child care during non-standard hours. Parents, many employers, and caregivers provide considerable data about this need. However, the available indicators of the level and type of need have many shortcomings, which depending on the source of information may include:
  - The precise hours during which care is needed.
  - The number of hours during which care is needed.
  - The demographic characteristics of the population (all employees with children, single parents, income levels, etc.)
  - Whether the family is seeking formal, licensed care or other forms of informal care.
  - Failing to address other factors that influence parental choice of care, such as age of child, cost of child care, sense of safety with formal child care arrangements, etc.
- A relatively small percentage of licensed child care centers and family homes provide care during non-standard hours. Family homes tend to offer a greater range of schedules.
- The picture of supply of child care during non-standard work hours is clouded by the lack of information about the supply of care provided by family members, friends and neighbors. We also have limited knowledge about why and when families choose this kith and kin care even when they could also choose more formal, licensed care.
- Attempts to measure demand against supply fall short. A number of factors in addition to those noted above come into play. Planners may estimate demand by the number of calls to a child care resource and referral agency seeking care during non-standard hours; yet many people who may need such care may not know about the agency or be comfortable calling them. Surveys fail to capture the complexities of decisions about child care, and cannot accurately gauge how factors such as cost, transportation, cultural relevance, etc. would affect a family's choice to use a particular care option.
- Many mothers are working non-standard hours as a preference to accommodate other demands in their lives, including child care. Over one-fourth of employed mothers ages 18-34 with children under 14 indicated that "better child care arrangements" was their main reason for working a non-standard schedule. This is particularly true for women whose youngest child is under age 5. Two-fifths of low-educated women chose non-standard schedules.

- Among the groups more likely to work non-standard schedules are:
  - Less educated mothers
  - Women with children under age 5
  - People working part-time (less than 35 hours a week)
  - Mothers in occupations such as cashier, nursing aides, orderlies, attendants; and waitresses.
- The primary type of child care arrangements used in 1994 by employed mothers whose principal job involves non-day shifts were:
  - 44.8 percent of children are cared for in their homes by a relative or non-relative
  - 26.7 percent are cared for in the caregiver's home
  - 20.5 percent are cared for in organized child care facilities
- Grandparents, probably mostly grandmothers, have emerged as a huge resource in the informal child care paid for by Oregon State.
- The demand for overnight care is consistently the lowest among needs listed for child care during non-standard working hours.
- The demand for care during weekend hours is consistently the highest or close to the highest need listed for child care during non-standard working hours. Saturday care seems to be in higher demand than Sunday care.
- Some studies show a significant need for care during the "shoulder hours" – early morning and early evening during the week. This category may not get captured accurately in some surveys or data systems.
- Evening care appears to be more available than weekend care. Both are more available than overnight care.
- Data seems to indicate (although this may not be the case) that there is unused capacity for non-standard hours care. Even if there is unused capacity, there is a lack of information to indicate whether that capacity is geographically close enough to those who may need it or otherwise suitable to them.
- Almost no mention is made of the issue of cultural relevance for child care programs offering care during non-standard hours.

## Key Findings: Washington State

- In Washington State in 1998, of the 45,952 children referred by the Washington State Child Care Resource & Referral Network, 6,413 children needed evening or overnight care and 5,168 children needed weekend care. The breakdown by percent of type of non-standard care hours needed are as follows:

Rotating shifts	3.4 %
Evening (6:30 p.m. to 3:00 a.m.)	12.6%
Overnight (extends past 3:00 a.m.)	1.4%
Weekend care (Sat or Sun or both)	11.2%

- From 35 to 38 percent of single-parent households exiting Washington State's cash assistance welfare program in 1997 and 1998 were working primarily non-day schedules; 51 percent were working primarily a combination of weekends and weekdays.
- Clients leaving the Washington State cash assistance welfare program and those receiving state child care subsidies report difficulties in arranging child care as the reason for not working, not being able to work certain shifts, working fewer hours, quitting a job, or other actions that diminished their income.
- A survey of low-income families in Washington State showed that of the 49 percent of respondents who were welfare recipients and who needed child care, 72% had problems with child care in the last six months. Of those experiencing problems, 14 percent said there was no care available for evening and weekend work.
- Actual availability of slots at any given time can be estimated by considering that general vacancy rates for all licensed child care were 14 percent in 1994, 15 percent in 1996, and 13 percent in 1998. Although these vacancy rates do not distinguish between slots for standard care hours and those for non-standard hours, they begin to illustrate why there are so many reports of care not being available during non-standard hours despite data that seem to indicate there is an adequate supply of that type of care. Applying an estimated 15 percent vacancy rate to the total number of slots available in September 1999, and comparing that result with the number of requests for service in the third quarter of 1999, gives this snapshot of available slots at any given point in time:

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Overnight (extends past 3:00 a.m.)	952	200	
Weekend care (Sat or Sun or both)	1,233	1,726	

- The number of family home providers in Washington State is decreasing, which may affect the availability of licensed care for subsidized families who work non-standard hours.

### **3.A Close-Up Look at Washington State**

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This chapter contains the results of interviews, surveys, and a discussion group with those on the front lines of the non-standard hours child care issue in Washington State. In their own words, representatives of employers, family home providers, and child care center directors talk about their successes and challenges in dealing with child care during off hours. Also, one innovative model of providing care during nontraditional hours is described.

<p style="text-align: center;"><b>From Families' Perspective</b> (As experienced by child care resource and referral staff)</p>
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The Washington State Child Care Resource & Referral Network has 17 member agencies that serve the entire state. All member agencies were asked to complete a written survey about their experience working with parents around finding child care during non-standard hours. Fifteen of the 17 agencies responded. Their thoughts and perceptions are provided below:

**Proportion of your calls that involve care during non-standard hours**

- 6 agencies said 10-25 percent
- 5 agencies said 25-50 percent
- 3 agencies said less than 3 percent
- 1 agency said 50-75%

**Age group for which parents most often seek care during non-standard hours (in priority order)**

- Infants
- Toddlers
- Preschoolers
- School-agers

**Biggest challenges you believe parents experience in finding child care during non-standard hours (in priority order)**

Lack of supply

- *Most providers think that 12-14 hour days is enough and won't do the additional hours*
- *Limited infant slots*
- *Half of our non-standard providers only operate until 9:00 p.m.*

Transportation

- *City buses not running late in evening*
- *Lack of transportation for travel to/from work and child care and school age care, particularly kindergarten*
- *Transportation for parents to/from work – most parents are working non-standard hours are WorkFirst/Working Connections Child Care [Washington's welfare-to-work program] and many don't have cars*

Quality of care

- *Providers trying to do too many hours; burning out; running over ratio*

Inflexibility of caregivers

- *Anglo-inflexibility of caregiver*

Location

- *Providers concentrated in one region*
- *It seems like all my providers that will do the non-standard hours are in the same basic area*

**Category of child care presenting the greatest challenges for families to find and maintain child care during non-standard hours (in priority order)**

Children with special needs (of any age)

Infants

Toddlers

Preschoolers

School-agers

**Percent of parents seeking child care during non-standard hours estimated to be successful in finding the care they want**

4 agencies said from 10-30%

4 agencies said from 45-65%

2 agencies said from 75-85%

Some agencies did not provide an estimate. Those responding qualified their answers in several ways:

- *We don't really know; they don't call back.*
- *50-60 percent for enhanced resource and referral assistance; no information is available on our general service.*
- *"Want" is the key word for me in this statement, I believe that most find the care. I'm not sure if it is the quality they want.*
- *I'm not really sure, many choose relatives and friends.*

**Biggest factors that result in parents successfully finding child care during non-standard hours (in priority order)**

Supply

Help from a resource and referral agency, especially enhanced services

Luck

Availability of transportation

Access to Hispanic providers who seem to be very flexible

Finding a provider that they trust

Parental persistence

Parent's flexibility to alter work schedule  
Family or friends who are willing to be caregivers  
Other provider flexibility  
Willingness to separate multiple children

### **Why families may not choose to use licensed care during non-standard hours when that care is available and affordable**

#### Trust

- *In our area, parents have mentioned that they are unwilling to accept a “stranger” as the caregiver. Trust is an enormous issue and the exempt relative or friend is preferred regardless of experience, training, license, etc.*
- *Out of “comfort zone;” taking a child to child care at night is a different idea*
- *There is a trust factor involved here also. The children can go to bed in their own home and bed – not awoken to go home. That’s easier for parents and children.*
- *Have relative or friend that parents trust*

#### Comfort/familiarity of own home and of caregiver

- *I believe parents would rather have their children at home during bedtime to promote stability and routine. In these cases, they probably leave children with relatives or in-home sitters. The same may go for weekends.*
- *They want their children to be at home or with relatives.*
- *Preference for informal care as more options, more flexible, in own home and more comfortable for parents who know provider.*
- *Parents want their child in a safe, comfortable environment and that is their own home.*
- *Want kids in own beds.*

#### Transportation/Location

- *Transportation is a problem because bus system does not run in late evenings*
- *School-age children need to be picked up or delivered to schools*
- *Care is not in there are, may be many miles away and parent may not have a car. Transit system may not be adequate – Here in Spokane, the bus routes have actually been cut back in the last few months – weekends especially; which is a large % of non-standard hours needed.*

## **Trends during the last two years in the demand or supply of licensed child care during non-standard hours**

More rotating schedules

- *No standard shifts. Times are not traditional (i.e. instead of 3-11 p.m. it's 4-8:30 p.m.)*
- *An increase in the need for extended hours and rotating schedules, which makes it harder for providers to take on a family with rotating schedules.*

Affects of welfare reform, including requiring parents to go to work when infant is 3 months old

- *Increase demand since welfare reform.*
- *DSHS lowering amount of time allowed to stay home with infant (from 12 mo. to 3 mo.)*
- *I do see the number of families needing non-standard care increasing with the push of TANF/WorkFirst*
- *Increase for demand from parents due to factors such as WorkFirst*
- *Demand increased since WorkFirst was implemented and single parents having to go back to work after infant is 3 months old. This is not good for infants, parents or community at large.*

Providers quitting/burn out

- *Providers that are providing alternative hours care are trying to do too much (24 hours a day/7 days per week) and burning out fast. I would rather see them pick evening care and not do care during the day. It seems that if they will do alternative hours they want to do the whole deal-not just a piece of it.*
- *Only being a counselor for six months, I will answer from that time frame. I have seen providers quit offering non-standard care because of lack of enrollment. New providers don't seem to be offering non-standard hours.*
- *Child care supply seems to have decreased due to burn-out, economic; having to hire help for non-standard hours increases overhead costs.*

Increased supply

- *Increase in supply, but only in certain locations*
- *We have seen an increase in non-standard hour care. Both FDC and Center have openings. However, infant non-standard care is extremely limited. Care for children with special needs is also very limited.*

Transportation and logistics can be problems.

More Anglo providers willing to be flexible.

Increase of demand for non-standard licensed care.

Cost has increased and that is a problem for families of minimum wage level income.

## Other comments

- *The “new look” for non-standard hours is single mom using public transportation going to her low wage part-time job. Parent shifts change frequently and are not traditional shift hours-almost always part-time.*
- *In this area we have many manufacture or food processing plants. They are expanding, as are 24 hour services-grocery stores, etc. Many low income and newly employed individuals with young children take these jobs.*
- *The clarification of the regulations which now does not allow child care providers to sleep during the night when they have children has almost totally eliminated our late (till 12 a.m.) and overnight care. We estimate that our county will be without overnight care within 6 months due to this clarification.*
- *There is a need for classes (provider STARS and 10 hour) (HIV/CPR First Aid) to be taken in the mornings or afternoons for providers working non-standard hours.*
- *The providers in our area seem to be more willing to provide evening care before they will weekend care. There is not a great need in our community at this time. Our need is more infant slots during standard hours.*
- *We feel there should be increased support and incentives for providers willing to work non-standard hours.*
- *In addition to rotating shifts and days, transportation issues are overwhelming for WorkFirst families, in particular.*
- *Child care providers have problems with state subsidy payments. They are often paid months after the work is performed. They receive incorrect amounts, and children are taken off invoices without notice.*
- *Providers who have stopped providing non-standard hour care have been unable to make it work (financially because of lack of consistent children due to rotating schedules.*

## From Employers' Perspective

Nine employers from across the state were interviewed in February 2000 by telephone to learn about their need for child care during non-standard hours and what responses they were using or had an interest in. The employers included (some did not wish to be named):

- Harborview Hospital, Seattle
- J.R. Simplot (food processing), Pasco
- Miller/Pabst (brewing), Olympia
- Providence Hospital, Yakima and Toppenish
- Retailer
- Tree Top (food processing), Selah
- Trout Blue (apple packing/warehouse), Chelan
- Vegetable company (food processing)
- Washington Mutual Telephone Banking

**Employees needing child care during non-standard hours.** Among them, the employers have over 9,500 employees. Harborview Hospital has about 3,500 employees; the retailer has about 1,700; Providence Hospital has about 1,500; Washington Mutual Telephone Banking has 1,000; and the remaining employers have from 280 to 450 employees. About half of the employees work non-standard hours at Harborview Hospital, the retailer, J.R. Simplot, Washington Mutual Telephone Banking, and Trout Blue. About two-thirds of the employees work non-standard hours at Tree Top and the vegetable company. Over 90 percent work non-standard hours at Miller/Pabst.

Responses varied considerably when the employers were asked what percent of employees working non-standard hours have children under age 12. Three were unsure. Providence Hospital indicated not very many employees had children in this age range. The vegetable company said about one-third; Tree Top said about half. The retailer said "lots," and Washington Mutual Telephone Banking and Trout Blue said a high percentage had children these ages.

Of those employees with children under age 12, six employers indicated that a high percentage or almost all of them needed child care. Providence Hospital indicated that more than 300 of the 500 employees who work weekends need child care, a higher percentage than for those employees who work nights. Miller/Pabst replied that approximately 130 of these workers need child care. Harborview Hospital estimated that perhaps 15 percent of its total workforce of 3,500 may need child care during non-standard working hours.

Several employers understood the problems faced by parents working during non-standard hours:

*There's clearly a need and though it's not as prevalent as traditional hours care. Nontraditional hours care is a need that's not met in the community.*

*It's worse for non-traditional hours because if the center closes at 6:00 p.m. and opens at 6:00 a.m. at the earliest, where do people take their kids? There is a big shortage of facilities and care providers. A few people have one parent working days and the other working nights, but this is not common here because most are single mothers.*

*I think most of them rely on spouses and extended family, uncles, aunts, cousins. We know of no care facilities here and large numbers of families with young children. We might have a couple but they're full, so I won't even count them.*

**Affect of child care issues on hiring and retaining workers for non-standard hours.** Several employers indicated that child care was a significant factor in their ability to find and retain workers for off hours schedules. Among their comments:

*Child care is a huge factor in attracting employees, and it's different for non-traditional hours, especially because facilities aren't available. Particularly, there are no solutions for weekend workers.*

*Child care is our most critical issue, especially during the off hours, and transportation is second. The principal obstacle is finding care and affordability. We like to hire from WorkFirst (Washington's welfare-to-work program). WorkFirst mothers have been coached to have a child care back-up system in case they lose their regular provider. If they lost a day's pay, it means for that employee that they lose \$80. To these employees within the first 12 to 18 months [of employment], they are not quite stabilized financially, so \$80 is a lot of money. It's groceries for some of them.*

*Child care during non-standard hours is harder. We are getting more people who ask to change shifts because of child care. Under the current union contract, the only way we can make it happen is if two employees mutually agree, and if no one else would get bumped. We're trying to work it out with the union.*

*It's one of our most important issues. Employees won't work during these hours or they have their oldest child take care of other children or use a neighbor.*

*Attracting employees for non-standard hours, especially the women, is difficult. We're getting more single dads, because it's more comfortable for men in our society to declare that they are single fathers.*

Some employers indicated that child care was not a major factor in hiring and/or retaining employees:

*We don't seem to get a lot of complaints or calls from people who say they can't come due to child care issues. Most working swing and graveyard shifts have a spouse or relative who takes care of their children. Often one parent works on shift for us and the other parent works another shift, so they trade off with child care.*

*Retention doesn't seem to be a problem as far as people with odd-hours who need child care. What we see is that the non-standard hours people often have spouses who work standard hours, so that someone is always available to take care of the children.*

Those employers with on-site child care reported few difficulties:

*We have services for both populations [employees working standard and non-standard hours], so it isn't a big issue.*

*We don't see much difference [between employees working standard and non-standard hours] because we have child care on site for our employees during the hours the plant is in operation.*

**How employers are addressing child care during non-standard hours.** Some of these employers are providing on-site care during non-standard hours and other supports to help with this issue:

*We operate a center during times employees are working.*

*We are about people. We operate a child care center 12 hours a day and those who need it beyond those hours are referred to the child care resource and referral program at Catholic Family and Child Services. We are the Sisters of Providence, and we take care of our own.*

*I think we are [addressing this issue by having on-site care] and will continue. As long as we can use this method to draw people here to work, we'll do child care as a benefit, especially since we will add another shift soon. I think the company saves money and frustration by having a place for kids when parents have to work extra hours or more of overtime at the end of their normal shift. It makes a big difference.*

*We address all child care through a benefits package that refers employees to work with someone from a child care resource center. We also include a little financial help through a tax benefit and voucher program with a deduction for childcare before taxes. The corporation, Philip Morris, negotiates on behalf of all 60,000 employees for special benefits and services wherever possible. I think we could always do more to assist with child care, and I hope lawmakers will put more emphasis here. It would be helpful from the employer's standpoint if quality and access to child care could be better addressed for everyone, especially during evening and weekend shifts.*

Others are aware of the need and exploring some options:

*I have been passionate on this issue for the past three years. The barriers are the cost of building facilities, and the cost of insurance along with the huge shortage of good child care attendants.*

*We've looked into on-site care for children of our employees. We are told the barrier is money.*

*We are looking at a child care center now with three other employers; cost will be an issue--may be concerned with liability.*

*We could use WorkFirst moms and dads to staff facilities if we could use some of the existing buildings such as schools that are empty on weekends and at night. The problem we ran into when we addressed this is the high cost of building new buildings to do something we could do within existing buildings such as public institutions that aren't being used.*

*We have gone to the Board of Directors twice now to propose the construction and staffing of a facility to take care of the children of employees. We learned that a center facility would need specific physical features and we would also have to buy property and casualty insurance. We would also have to pay for staff 24 hours per day. We have since learned of some of the[other] options you mention.*

*Memorial Hospital has an outstanding center. We looked at theirs as our example. The Board rejected it because of the cost. It won't happen this year, but I'm sure we'll revisit it now that we are learning more about some of the cost saving benefits we can get, such as loans. This industry is not doing as well as it once was. The small family growers are fading away and only the mega-corporations seem to survive.*

*I think it's a possibility in the future. We looked into it and the company said no, but I think there's some flexibility in the future. Within our company I can't say, although we did have a child care center located right next door to one of our 24-hour telephone banking centers in California.*

Other employers do not envision taking steps to address this issue:

*Not likely to happen here. It seems that each employee takes his or her own responsibility. We would have a difficult time justifying center-based non-traditional hours care because that seems like a dormitory. Kids would have beds and someone would have to wake them all up and help them get cleaned up in the morning, and it doesn't seem realistic to consider it. The in-home deal is hard to tell, because it could be very good or just the opposite.*

*Not likely.*

**Factors that might influence employer's efforts to address this issue.** Those interviewed offered their perceptions about what might encourage their employer to further address the issue of child care during non-standard hours. Their comments included these:

*Tax incentives would be a start. Companies don't support commute trip reduction because they think it's healthy, or good for the environment. They support it because of the tax break.*

*If we could document a consistent need, we might get providers to expand.*

*Being more aware of employee needs. Empathy, and knowing what it takes to keep employees and their families in safe conditions.*

*Growers on the board would have to see the need and approve*

*We are looking at the needs of U of W students, faculty, and staff. Students tell us they need care so they can go to the library and study. Because we are part of the University, and many of the benefits apply across the board, we would want to combine care for these various populations that need it during the non-traditional hours. Demand from more than one of these sectors would help.*

*When a person has a child care problem and is a no-show at work, it means 100 of our customers don't get serviced that day. This is especially a problem in the call centers; losing money because we can't recruit and keep our workforce. We're currently trying to recruit 80 new people per month in the telephone-banking center.*

<p style="text-align: center;"><b>From Perspective of Child Care Centers Offering Care During Non-Standard Hours</b></p>
--

Directors of three child care centers which provide care during non-standard hours participated in a facilitated discussion in February 2000 about their experiences. The three centers were:

Grandview Early Learning Center, Puyallap Tribe of Indians  
The Image Child Care Center, Vancouver  
Head Start, Olympia (which also offers companion child care)

Grandview Early Learning Center is open seven days a week, from 6:30 a.m. to midnight. It serves a total of 65-70 children, about half of whom use some non-standard hours. They serve infants to age 12. Many of the parents are employed in a tribal casino, a tribal bingo business, hospitals, and local service businesses. Tribal members going to college or working toward their GED also use the center.

The Image Child Care Center is open 5:15 a.m. to 7:30 p.m. Monday through Friday and 5:15 a.m. to 6:30 p.m. on Saturday and Sunday. They work closely with SHE America, which produces computer components and has many employees working 12 hour shifts. A number of slots at the center are reserved for this employer. The center is licensed for 137 children; about 25 percent of them need care during non-standard hours. They serve children from 4 weeks old to age 12, although they currently have mostly children ages 5 to 12 enrolled.

The Head Start program in Olympia serves a total of 731 children in three counties. They are just beginning to offer non-standard care hours at one center, which has a capacity for 66 children. There are 18 children at that site needing care during non-standard hours. They serve children ages 3 to 4.

The thoughts of these directors on various aspects of their work are provided below:

### **Biggest challenges**

- Hiring and keeping staff
- Accommodating so many fluctuating schedules of parents

### **Biggest successes**

- Knowing that children are consistently in a safe, healthy environment
- Special needs are identified more quickly when staff spend more time with children on a consistent basis

### **Reasons chose to provide care during non-standard hours**

- Needs of tribal members, given the types of jobs many had
- Child care center wanted to grow and contacted employers about potential partnerships; employer responded and they have had 9-year partnership
- Awareness of effects of welfare reform and information from a community assessment

### **Parents' challenges around non-standard hours**

- Stress of juggling everything, especially if they have children of different ages
- Not enough organizations that offer care during non-standard hours

### **Policy changes**

- Need to attend to safety and security of building with people coming and going during night-time hours

## **Program activities**

- Easel art, messy art, connecting with nearly language program, parties
- Cooking
- Children get more individualized attention
- Can do some more creative things
- There seems to be a shifting of gears after standard hours
- More relaxed atmosphere

## **Economic effects**

- It costs more to provide non-standard care
- Enrollment is not consistent, yet it is difficult to cut staff hours and then keep them available for when enrollment increases again
- One center offers a pay differential to staff working non-standard hours
- None of these providers could afford to provide non-standard care if they did not have financial support other than parent fees (tribal funding, Head Start funding, employer participation)
- Increases wear and tear on furniture, equipment and building
- Hard to find time to do maintenance, refinishing floors, etc. because building is in use so much

## **Other thoughts**

- Initial marketing and recruitment is taking longer than anticipated
- Need to always consider the effect on children of being away from home so many hours in the day

### **The Twilight Group**

#### **An Innovative Family Care Home Model Based on Cultural Relevance**

In 1998, the King County Child Care Program (KCCCP) began to develop a pilot program to recruit, train and offer support to a limited number of family home providers who were willing to offer care during non-standard hours, and who were committed to serving a diverse mix of children and families receiving child care subsidies. The impetus for the program was the observation that some WorkFirst (Washington's welfare-to-work program) families were having difficulty going to work because they could not find quality, culturally relevant care for their children during non-standard hours.

KCCCP has recruited 15 family home providers in South King County and helped develop them into a network with monthly support group meetings. The providers are culturally diverse and are willing to accept a diverse population of families and do what it takes to serve them in a culturally appropriate way. All 15 providers have enrolled children in non-standard hour care and are committed to staying with this service.

Three of the providers serve children 24 hours, 7 days a week. Others provide care in the evenings, in the range of 7:30 p.m. to 1:00 a.m. At least one provider offers overnight care, and one is available as early as 5:00 a.m. Some providers are very flexible because of changing schedules of families.

The providers serve between 1 and 12 children during non-standard hours, with ages ranging from birth to 12 years.

The parents who use these services work at hospitals, nursing care facilities, hotels, airlines, fast food restaurants, malls, and doing janitorial work at schools.

KCCCP staff devoted 25-30 hours a week to the project in the first year. This dropped to 10-12 hours a week in the second year, and is now even less in the third year of operation. KCCCP has provided or contracted with others to provide the following activities:

- Recruitment
- Professional development
- Organize an ongoing support group for providers to strengthen quality, foster economic development, and encourage retention.
- Assist WorkFirst families with child care subsidies to locate culturally relevant, non-standard hour care through enhanced services tailored to their specific needs.

The KCCCP staff person for this program attributes its success to the following factors:

- Coming at the issue of non-standard care from the point of view of cultural relevancy.
- Building a partnership with the community. Providers say they appreciate that those in government and education are willing to meet with them as equals to learn and develop this service.
- Instituting the support group to diminish the isolation these providers would otherwise experience, to sustain the work, and ensure quality care.

Six of these providers offered their perspective on the program at the February 2000 meeting of their Twilight Provider support group meeting. Their thoughts on various aspects of this project are provided below:

### **Unique features of the Twilight Provider Group**

- Support from each other and the opportunity to talk with other providers.
- Gathering of information from state department that provides subsidies, such as the ability to receive a bonus for care during non-standard hours; charging an activity fee; and charging special needs rates. "One person finds out, and we all learn."
- Shared referrals, thus keeping enrollment up.
- Support from each other to further our education.
- Meeting our needs on site; people from the resource and referral agency and the King County Child Care Program "actually came out and assisted. Actions speak louder than words."
- Support from trainers from local colleges who come on site.

- "Higher echelon concerned about the little people."
- Development of great friendships between providers and staff of support agencies.
- Availability of non-standard hours bonus on state subsidies

### **Biggest challenges**

- Burn out, especially if providing care in both the day and evening.
- Parents who don't come on time to pick up their children. "I close at 10:30 p.m. If parents don't come on time and I don't get enough rest, the next day is hard."
- Getting sleep time at the right personal time. "I now meet with parents during the day."
- High need for comfort for the children. "Baby needs to wake up and see their mommy's slippers in the morning, not mine."
- Trust by parents is more of an issue at night.
- Difficulty obtaining insurance, because insurance companies see evening and weekend care as a high risk.
- Making lots of adjustments to parents' changing schedules, such as two days of morning care and two days of night time care in a work week.
- Balancing work and family and children is a struggle.

### **Biggest successes**

- Compliments from parents.
- To have parents relax and trust us.
- Children connect with me and come to me when upset.
- Children are happy to be there.

### **Reasons chose to join this project and provide care during non-standard hours**

- "I knew how hard it was to find care. I used to work at 4:00 a.m. so I know."
- "I was just starting my business and my husband came home and said there is a need for evening and night care. I called Child Care Resources (the local child care resource and referral program). Within a week I had clients."
- "My mom always had a small business and taught me that customers are the most important and that you need to meet the customers' needs."
- The incentive of a bonus for serving children during non-standard hours helped.

## **Policy issues**

- Firm closing time.
- Stopped doing weekend care to have quality time with my son.
- Setting boundaries with the help of the support group; that's hard when you are in the caring industry.

## **Program activities**

- It is hard.
- "One child comes at 10:00 p.m. and goes off to school the next morning. The child is just sleeping at my house."
- Nickelodeon or Disney downstairs.
- "I have a daughter 8 years old and she works with me and helps me. She reads to the toddlers and we listen to music."
- "We do drawing. No messy projects at night. They get to watch TV or a movie. Evening care can be more individualized."
- Depends on the age and his/her activity during the day. "One child was at another day care during the day and they came to me. I think they need more free time."
- "I want to create a home away from home. I want children to feel like they are in a family atmosphere."
- A lot of reading at night; PJ story time.

## **Economic effects**

- It is profitable.
- The state pays a non-standard hour bonus and you know you will be able to collect.
- It costs more to provide non-standard care.

## **Trends they are seeing**

- More calls for care during non-standard hours.
- More clients are using state child care subsidies.
- More low wage workers.
- Need for more capacity at night.

KCCCP envisions that this successful pilot effort can be used to assist other communities to increase capacity for care during non-standard hours that is of high quality and culturally relevant.

#### **4. Gaps between the Need for Child Care During Non-standard Hours and its Availability**

The most important gap to note is that our current methods of collecting information about the demand for and supply of child care during non-standard work hours don't accurately capture demand, supply, or the relationship between them. It is therefore little wonder that this topic is befuddling -- and that specific unsuccessful efforts to address it have led to skepticism about both the need to do so and the feasibility of addressing it effectively.

Other identified gaps include:

- There is considerable evidence of both the need for increased choices and options of organized, licensed care during off hours and of the fact that this growing need is not being adequately met by the available supply.
- There are significant indications that the demand for increased choices and options of organized, licensed care during off-hours will continue to grow. Significant factors in this anticipated growth are the continuing trend toward a more service-based economy and the additional people who will be moving from welfare to work in the coming years.
- Employer-provided services are less likely to be available to low-income workers, who may have fewer choices and options available to them.
- While there may be vacancies in a given community, they are not necessarily matched to parents' location, ability to pay, and choice of care for their children.
- There is a knowledge gap about what non-standard hours care options are available and what is known by employers and parents looking for solutions.
- There is a knowledge gap in how to most accurately gauge demand for specific types of responses in specific locations.

## **5. Resources and Considerations in Addressing Child Care During Non-standard Hours**

This chapter offers ideas, cautions, lessons learned and other tips for those considering further involvement in the issue of non-standard work hour child care. From examples of successful responses to lists of barriers and challenges, each section is part of a complex puzzle in finding out the nature and scope of the problem and designing responses that fit.

### **Examples of Promising Approaches**

There are several models of providing child care during non-standard hours. Among them are employer-based on-site, multi-employer community-based, multi-provider network, and extended hours at existing centers or family care homes.

Almost all of the eleven successful programs studied for the Greater Boston project were employer-based, and significantly subsidized by the employer(s)

Models initiated by a single employer are typically tailor-made to meet their work schedules, the corporate culture of the company, and the services available in their immediate community. These employers either provide a service that operates during the early morning, evening or night time, or they manufacture products that require a production schedule beyond the nine to five work day. Single employer child care services during non-standard hours are most common in the manufacturing and service sectors, in both the public and private sectors

#### **Employer-based on-site models**

- **The federal governmental agency that employs air traffic controllers in Farmington, Minnesota** paid for construction for a child care center on site. The agency also subsidized the overhead costs of the center and hired staff to provide care for the non-standard work hours of the controllers. The program has been operating successfully since 1988.
- **Toyota Motor Manufacturing in Georgetown, Kentucky**, employs 6,000 workers; about one-third of them work the second shift (5:15 p.m. to 2:15 a.m.), with a much smaller shift of maintenance workers. Their on-site facility is open 24 hours a day and licensed for 230 children from the ages of six weeks to 13 years. The center is managed by Corporate Child Care Management Services. The facility runs at full capacity and usually has a waiting list of around 90 for infant slots. Toyota pays for the building and provides annual financial support to the center. Parent fees are about 40% below the local market rate

## **Multi-employer community-based**

- **Central Atlanta Hospitality Childcare, Inc. is a non-profit organization formed by Marriott, OMNI and Hyatt hotels in downtown Atlanta** to address the unique child care difficulties facing hospitality industry employees. As planned, the Children's Inn will offer family services to as many as 1,000 families of low-income hotel workers – including a 250-child early learning center. The center is to be open 24 hours a day, 7 days a week and is to be managed by Americare Early Learning Centers. The Atlanta Economic Development Corporation agreed to secure the required capital to develop the new center by issuing a \$3 million development bond. The participating hotels committed to subsidizing more than half of the weekly child care fees for their employees
- **Palcare in Burlingame, California**, is a non-profit organization formed to meet the child care needs of employees based at the San Francisco International Airport and in the surrounding Bay Area communities. Its partners include labor unions, the San Francisco Airports Commission, large and small employers, local and county governments, and others. The process of creating Palcare took 10 years with the Palcare Child Care Center opening in 1993. The Center is licensed to serve 150 children between the ages of three months and five years. The facility is open from 5:00 a.m. to midnight, or later as needed, seven days a week.

Palcare allows parents to create new child care schedules every month. Parents who are asked to work overtime or who have last minute schedule changes can request additional care. United Airlines is the largest single employer of parents who use the center. Mills Peninsula Hospitals is the second largest. Several foundations, employers, unions, local governments, and community organizations contributed funds and in-kind support to Palcare. Ongoing corporate donations support the costs of flexibility and quality

## **Multi-provider network**

- See the description of the Twilight Provider Group on page 37.

## **Extended hours at existing centers or family care homes**

- The **Division of Economic Assistance of the Iowa Department of Human Services and the Iowa Workforce Development Department** provided grants of \$20,000 each to two child care centers serving rural communities. The purpose of the grants was to extend the centers' hours from very early morning to 10:30 p.m. Monday through Friday
- Also, see the description of the Twilight Provider Group on page 37.

## Other Ideas, Supports

- **Washington State Department of Social and Health Services** provides a bonus to licensed child care providers for each child that received a DSHS subsidy and receives at least 15 hours of non-standard hours care a month. (Non-standard hours are before 6:00 a.m., after 6:00 p.m., or any time Saturday or Sunday.) This bonus rate varies by region across the state from a low of \$73 per child to a high of \$108 per child. The bonus rate is the same for both centers and family homes.
- **Massachusetts Bay Transportation Authority (MBTA)** in Boston, Massachusetts employs almost 7,000 people. About 5,500 of these workers are transit operators whose schedules have to the potential to change every three months. Operators may work a mixture of morning, evening, weekday, and weekend shifts and frequently work split shifts. MBTA contracts with a local child care resource and referral agency to provide enhanced information and education assistance. In addition, MBTA has developed the Reserved Slot Child Care Program for employees' children ages two months to 12 years. MBTA contracts with 32 licensed child care centers in 23 Boston area communities and subsidizes care in these centers based on a sliding scale. MBTA has developed eligibility requirements, registration procedures, and other rules and guidelines as to how the slots can be accessed by employees
- The **Child Care Support Center in Atlanta, Georgia** seeks to meet the unique child care needs of the welfare-to-work population in finding available care and by increasing the number of caregivers who offer nontraditional care
- The **Lincoln Action Program in Lincoln, Nebraska**, had a goal to help welfare recipients and other low-income people create 125 new child care or other microenterprise businesses. They hoped to address the dual need for employment and child care in this way
- **Florida's Children's Forum in Tallahassee** (which coordinates the state's child care resource and referral system) targets areas that have shortages of child care providers in comparison to the number of participants in Florida's welfare-to-work program. They provide mentoring, training, and technical assistance to prospective and current family child care providers. They also have a mini-grant and loan program which provides incentives for informal caregivers to become licensed
- The **Consortium for Worker Education, a coalition of 34 labor unions in New York City**, has launched the Satellite Child Care Project to develop networks of child care providers connected to local child care centers. Parents on public assistance are recruited and screened by community-based organizations to become family child care providers

- Although no known programs exist, another idea is to **deliver home-based Head Start services** to providers working with families who need care during non-standard times. The services could be available to family homes, as well as kith and kin care. This idea mirrors other service delivery models of going to where the client is if the client cannot come to you.
- Some employers may be able to offer **telecommuting options** to allow workers to be in their homes even while working non-standard hours. While this is not practical for many manufacturing or service jobs, it might be feasible for such things as staffing a telephone banking line or similar services.

## Incentives for Employers

Among the reasons noted for employer investment in non-standard hours child care are the following:

- Helps recruit employees, especially for employers trying to attract workers in a competitive market; for rural employers needing incentives to recruit employees to their locations; and for employers who need dependable workers during unattractive and unconventional hours.
- Retention of trained employees.
- Increase productivity due to increased satisfaction.
- Decrease absenteeism

Many of the incentives that exist for corporations to provide odd-hour care for middle and high wage workers may not exist for low wage service sector employees. If this is the case, then other models of non-standard hour child care must be explored

**Barriers**

Providers in Greater Boston identified these barriers to their willingness to offer non-standard hours child care

<b>Barriers</b>	<b>Possible Solutions</b>
Need for a substantial, stable customer base.	<p>Undertake extensive planning to determine</p> <p>If feasible, consider a pilot effort building</p>
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<p>High cost of providing care during the additional hours.</p>	<p>The demand for child care throughout th</p>
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<p>i c</p> <p>f a c i l i t y</p> <p>i s s u e s :</p> <ul style="list-style-type: none"><li>•</li></ul> <p>N e e d</p> <p>t o</p> <p>u p g r a d e</p> <p>k i t c h e n</p> <p>t</p>	
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Another barrier to consider when contemplating replication of successful models or other expansion of care options during non-standard hours is that most of the large, successful centers studied arose from a top-down approach. They were closely linked with employers or unions, who had the resources to respond. None of the centers studied arose in response to low-wage worker frustrations concerning child care

<b>Challenges</b>
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In a study of eleven successful programs across the country offering care during non-traditional hours, the programs reported a number of unique challenge:

<b>Challenges</b>	<b>Possible Responses</b>
Lack of guidelines in the field about appropriate program activities for children during non-traditional hours.	<p>Allow parental schedules and preferences</p> <p>Adhere to a standard bedtime routine and</p> <p>The California Child Care Resource and</p>
Dealing with the hardware	<p>Involve regulatory agents during the plan</p> <p>Keep in close communication with local</p> <p>Seek waiver</p>

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## Recommendations

Perhaps the most important yet most difficult recommendation:

- Take the necessary time to develop specialized child care programs that meet the needs of all stakeholders – children, parents, employers, providers, and community groups

The non-traditional hour child care project for Greater Boston developed the following recommendations, many of which describe how to meet the above "umbrella" recommendation

- Any development of non-traditional hour child care must respond to an identified and documented need. Their study of model programs nationally (and locally) revealed that some programs had been created or hours of operation extended only to be discontinued due to underutilization.
- If a thorough needs assessment identifies a significant market for non-standard hours care, the involved organizations may want to begin with a pilot effort by supporting efforts of an existing provider or providers to extend their hours of operation. This would involve fewer capital resources and less risk initially.
- To have a stable and reliable consumer base, any new or pilot program(s) should be sited at or near workplaces with concentrations of employees working non-traditional hours, e.g. hotels, transportation industries, or medical centers. Alternatively, employers may develop networks of providers who are willing to provide non-traditional hour care and are in communities where employees live.
- Providers need a guaranteed minimum enrollment to cover additional costs of operating during expanded hours.
- Programs must have funding available from sources other than parent fees. This can include subsidies from major employers of non-traditional hour workers, city or state funding, or private funding.































































































































































































































































































































































































































































