

GAO

Report to the Honorable
Vic Fazio, House of Representatives

September 1988

CHILD CARE

Availability for Civilian Dependents at Selected DOD Installations



RESTRICTED—Not to be released outside the General Accounting Office except on the basis of the specific approval by the Office of Congressional Relations.

Human Resources Division

B-222989

September 15, 1988

The Honorable Vic Fazio
House of Representatives

Dear Mr. Fazio:

This report is in response to your request and later discussions with your office to review the need for child care facilities for civilian employees at seven Department of Defense (DOD) installations.¹ You asked us to (1) determine the current availability of work-site child care services for civilian employees at these installations, which have a combined civilian work force of over 60,000 employees, and (2) survey employees at McClellan Air Force Base and Fort Sam Houston to determine how many would be likely to use an on-base child care center if it were available.

To answer the first question, we interviewed DOD, installation, and employee union officials. To answer the second, we surveyed McClellan's and Fort Sam Houston's civilian work forces. We also interviewed local and national child care experts and operators of work-site day care centers, and reviewed research on child care issues. A more detailed discussion of our objectives, scope, and methodology is in appendix I.

Results in Brief

DOD regulations have long provided for financial and managerial support of child care programs for service members' children. Recently DOD has also recognized that its civilian work force has a need for child care services, and in late 1988 it expects to initiate a policy that specifically permits installation commanders to sponsor civilian child care services.

In December 1987, the House Committee on Appropriations requested DOD to study the potential for providing civilian child care facilities on military installations, including an examination of alternatives, such as third-party financing. In its May 1988 response, DOD reported that it needs additional data to determine the need for civilian child care services, and that, due to the wide variety in the demographics of DOD installations, such studies should occur at the installation level.

¹The installations we were asked to review were Fort Sam Houston (San Antonio, Texas), Kelly Air Force Base (San Antonio, Texas), Mare Island Naval Shipyard (Vallejo, California), McClellan Air Force Base (North Highlands, California), Puget Sound Naval Shipyard (Bremerton, Washington), Randolph Air Force Base (San Antonio, Texas), and Sacramento Army Depot (Sacramento, California).

Our review found that little information has been developed on the extent of the need for civilian child care services or on how civilian employees now meet their child care needs. Only the Air Force has instructed its base commanders to identify requirements for meeting the child care needs of civilian as well as military employees. As a guideline for determining civilian child care needs, the Air Force estimated there would be 50 children in need of such care for every 2,000 civilian employees, based on enrollment experience at two Defense Logistics Agency child care centers. On the basis of this criterion, two of the three Air Force bases we visited, McClellan and Kelly, identified a need for civilian child care facilities in addition to their existing facilities for military dependents.

Civilian employees' access to child care services at the installations we reviewed varied. Of the seven installations we visited, six had facilities known as child care centers for children of military personnel. Civilian dependents were enrolled at all the military child care centers we visited except Mare Island's, where a separate facility for children of civilian employees opened in 1987. Although military child care centers serve children of civilian employees when space is available, military dependents have priority. Procedures at one of the centers we visited require a civilian's child to leave the program within 90 days when space is needed for a military dependent. At three bases we visited, fewer than 10 percent of the children at the centers were civilian dependents, and three of the facilities had waiting lists of military dependents in at least one age group.

At the time of our review, small numbers of civilian dependents were using family day care homes at three installations. In addition to the military day care centers on base, these installations manage family day care programs in which military families provide care in base housing to children of military and civilian personnel. Homes participating in the program must be licensed by the base and meet standards set by each service.

None of the installations we visited had information on the extent to which the local community was meeting the child care needs of its civilian employees.

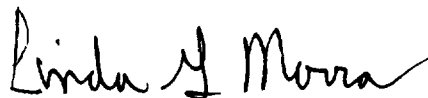
Although a survey has limitations as a predictor of how many children would actually attend an on-base child care center, we did survey the McClellan and Fort Sam Houston civilian populations to get some measure of their interest in a work-site facility. Only eight children of

McClellan civilian parents and eight children of Fort Sam Houston civilian parents are currently receiving care at the installations' military child care centers. Over 50 percent of the civilian preschool-age children (children under age 5) at McClellan currently receive care outside their homes, either at a sitter's home or at a child care center, and over 60 percent of the Fort Sam Houston civilian preschool children receive care outside their homes.

In response to our survey, 49 percent of McClellan parents with preschool children said they would likely use an on-base child care facility if one were available within the next 2 years; these employees had a total of about 930 preschool-age children. At Fort Sam Houston, 62 percent of the parents with preschool-age children said they would be likely to use an on-base child care facility; these employees had about 160 preschool children. Although this indicates a high level of interest, actual enrollment would depend on a variety of factors, including the quality of the program offered and the fees charged by the facility. The fees would be influenced by the extent to which the facility's capital and other costs were subsidized by the federal government.

We discussed the results of our work with DOD officials, and their comments have been included where appropriate. As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days from its issue date. At that time we will send copies to the Secretary of Defense and other interested parties and will make copies available to others on request.

Sincerely yours,



Linda G. Morra
Associate Director

Contents

Letter		1
Appendix I		6
Child Care:	Background	6
Availability for	Objectives, Scope, and Methodology	6
Civilian Dependents at	DOD Efforts to Identify Need for Civilian Child Care	7
Selected DOD	Military Child Care Available at Installations Visited	8
Installations	Work-Site Child Care Centers	11
	Employees' Interest in On-Base Child Care	13
Appendix II		19
GAO's Questionnaire	Questionnaire Design and Development	19
Design and Sampling	Description of Sampling Methodology	19
Methodology	Calculating the Sampling Errors	20
	McClellan Air Force Base	20
	Fort Sam Houston	22
Appendix III		24
Child Care		
Professionals		
Interviewed by GAO		
Tables		
	Table I.1: Number of Civilian Employees at DOD Installations Visited (Jan. 1988)	7
	Table I.2: Number of Children in Military Child Care Centers at Six Installations	10
	Table I.3: Ages of Children of McClellan Employees Interested in On-Base Care (Jan. 1988)	14
	Table I.4: Ages of Children of Fort Sam Houston Employees Interested in On-Base Care (Jan. 1988)	17
	Table II.1: Background Information (McClellan)	20
	Table II.2: Percent of Employees Likely to Use On-Base Child Care for Children Under Age 5 (McClellan)	21
	Table II.3: Percent of Employees Likely to Use On-Base Child Care for Children From Age 5-11 (McClellan)	21
	Table II.4: Number of Children by Age of Employees Likely to Use On-Base Child Care (McClellan)	21

Table II.5: Percent of Employees' Source of Child Care for Children Under Age 5 (McClellan)	21
Table II.6: Percent of Employees Satisfied With Features of Current Child Care Service (McClellan)	21
Table II.7: Percent of Employees' Cost of Child Care for Children Under Age 5 (McClellan)	22
Table II.8: Background Information (Ft. Sam Houston)	22
Table II.9: Percent of Employees Likely to Use On-Base Child Care for Children Under Age 5 (Ft. Sam Houston)	22
Table II.10: Percent of Employees Likely to Use On-Base Child Care for Children From Age 5-11 (Ft. Sam Houston)	22
Table II.11: Number of Children by Age of Employees Likely to Use On-Base Child Care (Ft. Sam Houston)	23
Table II.12: Percent of Employees' Source of Child Care for Children Under Age 5 (Ft. Sam Houston)	23
Table II.13: Percent of Employees Satisfied With Features of Current Child Care Service (Ft. Sam Houston)	23

Figures

Figure I.1: McClellan Employees' Interest in Using On-Base Care (Jan. 1988)	14
Figure I.2: Source of Child Care for McClellan Employees' Preschool-Age Children (Jan. 1988)	15
Figure I.3: Weekly Cost of McClellan Employees' Child Care for Preschool-Age Children (Jan. 1988)	16
Figure I.4: Fort Sam Houston Employees' Interest in Using On-Base Care (Jan. 1988)	17
Figure I.5: Source of Child Care for Fort Sam Houston Employees' Preschool-Age Children (Jan. 1988)	18

Abbreviations

AFB	Air Force Base
DOD	Department of Defense
GAO	General Accounting Office
MWR	Morale, Welfare, and Recreation

Child Care: Availability for Civilian Dependents at Selected DOD Installations

Background

As more mothers of young children enter the work force, the availability of high-quality child care that is affordable and convenient becomes an increasing concern not only to the family unit, but often employers as well. Many employers now believe that the availability of adequate child care services directly affects their ability to hire and retain good employees.

The Department of Defense (DOD) recognizes the importance of reliable child care for its military personnel, and DOD policy and regulations have long provided for the support of child care programs for children of service members. For example, an installation may use appropriated funds to provide space for a child care center and pay the salary of the center's director, and the services have regulations to ensure the health and safety of children enrolled in installation programs.

Over 200 DOD installations in the contiguous United States have day care centers for military dependents; about 140 of these centers have civilian dependents enrolled also. The centers are financed by a combination of appropriated and nonappropriated funds, the latter coming from revenues generated by Morale, Welfare, and Recreation (MWR) programs and by user fees paid by parents. DOD officials told us that they expect to initiate a policy late in 1988 that specifically permits installations to sponsor child care services for civilian employees.

Objectives, Scope, and Methodology

Congressman Vic Fazio requested that we review the need for child care facilities for civilian employees at seven DOD installations with large civilian populations. Our objectives were to (1) provide information on the availability of work-site child care services for civilian employees at these installations and (2) survey employees at McClellan Air Force Base (AFB) and Fort Sam Houston to determine who would be likely to use an on-base child care center if it were available.

To identify currently available work-site child care services, we interviewed installation officials and employee union officials at the following Air Force, Army, and Navy installations that we were requested to review:

- Fort Sam Houston, San Antonio, Texas;
- Kelly AFB, San Antonio, Texas;
- Mare Island Naval Shipyard, Vallejo, California;
- McClellan AFB, North Highlands, California;
- Puget Sound Naval Shipyard, Bremerton, Washington;

- Randolph AFB, San Antonio, Texas;
- Sacramento Army Depot, Sacramento, California.

See table I.1 for the number of civilian employees at each base.

We also interviewed DOD officials, national child care experts, day care operators, and child care resource and referral coordinators. (See app. III for the names of child care professionals we interviewed.) In addition, we reviewed studies and research on child care issues.

Table I.1: Number of Civilian Employees at DOD Installations Visited (Jan. 1988)

Installations	Number of employees
Ft. Sam Houston ¹	3,301
Kelly AFB	16,531
Marine Island Naval Shipyard	10,167
McClellan AFB	13,635
Puget Sound Naval Shipyard	12,082
Randolph AFB	3,132
Sacramento Army Depot	3,172

¹Excludes employees of certain tenant organizations, such as the 1,247 employees of the Brooke Army Medical Hospital.

To identify the number of civilian employees at McClellan and Fort Sam Houston who would be likely to use on-base child care, we used a questionnaire. We randomly selected 1,364 of the 13,635 civilian employees at McClellan and 900 of the 3,301 civilian employees at Fort Sam Houston and asked them to provide information on their current child care arrangements and potential interest in an on-base child care facility. The response rate at McClellan was about 80 percent; at Fort Sam Houston it was about 71 percent. A more detailed discussion of the methodology used in the survey is included in appendix II.

Our work was done between December 1987 and May 1988, and was conducted in accordance with generally accepted government auditing standards.

DOD Efforts to Identify Need for Civilian Child Care

In December 1987, the House Appropriations Committee requested that DOD study the potential for providing civilian child care facilities on military installations with large civilian work forces. The study was to examine alternatives for accomplishing this goal, such as third-party financing. In a May 16, 1988, response to the Committee, DOD reported that a working group of representatives of each of the services had been

convened to study this issue. The group concluded that DOD needs additional data to determine the extent of the need for civilian child care services, and that, due to the wide variety in the demographics of DOD installations, such studies should occur at the installation level. DOD does not plan to require each installation to conduct a study on civilian child care needs, but will provide assistance to installation commanders who wish to conduct such a study.

In February 1988, responding to a request for information from the House Appropriations Subcommittee on Defense, DOD directed the services to identify requirements to meet their military child care needs. The Air Force was the only service that instructed its bases to identify requirements needed to meet the child care needs of its civilian and military employees. Base officials were told to assume that there would be 50 children in need of such care for every 2,000 civilian employees. According to an Air Force official, this figure was based on the experience of the Defense Logistics Agency in operating two child care centers for civilian employees. (As discussed on p. 12, it is difficult to use a general guideline to estimate the need for a child care center at a particular work site.)

In response to this instruction, McClellan AFB officials identified a need for two centers in addition to its existing military child care center. The additional centers, at an estimated construction cost of \$4.2 million, would accommodate 326 children of civilian employees. Kelly AFB officials identified a need for one civilian child care facility with a capacity for 420 children, at an estimated construction cost of \$4.05 million. Randolph AFB responded that its day care facility had openings and it had no need for additional facilities.

Military Child Care Available at Installations Visited

Six of the seven installations we visited provide child care centers for children of military personnel. The Sacramento Army Depot does not provide a facility because of the small number of military personnel assigned there. The six facilities may also serve civilian dependents when space is not required for children of military employees. However, military dependents have priority, and procedures at one of the facilities we visited require a civilian's child to leave the program within 90 days when space is needed for a military dependent.¹

¹The child care centers fall within the services' MWR programs, and MWR regulations require that military personnel have priority in using MWR programs.

The child care facilities at three of the six installations—Fort Sam Houston, McClellan, and Mare Island—had waiting lists for military dependents, and Kelly had a waiting list for civilian dependents.² The two centers without waiting lists, Puget Sound and Randolph, were enlarged in 1987 to accommodate additional children.

The Mare Island Naval Shipyard opened a child care facility for children of civilian employees in September 1987. The center is operated by the Young Men's Christian Association under a contract with the shipyard, and can care for 60 children from age 4 weeks to 5 years.

Some children of civilian employees were enrolled at all of the military child care centers except for Mare Island's, where civilian employees were served at a separate center. However, fewer than 10 percent of the children at the Fort Sam Houston, McClellan, and Randolph centers were civilian dependents. Over 50 percent of the children at Kelly and over 30 percent at Puget Sound were civilian dependents. Both of these installations had a large number of civilian employees, a comparatively small percentage of military personnel, and, at the time of our review, several openings in their child care centers.³ For additional information on the number of children (military dependents and civilian dependents) in each child care center, see table I.2.

²Kelly and McClellan had a waiting list in only one age group.

³Kelly had a waiting list for infants of civilian employees.

Appendix I
Child Care: Availability for Civilian
Dependents at Selected DOD Installations

Table I.2: Number of Children in Military Child Care Centers at Six Installations

Installation	Infants (6-17 months)	Toddlers (18-35 months)	Preschoolers (3-less than 5 years)	Total
Ft. Sam Houston^a				
Military	16	44	174	234
Civilian	1	2	5	8
Total	17	46	179	242
Kelly^a				
Military	11	19	31	61
Civilian	8	23	45	76
Total	19	42	76	137
Mare Island^b				
Military	6	15	25	46
Civilian	0	0	0	0
Total	6	15	25	46
McClellan				
Military	13	26	60	99
Civilian	3	0	5	8
Total	16	26	65	107
Puget Sound^c				
Military	20	27	42	89
Civilian	5	13	24	42
Total	25	40	66	131
Randolph^d				
Military	16	25	64	105
Civilian	2	0	4	6
Total	18	25	68	111

^aAllows infants age 6 weeks and older in program.

^bMare Island has a separate child care facility for civilian employees; 28 civilian and 2 military dependents were enrolled there.

^cAllows infants age 4 weeks and older in program.

^dTotals include 51 hourly drop-in children not requiring a full-time space in the center. Several drop-in children can take the place of 1 full-time child since drop-in care may be for only a few hours in a day.

In addition to the military day care centers on base, three of the installations—Fort Sam Houston, McClellan, and Randolph—manage family day care home programs in which military families provide care in base housing to children of military and civilian personnel. All homes participating in the program must be licensed by the installation and meet standards set by the services. At the time of our review, small numbers of civilian dependents were using family day care homes at all three

installations. For example, McClellan had 14 family day care homes providing care for 42 military and 5 civilian dependents.

Views of Installation and Union Officials

Officials at all seven installations recognize their civilian employees have a need for child care services; however, they were unsure if child care providers in the community were fully able to meet that need. Moreover, none of the installation officials knew the actual number of employees that require child care services. Three of the installations we visited—Mare Island, Puget Sound, and Sacramento Army Depot—had tried to obtain information on their civilian employees' child care needs through studies or informal surveys, but these efforts did not provide precise data to determine need. However, Mare Island used the information it gathered to assist in deciding on the size of its civilian child care center.

Union officials at all the installations we visited indicated they considered child care a major concern of their members. The Air Force Logistics Command, the major command for both McClellan and Kelly, and the American Federation of Government Employees have been negotiating a proposal over the past several years to establish civilian child care centers at McClellan and Kelly, as well as other Logistics Command bases. At the request of the Air Force, GAO, on June 9, 1988, issued a decision¹ that states that the Secretary of the Air Force may provide certain kinds of support for child care centers for civilian employees, including allotment of existing government-owned or leased space and renovation or modification of such space.

Work-Site Child Care Centers

A child care center located at the work site can be particularly helpful to working parents. Child care experts and professionals who work with these facilities told us that they provide a number of advantages over alternative care arrangements to parents who use them. One advantage is the convenience of eliminating a separate trip to a day care provider. Also, some parents appreciate the ability to visit their children during the day or to be nearby in case a child becomes ill.

In addition, a work-site center may have more flexible hours. If employees have unusual work schedules, a child care center sponsored by the employer is more likely to cater to those needs. Many work-site centers are directly or indirectly subsidized by the employer; according to child

¹Decision of the Comptroller General, B-222989, June 9, 1988.

care professionals, this enables such centers to provide better care than unsubsidized facilities may offer for the same cost. Finally, some parents enjoy the additional time with their children the shared commute provides.

While there are many advantages to a work-site child care center, experts in the field indicate that it is difficult to predict how many parents would enroll their children at a new work-site facility. Professionals with experience in establishing child care centers rely on a variety of factors to decide whether to open a center and to determine how large it should be, and no single factor or formula applies to all situations. The factors considered include demographic data (such as the size and age of the work force), commuting patterns, availability of child care in the community, and interest expressed by surveyed employees. Enrollment at a work-site center would also depend on the fees charged, and these are influenced by the extent to which the facility's capital and operating costs are subsidized by the employer. For example, the fees at a civilian child care center at a DOD installation would depend partly on the extent to which the government subsidized the center's costs by providing space, equipment, or other services.

One of the difficulties in using survey methodology to identify future users of a work-site center is that, according to child care experts, often the employees who indicate interest in a center are not the ones who will actually use it. One reason is the time that passes between employees' indicating interest in a center and the date the center opens. By the time it opens some parents will have found other arrangements for their children, while a different set of employees may now wish to use the facility. Furthermore, according to child care researchers, new centers often take about a year to reach capacity, although there is great variation. Word of mouth is one factor that brings families to a center; thus it can take 1 or 2 years for such information to reach many people. In addition, parents sometimes prefer to see a center in operation so that they can evaluate the quality of the program before placing their children in it.

Child care spaces allotted to infants and young toddlers usually fill first. For example, although the Mare Island civilian day care facility was only half full at the time of our visit, less than 4 months after it opened, the infant room was at capacity. One reason for this situation may be that these children are receiving day care services for the first time. Parents of older children may be reluctant to disrupt their children's ongoing day care arrangements to enroll them at a new facility unless

there is a compelling reason, such as a significant improvement in child care quality, cost, or convenience. Another possible reason is that higher staff requirements for infants than for older children make infant care more expensive to provide, so some child care centers choose not to offer it.

Employees' Interest in On-Base Child Care

Keeping in mind the considerations discussed above, we surveyed the McClellan AFB and Fort Sam Houston civilian populations to get some measure of their interest in an on-base facility. We distinguished between preschool-age children (children under age 5) and school-age children (those age 5-11) because preschool children often require full-day care and school-age children normally require only before- and/or after-school care.

McClellan Employees' Interest

We estimate that McClellan's 13,635 civilian employees have over 4,800 children under age 12. About 1,500 employees at McClellan have a total of about 1,900 preschool-age children.

In responding to our survey, 49 percent of the McClellan parents with preschool children said that they would be likely to use an on-base child care facility if it were available within the next 2 years. These employees have 930 preschool-age children. In addition, 27 percent of the employees with school-age children said they would be likely to use an on-base center for their 790 children. (See fig. I.1 and table I.3.)

Figure I.1: McClellan Employees' Interest in Using On-Base Care (Jan. 1988)

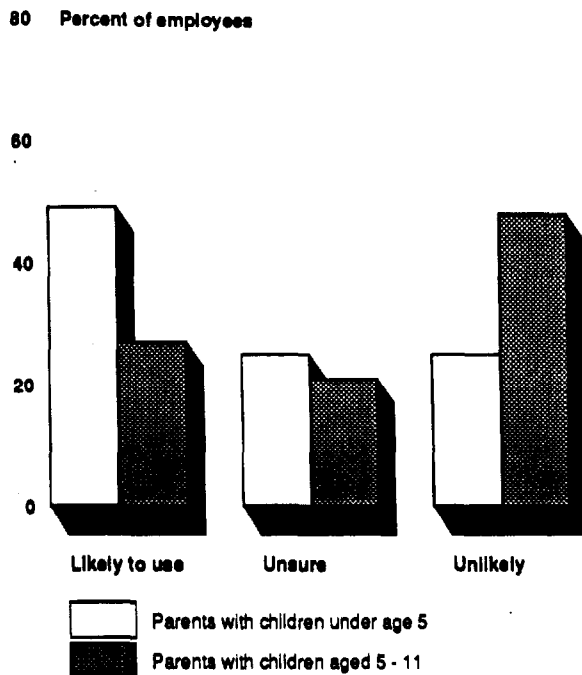


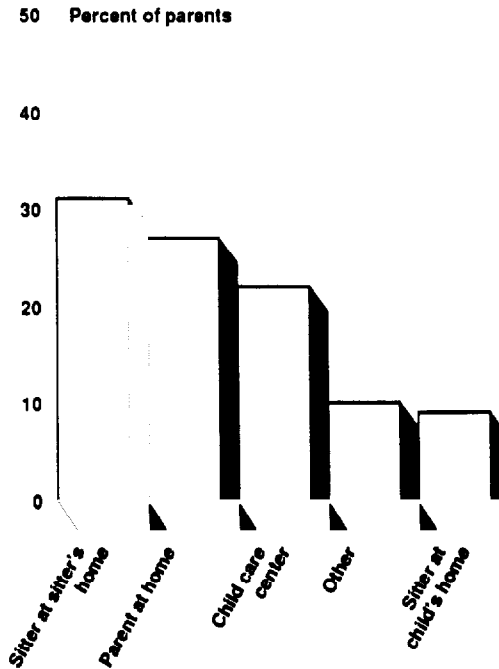
Table I.3: Ages of Children of McClellan Employees Interested in On-Base Care (Jan. 1988)

Age of children	Number of children
1 week-17 months	230
18-35 months	300
3 to less than 5 years	400
5 to less than 7 years	340
7-12 years	450
Total	1,720

McClellan Employees' Child Care Arrangements

In our survey we also obtained information on the day care arrangements of civilian workers at McClellan, their satisfaction with these arrangements, and how much they are paying for such care. We estimate that over 50 percent of the preschool-age children of McClellan employees are cared for outside the home. The arrangement used most frequently is that of the child's receiving care at the sitter's home, as shown in figure I.2.

**Figure I.2: Source of Child Care for
 McClellan Employees' Preschool-Age
 Children (Jan. 1988)**



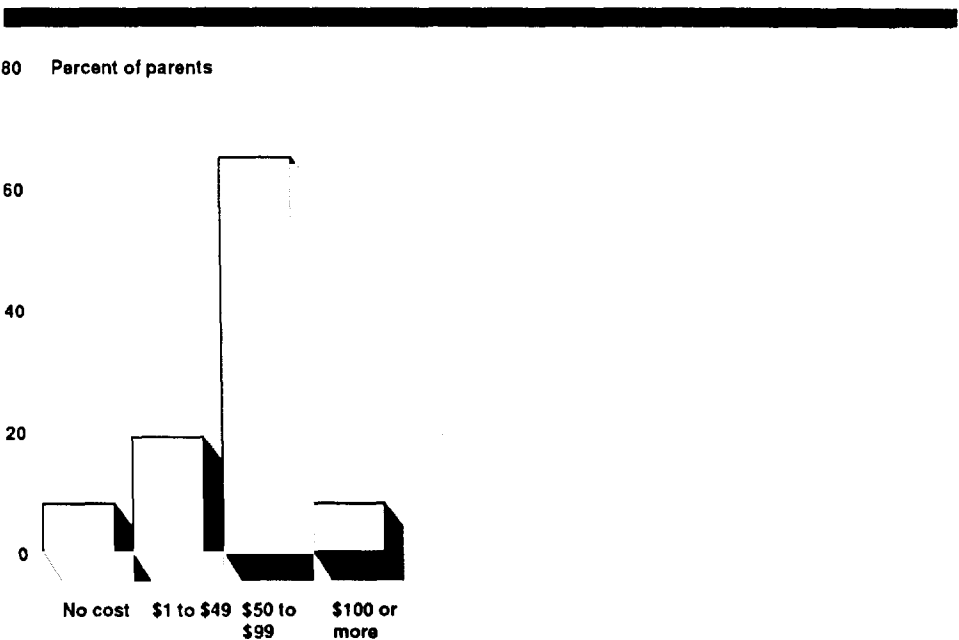
Another topic of our survey was parents' level of satisfaction with selected features of their child care arrangements. About 70 percent of the McClellan employees indicated they were satisfied with the reliability and safety of their child care arrangements. However, only 50 percent said they were satisfied with the cost of such care.

Our questionnaire results indicated that employees' child care costs vary widely. However, the majority of McClellan employees appear to pay close to average costs for the area. According to Child Action Incorporated, the child care resource and referral agency for Sacramento County, the average cost of child care for licensed day care centers in the county in 1986 (the most recent data available) was \$88 a week for infants and \$55 a week for preschool-age children. The average cost for family day care in Sacramento County in 1986 was \$62 a week for infants and \$58 a week for preschool children. (See fig. I.3 for information on McClellan employees' child care costs.)

About 68 percent of the McClellan employees who indicated an interest in using on-base care said they would be willing to pay \$50 to \$99 a week for that care. Another 32 percent said they would only be willing

to pay less. At the time of our visit, the weekly fees for both military and civilian dependents at the McClellan child care center were \$50 for a child age 6-35 months, and \$45 for a child age 3-5 years. Lower ranked military personnel with more than one child enrolled at a center paid a reduced fee for additional children.

Figure I.3: Weekly Cost of McClellan
Employees' Child Care for Preschool-
Age Children (Jan. 1988)



Note: Includes only costs for full-time care of one child per employee.

Fort Sam Houston
Employees' Interest

We estimate that Fort Sam Houston's 3,301 civilian employees have about 800 children under age 12. About 190 employees at Fort Sam Houston have a total of about 250 preschool-age children.

About 62 percent of the parents with preschool-age children at Fort Sam Houston said they would be likely to use an on-base child care facility if it were available within the next 2 years. We estimate that these employees have 161 children. In addition, 33 percent of the employees with school-age children said they would be likely to use on-base care for their 165 children. (See fig. I.4 and table I.4.)

Figure I.4: Fort Sam Houston Employees' Interest in Using On-Base Care
(Jan. 1988)

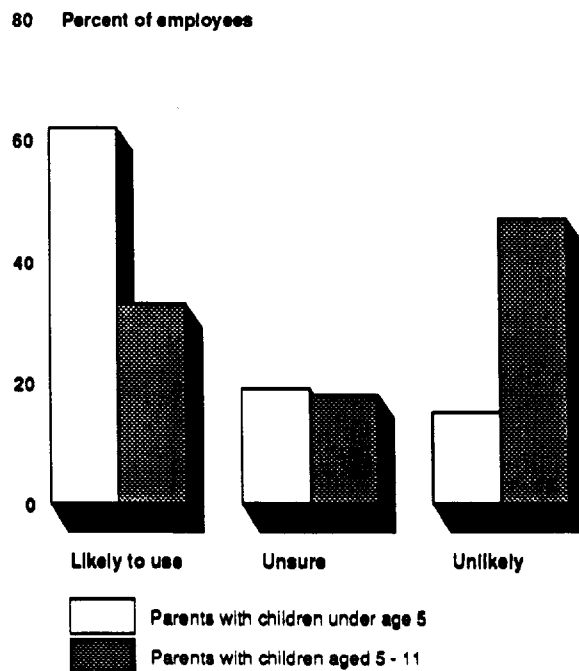


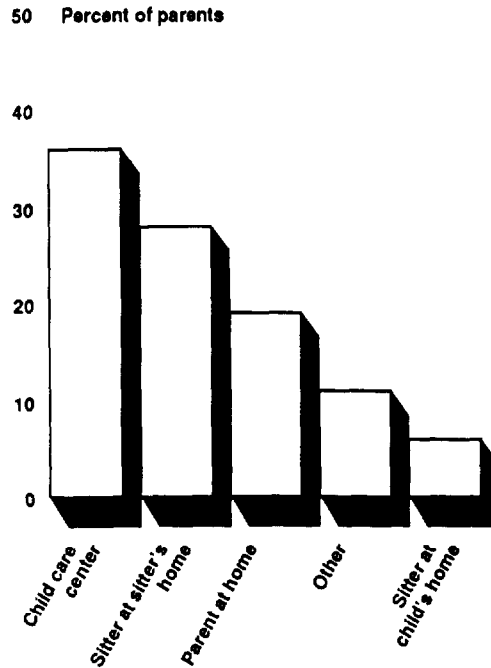
Table I.4: Ages of Children of Fort Sam Houston Employees Interested in On-Base Care (Jan. 1988)

Age of children	Number of children
1 week-17 months	59
18-35 months	40
3 to less than 5 years	62
5 to less than 7 years	40
7-12 years	125
Total	326

Fort Sam Houston Employees' Child Care Arrangements

We estimate that over 60 percent of the preschool-age children of Fort Sam Houston employees are cared for outside the home. The most frequently used arrangement is a child care center, as shown in figure I.5.

**Figure I.5: Source of Child Care for Fort
Sam Houston Employees' Preschool-Age
Children** (Jan. 1988)



About 80 percent of the Fort Sam Houston employees indicated they were satisfied with the reliability and safety of their child care arrangements. However, only 53 percent said they were satisfied with the cost of such care.

GAO's Questionnaire Design and Sampling Methodology

In January 1988, we distributed a questionnaire to a sample of DOD civilian employees at McClellan AFB and Fort Sam Houston to obtain information concerning the need for on-base child care. This appendix contains a technical description of our questionnaire design and sampling approach.

Questionnaire Design and Development

The questionnaire was designed to elicit civilian employees' opinions concerning the need for child care facilities at the two military bases and their experiences in locating child care. Specifically, we asked civilian employees about their

- family size,
- current child care arrangement,
- likelihood of using on-base child care, and
- cost of child care.

Because of an anticipated need to complete this study in a short time frame, an original survey instrument could not be developed. The items used in this questionnaire were taken from two similar GAO surveys concerning child care. Each of these questionnaires was pretested with appropriate respondent groups representing the variety of situations expected in the actual survey. During these pretests, respondents would complete the questionnaire while trained GAO staff noted the time it took to complete each item and any difficulties they experienced. We used a standardized procedure to elicit the respondents' description of various problems encountered as they completed each item. Questionnaires were revised based on the pretests.

Description of Sampling Methodology

Our objective was to determine the views of DOD civilian employees regarding their current child care arrangements and the need for child care facilities on the base. Our universe was the 13,635 civilian employees at McClellan AFB, Sacramento, California, and 3,301 employees at Fort Sam Houston, San Antonio, Texas. We excluded 1,247 employees at Brooke Army Medical Hospital at Fort Sam Houston. Because the hospital is under a joint medical command administered by the Air Force, it would have been necessary to gain access to the hospital's personnel data system and sample and distribute questionnaires to that population separately. The anticipated short time frame of the study did not permit us to do that.

We randomly selected samples of 1,364 and 900 civilian employees from McClellan AFB and Fort Sam Houston, respectively. Questionnaires were distributed to each member of both samples through the base mail delivery system. Respondents were asked to take the questionnaire home; discuss their answers with other members in the home, if appropriate; and return the completed questionnaire to a prearranged location. A follow-up questionnaire was distributed to nonrespondents on both bases. Of the total 1,364 questionnaires distributed at McClellan, we received an 80-percent response rate; of the 900 questionnaires distributed at Fort Sam Houston, we received a response rate of 71 percent. Therefore the results reported represent a lower bound estimate.

Calculating the Sampling Errors

We projected our survey results from each sample to the universe of McClellan's and Fort Sam Houston's civilian employee population. Each projection or estimate, however, has a sampling error associated with it. A sampling error is the most an estimate can be expected to differ from the actual universe characteristic. Sampling errors are usually stated at a specific confidence level—95 percent in this case. This means the chances are 19 out of 20 that if we surveyed every civilian employee on both bases, the results would fall within the confidence interval shown for each item.

The tables in this appendix show the estimates and confidence intervals for each item discussed in this report. Percentage totals may not equal 100 percent due to rounding.

McClellan Air Force Base

Table II.1: Background Information
(McClellan)

Item	Estimate	Confidence interval
Number of employees with children under age 5	1,479	1,269–1,689
Number of employees with children between age 5 and 12	2,139	1,896–2,382
Number of children under age 5	1,879	1,576–2,182
Number of children under age 12	4,818	4,283–5,354

Appendix II
GAO's Questionnaire Design and
Sampling Methodology

Table II.2: Percent of Employees Likely to Use On-Base Child Care for Children Under Age 5 (McClellan)

Item	Estimate	Confidence interval
Likely to use	49	41–57
Unsure	25	18–32
Unlikely to use	25	18–32
Nonresponse	1	•

Table II.3: Percent of Employees Likely to Use On-Base Child Care for Children From Age 5-11 (McClellan)

Item	Estimate	Confidence interval
Likely to use	27	21–33
Unsure	21	16–27
Unlikely to use	48	41–54
Nonresponse	4	•

Table II.4: Number of Children by Age of Employees Likely to Use On-Base Child Care (McClellan)

Item	Estimate	Confidence interval
1 week to 17 months	230	137–323
18 to 35 months	300	184–416
3 to less than 5 years	400	266–534
5 to less than 7 years	340	221–459
7 to less than 12 years	450	292–608

Table II.5: Percent of Employees' Source of Child Care for Children Under Age 5 (McClellan)

Item	Estimate	Confidence interval
At home with parent	27	20–34
At home with sitter	9	5–14
At sitter's home	31	24–39
Child care center	22	16–29
Nonresponse	10	•

Table II.6: Percent of Employees Satisfied With Features of Current Child Care Service (McClellan)

Item	Estimate	Confidence interval
Reliability	70	62–77
Safety	71	64–78
Cost	51	43–59

**Table II.7: Percent of Employees' Cost of
Child Care for Children Under Age 5**
(McClellan)

Item	Estimate	Confidence interval
Nothing	8	0–17
\$1-\$49	19	6–32
\$50-\$99	65	49–80
\$100 and up	8	0–17

Fort Sam Houston

Table II.8: Background Information
(Ft. Sam Houston)

Item	Estimate	Confidence interval
Number of employees with children under age 5	194	152–237
Number of employees with children between age 5 and 12	389	332–446
Number of children under age 5	249	180–319
Number of children under age 12	788	656–921

**Table II.9: Percent of Employees Likely
to Use On-Base Child Care for Children
Under Age 5** (Ft. Sam Houston)

Item	Estimate	Confidence interval
Likely to use	62	49–75
Unsure	19	8–30
Unlikely	15	5–25
Nonresponse	4	•

**Table II.10: Percent of Employees Likely
to Use On-Base Child Care for Children
From Age 5-11** (Ft. Sam Houston)

Item	Estimate	Confidence interval
Likely to use	33	24–42
Unsure	18	11–25
Unlikely	47	38–57
Nonresponse	2	•

Appendix II
GAO's Questionnaire Design and
Sampling Methodology

Table II.11: Number of Children by Age of Employees Likely to Use On-Base Child Care (Ft. Sam Houston)

Item	Estimate	Confidence interval
1 week to 17 months	59	30–87
18 to 35 months	40	13–68
3 to less than 5 years	62	33–92
5 to less than 7 years	40	17–64
7 to less than 12 years	125	77–172

Table II.12: Percent of Employees' Source of Child Care for Children Under Age 5 (Ft. Sam Houston)

Item	Estimate	Confidence interval
At home with parent	19	8–30
At home with sitter	6	0–12
At sitter's home	28	16–41
Child care center	36	23–49
Nonresponse	11	•

Table II.13: Percent of Employees Satisfied With Features of Current Child Care Service (Ft. Sam Houston)

Item	Estimate	Confidence interval
Reliability	81	70–92
Safety	81	70–92
Cost	53	39–66

Child Care Professionals Interviewed by GAO

Diane Keel Atkins, Director, Corporate Child Care Services, Hoffmann-LaRoche, Nutley, NJ

Celia Boykin, Director, U.S. Department of Labor Day Care Center, Washington, DC

Ann Byrne, Director, U.S. Department of Housing and Urban Development Child Care Center, Washington, DC

Pat Cronin, Assistant Secretary, Massachusetts Executive Office of Economic Affairs, Boston, MA

Fran D'Amico, Director, Life in Learning Preschool, Mt. Vernon Hospital, Alexandria, VA

Martha Eshoo, Director, Hill, Holliday Day Care, Boston, MA

Peter Fitzgerald, Financial Management, Supertots, Washington, DC

Ann Francis, Executive Director, Dominion Child Development Center, Roanoke, VA

Madeleine Fried, Director, Fried & Sher, Inc., Washington, DC

Dana Friedman, Work and Family Information Center, The Conference Board, New York, NY

Ellen Galinsky, Director, Work and Family Life Studies, Bank Street College of Education, New York, NY

Natalie Gittelman, Director, House of Representatives Child Care Center, Washington, DC

Molly Hardy, Director, Empire State Day Care Services, Albany, NY

Elizabeth Hazel, Arlington Child Care Services, Arlington, VA

Charlotte Hughes, Director, Fairfax County Employer Child Care Development Council, Fairfax, VA

Karen Leibold, Director, Stride Rite Children's Center, Cambridge, MA

Robert Lurie, President, Resources for Child Care Management, Berkeley Heights, NJ

Gwen Morgan, Policy Consultant, Work/Family Directions and Lecturer, Wheelock College, Boston, MA

Laura Saterfield, Day Care Coordinator, Wisconsin Department of Employment Relations, Madison, WI

Ann Vincola, Summa Associates, Inc., Boston, MA

Lee Walling, Director, Kathy Kredel Nursery, and past President, National Association of Hospital Based Child Care, Arcadia, CA

Joan Wilson, Director, Child Care Resource Development, Montgomery County Department of Family Resources, Child Care Division, Rockville, MD

Requests for copies of GAO reports should be sent to:

U.S. General Accounting Office
Post Office Box 6015
Gaithersburg, Maryland 20877

Telephone 202-275-6241

The first five copies of each report are free. Additional copies are \$2.00 each.

There is a 25% discount on orders for 100 or more copies mailed to a single address.

Orders must be prepaid by cash or by check or money order made out to the Superintendent of Documents.

United States
General Accounting Office
Washington, D.C. 20548

Official Business
Penalty for Private Use \$300

First-Class Mail Postage & Fees Paid GAO Permit No. G100
