BUREAU OF CHILD CARE SERVICES

DIVISION OF CHILDREN'S WELLNESS

ALTERNATIVE METHODOLOGY FY2024

DETAILED REPORT

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I. INTRODUCTION

BACKGROUND

The COVID-19 pandemic has highlighted the gap within child care services that have significantly impacted parents and their children. To address these challenges and support the increasing need for child care on Guam, Governor Lou Leon Guerrero signed *Executive Order 2021-26* relative to establishing the Division of Children's Wellness (DCW) within the Department of Public Health and Social Services (DPHSS). DCW is comprised of the Bureau of Social Services Administration, to include Child Protective Services, and the Bureau of Child Care Services (BCCS), a new bureau responsible for the general administration of all federally funded child care programs and grant funds, in addition to the Child Care and Development Fund (CCDF) Section. The new division was launched and began managing all federal and local child care programs by January 1, 2022. The Division of Children's Wellness addressed the urgencies of the community and committed to push the federal funds to improve child care eligibility requirements, provide financial support to existing child care providers, and develop programs that expanded child care services on Guam and support families in underserved communities.

The Child Care and Development Block Grant Act (CCDBG) (42 U.S.C. 9857 et seq.) (or as codified under 45 CFR Part 98), together with section 418 of the Social Security Act (42 U.S.C. 618), authorize the Child Care and Development Fund (CCDF), the primary federal funding source devoted to supporting families with low incomes afford child care and increasing the quality of child care for all children. The CCDF program is administered by the Office of Child Care (OCC) within the Administration for Children and Families (ACF) at the U.S. Department of Health and Human Services and provides resources to State, Territory, and Tribal governments via their designated CCDF Lead Agency. As required by CCDBG, the CCDF State Plan serves as the State/Territory Lead Agency's application for a three-year cycle of CCDF funds and is the primary mechanism OCC uses to determine Lead Agency compliance with the requirements of the statute and regulations. One of the requirements that the CCDF Lead Agency must comply to is conducting a statistically valid and reliable study on the child care market as mentioned under the 45 CFR §98.45.

BCCS MISSION

The Bureau of Child Care Services (BCCS) supports low-income working families and maximizes parental choice by providing access to a variety of affordable, higher quality early care and afterschool programs.

BCCS invests in quality child care programs by building the skills and qualifications of the early childhood workforces, supporting child care programs to achieve higher standards, and providing consumer education for families.

WHAT IS AN ALTERNATIVE METHODOLOGY?

As required under the 45 CFR §98.45(c - f), the Child Care and Development Fund (CCDF) Lead Agency must conduct and complete either a market rate survey or an alternative methodology to make informed decisions during the setting of payment rates for CCDF assistance. The CCDF Lead Agency must choose between the two methods (market rate survey and alternative methodology) and release a report on the findings. The two methods are defined below with additional links to resources that can provide a clearer understanding.

Alternative Methodology is a study of the total costs to deliver child care services. The Office of Child Care (OCC) broke-down this study into three approaches: Cost Model, Cost Survey, and Hybrid. You may find more information at https://acf.gov/opre/report/market-rate-surveys-and-alternative-methods-data-collection-and-analysis-inform-subsidy which gives more detailed information on both methods of study.

Market Rate Survey (MRS) is a study of the prices and fees that child care providers charge to families enrolled into their care. For more information on the processes that go into the planning and implementation of a MRS, you can go to https://childcareta.acf.hhs.gov/market-rate-survey-training.

TYPES OF PROVIDERS

The Bureau of Child Care Services (BCCS) connects with, licenses, and certifies five (5) different types of child care providers to deliver services across Guam and in different settings to meet the needs of the families and children.

Child Care Centers: an individual or organization that has obtained a license from BCCS to provide child care services. The provider must comply with more standards that revolve around safety, quality, and health. These standards are a combination that follows federal and local laws and regulations, offering parents a level of assurance that their children will be cared for in a safe and nurturing environment.

Family Daycares: a home-based setting that is licensed and certified by BCCS. It typically involves a small setting, often with no more than six (6) children at any one time. This provides a nurturing environment and allows for personalized attention, as children are educated in a home-based atmosphere. Family Daycares also offer flexible hours for parents and can include tailored activities for children.

School-Age Child Care Provider: a child care program that provide education and care for young children (4 years and above) in a setting such as a commercial space, school, or community center. These programs can provide a broad range of activities that operate before/after school or during the summer or winter breaks.

In-Home Child Care Provider: a child care provider that provides care in the child's or children's home. The provider must be a relative to the child(ren) and can serve no more than six (6) children at one time. In-Home Child Care offers flexibility based on the needs of the parents.

Relative Child Care Provider: a child care provider that provides care in their own home. The provider must be a relative to the child(ren) and can serve no more than six (6) children at one time. The program provides the opportunities of a family (*grandparents, uncles, and aunts*) member to care for the child(ren).

PURPOSE OF REPORT

The purpose of this report is to inform the results of the alternative methodology conducted by the Bureau of Child Care Services (BCCS), in compliance with 45 CFR §98.45(d - f), by narrating the process and procedures of the study, displaying the results in easy-to-understand graphs and charts with clear descriptions, and justify the setting of the payment rates for CCDF assistance by analyzing the data collected and inferred in the study. The approach that BCCS chose to implement is a hybrid approach which uses both standard approaches: a cost estimation model (generally referred as a cost model) and a cost survey.

HOW DO I BETTER UNDERSTAND THE REPORT?

The intent of this section is to help provide shortcuts to sections of the report that will assist the reader to understand the main points of this report. Outlined below are a set of sections that are clickable. Once clicked, the link will bring you to that specific section in the report. Please note, that the numbers reported are from a combination of different data sources like the cost survey, licensing data, CCDF subsidy data, child care provider feedback, and the Provider Cost of Quality Calculator (a federal resource). The numbers reported are to be viewed as an estimate and does not represent any one child care program on Guam.

Charts and Analysis

- This section contains the tables and charts that provide estimates across different factors as required by federal regulation: provider type, geographic area, and quality level.
- Please note an approved proxy method was used to calculate cost estimates at different quality levels as Guam currently does not have a Quality Rating and Improvement System (QRIS) or a Quality Improvement System (QIS).

Barriers and Additional Insights

- This section looks at barriers that child care providers are facing when it comes to the payment rates and payment practices, what BCCS can improve on for the next study, and what BCCS did well.

Conclusion

- This section provides information on the estimated monthly cost per age group as determined by the data as shown in the Charts and Analysis section. The section also includes Guam's new CCDF subsidy payment rates.

II. METHODOLOGY

This section outlines significant steps BCCS completed in the alternative methodology, including how the Bureau of Child Care Services (BCCS) planned and engaged with its advisory committees and developed the cost models and the survey that will be used to collect data.

TIMELINE OF STUDY

The outline below is the framework of this study that was reviewed by the federal technical assistance team and was used to ensure BCCS completed goals in a timely manner.

1. Planning and Consultation Phase
   - Time: February 2024 – June 2024
   - Purpose: Contact and organize advisory committees, develop cost models and cost factor assumptions, and present to advisory committees for feedback.
2. Design and Consultation Phase
   - Time: July 2024 – November 2024
   - Purpose: Design draft of cost survey and present to advisory committees for feedback.
3. Data Gathering Phase
   - Time: December 2024 – January 2025
   - Purpose: Notify and distribute survey to all child care providers while conducting follow-ups.
4. Analysis and Conclusions Phase
   - Time: February 2025 – April 2025
   - Purpose: Organize data and start designing graphs while analyzing results.
5. Report Building Phase
   - Time: May 2025
   - Purpose: Draft detailed report and finalize.
6. Debrief and Review Phase
   - Time: June 2025 – July 2025
   - Purpose: Present report to advisory committees for feedback and set payment rates.

PARTNER ENGAGEMENT

To ensure community involvement and comply with 45 CFR §98.45(e), BCCS created three (3) advisory committees labeled as follows: a state advisory committee, a licensed child care provider committee, and a license-exempt child care provider committee.

State Advisory Committee

- Composed of the Guam Early Learning Council (GELC) Early Learning Workgroup which consists of partners from the Bureau of Social Services Administration (BOSSA), Maternal and Child Health (MCH) Program, Preschool Development Grant Birth to Five (PDG B-5), Guam Department of Education (GDOE), Guam Early Intervention Systems (GEIS), GDOE Early Childhood Special Education (ECSE) Preschool Program, GDOE Guam Head Start Program, University of Guam (UOG) Center for Excellence in Developmental Disabilities Education, Research, and Service (CEDDERS), Guam Community College (GCC), and GELC parent representatives.

Licensed Child Care Provider Committee

- Consists of ten (10) child care centers and one (1) family daycare.

License-Exempt Child Care Provider Committee

- Consists of two (2) school-age child care providers, five (5) relative child care providers, and five (5) in-home child care providers.

The size of the committees was determined to be a representative sample of each child care provider type to ensure effective discussions and that participants can be well-facilitated by a small research team. Each of the committees meant to meet three (3) times over the entire course of the study and at critical phases to provide feedback and advise on different aspects of the alternative methodology. To ensure participation, online meetings were scheduled, emails were sent, and calls were conducted. The minimum number of meetings must be held, and additional meetings could also be held as needed.

The State Advisory and Licensed Child Care Provider Committees first met in May 2024 for introductions and the establishment of the committees. The License-Exempt Child Care Committee later followed in June 2024 to keep participation and data gathering short and intentional.

BCCS met with each committee in June 2024 to review the cost model drafts specific to their child care provider type (Example: Licensed Child Care Provider Committee only reviews the licensed child care provider cost models and so forth). The feedback taken from the meetings refined the cost models like including the bonuses or benefits for teaching staff and elaborating on some of the expense categories in the cost models. The State Advisory Committee reviews all the cost model drafts after changes or feedback were implemented from the child care provider committees.

Each committee met in November 2024 to review the cost survey specific to their child care provider type. The process is the same as the previous set of committee meetings where the child care providers review the cost survey specific to their provider type and the State Advisory Committee reviews all the drafts after changes or feedback were implemented. Some changes implemented were the re-positioning of questions into relatable clusters like wage questions being placed one after the other to avoid confusion.

The committees met again in April 2025 to review the initial results from the cost survey specific to their child care provider type. The State Advisory Committee reviews all the initial results from the cost survey. Discussions during these meetings provided valuable insight into provider operations and the costs associated with them.

An additional meeting was held on May 28, 2025 with the Licensed Child Care Provider Committee to review the initial results again and allow the licensed child care providers to propose a set of estimates that would more accurately reflect the current status of the child care market for licensed child care providers.

COST MODEL DEVELOPMENT

The cost models were designed and developed to look at a broad range of factors that affect the cost to provide child care services for each child care provider type in Guam. The cost survey questions were later developed to collect the data needed for these cost models. The steps taken to develop the cost models can be summarized in the steps shown.

1. Conduct research on several cost estimation models in different states or territories.
2. Discuss with federal technical assistance team on cost model examples and determine an appropriate cost model to guide BCCS on its development.
3. Draft a cost model that aligns with each child care provider type.
4. Present draft cost models to federal technical assistance team for review and recommendations.
5. Using the collected feedback, amend draft cost models.
6. Present draft cost models to each advisory committee for feedback and advice.
7. Using the collected feedback, amend, and finalize cost models.

COST SURVEY DEVELOPMENT

Following the development of the cost models for each child care provider type, a cost survey must be developed and centered on each cost model and its assumptions. The steps taken to develop the cost surveys can be summarized in the steps shown.

1. Using the finalized cost models, design a question or set of questions that validate each cost factor assumption.

Example:
Cost Factor Assumption: Child Care Providers cover their staff's clearance and background check fees.
A survey question that can help validate this would be "Do you cover your staffs' clearance and background check fees?".

2. Present draft cost surveys to federal technical assistance team for review and recommendations.
3. Using the collected feedback, amend draft cost surveys.
4. Present draft cost surveys to each advisory committee for feedback and advice.
5. Using the collected feedback, amend, and finalize cost surveys.
6. Distribute surveys to all licensed child care providers and a representative sample of license-exempt child care providers.

Several factors were considered in the development of the cost surveys to ensure rigorous data collection like language and phrasing used, number of questions, order of questions, visual design, and time to complete survey. To ensure critical data is collected, the survey was designed to have a broad variety of questions while keeping the total number of questions to the minimum needed to complete the survey within twenty-five (25) to thirty (30) minutes.

III. CHARTS AND ANALYSIS

The cost survey was disseminated to all licensed child care providers and a representative sample of license-exempt child care providers on December 11, 2024. The cost survey was kept open for response between December 11, 2024 to January 24, 2025. Calls and reminders were coordinated between January 6, 2025 to January 17, 2025 to increase awareness and improve response rate. To provide more accurate estimates, the Bureau of Child Care Services (BCCS) reviewed data from the family eligibility and child care licensing sections like number of CCDF children, child-to-staff ratios, total number of active child care providers per provider type, etc.

VARIATIONS OF THE ESTIMATED COST OF CARE

Please note while reviewing the charts in the following sections that all data reported reflects estimated cost of care on a per month or monthly basis. The estimates shown are based off the cost survey results and do not include the proposed sets of data from the Licensed Child Care Provider Committee.

Estimated Cost of Care Per Provider Type

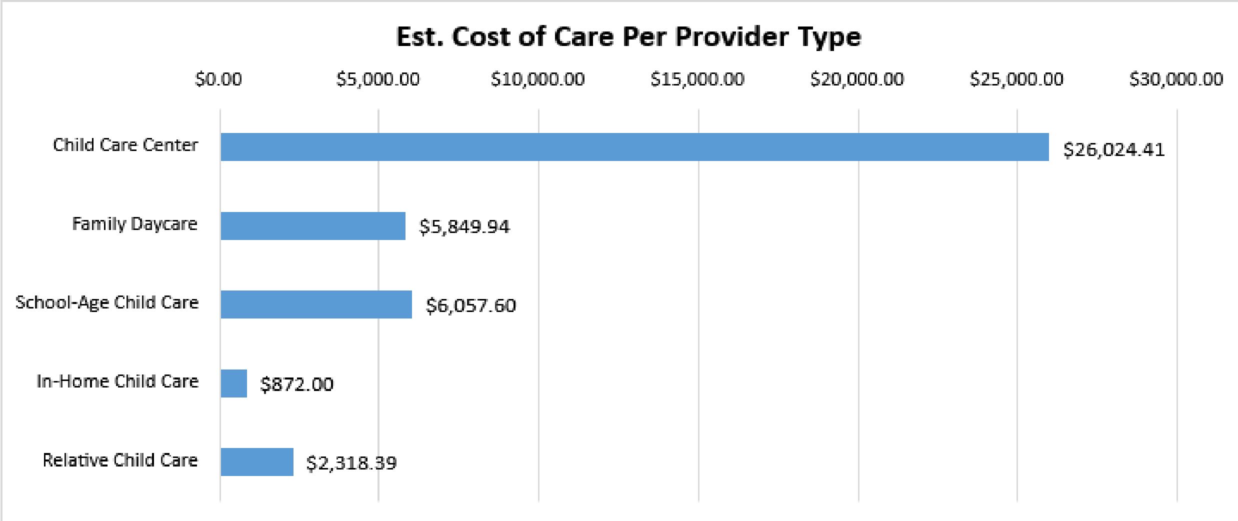
The figures in this section reflect the estimated cost of care per month among the different child care provider types on Guam as well as the response rate among the providers that were sent the cost survey through email. The majority of the provider population responded to the survey across all child care providers on Guam with four (4) out of five (5) provider types having a response rate of close to or over 50% of the total population at the time the cost survey was disseminated.

Fig. 1: Provider Response Rate and Estimated Cost of Care Per Provider Type Table

Provider Type	Survey Response Rate	Estimated Monthly Costs
Child Care Center	59.32%	$ 26,024.41
Family Daycare	50.00%	$ 5,849.94
School-Age Child Care	14.29%*	$ 6,057.60
In-home Child Care	69.57%	$ 872.00
Relative Child Care	48.94%	$ 2,318.39
	TOTAL =	**$ 41,137.01**

*Low response rate can be attributed to multiple factors such as more school-age providers registering with BCCS after the survey went out, school-age providers operating independently from each other and not part of an association, etc.

Fig. 2: Estimated Cost of Care Per Provider Type



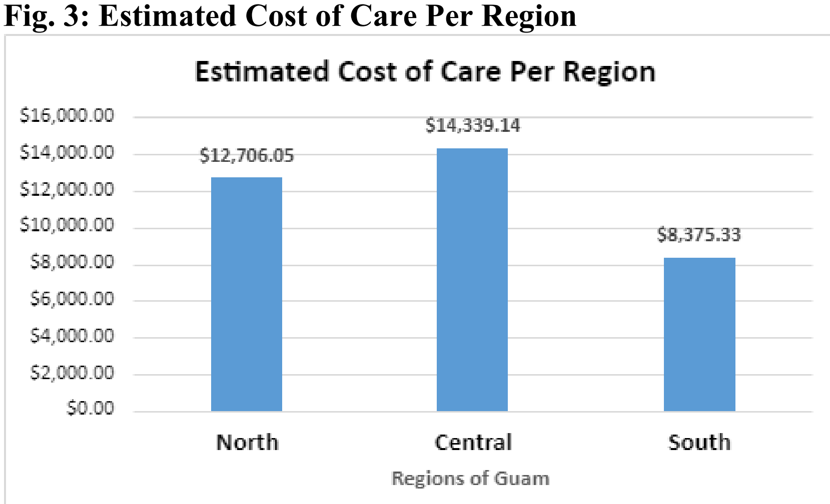
<u>Estimated Cost of Care Per Geographic Region</u>

Guam has an approximate distance of thirty (30) miles from North to South. The island is not large enough in landmass to be broken down into counties, but can be broken down into regions that consists of several villages. The villages in this study are distributed into 3 different regions: North, Central, South.

- North: Dededo, Yigo, Harmon, Gun Beach-Side of Tumon
- Central: Hagåtña, Anigua, Tamuning, Tumon, Barrigada, Mangilao, Chalan Pago-Ordot, Mongmong-Toto-Maite, Sinajana, Agana Heights
- South: Talo'fo'fo, Yona, Piti, Asan-Maina, Hågat, Sånta Rita-Sumai, Inalåhan, Malesso, Humåtak

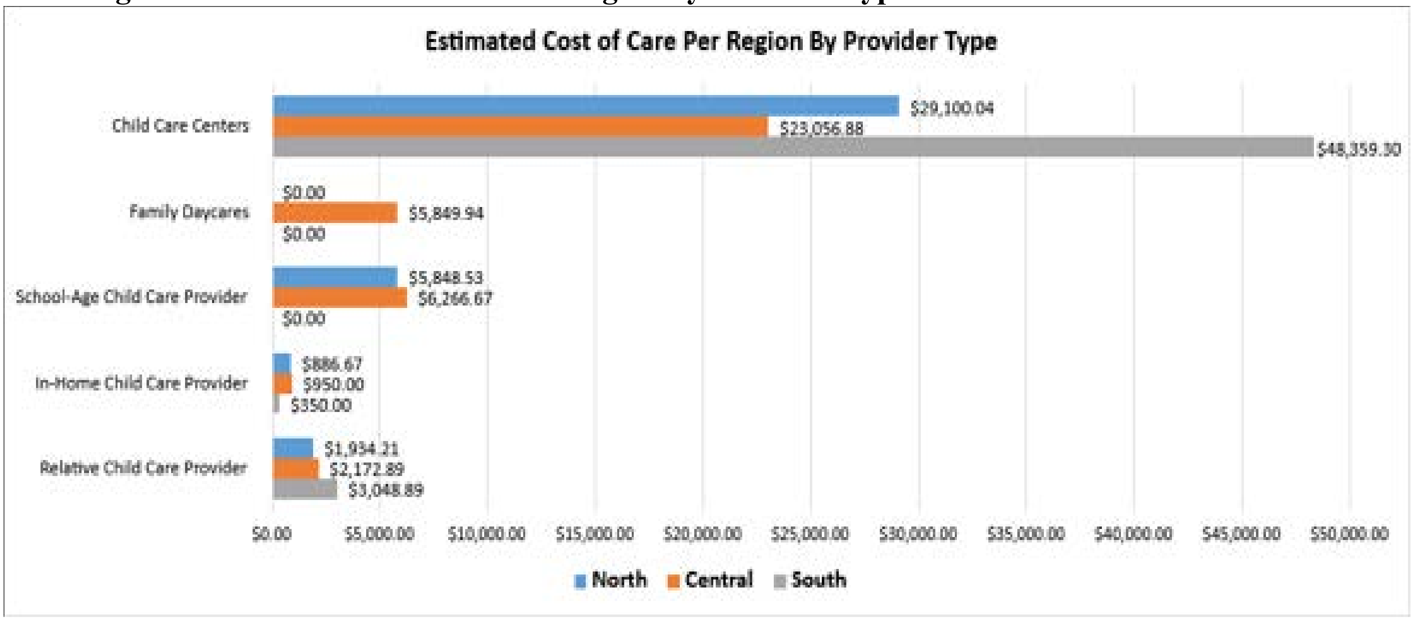
Fig. 3 displays the estimated cost of care per region for all child care providers that responded to the survey. The estimated cost of care reflects the cost of care per month.

Fig. 3: Estimated Cost of Care Per Region



The figure below (**Fig. 4**) shows multiple factors in a grouped bar chart: estimated monthly cost of care, geographic region, and provider type. Please note the estimated monthly cost of care for child care centers in the South is higher compared to other regions because there are a small number of licensed child care centers.

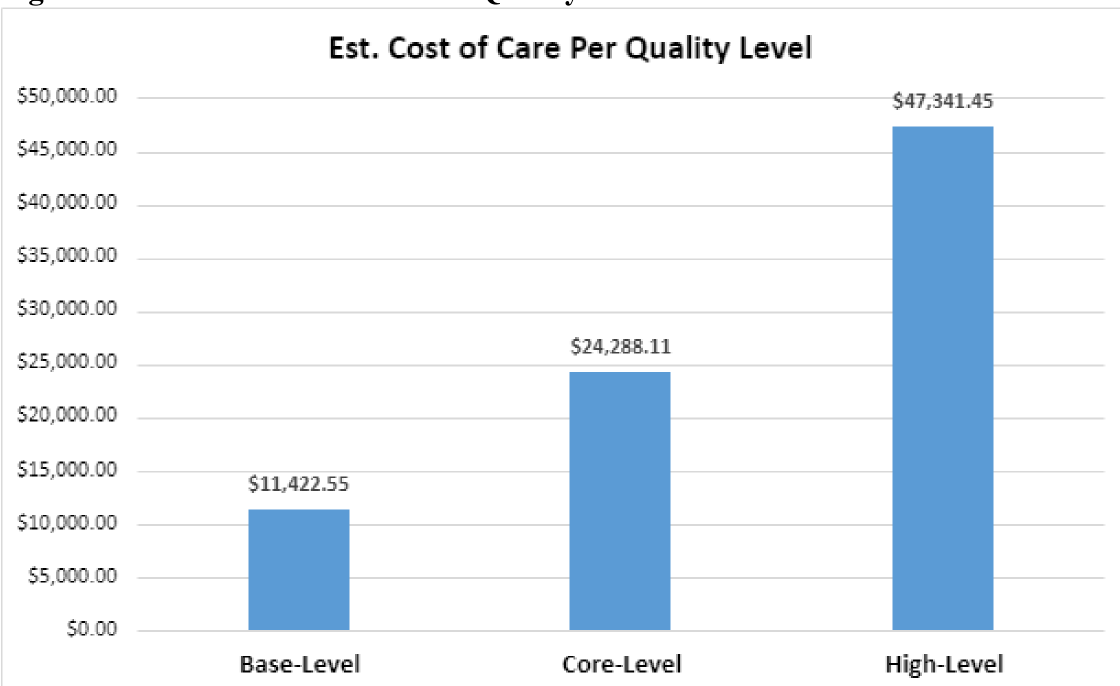
Fig. 4: Estimated Cost of Care Per Region by Provider Type



Estimated Cost of Care Per Quality Level

Guam does not currently have a quality system to help measure the quality of care for child care providers, but a proxy method or stand-in method was approved by the Office of Child Care, BCCS's federal grantors, to help provide an estimated cost of care per quality level and an insight of the estimated monthly costs that may go into each quality level. The approved proxy method only looks at licensed child care centers and the estimated monthly costs that go into staff wages and benefits, professional development, center supplies, center equipment, and other operational expenses that were inferred from the ongoing development of Guam's Quality Improvement System (QIS).

Fig. 5: Estimated Cost of Care Per Quality Level



IV. BARRIERS AND ADDITIONAL INSIGHTS

BARRIERS FOR PROVIDERS

After looking at the results of the study and listening to feedback from child care provider, we found several challenges that make it hard for providers to participate in the CCDF program especially when it comes to how much they are paid and how the payment process is handled. The main issues have been summarized in the list below:

- Payment Rates

Current payment rates are not enough to keep teachers working at child care centers. This issue focuses on the provider maintaining a good balance of competitive wages and benefits for teaching staff while maintaining regular operational costs. This barrier also extends to providers investing in improving the quality of their services.

- Timeliness in receiving CCDF subsidy payments

Due to current payment procedures requiring subsidy payments to be processed by another government agency, child care providers are not able to expect a timely arrival of payments to pay staff and plan improvements without another source of income like grants or other public programs.

IMPROVEMENTS

After assessing the feedback from child care providers and observing the challenges in conducting this study, a list of ways on how to help improve the implementation of this study have been narrowed down to the items below:

- Pursuing Feedback Outside of Provider Meetings

Informing more child care providers and expanding on methods to gather feedback from all providers will help create more accurate assessments and provide more insights into the daily operations. Beyond data gathering, this will help foster connections and create more opportunities for transparent communication as each contacted provider can have their own time to speak about their concerns and ask questions than in a meeting where time is limited and everyone has to summarize their response. Examples of methods that can be used include in-person one-on-one meetings, phone calls, or emails.

- Implement Consistent Data Collection

This does mean more surveys to gather data from but using short surveys consisting of 5 questions at different times in the year. The intention is to gather pieces of information that can help inform or assist in the next alternative methodology. A lesson learned from the current study is the lack of historical data. If there were existing up-to-date information that focused on staff wages and benefits, then the alternative methodology can be shortened to a smaller set of questions.

- Broaden Methods in Gathering Data and Improving Response Rate

Focusing on gathering data is important, but increasing accessibility options like having a paper form, conducting phone calls, or scheduling visits to the child care provider. These methods can increase child care provider participation and increase opportunities to gather feedback. During these periods of data collection, this also provides a space for respondents to voice any concerns, questions and/or opinions that they may have to build rapport and trust in the gathering of data and the improvement of responses.

- Frequent Provider Meetings

The advisory committee meetings were voluntary for this study, but participation was always highly encouraged. Fortunately, a group of child care providers was always present at each meeting to provide critical feedback on what was being presented. The purpose is to maintain child care provider participation by increasing engagement through having more advisory committee meetings like on a monthly or quarterly basis.

- Form A Larger Dedicated Team

To conduct an alternative methodology, creating a larger team of six (6) to eight (8) members dedicated to coordinating data collection processes, handling data, and conducting research is important to implement the improvements listed in this section and complete extensive research on time and within manageable workloads.

<u>WHAT PERFORMED WELL?</u>

Although there are recommendations on what BCCS can improve on, BCCS also achieved accomplishments that allowed this study to move forward towards completion. These accomplishments are summarized in the list below:

- Variety of Communication Methods

The use of various methods to remind and encourage all child care providers to answer the cost survey during the Data Gathering Phase helped increase response rate and allowed BCCS to collect significant data. The timing was also helpful as there were ongoing trainings that had directors and owners in one room which served to notify the appropriate individuals that can complete the cost survey.

- Planning For Continuity

This was critical in ensuring the alternative methodology was completed on time due to the temporary loss of a team member during the Data Gathering Phase of the study. With the BCCS research team consisting of only three (3) staff, temporarily losing one staff member would greatly impact the success of the study. By planning and setting up some mitigation strategies, BCCS was able to prevent delays from occurring.

- Team Coordination and Communication

By using available team members from different sections in BCCS, the BCCS research team was able to coordinate and conduct follow-up calls to remind all child care providers about the upcoming close date of the cost survey. This also served as an opportunity for child care providers to ask questions and provide additional feedback specific to the cost survey and the alternative methodology.

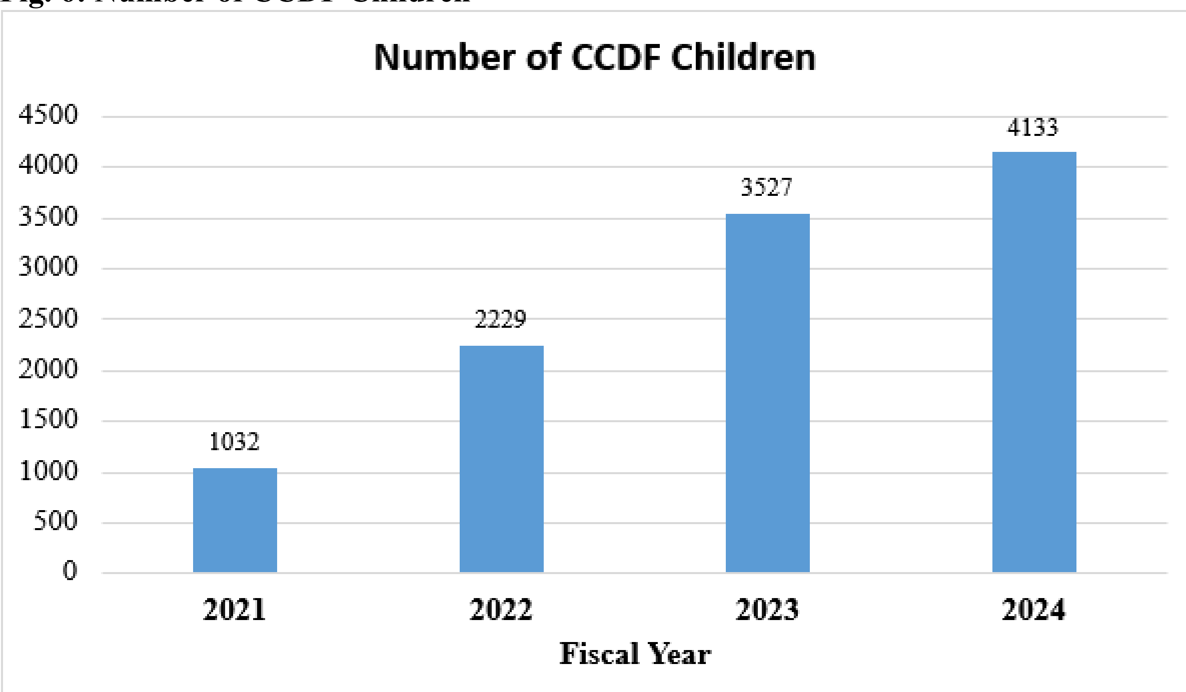
- Integrating Community Feedback Through the Advisory Committees

With encouragement and advice from the federal technical assistance team, BCCS was able to meet and exceed the minimum number of advisory committee meetings especially with the child care providers throughout the process of the alternative methodology. Inspired by human-centered design principles, BCCS planned for regular feedback from the advisory committees which proved invaluable in producing results and insights in the study.

V. CONCLUSION

With the lack of historical data from previous research, the Bureau of Child Care Services (BCCS) started with little to no data to base their initial research approach during the pre-approval process of their proposal to conduct an alternative methodology on Guam. Formerly known as the Child Care and Development Fund (CCDF) Program Office under the Bureau of Management Support in the Division of Public Welfare, BCCS has experienced a massive transition within the last four (4) years. Starting with Executive Order 2021-26 that established the Division of Children's Wellness and BCCS, the bureau began handling the operations of both the CCDF subsidy program and child care licensing. From a program office consisting eight (8) staff to a bureau of thirty-one (31) staff, BCCS has experienced a lot of growth in the scale of its operations especially in the number of child care providers and children served. From servicing approximately 1,032 children in 2021 to 4,133 children in 2024 (as shown in **Fig. 6** below), BCCS continues to provide its services to the community of Guam. The completion of this study and detailed report is a testament of BCCS's dedication, perseverance, and innovation to serve and flourish in a challenging environment where child care has always been an underserved market.

Fig. 6: Number of CCDF Children



ESTIMATED COST OF CARE PER AGE GROUP

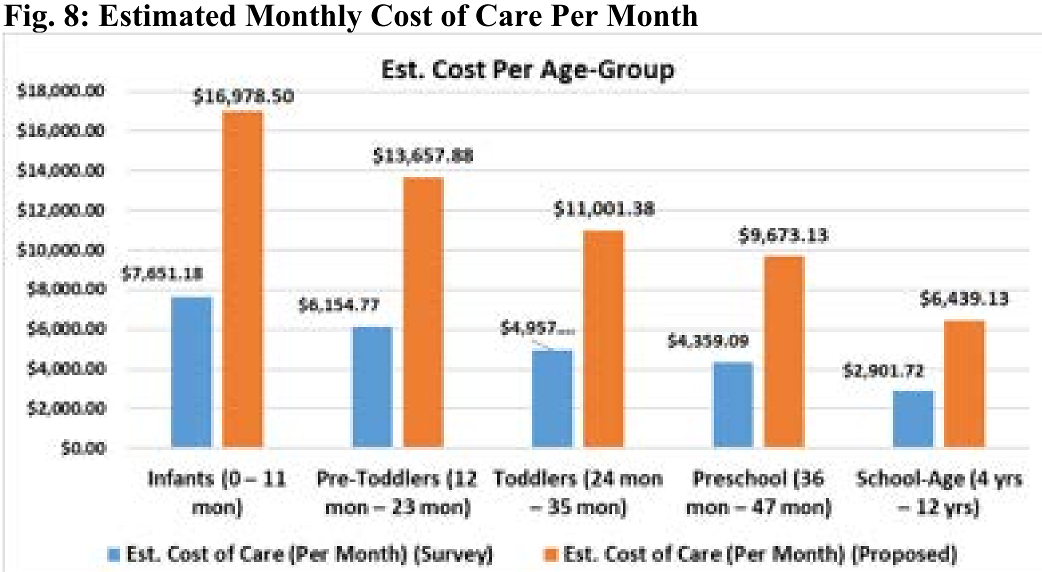
After considering the results of the cost survey and organizing data to reflect the different variations of the cost of care, BCCS reached out to the licensed child care provider advisory committee to propose an estimated range of the monthly cost of care per expense category with the results shown in **Fig. 7**.

Fig. 7: Proposed Estimated Monthly Cost of Care Per Expense Category Table

Expense Category	Estimated Monthly Cost Range
Payroll/Staff Wages and Expenses	$45,000 - $65,000
Rent/Mortgage Expenses	$6,500 - $10,000
Utility Expense	$2,000 - $3,000
Maintenance Expenses	$600 - $2,500
Capital Improvement Expenses	$500 - $2,000
Center Equipment Expenses	$400 - $1,000
Center Supplies Expenses	$500 - $2,000
Professional Development Expenses	$100 - $10,000
Professional Services Expenses	$500 - $3,000
Insurance Expenses	$850 - $1,000
Other Additional Expenses	$800 - $4,500
TOTALS	**$57,750 - $104,000**

BCCS recognizes that adequate payment rates are necessary to support financially sustainable child care programs that provide high quality early care and afterschool programs for Guam's families. To establish adequate payment rates, BCCS took into consideration provider capacity, child to staff ratios, all relevant operational expenses, and the history of federal funds received annually. See figures below on the estimated cost of care per age group **(Fig. 8)** and the payment rates that are planned to be set (**Fig. 9** and **Fig. 10**) after calculations and considerations were factored in. The numbers reported are to be viewed as an estimate and does not represent any one child care program on Guam.

Fig. 8: Estimated Monthly Cost of Care Per Month



SETTING OF NEW RATES

After reviewing the results of the alternative methodology and history of previously received federal fiscal awards granted to Guam by the Office of Child Care, BCCS concludes with setting payment rates in **Fig. 9** and **Fig. 10**, pertaining to their provider type: Licensed and License-Exempt. For licensed child care providers, four (4) age groups received an increase in their rates which will help providers afford higher quality improvement measures and maintain staff retention. For license-exempt child care providers, there will be no changes to the current rates per the current results of the study and review of local administrative data. By closing the gap between the payment rates and the costs to provide care, child care providers will be able to ensure the health and safety of all the children under their care and allow providers, both new and current, to invest in higher quality care.

Fig. 9: Base Payment Rates for Full-Time Care Per Month for Licensed Child Care Providers Table

For Licensed Child Care Providers		
Age Group	**Current Payment Rates**	**New Payment Rates**
Infants (0 – 11 mon)	$700	$1200
Pre-Toddlers (12 mon – 23 mon)	$630	$1000
Toddlers (24 mon – 35 mon)	$630	$800
Preschool (36 mon – 47 mon)	$575	$600
School-Age (4 yrs – 12 yrs)	$525	$525

Fig. 10: Base Payment Rates for Full-Time Care Per Month for License-Exempt Child Care Providers Table

For License-Exempt Child Care Providers		
Age Group	**Current Payment Rates**	**New Payment Rates**
Infants (0 – 11 mon)	$700	$700
Pre-Toddlers (12 mon – 23 mon)	$630	$630
Toddlers (24 mon – 35 mon)	$630	$630
Preschool (36 mon – 47 mon)	$575	$575
School-Age (4 yrs – 12 yrs)	$525	$525

VI. APPENDIX

APPENDIX A – COST MODELS

The tool used to help model costs and develop questions for the cost survey are based on a set of assumptions about a variety of factors that contribute to the costs to provide child care services. The initial models were created using assumptions that were taken from different data sources like the Bureau of Labor Statistics, 2020 Census, child care licensing regulations, and BCCS administrative data.

Cost Model for Each Provider Type

Cost Model Assumptions: Child Care Centers	
Cost Assumptions	
Staffing	• Center includes additional non-teaching staff for center maintenance or to better comply with CCDF health and safety standards. • Center follows staff-to-child ratios for each age group (0-12 months, 13-24 months, 25-36 months, 37-48 months, 49 months – 12 years) in their center. • The Center has an average of 3 to 5 classes. • Center has floaters or part-time staff to cover for school breaks, professional development opportunities, and any other reasons that require staff coverage. • All teaching staff must annually meet 15-hour minimum of CCDF health and safety-related courses.
Staff Wages and Compensation	• Teaching staff receive Guam's median minimum wage for child care workers. o Minimum wage is based on the median hourly wage from the Guam Census 2020 for child care workers at $9.98 per hour. • Directors, Assistant Directors, or Child Care Administrators receive a median hourly wage of $13.63 per hour. • Center staff (including Directors, Assistant Directors, or Child Care Administrators) do not receive any employee benefits or bonuses. • Center staff are not reimbursed for their clearances. • Staff could be part-time, full-time, or contracted as determined by the center's needs.
Center Operations	Costs to conduct center operations based on: • Rent/Mortgage Expenses • Utility Expenses (Power, water, internet, LP gas, phone, waste, etc.) • Maintenance Expenses (Sanitation, facility maintenance, landscaping, etc.) • Capital Improvement Expenses (Renovations, re-painting, adding a playground, etc.) • Center Equipment Expenses (Computers, desks, chairs, etc.) • Center Supplies Expenses (Office supplies, activity materials, etc.) • Professional Development Expenses (training, subscriptions, materials, etc.) • Professional Services (payroll, accounting, bookkeeping, legal, marketing/advertising, etc.)

	• Insurance (building, liability, Workman's comp., etc.) • Other additional services or expenses (Food, field trips, car fuel, software subscriptions, storage units, etc.)
Enrollment & Revenue Assumptions	
CCDF Subsidy Rates and Private Pay Rates	Based on rates submitted by center to BCCS. Copay is 100% covered during this time.
Enrollment Efficiency	Center has an enrollment efficiency of at least 90%.
Ratio of Income Received	90% of income received comes from families under CCDF subsidy, while 10% comes from private pay families.

Family Daycares	
Cost Assumptions	
Staffing	• Consist of one or two teaching staff. • No part-time staff or floaters. • Daycare follows staff-to-child ratios for each age group (0-12 months, 13-24 months, 25-36 months, 37-48 months, 49 months – 12 years) enrolled. • All teaching staff must annually meet 15-hour minimum of CCDF health and safety-related courses.
Care Expenses	Cost to provide care: • Rent/Mortgage Expenses • Utility Expenses (Power, water, internet, gas, etc.) • Food Expenses • Maintenance Expenses (landscaping, sanitation supplies, facility maintenance, etc.) • Capital Improvement Expenses (Renovations, playground equipment, etc.) • Activity Expenses (early learning toys, etc.) • Office Supplies (printer paper, stationary, etc.) • Transportation Expenses (fuel, car loan, safety accessories, etc.) • Professional Development Expenses (subscriptions, materials, etc.) • Professional Services Expenses (accounting, bookkeeping, etc.) • Other additional services or expenses.
Enrollment & Revenue Assumptions	
CCDF Subsidy Rates	Based on rates submitted by center to BCCS. Copay is 100% covered during this time.
Enrollment Efficiency	Daycare has an enrollment efficiency of 80% or higher.
Ratio of Income Received	100% of income received comes from families under CCDF subsidy.

School-Age Child Care Providers	
Cost Assumptions	
Staffing	• Program employs instructors with specialized skills based on certifications & professional credentials • Program employs instructors with specialized skills, admin, support, and volunteer staff that could be part-time, full-time, or contracted as

	determined by the program's needs • Program includes additional staff for program maintenance or to better comply with CCDF health and safety standards. • Program follows staff-to-child ratio for school-age children (49 months – 12 years) in their program. • Program has floaters or part-time staff to cover for school breaks, professional development opportunities, and any other reasons that require additional staff coverage. • Program staff must annually meet 15-hour minimum of CCDF health and safety-related courses.
Staff Wages and Compensation	• Program staff receive Guam's minimum wage of $9.25 per hour and no fringe benefits. • Supervising staff receive a minimum wage of $12.00 per hour and no fringe benefits. • Program instructors with specialized skills are paid flat rate based on classes conducted. • Program staff (including supervisors, admin, instructors, or volunteers) do not receive any employee benefits or bonuses. • Program staff are reimbursed for their clearances. • Program instructors with specialized skills work an average 4-6 hours per week. • Program support staff and volunteers work an average of 20-32 hours per week. • Admin staff work an average of 32-40 hours per week.
Program Operations	Costs to conduct operations based on: • Rent/Mortgage Expenses • Utility Expenses (Power, water, internet, gas, waste, etc.) • Maintenance Expenses (Sanitation, toiletries, facility maintenance, plumbing, printer, computer maintenance, etc.) • Capital Improvement Expenses (Renovations, playground equipment, etc.) • Program Equipment Expenses (Mats, desks, chairs, etc.) • Program Supplies Expenses (Office supplies, activity materials, etc.) • Professional Development Expenses (subscriptions, materials, etc.) • Other additional services or expenses (Food, field trips, car fuel, etc.)
Enrollment & Revenue Assumptions	
CCDF Subsidy Rates and Private Pay	Based on rates submitted by center to BCCS. Copay is 100% covered during this time.
Enrollment Efficiency	Program has an enrollment efficiency of at least 85%-90%.
Ratio of Income Received	30% of income received comes from families under CCDF subsidy, while 70% comes from private pay families.
Bad Debt	One or two private pay families forget to pay or did not pay the rate.

In-Home Child Care Providers	
Cost Assumptions	
Staffing	- Relative is 55 years old and above. - Relative is retired or the child care service is supplemental income. - Relative is a grandparent, aunt, or uncle.

	- Provider must annually meet 15-hour minimum of CCDF health and safety-related courses.
Care Expenses	Cost to provide care: • Food Expenses • Maintenance Expenses (sanitation supplies, etc.) • Activity Expenses (early learning toys, etc.) • Office Supplies • Transportation Expenses (fuel, car loan, safety accessories, etc.) • Professional Development Expenses (subscriptions, materials, First Aid and CPR training, etc.) • Other additional services or expenses.
Enrollment & Revenue Assumptions	
CCDF Subsidy Rates	Based on rates submitted by center to BCCS. Copay is 100% covered during this time.
Enrollment Efficiency	Program has an enrollment efficiency of at least 2 children enrolled.
Ratio of Income Received	100% of income received comes from families under CCDF subsidy.

Relative Child Care Providers	
Cost Assumptions	
Staffing	- Relative is 55 years old and above. - Relative is retired or the child care service is supplemental income. - Relative is a grandparent, aunt, or uncle. - Provider must annually meet 15-hour minimum of CCDF health and safety-related courses.
Care Expenses	Cost to provide care: • Rent/Mortgage Expenses • Utility Expenses (Power, water, internet, gas, etc.) • Food Expenses • Maintenance Expenses (landscaping, sanitation supplies, etc.) • Activity Expenses (early learning toys, etc.) • Office Supplies (printer supplies, stationary, etc.) • Transportation Expenses (fuel, car loan, safety accessories, etc.) • Professional Development Expenses (subscriptions, First Aid and CPR training, etc.) • Other additional services or expenses.
Revenue Assumptions	
CCDF Subsidy Rates	Based on rates submitted by center to BCCS. Copay is 100% covered during this time.
Enrollment Efficiency	Program has an enrollment efficiency of at least 2 children enrolled.
Ratio of Income Received	100% of income received comes from families under CCDF subsidy.

APPENDIX B - SAMPLE COPY OF COST SURVEY PER PROVIDERS

BUREAU OF CHILD CARE SERVICES
DIVISION OF CHILDREN'S WELLNESS

Licensed Child Care Providers

This survey will be collecting data from July 2024 to September 2024

1) Does your center employ or contract non-teaching staff? *

- ◯ Yes
- ◯ No

1a) If yes, how many and what are their positions/job titles? Please list. (e.g., 1 - CSR, 2 - Office Aides, 1 - Janitor, etc.) *

2) Does your center follow the required child-to-staff ratios as stipulated in P.L. 31-73? *

- ◯ Yes
- ◯ No

3) How many classrooms does your center have per age group? If there are no children in a specific age group or no classroom that serves a specific age group, please put zero (0).

	0 to 12 months	13 to 24 months	25 to 36 months	37 to 48 months	49 months to 12 years old
Number of Classrooms					

4) How many teachers per classroom per age group? If there are no teachers in a specific age group, please put zero (0).

	0 to 12 months	13 to 24 months	25 to 36 months	37 to 48 months	49 months to 12 years old
Number of Teachers					

5) Does your center have floaters/part-time staff? *

- Yes
- No

5a) If you have part-time staff, how many workers do you employ? *

5b) If you have part-time staff, how many hours on average do they work per pay period? *

6) Does your center have volunteers? *

- Yes
- No

7) Do all your teaching staff meet the annual 15-hour minimum of CCDF health and safety-related courses? *

- Yes
- No

8) How many full-time workers do you employ? *

9) How much does your new or entry-level teachers get paid per hour? *

e.g., $9.75 per hour

10) How much does your Director or Assistant-Director get paid per hour? *

e.g., Director: $15 per hr, Asst. Director: $12 per hr

11) Does your center have any employee benefits or bonuses for your staff? *

- Yes
- No

11a) If yes, please describe or list the benefits below. (i.e. insurance, bonuses, paid leave, etc.) *

12) Does your center cover/reimburse staff for getting their clearances? *

- Yes
- No

13) How many children are enrolled in your center in each age group? (Please include all enrollment, drop-ins, etc.) *

14) Of those enrolled, how many are covered by CCDF subsidy? *

15) Of those enrolled, how many are not covered by CCDF subsidy? *

16) Do you have families that are not under CCDF subsidy? *

- Yes
- No

16a) If yes, are they paying the same rates submitted to BCCS? *

- Yes
- No

16b) If no, how much do they pay for services? *

17) Please input your expenses for each category and month below. For accuracy, please refer to your bookkeeping and accounts records from July 2024 to September 2024.

	July 2024	August 2024	September 2024
Payroll/Staff Wages and Expenses			
Rent/Mortgage Expenses			

Utility Expenses (Electricity, Water, Internet, LP Gas, Phone, Waste, etc.)			
Maintenance Expenses (Sanitation, Facility Maintenance, Landscaping, etc.)			
Capital Improvement Expenses(Renovations, Painting, New Playground, etc.)			
Center Equipment Expenses (Computers, Desks, Chairs, etc.)			
Center Supplies Expenses (Office Supplies, Activity Materials, etc.)			
Professional Development Expenses (Training, Subscriptions, Materials, etc.)			
Professional Services Expenses (Accounting Services, Bookkeeping Services, Legal Services, marketing Services, etc.)			
Insurance Expenses (Building Insurance, Liability, Workmans Comp, etc.)			
Other Additional Expenses (Food, Field Trips, Car Fuel, Software Subscriptions, Storage Units, etc.)			

Participant Information

1) Name *

First Name   Last Name

2) Name of Center *

3) Village of Center *

4) Job Position *

I acknowledge that all responses provided in this survey are accurate and have been answered to the best of my knowledge. *

☐ I agree

Submit

Family Daycare Providers

This survey will be collecting data from July 2024 to September 2024

1) How many teachers or caregivers do you have? (including yourself) *

1a) If you hire staff, are they part-time or full-time? *

- ◯ Part-time
- ◯ Full-time

1b) If you have staff, how much are they paid per hour? If no staff are employed, please put zero (0). *

2) Does your center follow the required child-to-staff ratios as stipulated in P.L. 31-73? *

- ◯ Yes
- ◯ No

2a) If you answered yes, please input the ratios *

e.g. 4 infants to 1 teacher, 6 toddlers to 1 teacher, etc

3) Do you and your staff meet the annual 15-hour minimum of CCDF health and safety-related courses? *

- ◯ Yes
- ◯ No

4) How many children are enrolled into your daycare in each age group? *

5) Of those enrolled, how many are covered by CCDF? *

6) How many are not covered by CCDF? *

7) Do you have families that are not under CCDF subsidy? *

- ○ Yes
- ○ No

7a) If yes, are they paying the same rates submitted to BCCS? *

- ○ Yes
- ○ No

7b) How much do they pay for services? *

8) Please input your expenses for each category and month below. For accuracy, please refer to your bookkeeping and accounts records from July 2024 to September 2024.

	July 2024	August 2024	September 2024
Payroll/Staff Wages and Expenses			
Rent/Mortgage Expenses			
Utility Expenses (Electricity, Water, Internet, LP Gas, Phone, Waste, etc.)			
Maintenance Expenses (Sanitation, Facility Maintenance, Landscaping, etc.)			
Capital Improvement Expenses(Renovations, Painting, New Playground, etc.)			
Daycare Equipment Expenses (Computers, Desks, Chairs, etc.)			
Daycare Supplies Expenses (Office Supplies, Activity Materials, etc.)			
Professional Development Expenses (Training, Subscriptions, Materials, etc.)			
Professional Services Expenses (Accounting Services, Bookkeeping Services, Legal Services, marketing Services, etc.)			

Insurance Expenses (Building Insurance, Liability, Workmans Comp, etc.)

Other Additional Expenses (Food, Field Trips, Car Fuel, Software Subscriptions, Storage Units, etc.)

Participant Information

1) Name *

First Name Last Name

2) Name of Daycare *

3) Village of Daycare *

4) Job Position *

I acknowledge that all responses provided in this survey are accurate and have been answered to the best of my knowledge. *

☐ I agree

Submit

School-Age Child Care Providers

This survey will be collecting data from July 2024 to September 2024

1) Does your program employ or contract instructors with specialized skills based on certifications and professional credentials? *

- ◯ Yes
- ◯ No

2) Are instructors full-time or part-time/contracted? *

- ◯ Full-time
- ◯ Part-time/contracted

2a) If you have part-time or contracted instructors, how many hours do they work per pay period (average)? *

3) Please specify pay period. *

- ◯ Weekly
- ◯ Bi-weekly/every two weeks
- ◯ Monthly
- ◯ Semi-annually
- ◯ Annually

4) How much do your instructors get paid per hour (average)? *

5) How many support staff employee(s) does your program employ? (i.e., admin assistant, IT, janitor, assistant instructor, etc.) *

6) What is your highest paid (per hour) program support staff employee(s)? (i.e., admin assistant, IT, janitor, assistant instructor, etc.) *

7) What is your lowest paid (per hour) program support staff employee(s)? (i.e., admin assistant, IT, janitor, assistant instructor, etc.) *

8) Does your program have supervising staff that are not instructors? *

- Yes
- No

8a) If yes, how many? *

8b) How much do they get paid per hour (average)? *

9) Does your program take on volunteers or seasonal workers (floaters)? *

- Yes
- No

9a) If you have seasonal workers/floaters, how much do they get paid? If you only take on volunteers, please put zero (0). *

10) Does your program follow the required child-to-staff ratio for school-age children (20 children to 1 instructor)? *

- Yes
- No

11) Do all your program staff or instructors meet the annual 15-hour minimum of CCDF health and safety-related courses? *

- Yes
- No

12) How many children are enrolled into your program at the time of answering this survey? Please put zero (0) if program is not in operation at this time. *

12a) If zero (0), how many children are usually enrolled during the seasons that you operate? *

13) Of those enrolled, how many are covered by CCDF subsidy? *

14) Of those enrolled, how many are not covered by CCDF subsidy? *

15) Do you have families that are not under CCDF subsidy? *

- Yes
- No

15a) If yes, are they paying the same rates submitted to BCCS? *

- Yes
- No

15b) If no, how much do they pay for services? *

16) Have there been incidents where a family forgot to pay or did not pay? *

- Yes
- No

16a) If yes, how many incidents have occurred within the year? *

17) Please input your expenses for each category and month below. For accuracy, please refer to your bookkeeping and accounts records from July 2024 to September 2024.

	July 2024	August 2024	September 2024
Payroll/Staff Wages and Expenses			
Rent/Mortgage Expenses			
Utility Expenses (Electricity, Water, Internet, LP Gas, Phone, Waste, etc.)			

Maintenance Expenses (Sanitation, Facility Maintenance, Landscaping, etc.)

Capital Improvement Expenses (Renovations, Painting, New Playground, etc.)

Program Equipment Expenses (Computers, Desks, Chairs, etc.)

Program Supplies Expenses (Office Supplies, Activity Materials, etc.)

Professional Development Expenses (Training, Subscriptions, Materials, etc.)

Professional Services Expenses (Accounting Services, Bookkeeping Services, Legal Services, marketing Services, etc.)

Insurance Expenses (Building Insurance, Liability, Workmans Comp, etc.)

Other Additional Expenses (Food, Field Trips, Car Fuel, Software Subscriptions, Storage Units, etc.)

Participant Information

1) Name *

First Name   Last Name

2) Name of Program *

3) Village of Program *

4) Job Position *

I acknowledge that all responses provided in this survey are accurate and have been answered to the best of my knowledge. *

☐ I agree

Submit

In-Home Child Care Providers

1) What is your age? *

◯ 20-39
◯ 40-54
◯ 55 & above

2) Are you currently employed? *

◯ Yes
◯ No

3) What is your relation to the child(ren) in your care? *

◯ Uncle/Aunt
◯ Grandparent
◯ Other

4) Did you meet the annual 15-hour minimum of CCDF health and safety-related courses? *

◯ Yes
◯ No

5) How many children are in your care that are under child care assistance? *

6) How old are the children in your care? If none for a column/age group, please put zero (0).

	0 to 12 months	13 to 24 months	25 to 36 months	37 to 48 months	49 months to 12 years old
Number of Children					

7) To the best of your knowledge, please input your average monthly expenses for each category

below.

	Food Expenses	Maintenance Expenses (sanitation supplies, landscaping, etc.)	Activity Expenses (toys, arts and crafts, etc.)	Office Supplies Expenses (printer ink/toner, pens, etc.)	Transportation Expenses (gasoline, car loan, car safety accessories, etc.)	Professional Development Expenses (program subscriptions, materials, First Aid and CPR training, etc.)	Other additional services or expenses
Expense Amount							

Participant Information

1) Name *

First Name Last Name

2) Village *

3) Phone Number *

Please enter a valid phone number.

I acknowledge that all responses provided in this survey are accurate and have been answered to the best of my knowledge. *

☐ I agree

Submit

Relative Care Child Care Providers

1) What is your age? *

- ◯ 20-39
- ◯ 40-54
- ◯ 55 & above

2) Are you currently employed? *

- ◯ Yes
- ◯ No

3) What is your relation to the child(ren) in your care? *

- ◯ Uncle/Aunt
- ◯ Grandparent
- ◯ Other ________

4) Did you meet the annual 15-hour minimum of CCDF health and safety-related courses? *

- ◯ Yes
- ◯ No

5) How many children are in your care that are under child care assistance? *

____

6) How old are the children in your care? If none for a column/age group, please put zero (0).

	0 to 12 months	13 to 24 months	25 to 36 months	37 to 48 months	49 months to 12 years old
Number of Children					

7) To the best of your knowledge, please input your average monthly expenses for each category

below.

	Rent/Mortgage Expenses	Utility Expenses (Power, Water, Internet, Propane Gasoline, etc.)	Food Expenses	Maintenance Expenses (Sanitation supplies, landscaping, etc.)	Activity Expenses (Toys, Arts & Crafts supplies, etc.)	Office Supply Expenses (Printer Ink/Toner, pens, etc.)	Transportation Expenses (Gasoline, Car Loan, Car Safety Accessories, etc.)	Profes Develo Expens (Progra subscri materi First Ai CPR tr etc.)
Expense Amount								

Participant Information

1) Name *

First Name Last Name

2) Village *

3) Phone Number *

Please enter a valid phone number.

I acknowledge that all responses provided in this survey are accurate and have been answered to the best of my knowledge. *

☐ I agree

Submit