

# EXECUTIVE SUMMARY



Center for the Study of Child Care Employment  
Institute for Research on Labor and Employment  
University of California, Berkeley

# Early Childhood Workforce Index 2018

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## **About the Center for the Study of Child Care Employment**

Established in 1999, the Center for the Study of Child Care Employment (CSCCE) is focused on achieving comprehensive public investments that enable the early childhood workforce to deliver high-quality care and education for all children. To achieve this goal, CSCCE conducts research and policy analysis about the characteristics of those who care for and educate young children and examines policy solutions aimed at improving how our nation *prepares, supports, and rewards these early educators* to ensure young children's optimal development. CSCCE provides research and expert analysis on topics that include compensation and economic insecurity among early educators, early childhood teacher preparation and access to educational opportunities, work environments, and early childhood workforce data sources and systems. CSCCE also works directly with policymakers and a range of national, state, and local organizations to assess policy proposals and provide technical assistance on implementing sound early care and education workforce policy.

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 **EARLY EDUCATORS' SKILLS, KNOWLEDGE, AND WELL-BEING** are inseparable from the quality of children's early learning experiences, yet our system of preparing, supporting, and rewarding early educators in the United States remains largely ineffective, inefficient, and inequitable. While a major goal of early childhood services has been to relieve poverty among children, many of these same efforts continue to generate poverty in the early care and education (ECE) workforce, who are predominantly female, ethnically and racially diverse, and often have children of their own. Inadequate levels of public financing and heavy reliance on families to cover the costs of ECE services render professional pay for early educators unattainable.


As stated in [Transforming the Financing of Early Care and Education](#), a consensus report issued by the National Academies of Science, Engineering, and Medicine in 2018: "The deficiencies in the current system are hurtful to all children and families in need of ECE options and the adults who are ECE practitioners and educators — who are themselves often in extreme economic distress."<sup>1</sup> Acknowledging that "for too long the nation has been making do with ECE policies and systems that were known to be broken," the report calls for a new national financing structure for early care and education. The report establishes a broad consensus among researchers, policymakers, and practitioners that ECE for children from birth to kindergarten entry should be funded as a public good, equivalent to K-12; it then provides a national cost model illustrating the steps needed to meet the reforms envisioned by the 2015 report, *Transforming the Workforce for Children Birth Through Age 8: A Unifying Foundation*<sup>2</sup> and makes additional recommendations to support the workforce and to provide affordable services for parents. With the National Academies' 2018 report, the conversation has finally shifted.

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To date, however, most efforts to improve both access and quality have amounted to no more than tinkering around the edges. Most of the recent conversation about reform has focused on “transforming the workforce” by transforming early educators themselves via human capital development (education, training, professional development). This conversation has not focused on the root issue: the need to transform early childhood jobs and finance the wider ECE system in which early educators practice in order to improve access and quality.

In the two years since our first *Index* was released, there have been notable, but uneven, strides in improving the education and training levels of the ECE workforce. As in the past, efforts to link these improvements to policies and resources that address teachers’ economic well-being have been largely optional, selective, and temporary. They have not translated evenly to federal policies or funding priorities across programs, nor have they necessarily prompted state actions.<sup>3</sup> Furthermore, the current system reflects gender, class, racial, and cultural inequities that exist across U.S. institutions, and it breeds inequities that directly reflect policy and resource decisions in the early childhood field. The time is long overdue to move from the question of *why* our nation must improve early childhood jobs to a focus on *how* to make it happen.

## About the Early Childhood Workforce Index

 **THE 2016 INAUGURAL EDITION OF THE BIENNIAL** *Early Childhood Workforce Index* represented our first effort to establish a baseline description of early childhood employment conditions and policies on a state-by-state basis in order to improve early childhood jobs. This 2018 edition, as well as future editions of the *Index*, will focus on tracking progress and identifying trends in the states over time.

The 2018 *Index* provides an appraisal of current workforce conditions and policies across states<sup>4</sup> and notes changes since 2016. It is divided into four topical chapters.

1. **About the Early Childhood Workforce** provides a national snapshot of characteristics of the early educator workforce across settings and discusses state-level variation.
2. **Earnings and Economic Security** provides national and state data on ECE workforce pay in relation to other occupations and presents new analyses of pay inequities across the field.
3. **Early Childhood Workforce Policies** assesses state policies in five areas: qualifications and educational supports; work environments; compensation and financial relief strategies; workforce data; and financial resources.
4. **Family and Income Support Policies** assesses state policies across occupations in two areas: income supports and health and well-being.

The indicators assessed in our policy-related chapters represent state-level opportunities to enhance the lives of the many children and adults affected by ECE employment conditions. For more information about data sources and *Index* methodology, see [Appendix 1: Data Sources](#).

Based on the indicators, we assign states to one of three groups for each category.

## Note on Terminology

In this *Index*, we focus primarily on those who work in teaching and administrative roles serving children prior to kindergarten. We also compare the status of early educators to those teaching older children in order to highlight disparities within the birth-to-age-eight spectrum.

A wide variety of terms are used to refer to the early childhood sector and its workforce depending on the age of children served, the location of the service, auspice and funding streams, job roles, and data sources. We use “early childhood workforce” or “early educators” to encompass all those who work directly with young children for pay in early care and education settings in roles focused on teaching and caregiving. We use more specific labels, such as “Head Start teacher” or “home care provider” when we are referring to a particular type of setting. In some cases, we are limited by the labels used in a particular data source. For example, in [Earnings and Economic Security](#), p. 10, we refer to “childcare workers” and “preschool teachers” because we relied on data specific to subcategories of the workforce as defined and labeled by the Standard Occupational Classification of the U.S. Department of Labor.

- ▶ Red represents **stalled**: the state has made limited or no progress.
- ▶ Yellow represents **edging forward**: the state has made partial progress.
- ▶ Green represents **making headway**: the state is taking action and advancing promising policies.

For an overview of the assessment of each state across policy areas, see Table 1.1. In each section, we also spotlight recent research or promising developments that advance new policies or improved conditions.

## Highlights of Findings

### About the Workforce

Every day, in homes and centers across the country, approximately two million adults, mostly women, are paid to care for and educate<sup>5</sup> approximately 10 million children between birth and age five.<sup>6</sup> Regardless of setting or role, this workforce is responsible for safeguarding and facilitating the development and learning of our nation’s youngest children. Yet, across almost all settings in the country, early educators are in economic distress, and available data suggests that this reality falls disproportionately on women of color, who comprise about 40 percent of this workforce, and on those working with the youngest children.<sup>7</sup> Depending on state populations and early childhood policies, workforce diversity and inequities vary. While some states have current, detailed workforce data that can

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## What's New in the 2018 Index

This second edition of the biennial *Early Childhood Workforce Index* continues to track the status of the ECE workforce and related state policies in order to understand changes over time. We have added several new analyses and updated our policy indicators and recommendations. Highlights include:

- ▶ Earnings data for preschool/child care center directors;
- ▶ State wage data, presented in the context of cost of living;
- ▶ The role of minimum wage legislation in increasing early educator wages;
- ▶ Analyses of wage and opportunity disparities among groups of early educators based on race/ethnicity and program setting (the age of children served, funding streams); and
- ▶ Revised policy indicators and a new weighted-point framework to allow for more sophisticated assessments of *stalled*, *edging forward*, and *making headway*.

identify evidence of stratification, many states do not routinely collect sufficient data that allow for this type of analysis. To illustrate evidence of inequities, in this edition of the *Index*, we examine national patterns as well as patterns in three states with large populations.

### Earnings & Economic Security

In 2018, progress toward better compensation remains limited and uneven across states and among different classifications of early educators. The most recent data compiled in the Occupational Employment Statistics from the U.S. Bureau of Labor Statistics attest to the persistent low wages of early educators as well as earnings disparities across early childhood settings and in comparison to other teaching jobs and occupations (see Figure 1.1).

Nationwide, median wages for child care workers *increased* by 7 percent, adjusted for inflation between 2015 and 2017.<sup>8</sup> Nonetheless, in *all* states in 2017 child care workers earned less than two-thirds of the median wage for all occupations in the state — a common threshold for classifying work as “low wage.”<sup>9</sup> States that raised their minimum wage between 2015 and 2017 were more likely to show wage increases for child care workers than those that had not. While these increases are not enough to bring early educator pay in line with that of teachers of older children and are challenging to meet without public investment, they are an important step forward as they contribute to an increase in ongoing, dependable raises. During this same period, more than half of states saw a *decrease* in preschool teacher and center director median wages when adjusted for inflation.

Early care and education has largely failed to generate sufficient wages that would allow early educators to meet their basic needs. Several recent state studies point to the sizeable



FIGURE 1.1

## Median Hourly Wages by Occupation, 2017

Child Care Worker Employees, All Settings <sup>10</sup>	Self-Employed Home Care Providers <sup>11</sup>	Preschool Teachers, All Settings	Preschool Teachers in Schools Only	Preschool/Child Care Center Directors, All Settings	Kindergarten Teachers	Elementary Teachers	All Occupations
\$10.72	\$10.35 <sup>12</sup>	\$13.94	\$26.88	\$22.54	\$31.29	\$32.98	\$18.12

Source: Occupational Employment Statistics (OES) Survey, Bureau of Labor Statistics, Department of Labor. Retrieved from <http://stats.bls.gov/oes/>.

Note: All teacher estimates exclude special education teachers. Hourly wages for preschool teachers in schools only, kindergarten teachers, and elementary school teachers were calculated by dividing the annual salary by 40 hours per week, 10 months per year, in order to take into account standard school schedules. All other occupations assume 40 hours per week, 12 months per year.

numbers of early educators who report food insecurity, worry about housing, and postponement of education and medical treatment.<sup>13</sup>

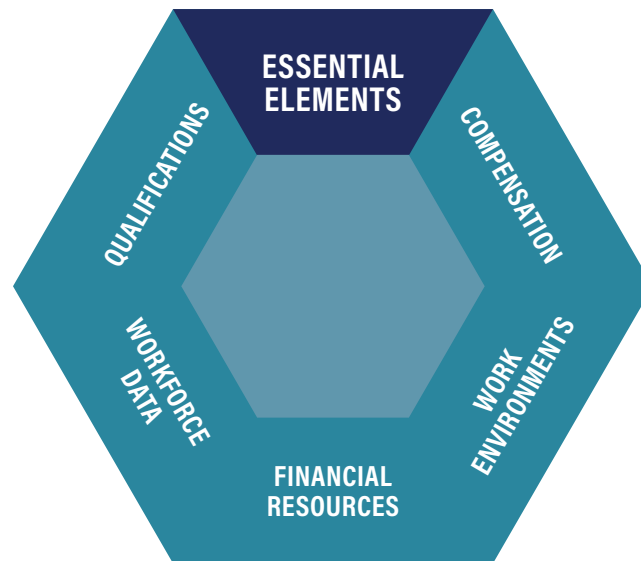
Another consequence of low pay is that the participation of child care worker families and preschool/kindergarten teacher families in public income support programs is more than double the rate for workers across all occupations. Between 2014 and 2016, more than one-half (53 percent) of child care workers, compared to 21 percent of the U.S. workforce as a whole, were part of families enrolled in at least one of four public support and health care programs: the Federal Earned Income Tax Credit (EITC); Medicaid and the Children’s Health Insurance Program (CHIP); Supplemental Nutrition Assistance Program (SNAP), also known as “food stamps”; and Temporary Assistance for Needy Families (TANF).<sup>14</sup> Although not quite as high as for child care workers, use of public income supports by preschool and kindergarten teachers (43 percent) was also substantially higher than for elementary and middle school teachers (21 percent).

Ubiquitous low wages often mask the uneven playing field that current and prospective early educators face.<sup>15</sup>

- ▶ At every education level, there is a significant wage penalty for teachers working with infants and toddlers compared to those working exclusively with children age three to five, not yet in kindergarten.
- ▶ Overall, 86 percent of center-based teaching staff working with infants and toddlers earned less than \$15 an hour, compared to 67 percent of those working with only preschool-age children (three- to five-year-olds).
- ▶ Nationally, the wage penalty for early educators working with infants and toddlers disproportionately affects African Americans, 52 percent of whom work with infant/toddlers, compared to 43 percent of all center-based early educators.
- ▶ At every education level, there is also a significant wage penalty based on program funding source and sponsorship. The wage penalty for early educators with a bachelor’s or graduate degree can be as high as \$6 an hour, depending on the type of program in which they work.

FIGURE 1.2

## Five Essential Elements of Early Childhood Workforce Policy



### Early Childhood Workforce Policies

Five essential elements of public policy within early childhood are addressed, state by state:

- ▶ Qualifications and educational supports;
- ▶ Work environments;
- ▶ Compensation and financial relief strategies;
- ▶ Workforce data; and
- ▶ Financial resources.

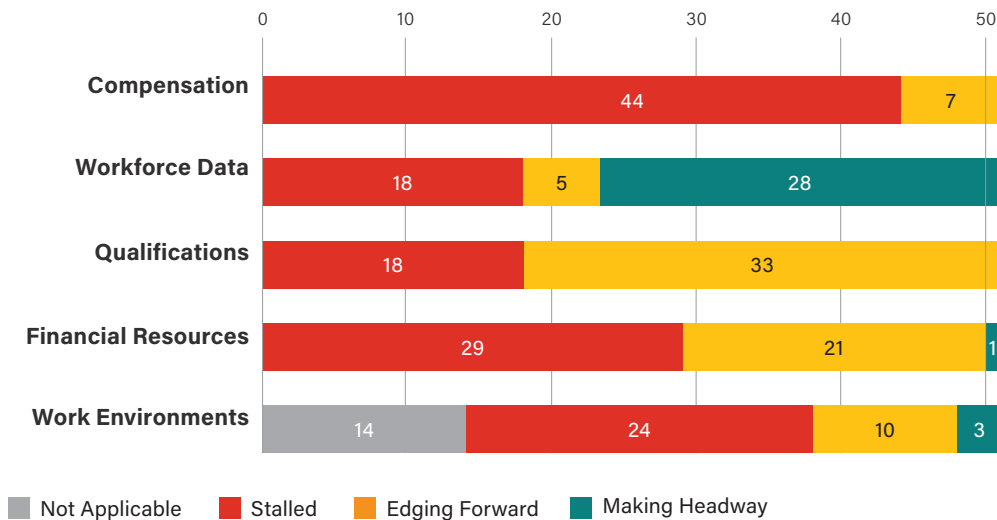
These policy areas are interrelated, and ultimately, it will be necessary to address more than one. Nonetheless, by breaking down this undertaking into five ECE workforce policy areas, states can focus on practical next steps that best reflect an individual state's current context. For each of the five elements, there are policy indicators that help states identify a pathway toward making headway for the early childhood workforce.

When considered in light of the status of earnings and economic security for early educators and the systemic inequities that exist, the appraisal of state ECE workforce policies presented in this section of the *Index* reveals a troubling state of affairs. As in 2016, notwithstanding the many significant efforts underway, the majority of states were appraised as *stalled* or *edging forward* across policy categories related to qualifications, work environments, compensation, and financial resources (see Figure 1.3). Workforce data remains the strongest area of progress, though there is still much room for improvement.

Progress toward an equitable, efficient, and effective early childhood system requires advancing preparation, workplace supports, and compensation of the workforce

FIGURE 1.3

## State Assessments for Early Childhood Workforce Policies



Note: The 14 states identified as “not applicable” under the Work Environments category could not be assessed due to a lack of data in the QRIS compendium. Not all of these states lack a QRIS. For more information, see [Work Environments, p. 81](#).

simultaneously. Adequate preparation is necessary for teachers to develop the skills to provide high-quality learning experiences for children, while workplace supports are needed to ensure ongoing reflection, development, and educator well-being. Similarly, appropriate compensation and some measure of economic security are indispensable for attracting and retaining skilled educators.

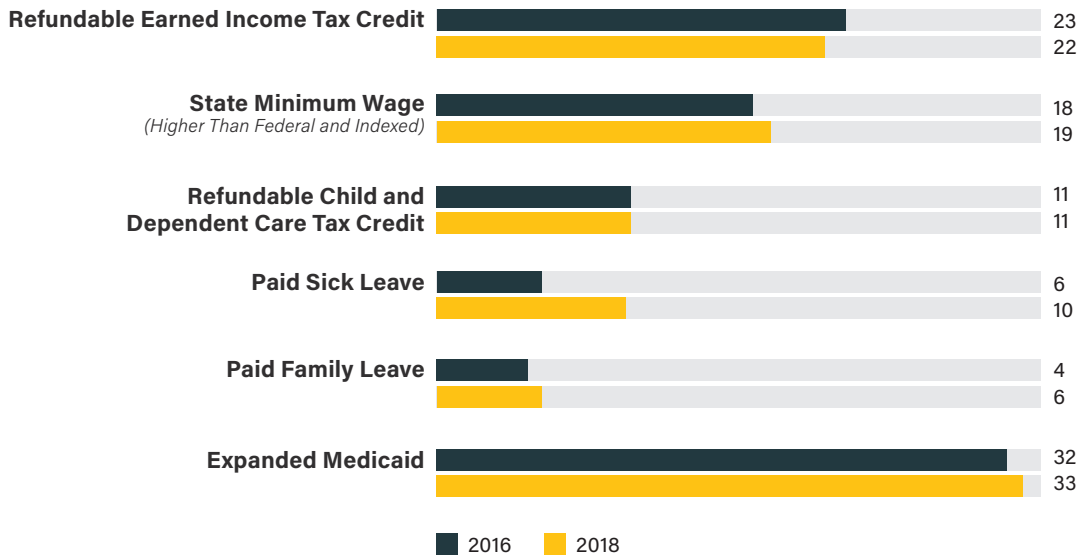
Making progress in each of these three areas additionally requires building solid foundations for pertinent policies by collecting quality, comprehensive workforce data and securing sufficient financial resources. Testing the effectiveness of policies for preparation, support, and reward requires robust data on the early childhood workforce across all settings and ages of children. Additional public funding is required to stimulate the incubation and testing of sustainable policies to resolve compensation and other issues that have gone largely unaddressed. All of these five ingredients are essential — one cannot advance without the others — but quality data and sufficient resources are fundamental.

### Family & Income Supports

Economic insecurity, linked to low wages and lack of access to core services and benefits (health care, paid leave), is rampant for many families and workers in the United States, not only those who work in the early childhood field. And just as within the early childhood field, this burden falls disproportionately on women, especially women of color.

FIGURE 1.4

**Number of States Meeting Family & Income Support Indicators, 2016-2018**



Note: Medicaid eligibility was expanded in Virginia on June 7, 2018, and is not reflected in these figures.


A dearth of supports to ease the pressure on working families threatens the well-being of adults and children in every state. At the national level, public policies and services to support workers across occupations are currently non-existent (for example, paid family leave) or limited in their assistance (e.g., health care subsidies), compared to other industrialized nations, where worker protections and social policies like paid leave and cash-based assistance are typically available more widely. Since 2016, there have been efforts at the federal level to further roll back supports already in place. The (unsuccessful) attempt to repeal the Affordable Care Act and a shift toward allowing work requirements for Medicaid eligibility are some of the most prominent examples.

State advocates and policymakers are positioned to challenge existing efforts to reduce already minimal supports for workers and to actively implement supports beyond what is provided or allowed at the federal level. As demonstrated in the 2016 *Index*, some states have adopted or expanded programs such as tax credits, minimum wage legislation, and paid leave programs, in order to alleviate the effects of low earnings and poor job quality. Designed to benefit workers and their families across occupations, rather than the members of one field in particular, these support policies play a key role in shaping job quality and working conditions in the United States.

Since 2016, there has been some state progress in supports for workers and families, particularly with more states implementing paid sick and family leave. In general, however, the number of states with key supports for income and health and well-being has changed little since 2016 (see Figure 1.4).

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# Making Headway: Principles & Policy Recommendations to Guide State Actions to Improve Early Childhood Jobs

 **AT THE CENTER FOR THE STUDY OF CHILD CARE EMPLOYMENT (CSCCE),** we are committed to advancing a public system of early care and education that is equitable for children, their families, and early educators. The ECE system in the United States is not immune to structural inequalities based on gender, class, race, and language that are woven throughout our nation's institutions and culture. While early care and education has the potential to interrupt the consequences of these inequities, the system's current organization and financing reinforces disparities in earnings and opportunity among educators, poses multiple obstacles to the efforts of all educators to nurture children's optimal development and learning, and implies risks to their own well-being.

We approach our research and analysis with a sense of urgency to support the well-being of the current ECE workforce and to inform system change for the incoming and future workforce. We employ five guiding principles to assess the process and impact of our own work, as well as reforms and proposals put forth by others. Each of the principles provides a lens through which to assess current policies and practices as well as emerging initiatives (see Figure 1.5).

**Amplify educators' voices, inform decision making:** The vast majority of early educators are not currently represented by a professional organization or union on the job, and their voices are missing at tables where decisions are made about policies that directly impact their practice and well-being. As states advance reforms, consideration of whose voices are being heard and how to establish a process to include those who are absent in decision making is critical to building support for meaningful reform.

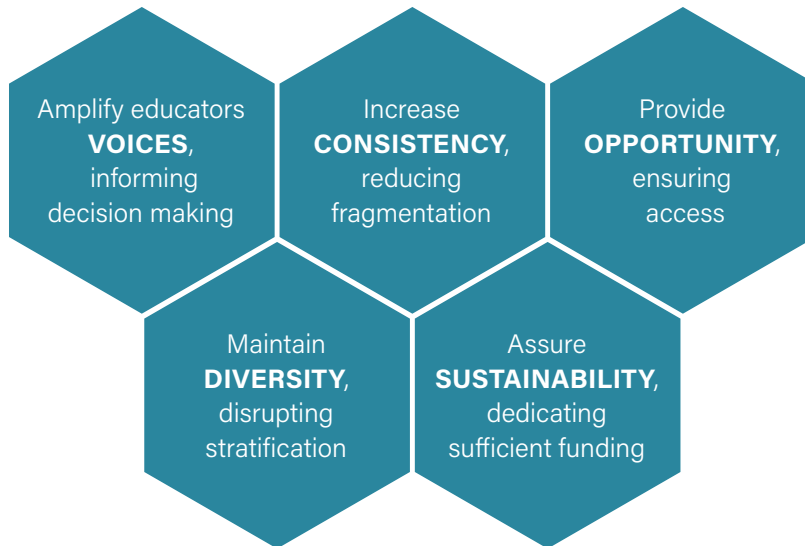
**Provide opportunity, ensure access:** Barriers reside *within* systems, not with the individuals who encounter them. When barriers to education are removed and resources provided, the current workforce has demonstrated success in meeting higher qualifications. As states raise expectations for educators, it is necessary to ensure that dedicated and sufficient resources are made available in order for all educators to have the opportunity to advance their skills and knowledge and pursue education.

**Maintain diversity, disrupt stratification:** Although the early educator workforce is racially and linguistically diverse, that diversity is not distributed equitably across positions within the field. Women of color occupy a disproportionate share of the lowest paying jobs in the field and are underrepresented in leadership roles. As states advance workforce reforms, development of intentional strategies and mechanisms to ameliorate racial and ethnic stratification will be critical to ensuring that diversity translates to equity going forward.

**Increase consistency, reduce fragmentation:** Greater consistency in program standards and funding is a cornerstone of a more equitable system, but current policies and proposed reforms often address only certain sectors of ECE. As states advance reforms, it is important to assess whether changes are inclusive of all early educators or, on the

FIGURE 1.5

## Core Principles to Improve Early Childhood Educator Jobs



contrary, may unintentionally increase fragmentation and inequities and/or create greater complexity for programs and other service providers.

**Assure sustainability, dedicate sufficient funding:** Addressing the deficiencies of the current system requires a new financing structure for ECE. As stakeholders seek to improve services for children of all ages, they must break the silence on the financial costs involved in this process and promote understanding among policymakers about the gap between current funding and the additional resources required. Small ad hoc increases to public funding are not a solution. Transformative vision, and the financial resources to implement that vision, are critical to building a system that delivers on the promise of early education for all children and families.

### Policy Recommendations

Transforming early childhood jobs requires transforming wider early childhood policies and infrastructure and embracing early care and education as a public good. A starting point is to ensure that our definition of quality includes appropriate compensation and supportive work environments. We must also be willing to talk about the level of public investment required to provide early educators with what they need in order to enable children to succeed, while simultaneously relieving the financial burdens shouldered by families.

For each of the five essential categories of early childhood policy included in the *Index*, we offer specific recommendations to inform state strategies, in line with our core principles.

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### **Qualifications & Educational Supports**

- ▶ Align qualification requirements with national recommendations, establish minimum requirements that reflect foundational knowledge for *all* early childhood teaching staff and program leaders, and require a bachelor's degree with ECE specialization for lead teachers and center directors, in line with what is required for teachers of older children.
- ▶ As new qualifications are enacted, simultaneously generate timelines to meet new requirements and resources to support acquisition of any education, training, and certification that may be required.
- ▶ Ensure that all members of the current workforce have opportunities and supports to acquire education and training. These supports should begin with entry-level foundational knowledge and align with a pathway based on degree and competency requirements to support attainment of associate and bachelor's degrees.
- ▶ Develop targeted opportunities and supports for members of minority racial and ethnic groups and individuals who speak English as a second language. This strategy will disrupt systemic barriers to educational attainment that extend beyond their status as early educators.

### **Work Environment Standards**

- ▶ Develop workplace standards, such as guidance on appropriate levels of paid planning time, which are necessary for educators to engage in professional practice to support children's development and learning and to alleviate conditions that cause educator stress.
  - ▶ Use existing models, such as the [International Labor Organization Policy Guidelines](#) and the Model Work Standards for [Centers](#) and [Homes](#).
  - ▶ Engage teachers and providers as influential voices in this process.
- ▶ Revise QRIS rating criteria and other state guidelines or requirements (licensing, competencies) accordingly.
- ▶ Identify how work environment issues (and eventually standards) can be implemented in training and higher education for both teachers and ECE leadership.
- ▶ Provide financial resources and other assistance to enable programs and providers to implement standards in a reasonable period of time and sustain compliance with these standards over time.
- ▶ Regularly collect data from early educators to assess how they experience work environment standards.
- ▶ Assess worker protections and possible remedies (e.g., California's whistleblowing law) available to ECE staff to ensure enforcement of work environment standards.

### **Compensation & Financial Relief Strategies**

- ▶ Articulate long- and short-term goals for increasing annual earnings of early educators as distinct from financial relief and educational support.
- ▶ Establish compensation standards for starting and ongoing wages, benefits, and non-contact time for professional responsibilities, including:
  - ▶ Pay scales for all teaching and auxiliary roles and education levels, using living wage/self-sufficiency standards as a minimum; and
  - ▶ For lead teachers with bachelor's degrees, regardless of setting, the compensation standard should be at least parity with K-3 teachers.
- ▶ Ensure adequate public funding is available to meet articulated compensation standards.

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- ▶ Frame advocacy messages to clarify that financial relief initiatives are an interim strategy, not a long-term solution to achieve appropriate wages and benefits.
  - ▶ Elevate compensation as an essential component of state workforce strategies and educate policymakers and the public at large about the importance of better pay in ensuring a skilled and stable early educator workforce.

### **Workforce Data**

- ▶ Develop and strengthen existing workforce data collection through the steps that follow.
  - ▶ Commit to and develop a plan to enact policies requiring participation in state workforce data systems by all members of the ECE workforce employed in licensed child care settings and in settings receiving public subsidies.
  - ▶ Identify potential federal (e.g., CCDF), state, and local funding sources and design advocacy strategies to secure funds for workforce data collection, management, and analysis. Prioritize workforce data system development and improvement in state CCDF plans.
  - ▶ Ensure that workforce data collection and analysis are part of early childhood governance structures and support the integration of workforce data systems with broader early childhood data, such as licensing databases, resource and referral databases, quality rating and improvement systems, early childhood health data, and K-12 data.
  - ▶ Encourage federal leaders to resolve long-standing problems in federally funded datasets and actively support implementation of the National Academies' recommendation for more cohesive workforce data collection.

### **Financial Resources**

- ▶ Estimate the cost of advancing preparation, workplace supports, and compensation of the workforce in line with other *Early Childhood Workforce Index* recommendations for reform.
- ▶ Determine the extent of the cost gap between existing resources and what is required to accomplish reforms.
- ▶ Articulate a phase-in plan to meet reforms, identify costs associated with each phase, and commit to securing dedicated, sustainable funds to realize reforms.
- ▶ Develop an educational campaign to assist policymakers and the public in understanding what building an equitable system will cost and the benefits of this investment.

The call for greater public investment in the educational infrastructure extends beyond early care and education. In 2018, our nation has witnessed many teachers of older children across the country leverage the power of their collective voice to reverse state budget decisions that have undermined their professional status, well-being, and ability to meet children's needs. This collective action, in concert with parental support, is garnering needed public recognition of their service and the importance of greater public financing. The case for changing how our nation invests in education and values its teachers is incontrovertible as a matter of justice to the entire teaching workforce, their own families, and the children of the families they serve.

States making headway demonstrate that the potential to make progress in ECE is within our grasp. It is our intention and hope that the appraisal offered in this and future



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editions of the *Index* will strengthen those efforts making headway, stimulate the incubation and testing of sustainable policies and revenue sources, and spur greater advocacy and action. To ensure that a generation from now we no longer echo a decades-long call to action will require the joining of a chorus of voices — leaders in the ECE field, economic justice advocates, K-12 colleagues, parents, and early educators themselves — to realize a system that is equitable, efficient, and effective for children, their families, and educators.

**TABLE 1.1 Overview of All Policy Assessments by State**

	ECE Policies					Family & Income Supports	
	Compensation	Workforce Data	Qualifications	Financial Resources	Work Environments	Income Supports	Health & Well-Being
Alabama	Stalled	Stalled	Edging Forward	Edging Forward	---	Stalled	Stalled
Alaska	Stalled	Making Headway	Edging Forward	Edging Forward	Edging Forward	Stalled	Stalled
Arizona	Stalled	Edging Forward	Edging Forward	Stalled	Stalled	Stalled	Edging Forward
Arkansas	Stalled	Making Headway	Stalled	Edging Forward	Stalled	Stalled	Stalled
California	Stalled	Stalled	Stalled	Stalled	---	Edging Forward	Making Headway
Colorado	Stalled	Making Headway	Edging Forward	Edging Forward	Edging Forward	Making Headway	Stalled
Connecticut	Stalled	Stalled	Edging Forward	Edging Forward	---	Stalled	Edging Forward
Delaware	Edging Forward	Edging Forward	Edging Forward	Stalled	Edging Forward	Stalled	Stalled
District of Columbia	Edging Forward	Making Headway	Edging Forward	Stalled	---	Edging Forward	Making headway
Florida	Stalled	Making Headway	Edging Forward	Stalled	---	Stalled	Stalled
Georgia	Edging Forward	Making Headway	Edging Forward	Edging Forward	Stalled	Stalled	Stalled
Hawaii	Stalled	Stalled	Edging Forward	Stalled	---	Stalled	Stalled
Idaho	Stalled	Making Headway	Edging Forward	Stalled	Stalled	Stalled	Stalled
Illinois	Stalled	Making Headway	Edging Forward	Stalled	Stalled	Stalled	Stalled
Indiana	Stalled	Making Headway	Edging Forward	Edging Forward	Stalled	Stalled	Stalled
Iowa	Stalled	Making Headway	Edging Forward	Stalled	Stalled	Edging Forward	Stalled
Kansas	Stalled	Making Headway	Edging Forward	Stalled	---	Stalled	Stalled
Kentucky	Stalled	Making Headway	Edging Forward	Edging Forward	Stalled	Stalled	Stalled
Louisiana	Stalled	Making Headway	Stalled	Stalled	---	Edging Forward	Stalled
Maine	Stalled	Stalled	Stalled	Edging Forward	Edging Forward	Making Headway	Stalled
Maryland	Stalled	Making Headway	Edging Forward	Stalled	Stalled	Stalled	Edging Forward
Massachusetts	Stalled	Making Headway	Stalled	Stalled	Making Headway	Stalled	Edging Forward
Michigan	Stalled	Stalled	Edging Forward	Stalled	Edging Forward	Edging Forward	Stalled
Minnesota	Stalled	Stalled	Edging Forward	Stalled	Stalled	Making Headway	Stalled
Mississippi	Stalled	Stalled	Stalled	Edging Forward	---	Stalled	Stalled
Missouri	Stalled	Stalled	Edging Forward	Stalled	---	Stalled	Stalled

**TABLE 1.1** Overview of All Policy Assessments by State *(continued)*

	ECE Policies					Family & Income Supports	
	Compensation	Workforce Data	Qualifications	Financial Resources	Work Environments	Income Supports	Health & Well-Being
Montana	Stalled	Stalled	Stalled	Stalled	Stalled	Stalled	Stalled
Nebraska	Edging Forward	Making Headway	Edging Forward	Stalled	Edging Forward	Edging Forward	Stalled
Nevada	Stalled	Making Headway	Edging Forward	Stalled	Stalled	Stalled	Stalled
New Hampshire	Stalled	Stalled	Stalled	Edging Forward	Stalled	Stalled	Stalled
New Jersey	Stalled	Stalled	Stalled	Edging Forward	Stalled	Edging Forward	Making Headway
New Mexico	Edging Forward	Stalled	Edging Forward	Stalled	Stalled	Edging Forward	Stalled
New York	Stalled	Stalled	Stalled	Stalled	Making Headway	Making Headway	Edging Forward
North Carolina	Edging Forward	Making Headway	Edging Forward	Edging Forward	Stalled	Stalled	Stalled
North Dakota	Stalled	Stalled	Stalled	Stalled	Stalled	Stalled	Stalled
Ohio	Stalled	Edging Forward	Edging Forward	Edging Forward	Edging Forward	Stalled	Stalled
Oklahoma	Stalled	Making Headway	Stalled	Edging Forward	Stalled	Stalled	Stalled
Oregon	Stalled	Making Headway	Stalled	Edging Forward	Stalled	Edging Forward	Edging Forward
Pennsylvania	Stalled	Making Headway	Edging Forward	Stalled	Edging Forward	Stalled	Stalled
Rhode Island	Stalled	Making Headway	Edging Forward	Edging Forward	Stalled	Stalled	Making Headway
South Carolina	Stalled	Edging Forward	Stalled	Stalled	Stalled	Stalled	Stalled
South Dakota	Stalled	Stalled	Stalled	Stalled	---	Stalled	Stalled
Tennessee	Stalled	Stalled	Edging Forward	Edging Forward	Stalled	Stalled	Stalled
Texas	Stalled	Making Headway	Edging Forward	Stalled	Stalled	Stalled	Stalled
Utah	Stalled	Stalled	Edging Forward	Stalled	---	Stalled	Stalled
Vermont	Edging Forward	Making Headway	Edging Forward	Edging Forward	Making Headway	Making Headway	Edging Forward
Virginia	Stalled	Making Headway	Stalled	Stalled	Stalled	Stalled	Stalled
Washington	Stalled	Making Headway	Edging Forward	Making Headway	Edging Forward	Stalled	Making Headway
West Virginia	Stalled	Edging Forward	Stalled	Edging Forward	---	Stalled	Stalled
Wisconsin	Stalled	Making Headway	Edging Forward	Stalled	Edging Forward	Stalled	Stalled
Wyoming	Stalled	Making Headway	Stalled	Edging Forward	---	Stalled	Stalled

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# Endnotes

## Executive Summary

- 1 National Academies of Sciences, Engineering, and Medicine (NASEM) (2018). *Transforming the Financing of Early Care and Education*. Washington, DC: The National Academies Press. Retrieved from <https://doi.org/10.17226/24984>.
- 2 Institute of Medicine (IOM) & National Research Council (NRC) (2015). *Transforming the Workforce for Children Birth Through Age 8: A Unifying Foundation*. Washington, DC: The National Academies Press. Retrieved from <https://www.nap.edu/catalog/19401/transforming-the-workforce-for-children-birth-through-age-8-a>.
- 3 Whitebook, M., Phillips, D., & Howes, C. (2014). *Worthy Work, STILL Unlivable Wages: The Early Childhood Workforce 25 Years after the National Child Care Staffing Study*. Berkeley, CA: Center for the Study of Child Care Employment, University of California, Berkeley. Retrieved from <http://cscce.berkeley.edu/files/2014/ReportFINAL.pdf>; Whitebook, M., McLean, C., & Austin, L.J.E. (2016). *Early Childhood Workforce Index – 2016*. Berkeley, CA: Center for the Study of Child Care Employment, University of California, Berkeley. Retrieved from <http://cscce.berkeley.edu/files/2016/Early-Childhood-Workforce-Index-2016.pdf>.
- 4 For the purposes of cross-state comparison, the District of Columbia may be referred to as a “state” in the *Index*, for a total of 51 “states.”
- 5 The NSECE estimates that 98 percent of center-based teaching staff are women; comparable data were not collected on the home-based workforce. The NSECE estimates that an additional 2.7 million unpaid home-based teachers and caregivers are regularly responsible for young children not their own for at least five hours each week. We have not included unlisted unpaid providers in this snapshot, focusing only on those who are paid to care for and educate young children, as explained above. We recognize, however, that unpaid individuals fulfill an important role in the lives of children and families and provide an essential service to our nation.
- 6 The 2016 *Index* reported 12 million children based on numbers from the U.S. Census Bureau Survey of Income and Program Participation. The estimate of 10 million comes from the National Survey of Early Care and Education and has been used in the 2018 *Index* to increase consistency with the rest of the analysis across data sources.
- 7 Whitebook, McLean, & Austin, 2016; McKelvey, L., Forsman, A., & Morrison-Ward, J. (2018). *Arkansas Workforce Study: Instructional Staff in Child Care & Early Childhood Education, 2017*. Little Rock, AR: University of Arkansas for Medical Sciences. Retrieved from [https://familymedicine.uams.edu/wp-content/uploads/sites/57/2018/04/Staff-Workforce-Study-Report\\_FINAL.pdf](https://familymedicine.uams.edu/wp-content/uploads/sites/57/2018/04/Staff-Workforce-Study-Report_FINAL.pdf); Schaack, D.D., & Le, V.N. (2017). *At the Heart of the Matter: The Compensation of Colorado’s Early Educator Workforce*. Denver, CO: Early Milestones Colorado. Retrieved from [http://earlymilestones.org/wpcontent/uploads/2017/09/Brief\\_3\\_CO\\_EC\\_Workforce\\_Survey.pdf](http://earlymilestones.org/wpcontent/uploads/2017/09/Brief_3_CO_EC_Workforce_Survey.pdf); Whitebook, M., King, E., Philipp, G., & Sakai, L. (2016). *Teachers’ Voices: Work Environment Conditions That Impact Teacher Practice and Program Quality*. Berkeley, CA: Center for the Study of Child Care Employment, University of California, Berkeley. Retrieved from <http://cscce.berkeley.edu/files/2016/2016-Alameda-SEQUAL-Report-FINAL-for-Dissemination-v2.pdf>.
- 8 Figures for 2015 were adjusted for inflation using the CPI Inflation Calculator from the Bureau of Labor Statistics. Median wages across all occupations increased by 1 percent over the same time period nationwide.
- 9 Organization of Economic Cooperation and Development (OECD) (2015). “Wage levels” (indicator). Retrieved from: [http://www.oecd-ilibrary.org/employment/wage-levels/indicator/english\\_0a1c27bc-en](http://www.oecd-ilibrary.org/employment/wage-levels/indicator/english_0a1c27bc-en).
- 10 Earnings for assistants employed in home-based settings are included in these overall child care numbers.
- 11 The Occupational Employment Statistics data does not include self-employed workers. This estimate was derived from the March 2012-2017 Current Population Survey Annual Social and Economic Supplement (CPS ASEC).
- 12 The Census Bureau distinguishes between two types of self-employed home child care providers: those who are unincorporated and those who are incorporated. The overwhelming majority (95 percent) of home-based providers are unincorporated, with average hourly earnings of \$10.01. Incorporated providers report higher earnings (\$16.94 per hour) but comprise only 5 percent of all self-employed home child care providers. These updated figures point to somewhat lower earnings for home-based providers than was reported in the 2016 *Index* (\$12.44 median hourly wage for all self-employed home providers). Further data on the earnings of home-based providers from additional sources would help to shed light on typical pay for these workers and how it fluctuates over time.
- 13 McKelvey, Forsman, & Morrison-Ward, 2018; Schaack & Le, 2017; Whitebook, King, Philipp, & Sakai, 2016.
- 14 UC Berkeley Labor Center calculations using the 2014-2016 American Community Survey, the March 2015-2017 Current Population Survey (CPS), and program administrative data.
- 15 CSCCE analysis of the National Survey of Early Care and Education (NSECE) Workforce Provider Survey. Differences in wages among early educators by age of child served, program funding and sponsorship, and demographic characteristics of educators were examined. Unless otherwise indicated, reported differences in wages are statistically significant at  $p < .05$ .



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