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**EARLY
CHILDHOOD
WORKFORCE
POLICIES**

 **HIGH-QUALITY EARLY CARE AND EDUCATION** depends on teachers who are skilled at nurturing children’s curiosity and learning, yet our system of preparing, supporting, and rewarding early educators in the United States poses multiple obstacles to teachers’ efforts to foster children’s optimal development and learning, as well as risks to their own well-being. Many of these conditions have endured for decades, despite a much-altered landscape in which developmental scientists, economists, and business and labor leaders have widely recognized the importance of early care and education in shaping children’s development, promoting the health of families, and building a strong economy.

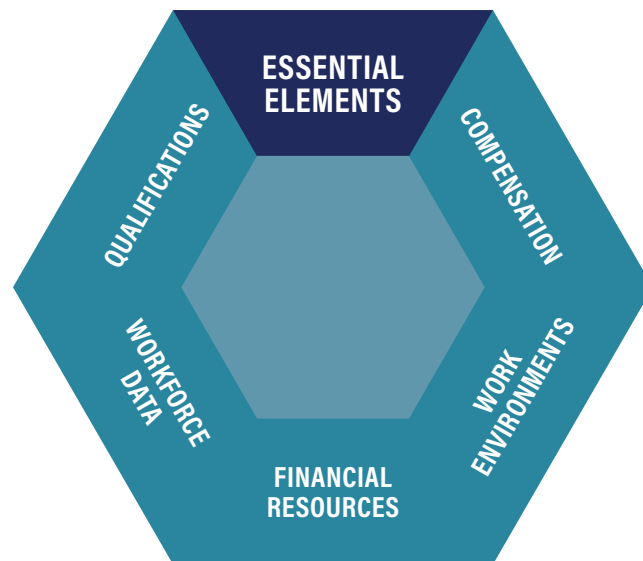
The case for changing the status quo is incontrovertible, and across the states, conversations are underway on how to recruit educators and strengthen initial teacher preparation, how to retain new and veteran educators and provide them with ongoing learning experiences, and how to organize work environments to ensure that all teachers can best address the needs of a diverse child population whose early learning experiences may take place in a school, child care center, or home.⁸² In many communities, these conversations are translating into advocacy efforts to change policy, given the persistent opportunity gap between children living in poverty and their more-advantaged peers and the poor academic performance of U.S. students on international achievement tests.

A mix of market forces and government policies currently influences early childhood services, but federal and state governments together determine the level of public resources available for services and how they are delivered to providers (see [Financial Resources, p. 120](#)). In particular, states play an active role in shaping the conditions of early childhood employment and determining who is qualified to work with young children in various settings. Exceptions are Early Head Start, Head Start, and Department of Defense child care programs whose rules are established by the federal government.

To a large extent, state policy decisions drive the current uneven levels of qualifications for educators across settings and program types and for children of different ages. State reimbursement policies contribute to the status quo of inadequate compensation for early educators, as well as the absence of policies related to professional workplace benefits and paid time for planning and professional development, supports common to teachers of older children.

FIGURE 4.1

Making Headway: 5 Essential Elements of Early Childhood Workforce Policy



However, government policies can also play a powerful role in *reshaping* early childhood jobs, including qualifications, earnings, and work environments for the current and future ECE workforce. States can enact policies that will lead to more effective and efficient services, a system that provides higher quality services and more equitable treatment of educators and, consequently, more equitable services for children and families. In some states, policymakers, advocates, and business and philanthropic leaders are actively engaged in seeking solutions to the long-standing and pervasive problems working against the consolidation of a highly skilled and stable early educator workforce.

Designed to provide states with a baseline appraisal of ECE workforce policies that could help spur progress, the *Early Childhood Workforce Index* identifies the current status of state-level early childhood workforce policies in five categories:

1. Qualifications and educational supports;
2. Work environments;
3. Compensation and financial relief strategies;
4. Workforce data; and
5. Financial resources.

Qualifications & Educational Supports: Establishing policies and pathways that provide access to teachers who are equally well prepared and to program leaders who can effectively support teachers is critical for all children, regardless of where they receive early learning services. With respect to preparation, we appraise whether state expectations for early educators — as codified in state qualification requirements in publicly

“States can enact policies that lead to a system that provides higher quality and more equitable treatment of educators and, consequently, more equitable services for children and families.”

funded pre-K and child care licensing — are consistent across settings and services for children of all ages and in line with research recommendations based on the science of child development. We also assess state efforts to offer financial supports for those currently employed in early childhood jobs to further their education and training.

As in 2016, state minimum qualification requirements, particularly as codified in child care licensing regulations, remain low and out of step with research recommendations. Nonetheless, substantial proportions of the ECE workforce *have* attained associate or bachelor’s degrees, in part due to the scholarship initiatives that exist in most states.

Work Environments: Educators’ ability to apply their knowledge and skills and to continue to hone their practice requires a work environment that supports their ongoing learning, prioritizes time without child responsibilities for professional activities (such as planning, preparation, and reflection with colleagues), and offers dependable benefits that ensure their well-being. Our second category appraises how quality improvement initiatives, represented by the [Quality Rating and Improvement Systems](#)⁸³ now operating in most states, provide direction for early childhood programs in this regard — specifically, whether quality elements, such as paid planning time, are included in QRIS.

There has been some progress in attention to basic work environment elements in QRIS since 2016. Nevertheless, it is still the case that work environments are less commonly addressed in QRIS than other elements, and at both the state and national levels, the United States lags behind international calls to articulate standards for early educator work environments.

Compensation & Financial Relief: Achieving substantial and sustained improvements in the quality of services — the desired outcome of many policies enacted across the states — depends on upgrading the reward and status associated with early childhood employment. This undertaking will require investments and policies aimed at reducing inequities in pay for those with equivalent education, increasing the premium for educational attainment, and ensuring the well-being of early educators through sustainable wages commensurate with the value of their work. In our third category, we examine whether states are tackling poor compensation in the field or, at a minimum, offering financial relief as an interim measure.

Since the release of the 2016 *Index*, the conversation about better compensation for early educators has gained momentum, but to date, there remains little action. The majority of state efforts have been aimed at providing financial relief — wage supplements (stipends, tax credits, or bonuses) to augment low wages — but not predictable changes to ongoing annual earnings for doing the job. And yet making early education an attractive job now and in the future requires real improvement in wages and access to

“Making early education an attractive job now and in the future requires real improvement in wages and access to workplace benefits.”

workplace benefits. Financial relief is just that: immediate relief for early educators currently struggling on low pay. It is not a long-term solution for raising the pay and status of early educators or improving the attractiveness of ECE jobs.

Workforce Data: The absence of good data allows anecdote — and sometimes bias — to drive policy decisions. The states’ ability to design and target professional development opportunities and to assess the impact of policies depends on up-to-date, comprehensive information about the workforce. Furthermore, without tracking who is staying in and who is leaving early childhood employment, states are unable to assess whether they are making progress in strengthening the aggregate knowledge, skills, and compensation of the early childhood workforce.

Since 2016, states have been making progress in this regard. More states have now implemented a workforce registry and/or conducted a recent workforce study. Basic elements of good workforce data collection (such as collecting data on the compensation of the workforce) have also been improving. Yet our assessment remains the tip of the iceberg in terms of what is needed to address the existing workforce data deficit. Furthermore, many states are collecting workforce data largely without coordination or guidance at the national level or across states, making it difficult to compare data from one state to another.

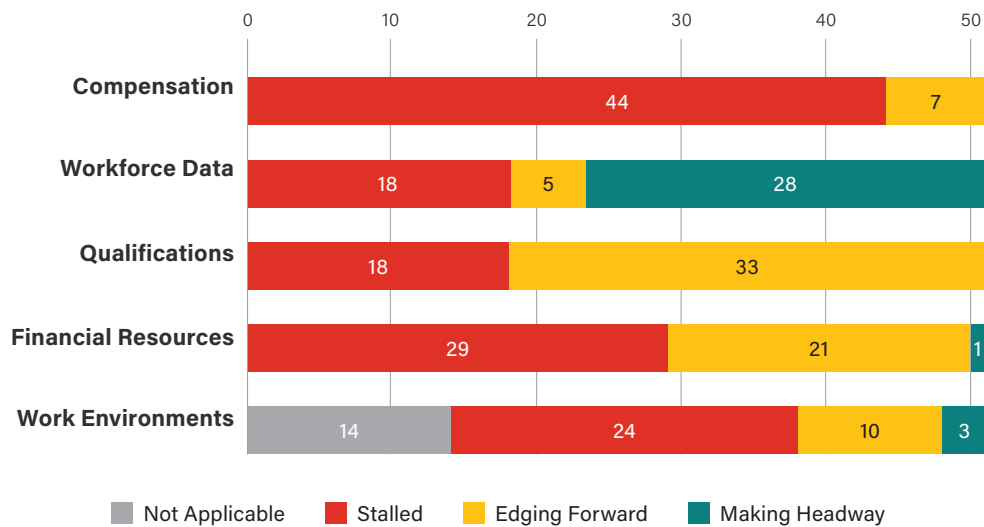
Financial Resources: We examine investment of state dollars (in addition to federal allocations) spent on ECE as our final category, in recognition of the fact that upgrading early childhood jobs — and the equally pressing need to expand access to high-quality services and relieve financial pressures on families — necessitates mobilizing additional and more sustainable public funding.

Although devoting additional funding to the current system of ECE is an important intermediary step, realizing the goal of high-quality, accessible early care and education requires a more transformative vision. The National Academies’ 2018 report, *Transforming the Financing of Early Care and Education*, provides a national example, but state leaders also need to know how much it costs to deliver high-quality ECE in their own state contexts in order to identify the appropriate level of state and federal resources needed to achieve that vision.⁸⁴ Increasingly, stakeholders in the states are recognizing the need for new financing solutions and have begun initial steps toward identifying the costs associated with a transformed ECE system in their states. Purposeful efforts to fully understand the size of the funding gap between the current system and a long-term vision remain elusive, however. Future editions of the *Index* may be able to assess these efforts as they advance through states in the coming years.

Throughout this chapter, we focus on whether states have policies in place as a starting point, but we are unable to assess implementation or how well these policies are working in practice. In addition, some potential indicators in each category were not possible

FIGURE 4.2

Number of States Stalled, Edging Forward, & Making Headway: 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](#).

to include in this edition due to lack of quality data or reporting. Therefore, the indicators selected are not comprehensive, but are intended to represent first steps toward better policy and practice. For this reason, we spotlight states that are making progress or that demonstrate additional aspects of good practice. Future iterations of the *Index* may raise the bar for assessment as states continually move forward.

Notwithstanding the many significant efforts underway, the appraisal of state ECE workforce policies presented in this section of the *Index* reveal a troubling state of affairs, particularly when considered in light of the status of earnings and economic security for early educators presented in [Earnings and Economic Security, p. 29](#). As in 2016, across categories related to qualifications, work environments, compensation, and financial resources, the majority of states were appraised as stalled or edging forward (see Figure 4.2). Workforce data remains the strongest area of progress, though there is still much room for improvement.

Qualifications & Educational Supports

Qualifications

 **THE PROVISION OF FREE SCHOOLING** for all children in grades K-12 throughout the nation has long been recognized as a public good that generates many economic and social benefits. To achieve these benefits, a wide consensus has developed across states and types of school settings (public, charter, private) that these teachers should obtain at least a bachelor's degree plus a grade- or subject-specific certification.⁸⁵ Yet, in the case of those working with children from infancy through preschool, a gap exists between the research evidence on the central role that these early educators play in facilitating learning and development and the codified expectations of early educators' knowledge and abilities, particularly with regard to those serving a highly diverse population of young children.⁸⁶ While a few systems treat preschool teachers as part of the teaching workforce, the persistently low qualifications that have been set for most educators working with children birth to age five perpetuates the false notion that teaching in early education is low-skilled work.

Though nearly all states have established a set of core knowledge and competencies identifying what early educators — from novice to expert — should know and be able to do,⁸⁷ the development of these competencies has not translated into minimum education requirements applied to early educators working with children prior to kindergarten, regardless of setting or age of child. It is rare for early educators to be individually certified like their K-12 counterparts, except in public pre-K programs where certification is more likely to be required. This remains the case, even as the federal Head Start and many state- and local-level public pre-K programs have led the effort to establish bachelor's degree requirements.

The 50 states and the District of Columbia each set their own qualification standards for early educators from entry through administrator level, and those requirements vary widely not only across states, but within states according to setting and source of funding. States typically require one set of qualifications for teaching staff and site administrators in center-based child care, another for those in regulated home-based programs, and yet another for public preschool. Other qualifications set by the federal government for military child care, Early Head Start, and Head Start programs add further complexity to the array of requirements in a given community.

These uneven qualifications across systems fail to reflect what we now know about early learning and development. Based on a comprehensive review of the science of child development and learning and decades of evidence, the Institute of Medicine (IOM) and National Research Council (NRC) report *Transforming the Workforce for Children Birth Through Age 8: A Unifying Foundation* urges governmental and nongovernmental organizations at local, state, and federal levels to ensure that educator requirements are based on “foundational knowledge and competencies necessary across professional roles.”⁸⁸ The report asserts that lead educators working with infants and toddlers, preschoolers, and those in early elementary grades require equivalent levels of knowledge with specialized competencies and should be on “equal footing in their preparation for practice.” The report addresses the need to strengthen competency-based qualifications for all early educators, including foundational knowledge beginning at entry-level positions and

Qualifications for School Leaders

The need for preparation and specialized competencies is not limited to teaching roles, and many states and field experts have articulated competencies for leaders who have responsibility for early care and education programs. While such competencies are applicable for those working in programs based in child care centers, homes and schools, they are often assumed to apply only to center- and home-based program leaders. Yet in reality, more than one-half of elementary school principals work in schools serving pre-K children, and this number is likely to increase as support for public pre-K increases. These principals are responsible for fostering a school culture that values early education and for understanding what high-quality teaching looks like, although across the country principal certification programs do not typically provide instruction or require field experiences focused on children prior to kindergarten. Though not an area of assessment included in the 2018 *Index*, we know that a small number of states currently require ECE content and clinical experience in their principal licensure process; however, the extent to which these experiences are preparing principals to effectively lead schools that include ECE programs is unclear.⁸⁹

A study conducted in New Jersey, *Early Childhood Preparation for School Leaders: Lessons from New Jersey Principal Certification Programs*, provides an illustration of the lack of attention and content related to child development and early childhood education in preparation programs for future principals. This study revealed that slightly more than one-half of principal preparation programs in the state required principal candidates to learn about the New Jersey Core Knowledge and Competencies for Early Childhood Professionals. Perhaps signaling a recognition that more must be done in this area, more than one-third of preparation program leaders felt that additional faculty knowledge about these core competencies would strengthen their program.

Adapted from *Early Childhood Preparation for School Leaders: Lessons from New Jersey Principal Certification Programs (2017)*.⁹⁰

transitioning to a minimum requirement of a bachelor's degree, with specialized knowledge and competencies for all lead teachers working with children from birth to age eight. The report further recommends implementing specific competencies for site administrators and school principals responsible for providing instructional and administrative leadership.

Although qualification *requirements* remain low, many teachers working in school- and center-based early care and education programs have earned bachelor's degrees, and most of these educators have completed some *early childhood development-related*

“Establishing policies and pathways that provide access to teachers who are equally well prepared and to program leaders who can effectively support teachers is critical for all children, regardless of where they receive early learning services.”

college coursework. Similarly, more than one-third of early educators in home-based settings have earned at least an associate degree. But due to the lack of uniformity in minimum educational requirements and funding across programs and settings, in any state, the qualifications children can expect their teachers to meet are dependent on the type of programs that are available and affordable given their family's circumstances, rather than their developmental and educational needs.

In contrast to many other developed countries,⁹¹ U.S. society has yet to fully recognize ECE as an educational endeavor or to embrace it as a public good, as with K-12 education, and thus, our nation falls short on expectations and supports for early educators. For example, the International Labor Organization (ILO), which represents nearly 200 countries, has issued guidelines for ECE personnel that reflect foundational knowledge through advanced degrees with specialized training for teaching staff and program administrators.⁹² The above-mentioned recommendations put forth by the IOM/NRC to strengthen qualifications and other workforce supports represents a significant advance for the United States and are more in step with the global community on efforts to improve the status of early educators.

Establishing policies and pathways that provide access to teachers who are equally well prepared and to program leaders who can effectively support teachers is critical for all children, regardless of where they receive early learning services. There is some evidence that states are attempting to address more uniform and increased qualifications in state workforce plans or recommendations as well as in statutes.⁹³ However, recent proposals to increase qualifications with new regulatory requirements — as in the case of the District of Columbia (an associate degree for lead teaching staff and a bachelor's degree for administrators in licensed child care programs as well as a Child Development Associate credential for home-based providers) and Oregon (a bachelor's degree for public preschool teachers) — have been met with resistance from early educators, program providers, and parents.⁹⁴ Resistance is understandable and unsurprising in the absence of well-articulated phase-in plans that acknowledge experience and provide continued employment opportunities for the current workforce, improve compensation (see [Compensation, p. 93](#)), provide financial and structural supports for the incumbent and incoming workforce to access and successfully engage in education and training, and relieve the cost burden for services for parents. As efforts to advance a skilled and stable workforce are undertaken, it is imperative to recognize that policies related to qualifications do not exist in isolation of other policies and circumstances in the field. The solution, however, is not to maintain the status quo, but rather to provide resources and structures that facilitate success for the workforce and, ultimately, the children for whom they are responsible.

From Aspiration to Educational Attainment

In a longitudinal study of early educators in California who participated in bachelor's degree cohort completion programs, 40 percent of the study participants had made previous attempts to complete a four-year degree. With financial, academic, and access supports, early educators were successful: 81 percent of the cohort participants graduated, a rate more than double that of the typical transfer student from a two- or four-year institution. In addition, 76 percent were women of color, 31 percent identified their primary language spoken at home as being other than English, and most reported being among the first generation in their families to earn a college degree.⁹⁸ Importantly, both the students in the cohort programs and the six institutions of higher education that hosted the degree completion programs received financial and other supports. The funders — a combination of local government agencies and private philanthropic foundations — recognized the importance of addressing the financial and structural aspects of higher education programs and designed or organized their support accordingly. However, despite the success of the original cohort models, as with many pilot programs to support the workforce, these models were not supported with ongoing funds nor did the state build on their success and bring them to scale. Among the institutions that offered the cohort programs included in the study, San Francisco State's EdVance program has demonstrated the most success in identifying resources to implement a well-supported pathway — with multiple entry points — to a bachelor's degree.⁹⁹

A handful of states across the country have begun to allow community colleges to confer bachelor's degrees in early childhood education. Florida is leading the way, with 12 state colleges offering a bachelor's degree option.¹⁰⁰ This model can help to alleviate challenges with articulation (e.g., courses or credits not transferring from an associate degree program), access to courses during non-traditional hours, and the financial burden of attaining a four-year degree, as community colleges typically are a more cost-effective choice for students than traditional four-year institutions.

Other innovative education and training models, like apprenticeship programs linked to college education, also warrant close examination to understand who they serve and the elements that support success. The lessons learned from the cohorts and other models need not be restricted to bachelor's degree programs or to the original institutions in which they were implemented. The same principles for student success should be applied broadly along the educational pathway to support the acquisition of foundational knowledge to more advanced degrees, competencies, and specializations.

Educational Supports

Despite the disparate and low qualification requirements, many early educators *have* pursued education and training, often because there has been support available from public and philanthropic resources that have provided scholarships and other targeted services to facilitate educational advancement. As noted above, a substantial portion of the current workforce has completed college degrees. More than one-half of center-based teaching staff and nearly one-third of home-based, listed providers hold an associate degree or higher. However, a lack of comprehensive data on the workforce across states (see [Workforce Data, p. 108](#)) makes it difficult to assess the focus of those degrees, how far early educators without degrees may be from degree completion, and the educational background of those working in roles outside of teaching, such as administrators and other support staff.

Many states also lack comprehensive state-level data that allows for an assessment of inequities that exist among the workforce with regard to access to education and educational supports. However, as demonstrated in the [About the Workforce section of this report \(p. 17\)](#), there is ample evidence that early educators of color have completed education at disproportionately lower rates than their white counterparts. Research has borne out that there are persistent barriers to accessing higher education among minority groups, particularly African Americans and Hispanics.⁹⁵ The ECE system in the United States has not been immune to the structural inequalities based on gender, class, linguistic and cultural diversity, immigration status, and race that are woven throughout U.S. institutions and culture. This reality raises legitimate concerns about how higher teacher qualifications could threaten the diversity of the early childhood workforce. It is also the reality that, notwithstanding the need to raise wages for all early educators and to upend wage gaps driven by gender and race, there is evidence of an increase in compensation when early educators hold a bachelor's degree. Thus, lack of access to education and to supports to successfully complete a degree has substantial financial implications for teachers and their own families. The solutions to maintaining, and even increasing, the diversity of the ECE workforce can be found in strategies to disrupt, rather than maintain, the status quo and its resulting stratification.

Barriers to educational attainment reside *within* systems, not with the individuals who encounter them. Research has documented that early educators — including those who had previously attempted to complete education, those from minority groups and/or those for whom English is not their first language— can successfully participate in education and training and earn a college degree, and they do so at rates higher than the average college transfer student, with particular supports in place.⁹⁶ Five categories of support have shown particular promise in contributing to success among working adult students: (1) learning communities, such as cohort programs; (2) access-based support, such as classes or services at non-traditional hours or in more accessible locations; (3) skill-based support, such as tutoring, English-language assistance, and computer training; (4) academic advising and counseling; and (5) financial support, such as scholarships for tuition and books.⁹⁷

Financial resources, targeted supports, and innovative strategies for engaging practitioners in education and training are required in order to support participation in educational opportunities. Absent these supports, the persistently low wages experienced by most

Financial Assistance Necessary to Avoid Early Educator Student Loan Debt

In a 2018 CSCCE study of 78 center-based programs participating in the New York Quality Rating and Improvement System, 42 percent of the 356 participating teaching staff surveyed reported carrying student loan debt, with 52 percent reporting debt of \$25,000 or more. Among the 69 directors asked about student debt, 32 percent reported carrying debt, with nearly two-thirds (64 percent) reporting debt of \$50,000 or more. The majority of those with debt among teaching staff and directors had a bachelor's or higher degree (74 percent of teaching staff and 95 percent of administrators).¹⁰²

early educators, coupled with the structural inequities woven throughout the ECE system and wider society, present an unreasonable expectation for the ECE workforce to engage in education and training to meet higher qualification requirements. In recognition of this necessity, the consensus report, *Transforming the Financing of Early Care and Education*, included among their recommendations: "the incumbent ECE workforce should bear no cost for increasing practitioners' knowledge base, competencies, and qualifications, and the entering workforce should be assisted to limit costs to a reasonable proportion of postgraduate earnings, with a goal of maintaining and further promoting diversity in the pipeline of ECE professionals."¹⁰¹

Stakeholders have long recognized the need for such supports. In an effort to narrow the gap between the regulatory requirements and the knowledge and competencies that early educators should optimally acquire, considerable public and private resources have been spent on initiatives to raise educational levels across settings. Today, nearly all states offer scholarships to pursue education or training. While scholarships have yet to be made permanent features of the early childhood infrastructure — and thus are vulnerable to changes in state budgets and priorities, which affect the number of people they can serve, the levels of support they can provide, and their potential enduring impact — they remain a critical support across states. Scholarships may reduce the financial burden associated with continued education, such as tuition, books, the need to assume student debt, or taking unpaid time off work in order to pursue professional development. They may also potentially contribute to teachers' long-term earning power by increasing their education, though this earning potential remains comparatively low (see [Earnings and Economic Security, p. 29](#)).

It should be noted, however, that because of unpredictable funding, scholarships as currently implemented are often limited to those working in certain types of programs, serving particular groups of children, earning below a certain wage, or participating in particular initiatives, and therefore, they do not provide opportunities for *all* early educators. Furthermore, while many states can report who are receiving scholarships, in most states

TABLE 4.1

Qualifications & Educational Supports Indicators & Assessment

Qualifications & Educational Supports	Values & Partial Points		Maximum Points Per Indicator
Minimum qualification levels (pre-K)	Lead Teacher – BA: Yes/No	1	2
	Assistant Teacher – CDA/Equivalent or higher: Yes/No	1	
Minimum qualification levels (licensed centers)	Center Director – BA: Yes/No	1	3
	Lead Teacher – BA: Yes/No	1	
	Assistant Teacher – CDA/Equivalent or higher: Yes/No	1	
Minimum qualification levels (licensed home-based)	Lead Teacher – BA: Yes/No	1	2
	Assistant Teacher – CDA/Equivalent or higher: Yes/No	1	
Scholarships to support education pathways	BA	1	3
	AA	1	
	CDA or equivalent	1	
Collects data on scholarship recipients	Yes/No		2
Total			12
0-4 points per category			Stalled
5-8 points per category			Edging Forward
9-12 points per category			Making Headway

Note: For more information on these indicators and their data sources, see [Appendix 1: Data Sources](#).

it is not possible to assess the reach of these scholarships, as states are generally unable to provide an estimate of the proportion of the total workforce that participates in these programs and any differences among those who have and have not accessed scholarships (see [Workforce Data, p.108](#)).

Nonetheless, implementing a scholarship initiative demonstrates an understanding of the need to remove financial burdens for educational attainment among the workforce and a commitment to supporting advancement. Thus, in this edition of the *Index*, we have added two new indicators to assess how states support advancement along educational pathways and whether states track data on scholarship recipients.

Rationale for Indicators

To recognize both the goal of setting appropriate educational qualifications for early educators and program leaders and providing financial resources to educational attainment, we have developed a series of indicators that include educational levels and scholarships to participate in training and education (see Table 4.1). In our assessment of states for this edition of the *Index*, we have modified our qualification indicators and included program administrators in order to more closely align with the educational benchmarks recommended for staff working across settings in the *Transforming the Workforce* report and the expectations for staff that informed the *Transforming the Financing* illustrative example.

For the 2018 *Index*, we examined whether states, across center-based, regulated home-based, and public pre-K settings, have established educational requirements at a minimum of a Child Development Associate (CDA) credential¹⁰³ or equivalent¹⁰⁴ for assistant teachers and a bachelor's degree for lead teachers. We also assessed whether states have established a minimum educational requirement of a bachelor's degree for licensed center-based directors.¹⁰⁵ At this time, we did not assess whether states have an additional certification — such as a credential or endorsement, in addition to a degree — because ECE does not have a uniform educational baseline like K-12, in which it is understood that additional certification is completed in addition to a college degree.

We have also added two new indicators to assess how states support advancement along educational pathways and whether states collect data on scholarship recipients. Though the reach of scholarship programs are typically limited, implementing a scholarship initiative demonstrates an understanding of the need to remove financial burdens for educational attainment among the workforce and a commitment to supporting advancement.

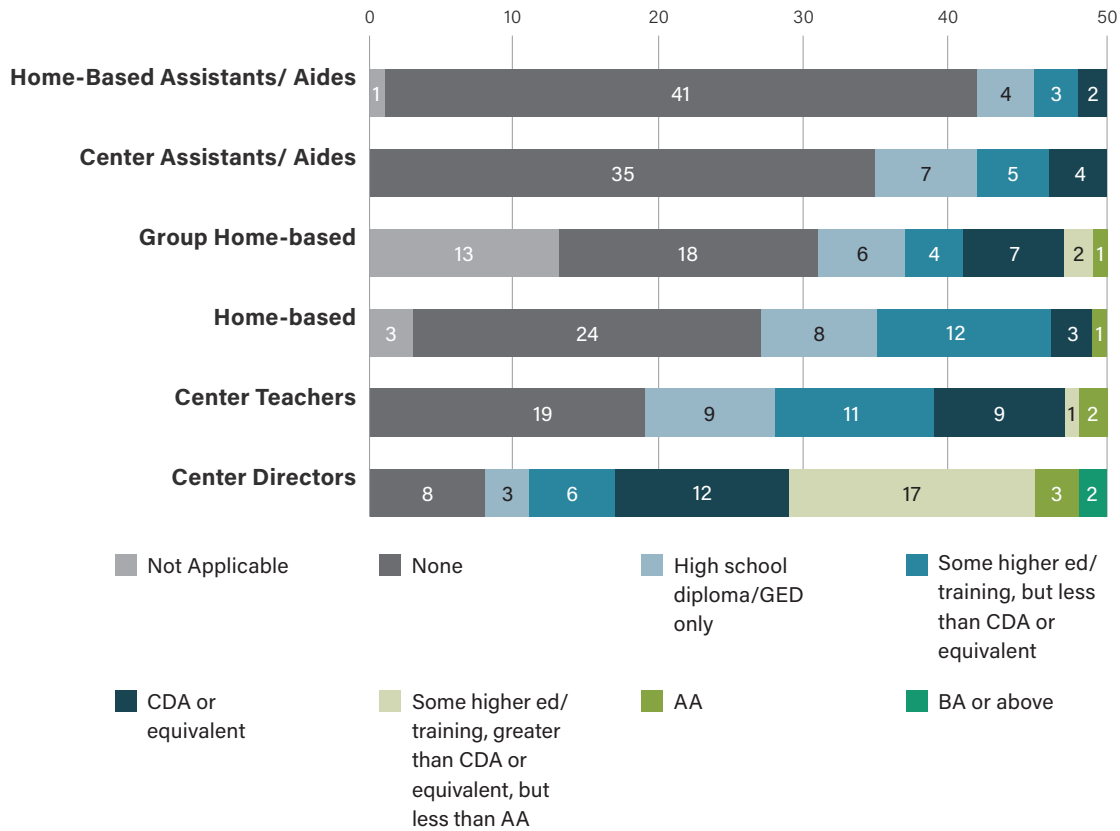
Assessing the States: Qualifications & Educational Supports

Indicator 1: Does the state require a minimum of a bachelor's degree for lead teachers and a minimum of a CDA or equivalent for assistant teachers in public pre-K programs?

Public pre-K programs are offered in 43 states plus the District of Columbia, and 11 states offer two or more programs, although few of these programs serve more than 50 percent of three- and four-year-olds in their states.¹⁰⁶ In the majority of states, these pre-K programs operate in both public-school and community-based settings. Of states with public pre-K programs, 23 require a minimum of a bachelor's degree for lead pre-K teachers across all settings and across all programs (for states with more than one state-funded pre-K program).¹⁰⁷ This is the same number of states as reported in the 2016 *Index*. An additional 14 states require a bachelor's for pre-K teachers, but only for certain types of programs or settings, such as public schools.¹⁰⁸ For assistant teachers, 15 states require a minimum of a Child Development Associate credential or equivalent across all settings and across all programs.¹⁰⁹

FIGURE 4.3

Minimum Qualification Requirements in State Licensing by ECE Role



Indicator 2: Does the state set minimum qualification levels for center-based settings OUTSIDE PRE-K at a bachelor’s degree for center directors and teachers and a CDA or equivalent for assistant teachers?

Only the District of Columbia and New Jersey require center directors to have bachelor’s degrees, and no states require lead teachers to have bachelor’s degrees in center-based programs (outside of public pre-K programs).¹¹⁰ Three states (Hawaii, Minnesota, and Vermont) and the District of Columbia require assistant teachers in such center-based programs to have a CDA or equivalent.

Many states (34) currently require at least a CDA or equivalent, or higher, for center directors, but it is less common to require even such foundational knowledge or training for center-based teachers (12 states) or for center-based assistant teachers (four states, as noted in our indicator assessment). Six states — Idaho, Kentucky, Montana, Oregon, South Dakota, and West Virginia — do not have a minimum education requirement for any early educators working in center-based programs, though they may require certain levels of experience.

CAN YOU ANSWER THESE QUESTIONS ABOUT EARLY EDUCATOR QUALIFICATIONS IN YOUR STATE?

Information can drive policy change, but we lack comprehensive data about the ECE workforce nationally and in most states (see [Workforce Data](#), p. 108). Can you answer these basic questions about early educator qualifications in your state?

- ▶ What percentage of early educators already hold an associate's degree, a bachelor's degree, or higher?
- ▶ What percentage of early educators lack foundational training, such as a CDA?
- ▶ How do the answers to these questions vary by job role? By geographical region? By program auspices? By demographic characteristics?
- ▶ What percentage of the workforce has participated in scholarship initiatives? How do scholarship recipients differ from those who have not received a scholarship?

Indicator 3: Does the state require a minimum of a bachelor's degree for licensed home-based providers and a minimum of a CDA or equivalent for assistant teachers in home-based programs?

Not a single state requires a bachelor's degree for home-based providers, and only the District of Columbia and Hawaii require a CDA or equivalent for assistant teachers in home-based programs.

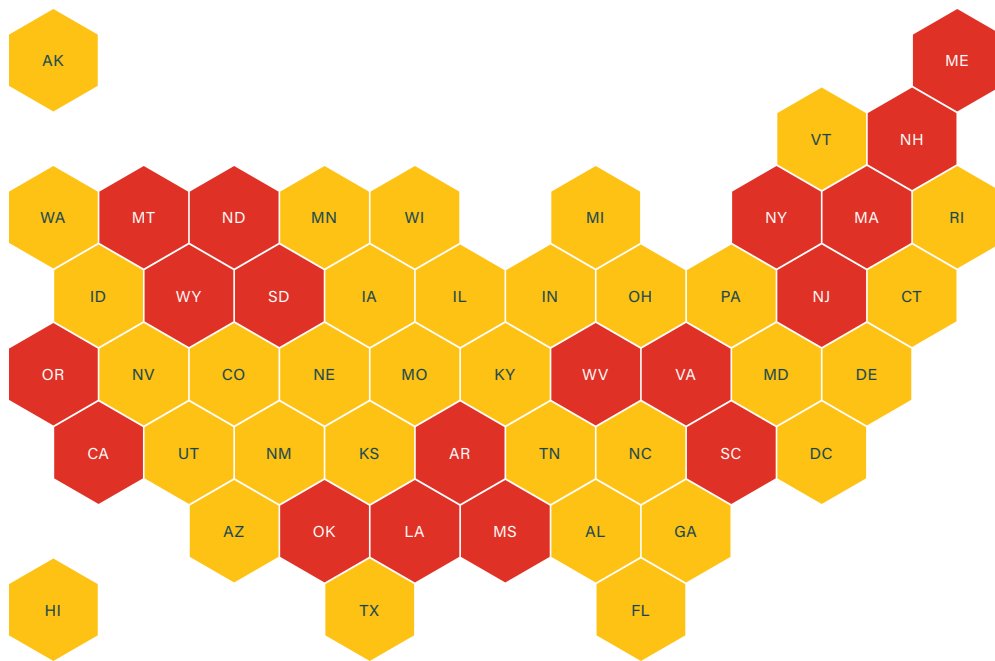
There are very few states that require *any* minimum education for home-based providers and assistant teachers. Twenty-four states do not require any formal education or training for lead providers in small home-based settings (usually one provider), and 19 do not require any formal education or training for providers in larger home-based settings (two or more providers).¹¹¹ The majority of states (41) have no minimum education requirements for assistant teachers in home-based settings.

Indicator 4: Does the state have a scholarship to support educational attainment pathways from a CDA or equivalent to associate and bachelor's degrees?

Financial supports are crucial to supporting early educators meet any increased educational requirements. Currently, 42 states have a scholarship to support these specific educational pathways for early childhood educators (from a CDA or equivalent to associate and bachelor's degrees); another four states have other types of scholarships. Thirty-seven states have scholarships that support the attainment of a CDA credential or equivalent specifically; 41 states have scholarships that support the attainment of an

FIGURE 4.4

State Map of Qualifications & Educational Supports Assessment



STALLED: The state has made limited or no progress.

EDGING FORWARD: The state has made partial progress.

MAKING HEADWAY: The state is taking action and advancing promising policies.

associate degree, and 41 states have scholarships for bachelor's degrees. Thirty-three states have scholarships for all three levels of educational attainment.

Indicator 5: Does a state collect data on scholarship recipients?

To ensure equity in access to their scholarship programs, states should collect data on scholarship recipients, their outcomes, and their trajectory in the early childhood field. By collecting this information, states can assess which communities do not have access to scholarships and whether this situation is changing over time and adapt their outreach and engagement strategy accordingly. Currently, 33 states collect at least some data on their scholarship recipients, but what is collected varies widely. Collecting data on scholarship recipients is important for articulating the level of funds needed to adequately support the ECE workforce, similar to the need for better data on the workforce more generally (see [Workforce Data, p. 108](#)).

State Assessment

We found 18 states to be **stalled**, having met very few or none of these indicators; 33 states **edging forward**, having met some of the indicators; and no states **making headway**. Changes to indicators between the 2016 and 2018 *Index* mean that it is not possible to compare overall assessment between the two years. See Table 4.2 for a state-by-state overview of each indicator and the overall assessment.

Policy Recommendations: 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.

TABLE 4.2 Qualifications Indicators & Assessment by State

State	Pre-K		Center-Based			Home-Based		Scholarships to Support Educational Pathways	Collects Data on Scholarship Recipients	Assessment
	Lead - BA	Assistant - CDA	Director - BA	Lead - BA	Assistant - CDA	Lead - BA	Assistant - CDA			
Alabama	Yes	Yes	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Alaska	Yes	Yes	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Arizona	No	No	No	No	No	No	No	CDA, AA	Yes	Edging Forward
Arkansas	No	Yes	No	No	No	No	No	Not Applicable	Not Applicable	Stalled
California	No	No	No	No	No	No	No	CDA, AA, BA	Not Available	Stalled
Colorado	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Connecticut	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Delaware	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
District of Columbia	No	No	Yes	No	Yes	No	Yes	CDA, AA, BA	Yes	Edging Forward
Florida	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Georgia	Yes	Yes	No	No	No	No	No	CDA, AA, BA	Not Available	Edging Forward
Hawaii	Yes	Yes	No	No	Yes	No	Yes	CDA, AA, BA	Not Available	Edging Forward
Idaho	Not Applicable		No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Illinois	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Indiana	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Iowa	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Kansas	Yes	No	No	No	No	No	No	AA, BA	Yes	Edging Forward
Kentucky	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Louisiana	Yes	No	No	No	No	No	No	CDA, AA, BA	Not Available	Stalled
Maine	Yes	Yes	No	No	No	No	No	Not Applicable	Not Applicable	Stalled
Maryland	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Massachusetts	No	No	No	No	No	No	No	AA, BA	Not Available	Stalled
Michigan	Yes	Yes	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Minnesota	No	Yes	No	No	Yes	No	No	CDA, AA, BA	Yes	Edging Forward
Mississippi	Yes	Yes	No	No	No	No	No	Not Applicable	Not Applicable	Stalled
Missouri	Yes	Yes	No	No	No	No	No	AA, BA	Yes	Edging Forward
Montana	Not Applicable		No	No	No	No	No	Not Applicable	Not Applicable	Stalled


TABLE 4.2 Qualifications Indicators & Assessment by State

(continued)

State	Pre-K		Center-Based			Home-Based		Scholarships to Support Educational Pathways	Collects Data on Scholarship Recipients	Assessment
	Lead - BA	Assistant - CDA	Director - BA	Lead - BA	Assistant - CDA	Lead - BA	Assistant - CDA			
Nebraska	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Nevada	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
New Hampshire	Not Applicable		No	No	No	No	No	Not Applicable	Not Applicable	Stalled
New Jersey	Yes	No	Yes	No	No	No	No	CDA	Not Available	Stalled
New Mexico	No	Yes	No	No	No	No	No	AA, BA	Yes	Edging Forward
New York	Yes	No	No	No	No	No	No	CDA, AA, BA	Not Available	Stalled
North Carolina	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
North Dakota	Not Applicable		No	No	No	No	No	CDA	Not Available	Stalled
Ohio	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Oklahoma	Yes	No	No	No	No	No	No	CDA	Yes	Stalled
Oregon	No	Yes	No	No	No	No	No	Not Applicable	Not Applicable	Stalled
Pennsylvania	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Rhode Island	Yes	Yes	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
South Carolina	No	No	No	No	No	No	No	AA, BA	Yes	Stalled
South Dakota	Not Applicable		No	No	No	No	No	Not Applicable	Not Applicable	Stalled
Tennessee	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Texas	Yes	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Utah	Not Applicable		No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Vermont	No	No	No	No	Yes	No	No	CDA, AA, BA	Yes	Edging Forward
Virginia	No	No	No	No	No	No	No	AA, BA	Not Available	Stalled
Washington	No	Yes	No	No	No	No	No	AA, BA	Yes	Edging Forward
West Virginia	Yes	Yes	No	No	No	No	No	AA, BA	Not Available	Stalled
Wisconsin	No	No	No	No	No	No	No	CDA, AA, BA	Yes	Edging Forward
Wyoming	Not Applicable		No	No	No	No	No	CDA, AA, BA	Not Available	Stalled
TOTAL	23	15	2	0	4	0	2	CDA: 37, AA: 41, BA: 41	33	

Notes: Scholarships listed in the tables as "CDA" include both CDAs or their functional equivalent, as defined in note 104: There is no established consensus on an equivalent to a CDA. For the purposes of this indicator, eight semester college credits or 120 clock hours of training were used as the standard for comparing whether other minimum qualification requirements were equivalent to, less than, or exceed the CDA, in line with the Council for Professional Recognition standards, see Council for Professional Recognition (n.d.) CDA Credentialing Program FAQs. Retrieved from <https://www.cdacouncil.org/credentials/faqs/apply-for-cda-faqs>. Additional scholarships not listed or linked in the table may be available across states.

Work Environment Standards

 **RESEARCH DOCUMENTING THE NEGATIVE EFFECTS** of mediocre early care and education settings on children’s learning and development underlies decades of debate about the most effective strategies to improve services for young children in the United States.¹¹² There is no single ingredient to effectively prepare teachers of young children and to support their continuing growth as professionals on the job. While strategies focused on increased professional development and education for individual members of the workforce have historically dominated policy and practice, the ingredients that influence early childhood workplace environments — what teachers need in addition to training and education in order to help children succeed — have been routinely overlooked in quality improvement efforts. Yet, just as children’s environments can support or impede their learning, work environments promote or hinder teachers’ practice and ongoing skill development.¹¹³

A good work environment encompasses more than the critical factors of pay and benefits. It includes policies and practices that shape the climate of the workplace, which influences early educators’ ability to teach effectively, strengthen their skills, and improve their relationships with colleagues, children, and parents. Just as being able to depend on certain benefits, like paid time off when sick or to take care of family members, is an important contributor to a good working environment, so are supports that enable good teaching practice, such as sufficient staffing and paid non-child contact time for professional responsibilities and reflection with colleagues.

Teachers in the K-12 system can more readily expect their work environment to implement program policies that allow for and promote teacher initiative and that support teachers’ economic, physical, and emotional well-being. They can rely on such provisions as a salary schedule that accounts for experience and level of education, paid professional development activities, and paid planning time each week, as well as access to such benefits as paid personal/sick leave, health care, and retirement. Public school teacher unions and professional organizations help channel K-12 teachers’ collective voice and represent their interests, and as a result, these educators generally work under negotiated contracts that are explicit about these supports.¹¹⁴

Unionization is much lower among early educators than among K-12 teachers. As of 2012, the union membership rate was only 10 percent for center-based teaching staff¹¹⁵ and currently is 45 percent of elementary and middle school teachers.¹¹⁶ Only slightly more than one-quarter of center-based teaching staff report belonging to *any* professional organization, but ECE professional organizations typically do not represent teaching staff interests on the job.

In contrast to K-12 teachers, early childhood teachers routinely face insufficient teaching supports (such as the lack of paid non-child contact time to perform professional responsibilities) and inadequate rewards for their education and commitment (for example, low pay and lack of benefits, such as paid time off when sick or to take care of family members). These shortcomings contribute to economic worry and stress among teaching staff (see [Earnings and Economic Security, p. 29](#)) and fuel high levels of teacher turnover, preventing

What Teaching Supports Do Early Educators Need?

Teaching supports include a range of workplace tools that influence teaching practice. Ranging from materials and resources to levels of staffing and dedicated time for observation, planning, and sharing with colleagues, teaching supports constitute essential conditions for enabling teaching staff to apply their knowledge and skills. Efforts to improve or sustain program quality are undermined when such supports are missing or unreliable, and additional burdens are placed on the complex and demanding work of teaching, which includes responding to the varied needs of individual children in the classroom.¹¹⁸

Sufficient staffing (including available substitutes) is a critical teaching support often unavailable in ECE classrooms. In 2016, CSCCE examined economic insecurity among approximately 338 early childhood teaching staff as part of a larger effort to examine workplace supports and adult well-being among early educators employed in programs participating in one California county (Alameda) QRIS program.¹¹⁹ Participating programs were predominantly publicly funded programs (including Head Start), state-contracted child care programs, and school district-based preschool programs. Only slightly more than half (57 percent) of teaching staff in these programs agreed that there were enough teaching staff available to help during breaks, and less than half of teaching staff agreed that there were trained substitutes/floaters available (40 percent) or that there were enough teaching staff to give children individual attention (42 percent). Insufficient staffing levels may be exacerbated by teaching staff turnover, as only 52 percent of teaching staff agreed that if turnover occurred, everything possible would be done to hire qualified, new staff.¹²⁰

program improvement and making it increasingly challenging to attract well-trained and educated teachers to work in early learning programs.¹¹⁷

Because supportive adult working environments play a crucial role in promoting quality learning environments for children, in addition to their benefits for early educators themselves, standards for adult working environments should be articulated as part of quality assurance and improvement efforts in early childhood. Despite calls to articulate such standards by international organizations (see Early Educator Work Environment Standards Articulated by the ILO, on the following page), in the United States standards for early educator work environments are either partial or missing entirely.

At the national level, few standards exist for early educator work environments. Federal child care programs, such as Head Start or the Department of Defense child care program,

ECE WORK ENVIRONMENT STANDARDS ARTICULATED BY THE ILO

In 2014, the International Labor Organization (ILO) published *Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel* — the first international text to specifically articulate standards for the work environments of early educators.¹²¹ The ILO guidelines are intended to be reflected in national ECE legislation, policies, and collective bargaining agreements to ensure that certain work environment standards are met for early educators across the globe, including:

- ▶ Remuneration “set at the same level as the equivalent job in primary education with similar qualifications and competency requirements (comparator professions), whether through separate or unified salary scales”;
- ▶ Low child-staff ratios and a “safe, healthy, and collaborative working environment”;
- ▶ “Sound induction plans and management support, including mentoring, for new ECE personnel”;
- ▶ Paid leave (vacation, parental, sick);
- ▶ Non-child contact time for professional development and reflective practice; and
- ▶ Substitute or relief staff for those on leave.¹²²

do not include explicit standards for work environments for providers that receive their funds, though they sometimes address other standards for the workforce, such as minimum qualification levels in Head Start.¹²³ Major national ECE accrediting bodies do not necessarily include work environments in their program standards either. Of the four major accreditation organizations,¹²⁴ the most comprehensive articulation of the need for work environment standards comes from the National Association for the Education of Young Children (NAEYC), yet is limited to accreditation criteria that include: the provision of salary scales and benefit packages (including health insurance, leave time, and retirement); staff breaks; adult-sized sinks for hand washing; and the recommendation that “program leaders have systems, plans, policies, or procedures in place that are inclusive of all staff, show support for staff, build mutual trust, and foster support and collaboration between staff.”¹²⁵ Such principles for early educator work environments are brief compared to the 100+ pages of quality assurance criteria for other programs. Furthermore, they do not specify standards for what is adequate or ideal in these areas and, therefore, offer little guidance for what programs ought to provide ECE staff in order to ensure a good work environment.

While national standards for work environments have yet to be articulated via formal avenues like ECE program policies or accreditation criteria, 20 years ago an elaborate process led by center teaching staff and home-based providers was designed to identify such

Enforcing Work Environment Standards

Even when work environment standards are articulated, such as in worker wage and hour laws or in ECE licensing regulations, they may not be enforced, potentially causing harm to both early educators and the children in their care. This unfortunate consequence is especially likely within early care and education, as ECE staff for the most part are not represented by a professional organization or union that could provide a means of channeling their collective voice.

For example, in New York state, more than one-half (52 percent) of teaching staff assessed being able to take paid breaks during their workday as undependable, although required by law in most instances.¹²⁹

One solution to empower early educators to speak out about the condition of their work environments is a whistleblowing law, as in California. [Article 3 of the 1984 Child Day Care Act](#) specifies that “no employer shall discharge, demote, or suspend, or threaten to discharge, demote, or suspend, or in any manner discriminate against any employee” who makes a good-faith oral or written complaint of violations of licensing or other laws, is involved in a proceeding against their employer for such violations, or refuses to perform work that violates licensing or other laws.¹³⁰

standards. “Model work standards” for both centers and homes were published in the late 1990s and used extensively in workshops with providers to support their implementation.¹²⁶ While these standards should be updated to reflect the current ECE landscape, they are still a useful guide for understanding what good work environments for early educators require. Example guidelines pertaining to paid planning time read:

- ▶ “High quality level: Child care teachers receive five hours of paid planning time each week. This time may be used for: observation, curriculum planning, team meetings and staff collaboration, committee and/or board meetings, parent communication, gathering and preparing materials, reflection on classroom practices, and assessment of children’s growth and development.”
- ▶ “Striving level: Child care teachers receive two hours of paid planning time each week. This time may be used for the activities identified above.”
- ▶ “Child care teachers are not responsible for children during their planning time, as reflected in the program’s staffing pattern or the employment of qualified substitutes or floater teachers.”

With formal guidance at the national level practically non-existent, state-level advocates and decision makers have an opportunity to shape standards for work environments. Given the complexity of the current ECE system, there are a variety of avenues by which states

could both articulate standards and enforce them, including through the allocation of sufficient funding for providers to implement standards. These avenues could include licensing requirements or requirements attached to public funding, such as pre-K or child care contracts. An understanding of what benefits and supports are needed for good working environments should also be built into competencies, training, and higher education programs — teachers should understand what constitutes a good working environment, and those in leadership positions, such as directors and owners of home-based programs, should be trained on how to implement policies and practices to ensure supportive work environments. States also have an opportunity to encourage quality programs through their QRIS¹²⁷ by including workplace and compensation policies among their quality criteria, focusing on teaching supports, adult well-being, and learning opportunities.¹²⁸

Quality Rating and Improvement Systems (QRIS) have become a predominant quality improvement strategy in most states over the past two decades,¹³¹ and the evolution of QRIS over time are at least in part linked to increased expectations for teachers, both substantive and administrative. As of 2017, 44 states had an operational QRIS, with some states, such as California and Florida, operating multiple QRIS at the regional or local levels.¹³² Although QRIS have been widely adopted by states, program participation in QRIS varies widely depending on the state and their eligibility criteria: few states have 100 percent of eligible center-based programs participating, and most systems remain voluntary.¹³³ Their largely voluntary nature also stresses the need to articulate work environment standards via other ECE mechanisms, such as licensing or contracts tied to public funding.

Nevertheless, this investment in QRIS highlights the critical need to understand and examine how these systems define quality, the benchmarks used to indicate quality, and the opportunities in place to support improvement. QRIS ratings are based on standards — or “agreed upon markers of quality established in areas critical to effective programming and child outcomes” — and the elements incorporated communicate important messages to stakeholders (including policymakers, teachers, and administrators) about the values and priorities that are deemed the most important areas for focusing resources and attention.¹³⁴ The degree of attention that a given QRIS pays to the workforce through such factors as staff education and professional development, compensation and benefits, and work environments — factors that have been linked to program quality improvement and sustainability¹³⁵ — may determine how practitioners invest their energies to enhance programs for young children, how public resources are prioritized and allocated for quality improvement, and the ultimate success of the QRIS strategy itself.

Rationale for Indicators

In a [previous policy brief](#), CSCCE performed a systematic analysis of whether QRIS included benchmarks for teaching supports, adult well-being, and learning opportunities for center-based programs.¹³⁹ A key finding was that, while staff qualifications were featured as a quality element in all QRIS, workplace teaching supports and compensation were much less likely to be included.

Staff qualifications and training continue to be one of the most commonly assessed areas of quality, included in nearly all QRIS for both center- and home-based providers.¹⁴⁰ Additionally, some QRIS incorporate financial assistance and incentives for education and

SEQUAL: Understanding Teacher Work Environments

Gathering teachers' perspectives on the features of their work environments that best allow them to apply their skills and continue to develop their knowledge is a starting point for generating new avenues and solutions that can lead to enhanced performance. Other industries, such as health care, have used this approach and have engaged practitioners themselves in strengthening organizational capacity.¹³⁶ SEQUAL is a multi-purpose, validated tool developed by CSCCE to gather teaching staff perspectives about quality improvement.¹³⁷

SEQUAL addresses five critical areas of teachers' learning environments: teaching supports; learning opportunities; policies and practices that support teaching staff initiative and teamwork; adult well-being; and how supervisors and program leaders interact with staff to support their teaching practice. SEQUAL brings teacher voices into quality-improvement strategies, provides contextual information about workplace conditions that impact teacher practice and program quality, and builds a vocabulary for the field around teachers' needs for workplace supports. SEQUAL is used by researchers and policymakers to understand the interplay between teacher education and the work environment and as a technical assistance tool to guide improvements to program policies, practices, and conditions necessary to support teachers' work with children.

For an example of how a SEQUAL study was used to understand teacher work environments and their relationship to program quality in a California county, see *Teachers' Voices – Alameda: Work Environment Conditions That Impact Teacher Practice and Program Quality*.¹³⁸

Several statewide SEQUAL studies are currently underway at CSCCE. These and further studies can be used to think about strengthening quality assurance and improvement as well as designing or augmenting technical assistance.

training for staff.¹⁴¹ However, fewer QRIS acknowledge the importance of positive and supportive work environment benchmarks. As in 2016, we focus on a few select indicators of whether QRIS include attention to workplace supports and compensation: paid time for professional development; paid planning or preparation time; and salary scales or benefit options, such as health insurance or paid leave from work (see Table 4.3).

In our assessment of states, we emphasize the importance of taking a multi-dimensional approach to workplace supports, exemplified through the inclusion of three distinct, but related, aspects of the work environment, as well as the importance of consistency between quality benchmarks for centers and home-based providers.¹⁴² Although the diversity of

TABLE 4.3

Work Environment Standards Indicators & Assessment

Work Environments	Values & Partial Points		Maximum Points per Indicator
In QRIS standards: Paid professional development time	Centers: Yes/No	2	4
	Homes: Yes/No	2	
In QRIS standards: Paid planning/preparation time	Centers: Yes/No	2	4
	Homes: Yes/No	2	
In QRIS standards: Salary scale/benefits	Centers: Yes/No	2	4
	Homes: Yes/No	2	
Total			12
0-4 points per category			Stalled
5-8 points per category			Edging Forward
9-12 points per category			Making Headway

Note: For more information on these indicators and their data sources, see [Appendix 1: Data Sources](#).

settings in the early childhood field makes consistency across settings a challenge, in principle a child should be able to receive high-quality services regardless of whether those services are offered in a center or a home. Therefore, home-based providers should also aim for a quality adult working environment and be funded accordingly. We recognize that structural differences between center- and home-based services present different challenges and require varying levels of funding in order to meet these standards, but all early care and education services require supportive work environments in order to be effective.

Data for the indicators are drawn from the [QRIS compendium](#), which provides an overview of all operational QRIS across the states.¹⁴³ The compendium is a useful resource for understanding what standards are included in QRIS ratings, but it does not provide detailed data on all state standards (e.g., whether certain amounts of paid planning time are required or what type of workplace benefits should be offered), which are crucial for ensuring that early educators have supportive work environments.

Additionally, we assess whether QRIS include particular markers of quality in their ratings *and not* whether programs adopt these standards. For example, some QRIS operate using a “building block” system, where programs are required to meet *all* standards in order to move up in rating; however, many QRIS operate as “point systems,” so that programs are not necessarily required to meet all items in order to advance to a higher rating.¹⁴⁴ Where point systems are used, even if paid planning time is included as a standard, programs do not necessarily need to offer it in order to improve their rating. Additional data on early childhood programs by state is required to understand to what extent these standards are being met in practice.



DATA SPOTLIGHT

CAN YOU ANSWER THESE QUESTIONS ABOUT EARLY EDUCATOR WORK ENVIRONMENTS IN YOUR STATE?

Information can drive policy change, but we lack comprehensive data about the ECE workforce nationally and in most states (see [Workforce Data](#), p. 108). Can you answer these questions about early educator work environments in your state?

- ▶ What percentage of early educators have paid non-child contact time for planning and professional development?
- ▶ What percentage of early educators say they do not have access to paid breaks (possibly in violation of labor law)?
- ▶ How do the answers to these questions vary by job role? By geographical region? By program? By demographic?

Assessing the States: Work Environment Standards

Indicator 1: Does a state's QRIS include paid professional development time for center- and home-based programs?

Continuing professional development is a core aspect of the adult learning environment, yet many educators do not have access to paid time to pursue these opportunities. Only 13 states include paid time for professional development as a quality benchmark for center-based programs, an improvement from four states compared with the 2016 *Index*. However, only one of these states (Vermont) includes the equivalent for home-based providers, up from none in the 2016 *Index*.

Indicator 2: Does a state's QRIS include paid planning and/or preparation time for center- and home-based programs?

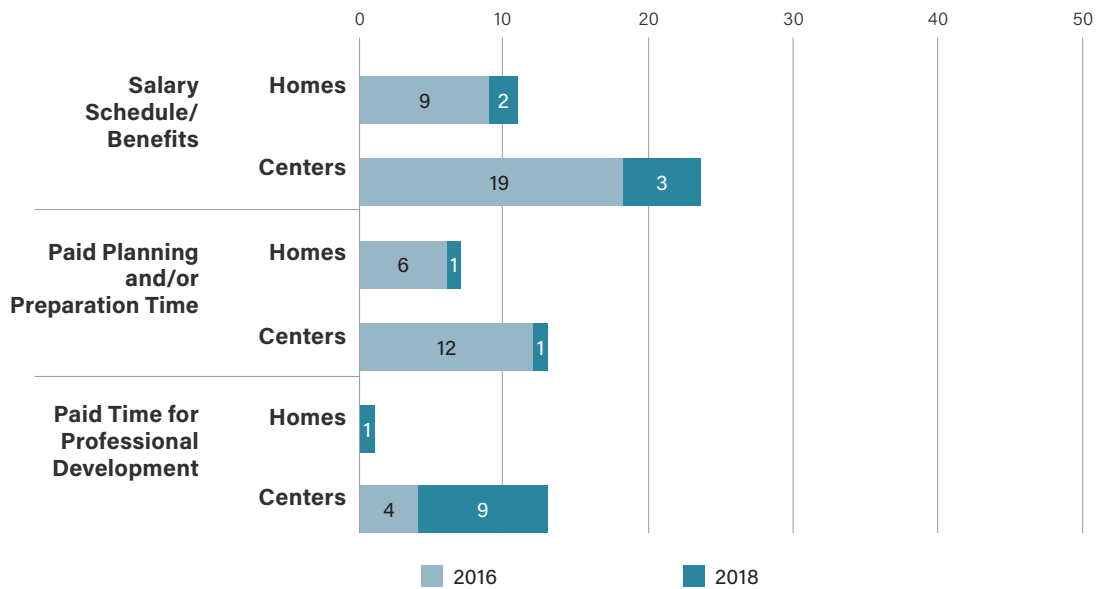
Paid time for teachers to plan or prepare for children's activities is essential to a high-quality service, but it is not a guarantee for early educators, many of whom must plan while simultaneously caring for children or during unpaid hours. Thirteen states include paid time for planning and/or preparation as a quality benchmark for center-based programs, up from 12 in the 2016 *Index*, but only seven of these (Delaware, Massachusetts, New Mexico, New York, Vermont, Washington, and Wisconsin), compared to six in the 2016 *Index*, also include it for home-based providers.

Indicator 3: Does a state's QRIS include salary scale and/or benefits for center- and home-based programs?

QRIS could be an opportunity to signal that — just like education levels — compensation and retention are important markers of quality, but not all QRIS include salary levels and

FIGURE 4.5

Increase in Number of States That Include Work Environment Indicators in QRIS, From 2016 to 2018



benefit packages as part of their ratings. Twenty-two states include salary scales and/or benefit options, such as health insurance and paid time for sick leave, family leave, and vacation/holidays, as benchmarks of program quality for center-based programs, while only half as many include this indicator for home-based providers. Compared to the 2016 *Index*, one additional state — New Hampshire — included a salary scale and/or benefits for both center-based and home-based providers.

State Assessment

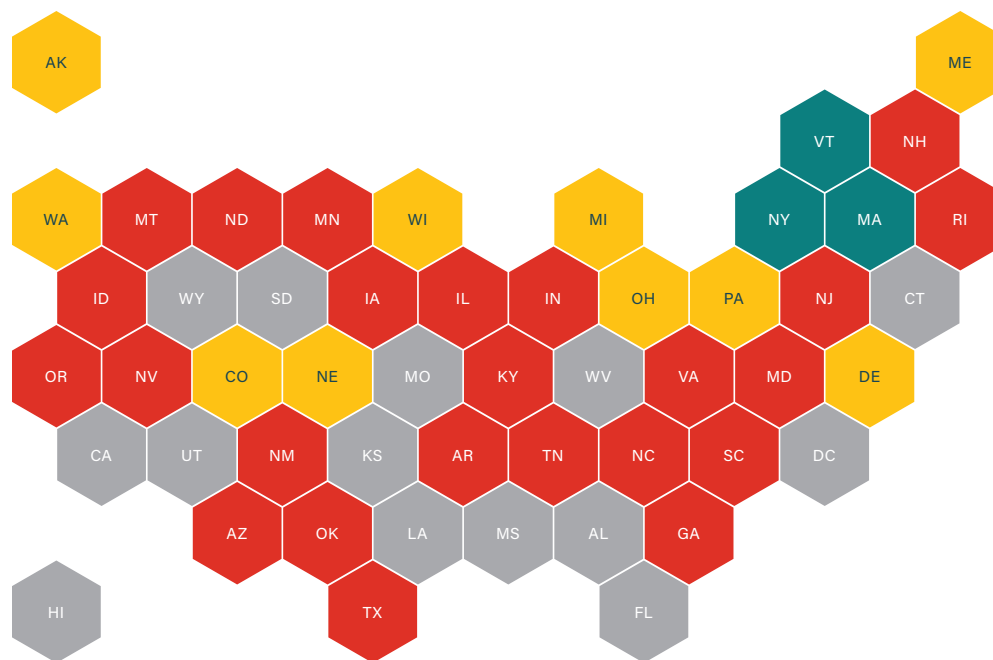
25 states are **stalled**. Ten states are **edging forward**, and three states are **making headway**. See Table 4.4 for a state-by-state overview of each indicator and the overall assessment for 2018. A comparison with the overall state assessment in the 2016 *Index* is not possible due to changes in how indicators were assessed.

Policy Recommendations: 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.

FIGURE 4.6

State Map of Work Environment Standards Assessment



STALLED: The state has made limited or no progress.

EDGING FORWARD: The state has made partial progress.

MAKING HEADWAY: The state is taking action and advancing promising policies.

- ▶ 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.

TABLE 4.4 Work Environment Standards Indicators & Assessment by State

State	Included in QRIS Standards?						Overall Assessment
	Paid Time for Professional Development		Paid Planning and/or Preparation Time		Salary Schedule/Benefits		
	Centers	Homes	Centers	Homes	Centers	Homes	
Alabama	---	---	---	---	---	---	---
Alaska	Yes	No	Yes	No	Yes	No	Edging Forward
Arizona	No	No	No	No	Yes	No	Stalled
Arkansas	No	No	No	No	No	No	Stalled
California	---	---	---	---	---	---	---
Colorado	Yes	No	Yes	No	Yes	No	Edging Forward
Connecticut	---	---	---	---	---	---	---
Delaware	No	No	Yes	Yes	Yes	Yes	Edging Forward
District of Columbia	---	---	---	---	---	---	---
Florida	---	---	---	---	---	---	---
Georgia	Yes	No	No	No	Yes	No	Stalled
Hawaii	---	---	---	---	---	---	---
Idaho	No	No	No	No	No	No	Stalled
Illinois	No	No	No	No	No	No	Stalled
Indiana	No	No	No	No	No	No	Stalled
Iowa	No	No	No	No	No	No	Stalled
Kansas	---	---	---	---	---	---	---
Kentucky	No	No	No	No	Yes	No	Stalled
Louisiana	---	---	---	---	---	---	---
Maine	No	No	Yes	No	Yes	Yes	Edging Forward
Maryland	No	No	No	No	Yes	Yes	Stalled
Massachusetts	Yes	No	Yes	Yes	Yes	Yes	Making Headway
Michigan	Yes	No	No	No	Yes	Yes	Edging Forward
Minnesota	No	No	No	No	No	No	Stalled
Mississippi	---	---	---	---	---	---	---
Missouri	---	---	---	---	---	---	---
Montana	No	No	No	No	No	No	Stalled
Nebraska	Yes	No	No	No	Yes	Yes	Edging Forward

TABLE 4.4 Work Environment Standards Indicators & Assessment by State
(continued)


State	Included in QRIS Standards?						Overall Assessment
	Paid Time for Professional Development		Paid Planning and/or Preparation Time		Salary Schedule/Benefits		
	Centers	Homes	Centers	Homes	Centers	Homes	
Nevada	No	No	Yes	No	Yes	No	Stalled
New Hampshire	No	No	No	No	Yes	Yes	Stalled
New Jersey	Yes	No	No	No	No	No	Stalled
New Mexico	No	No	Yes	Yes	No	No	Stalled
New York	Yes	No	Yes	Yes	Yes	Yes	Making Headway
North Carolina	No	No	No	No	Yes	No	Stalled
North Dakota	No	No	No	No	No	No	Stalled
Ohio	Yes	No	Yes	No	Yes	No	Edging Forward
Oklahoma	No	No	No	No	Yes	No	Stalled
Oregon	No	No	No	No	Yes	Yes	Stalled
Pennsylvania	Yes	No	Yes	No	Yes	Yes	Edging Forward
Rhode Island	No	No	No	No	No	No	Stalled
South Carolina	No	No	No	No	No	No	Stalled
South Dakota	---	---	---	---	---	---	---
Tennessee	Yes	No	No	No	Yes	No	Stalled
Texas	No	No	No	No	No	No	Stalled
Utah	---	---	---	---	---	---	---
Vermont	Yes	Yes	Yes	Yes	Yes	No	Making Headway
Virginia	No	No	No	No	No	No	Stalled
Washington	Yes	No	Yes	Yes	No	No	Edging Forward
West Virginia	---	---	---	---	---	---	---
Wisconsin	No	No	Yes	Yes	Yes	Yes	Edging Forward
Wyoming	---	---	---	---	---	---	---
TOTAL	13	1	13	7	22	11	

Note: Twelve states plus the District of Columbia could not be included in this assessment for one or more of the following reasons: their state does not have a QRIS; their QRIS is not administered at the state level; their QRIS is currently under development; or data for their state were otherwise unavailable through the 2017 QRIS compendium.

“Though various programs and financing mechanisms have been used to supplement ECE practitioners’ wages, their overall compensation is still low, and the temporary nature of such supplements does not create the predictable and steady salaries necessary for recruiting and retaining a highly qualified workforce.”

- NASEM, *TRANSFORMING THE FINANCING OF EARLY CARE AND EDUCATION*, 2018

Compensation & Financial Relief Strategies

 **MOUNTING EVIDENCE ABOUT HOW POOR** compensation and associated working conditions erode the well-being of educators and undermine efforts to improve quality and attract and retain skilled educators lends urgency to the search for strategies to disrupt the status quo.¹⁴⁵ Nonetheless, as demonstrated in [Earnings and Economic Security, p. 29](#), low wages persist within the early childhood sector, despite increased expectations for teachers.

Throughout the years, efforts to secure state investments in compensation initiatives have met considerable impediments. Other priorities vie for limited public dollars, including professional development for the workforce. Crafting reforms is a daunting task in light of the decentralization of early care and education in the United States, which is fueled and sustained by multiple funding sources and regulatory requirements, as well as the current variety of ECE settings and tremendous diversity of the early childhood workforce in terms of professional preparation.

Since the release of the 2016 *Index*, the conversation about better compensation for early educators has gained momentum, but to date, there remains little action. The majority of state efforts have been aimed at providing financial relief — wage supplements (stipends, tax credits, or bonuses) to increase income — but not changes to the wages paid for doing the job. Yet making early education an attractive job now and in the future requires real improvement in wages and access to workplace benefits. Financial relief is just that: immediate (though limited) relief for early educators currently struggling on low pay. It is not a long-term solution for raising the pay and status of early educators or improving the attractiveness of ECE jobs.

What Can States Do to Move Forward on Better Pay and Financial Relief for Early Educators?

The most direct means by which leaders in the states can improve compensation for early educators is to articulate compensation standards, make them mandatory, and provide both system reform and sufficient public funding to meet those standards (see [Financial Resources, p. 120](#)).

Compensation & Financial Relief Strategies: What They Are & What They Aren't

Compensation is “a term used to encompass the *entire range of wages and benefits*, both current and deferred, that employees receive *in return for their work*,” according to the Bureau of Labor Statistics, particularly as used in the National Compensation Survey.¹⁴⁶ Compensation is an early educator’s due as the result of performing a job. So long as a teacher continues to do that job, they have a right to the agreed compensation.

Compensation (wages/benefits like health insurance, paid sick days, and holidays) is distinct from other forms of income that early educators might receive as a supplement to their wages. In this edition of the *Index* and going forward, we refer to the various wage supplements common in the early childhood field (stipends, tax credits, bonuses) as “financial relief” rather than compensation because they are not automatically awarded as part of doing the work of a job, but are a source of income that usually must be applied for and are only provided when additional eligibility criteria are met (e.g., working in certain settings, attaining particular levels of education/training).

Financial relief is paid in addition to and distinctly from a worker’s regular pay. An analogy can be drawn between early educator stipends/tax credits — although not necessarily bonuses, which are smaller, usually one-off, and more likely to be considered solely an award for achieving higher levels of training and education compared with stipends/tax credits — and the Earned Income Tax Credit (EITC). The EITC provides a supplement to many low-income workers’ paychecks. It is eligibility-based, not job-based, and when individuals are no longer eligible (or if the funding for that wage supplement program is cut), recipients no longer benefit from that additional income (see [Family and Income Supports](#), p. 128). Like the EITC, stipends and tax credits have been implemented with the purpose of alleviating the financial stress that is caused by existing low wages but do nothing to change the problem of low wages itself. For this reason, the National Academies 2018 report, *Transforming the Financing of Early Care and Education*,¹⁴⁷ recommended raising base pay for early educators and built this assumption into the cost model used to estimate additional funding needed to finance early care and education.

We also distinguish compensation and financial relief strategies from **educational supports**. Within our definition of financial relief, we include all direct cash funds outside of employer-based compensation that may be used as the early educator sees fit. These types of financial relief (tax credits, stipends, bonuses¹⁴⁸) are distinct from educational supports such as scholarships (although these may have a compensation and/or financial relief component)

(see [Qualifications, p. 67](#)). Educational supports usually provide some monetary support (tuition/book costs, travel expenses, and/or computer/internet funds) and may include non-monetary support (counseling, mentorship), but funds come with the condition of paying for the costs of educational attainment and are not a cash award. Educational supports for low-paid early childhood teachers are essential, as they help to prevent or reduce the financial burden associated with continued education, such as tuition, books, or taking unpaid time off work in order to pursue professional development. However, they do not directly address job-based compensation, particularly in the currently underfunded ECE system, in which the wage premium accorded higher education is limited and varies substantially by setting/funding stream (see [Earnings and Economic Security, p. 29](#)). Some T.E.A.C.H. Early Childhood* scholarship programs are an exception, to the extent that leadership of ECE settings agree to provide a raise, rather than a bonus, to staff upon completion of certain requirements of the scholarship program. Nevertheless, even these increases have limited impact: the average increase in wages for bachelor's degree scholarship recipients across T.E.A.C.H. programs is 8 percent, or an increase of \$.80 per hour for a teacher making \$10 per hour.¹⁴⁹

Similarly, while **funding mechanisms** — like program-level financial awards and increased reimbursement rates, including those that are tiered based on quality levels — can increase the amount of revenue available to programs and have the potential to be used to increase compensation, these funding mechanisms alone do not guarantee higher wages for staff. Unless allocated resources are specifically designated for pay, program leaders may make other decisions about how to use increased funding to improve or sustain other elements of quality or to reduce fees for parents (see [Financial Resources, p. 120](#)). Additional research is required to understand whether and how programs are using increased funding to increase compensation.

At CSCCE, we argue that an appropriate benchmark for determining early childhood educator compensation standards is parity with K-3 teachers, recognizing that early education and care requires just as much skill and training as teaching older children in the birth-to-age-eight continuum.¹⁵⁰ The National Academies 2018 report, *Transforming the Financing of Early Care and Education*,¹⁵¹ similarly acknowledged that pay for early educators and educators of older children should be comparable, and this understanding was built into the cost model used to estimate additional funds needed for early care and education. Yet the National Academies report did not take into account all aspects of compensation parity, including differences in work hours and appropriate increases for additional levels of education and experience. Our framework articulates what compensation parity is (and isn't) and can serve as a guide for states (see [In Pursuit of Higher and Better Aligned Compensation for Teachers, p. 97](#)).¹⁵²

EARLY EDUCATOR VOICES: DEMANDS FOR BETTER PAY IN AUSTRALIA

The problem of low wages in ECE is not unique to the United States, and advocacy efforts in other countries can also offer examples of paths forward. For example, in Australia, early educator wages are delineated by the government and linked to qualifications and years of experiences. Still, early educator pay is low compared to wages for teachers of older children and for workers in other jobs, particularly those filled mostly by men. To pressure policymakers to raise sector wages, United Voice ECEC, the largest union representing early educators, launched the Big Steps Campaign in 2016, calling for “valuing every child by valuing their educator” with the “respect and recognition of professional wages.”¹⁵⁰ Periodic “Walk Offs” are central to the Big Steps Campaign. The latest Walk Off was held on International Women’s Day on March 8 and drew participation from hundreds of educators as well as supportive parents and employers across the country.

While our parity framework has so far been used to evaluate existing compensation policies for public pre-K programs,¹⁵⁶ there is no reason that it should not be more broadly applied to all early educators of children birth to age five. To the extent that early educators have equivalent education (a bachelor’s and certification) and experience — and many already do — they should be paid equivalently to teachers of older children, regardless of the setting in which they teach. The challenge is finding the appropriate funding mechanism — in principle, this could be done by subsidizing child care via contracts, with appropriate requirements built into the contract — as well as allocating the necessary level of funding.

Given substantial variation in qualification requirements (see [Qualifications, p. 67](#)) and educational attainment currently existing in the ECE field, it is also essential to articulate compensation standards for a wider range of educational levels and roles. A first step should be articulating a wage floor or minimum compensation level, due to the urgency of addressing compensation for low-paid early educators, many of whom suffer economic insecurity and worry (see [Earnings and Economic Security, p. 29](#)). Possible benchmarks could include a locally determined living wage or self-sufficiency wage — these are wages calculated to be enough to afford basic necessities in a given community (the minimum wage in most cases does not meet these standards). Existing tools, such as the [Living Wage Calculator](#) or the [Self-Sufficiency Standard](#), can be used as a starting point.

In addition to articulating a wage floor, further compensation standards based on role, education, and experience can be scaffolded to bridge the distance between the minimum compensation level and the highest level of compensation. Possible benchmarks could include median wages for similar roles and levels of education in other occupations or the broader labor force. Likewise, consideration of the special circumstances of home-

“Raising base pay for the ECE workforce through contracts is the most direct way to ensure that adequate compensation reaches them and provides a predictable and steady increased annual salary for prospective and current educators.”

– NASEM, *TRANSFORMING THE FINANCING OF EARLY CARE AND EDUCATION*, 2018

based providers is crucial to ensure sufficient funding for compensation standards to be applied to the earnings of home-based providers and their staff.

Both the District of Columbia and Vermont have articulated compensation standards or guidelines for early educators beyond pre-K teachers, and 13 total states have plans to do so, as detailed in our indicators below. The 2016 *Early Childhood Workforce Index* profiled three states that had commissioned reports on addressing the compensation crisis in ECE (Connecticut, Illinois, and Washington).¹⁵⁷ Since that time, 11 additional states have convened advisory groups, task forces, or have made other plans to address this issue.¹⁵⁸

It is crucial that compensation standards are not simply articulated, but are made mandatory as a condition of public funding and are funded accordingly. Several states have now achieved this goal within their pre-K programs (see [In Pursuit of Higher and Better Aligned Compensation for Teachers, p. 97](#)), but to date, no such requirements (and attendant funding) have been secured specifically for the ECE workforce outside of pre-K. Instead, collective efforts to improve early educator wages outside of pre-K have primarily been driven by broader labor policies, such as increases to the minimum wage (see [Earnings and Economic Security, p. 29](#), and [Family and Income Supports, p. 135](#)). In the District of Columbia, a living wage is currently set at \$14.20 per hour — \$1.70 more than the current minimum wage¹⁶⁰ — and it applies to organizations receiving public funding, including community-based ECE settings.¹⁶¹

Compensation standards should be accounted for in public funding to ensure that sufficient amounts are provided so that programs can meet those standards. Fully addressing this problem will require large-scale reform regarding how early care and education is provided. ECE must be recognized as a public good, in line with education more generally, and must be funded to ensure access for *all* families, which will require public investment beyond the limited programs that exist today, as outlined in the 2018 *Transforming the Financing of Early Care and Education* report. Immediate steps toward providing sufficient funding for compensation standards include: 1) building compensation standards into cost models to understand how much funding is required (see [Financial Resources, p. 120](#)); and 2) earmarking funding for salaries within broader public funds. Two states (Massachusetts and Montana) currently earmark funding for salaries in public funds outside pre-K. Likewise, accountability mechanisms are crucial to ensure that funding intended for salaries is actually used for that purpose.

In Pursuit of Higher and Better Aligned Compensation for Teachers, Regardless of Age Group Taught

Teachers of all ages do not receive adequate levels of compensation for the important work they do, yet early educators in particular lag behind. In general, the younger the age of the child, the lower their teachers' wages (see [Earnings & Economic Security](#), p. 29).

In partnership with the National Institute for Early Education Research, CSCCE has developed a series of materials that define and assess compensation parity among teachers of young children.¹⁵³ We define "compensation parity" as parity for salary and benefits for equivalent levels of education and experience, adjusted to reflect differences in hours of work and including payment for non-child contact hours (such as paid time for planning). We distinguish between compensation parity and other forms of compensation improvement that may be close to parity, but do not quite meet the full definition, referred to in our framework as "partial parity," "sub-parity," or "other forms of compensation improvement," see Table 4.6.¹⁵⁴

Equivalence in work hours is a key issue, since currently the hours and weeks per year that early educators work vary widely, depending on the setting. Some early educators may work similar schedules to K-3 teachers, in which case it is appropriate to peg salaries to existing K-3 salaries. However, in circumstances where early educators are working longer hours per week or more weeks per year, as full-time care services usually require, salaries should be adjusted to account for those longer working hours. Similarly, having a salary scale or schedule in place is important for going beyond articulating starting salaries to rewarding tenure and experience.

Currently, the most progress in moving toward compensation parity for early educators has been in state-funded pre-K programs.¹⁵⁵ Much of this progress has to do with higher funding levels and more stable funding mechanisms than in the rest of the ECE system (although pre-K funding is still lower than for K-12, see [Financial Resources](#), p. 120). Resources alone, however, are not necessarily a guarantee that compensation will be addressed.

Toward this effort, some states have explicit requirements to pay pre-K teachers with salaries comparable to K-3 teachers. Other states have no explicit salary guidelines, and therefore, pre-K teachers could be making considerably less than teachers working with older children in the classroom next door. However, even where salary requirements are in place, they are not necessarily equitable. Some states set salary requirements only for pre-K teachers

working in public schools, but not community-based settings. For more information, see Indicator 1.

Further Resources:

- ▶ [In Pursuit of Pre-K Parity: A Proposed Framework for Understanding and Advancing Policy and Practice](#)
- ▶ [Strategies in Pursuit of Pre-K Teacher Compensation Parity: Lessons From Seven States and Cities](#)
- ▶ [Teacher Compensation Parity Policies and State-Funded Pre-K Programs](#)

Financial Relief Strategies: Stipends, Tax Credits, & Bonuses

To the extent that compensation strategies have not yet been implemented, state leaders should consider introducing financial relief strategies (stipends, tax credits, or bonuses) as an interim measure. Stipends include programs that offer cash awards annually or every six months to teachers on graduated supplement scales according to educational level and retention. One such stipend program is WAGE\$[®], developed by T.E.A.C.H. Early Childhood[®].¹⁶² Other states have created their own stipend programs, such as REWARD in Wisconsin. Tax credits, like those in Louisiana and Nebraska, supplement wages by providing refundable tax credits rather than stipends but operate similarly. Stipends and tax credits may be applied for annually for qualifying teachers, if funds are available, which is not guaranteed. Bonuses are typically small cash awards that, in contrast to stipends/tax credits, are usually provided as a one-off recognition of educational achievement.¹⁶³ Many of these incentives are explicitly linked to the state's scholarship program, such as the T.E.A.C.H. Early Childhood[®] scholarships.

Financial relief programs of all types come with eligibility criteria that limit who can receive the additional income — such as teachers working in certain types of programs, those serving particular groups of children, or those meeting specific education and training requirements — though the exact eligibility criteria vary by state.

Similarly, the cash amounts provided vary substantially across the states, though they are typically limited, compared with what is needed to move early educator earnings in line with the earnings of teachers of older children. The median minimum *annual* award across existing stipends and tax credits is \$400, and the median maximum is only \$2,545 (less than \$50 per week). The higher award amounts are typically reserved for higher levels of education (bachelor's, master's, or even doctoral degrees). These awards might seem substantial in dollar amounts, but the added income is independent of a worker's regular pay and does not necessarily provide an ongoing or dependable wage increase for the duration of employment.

“Financing mechanisms such as wage supplements and tax credits, while useful for temporarily providing some financial relief to some ECE professionals, do not markedly change the underlying base salary that the ECE workforce receives.”

– NASEM, *TRANSFORMING THE FINANCING OF EARLY CARE AND EDUCATION*, 2018

Only some states collect or report data about the early educators participating in these relief initiatives, making it difficult to assess how close the program comes to meeting demand, identify workplace and demographic characteristics of participants, or assess the average award amount early educators actually receive and how many are receiving higher or lower awards within the range available. A lack of good workforce data more generally (including those educators who do not participate in these initiatives) makes it impossible to determine potential barriers or inequity of access to these sources of additional income ([see Workforce Data, p. 108](#)).

Stipends, tax credits, and bonuses may be the most politically feasible option to provide additional income to early educators at a given time period or in a certain political environment but, ultimately, attracting skilled workers to ECE jobs now and in the future will require increases to job-based compensation. Advocacy efforts should be clear that financial relief is not a long-term solution.

Rationale for Indicators

To recognize both the goal of appropriate compensation for early educators and how far we still are from that goal currently, we have developed a series of indicators that include strategies to raise compensation as well as strategies that provide some financial relief in the interim (see Table 4.5). We have explicitly categorized tax credits, stipends, and bonuses as financial relief strategies distinct from compensation strategies because the classification used in the 2016 *Index* appeared to reinforce the status quo of greater movement on financial relief than on improvements to actual compensation. Greater points are assigned to initiatives that are aimed at raising job-based pay (compensation) compared to those providing financial relief.

Compensation includes not only wages (which should account for variation in working hours and paid time to complete all professional responsibilities), but also an array of benefits, such as health insurance and retirement contributions. These benefits are standard in many fields, but are not consistently available across settings in ECE. Due to limited data and policy movement in this area, we could not assess efforts to improve benefits in the *Index*. For information on the inclusion of staff benefits in QRIS program standards, see [Work Environments, p. 81](#)).

TABLE 4.5

Compensation & Financial Relief Indicators & Assessment

Indicators	Values & Partial Points	Maximum Points per Indicator
Compensation: Salary parity for publicly funded pre-K teachers?	Parity (all)	3
	Parity (some)	2
	Partial parity or sub-parity (all)	1
Compensation: Required standards (outside pre-K)?	Yes/No	3
Compensation: Standards guidelines or plans (outside pre-K)?	Guidelines: Yes/No	2
	Plans only: Yes/No	1
Compensation: Earmarks for salaries in public funding (outside pre-K)?	Yes/No	1
Financial relief: Stipend or tax credit?	Yes/No	2
Financial relief: Bonus?	Yes/No	1
Total		12
0-4 points per category		Stalled
5-8 points per category		Edging Forward
9-12 points per category		Making Headway

Note: For more information on these indicators and their data sources, see [Appendix 1: Data Sources](#).

Assessing the States: Compensation & Financial Relief Strategies

Indicator 1: Does the state require salary parity for publicly funded pre-K teachers?

We have focused on whether states meet the criteria for *salary* parity — both starting salary and salary schedule — if not full compensation parity, which would include benefits and equivalent non-child contact time for professional responsibilities and professional development (see **In Pursuit of Higher and Better Aligned Compensation for Teachers**).¹⁶⁴ Do states require the same starting salary *and* salary schedule, pro-rated, for pre-K teachers as for K-3 teachers, and does this parity apply to publicly funded pre-K teachers in all types of settings and all programs?¹⁶⁵

As of the 2015-2016 school year, just three states (Alabama, Oklahoma,¹⁶⁶ and Tennessee) met these criteria for pre-K salary parity in all settings, while another 10 (Delaware, Georgia, Maine, Maryland, Missouri, Nevada, New Jersey, New Mexico, Texas, and Vermont) required salary parity only for pre-K teachers in public settings.¹⁶⁷

Seven states (Idaho, Montana, New Hampshire, North Dakota, South Dakota, Utah, and Wyoming) do not have state pre-K programs, and Florida does have a pre-K program, but no information was reported, so for these states no data are available.¹⁶⁸ In addition, it is important to note that many states do not meet salary parity in part because they also do not require educational parity — only 23 states (including Alabama, Oklahoma, and Tennessee, which meet our definition of salary parity) require a minimum of a bachelor's degree for lead pre-K teachers across all settings and across all programs (for states with more than one state-funded pre-K program), though 37 states require a bachelor's for specific programs or settings, such as public schools only.¹⁶⁹ For more information, see [Qualifications, p. 67](#).

Compared to our assessments of parity in the 2016 *Index*, Tennessee and Oklahoma are the only states that met the criteria for pre-K parity in all settings in both 2016 and 2018. Alabama did not meet the parity criteria in 2016, but does in 2018. Hawaii and Missouri report that they no longer meet certain criteria.¹⁷⁰

Although not assessed in the *Index*, cities have also been moving forward with implementing their own pre-K programs, and some have actively addressed compensation parity.¹⁷¹

Indicator 2: Does the state set required compensation standards for ECE settings outside of public pre-K programs?

No states set required compensation standards for ECE settings outside of pre-K, including for infant and toddler teachers.

Indicator 3: Does the state have plans or guidelines for compensation in ECE settings outside of public pre-K programs?

Only Vermont and the District of Columbia had compensation guidelines for settings outside of pre-K programs. In Vermont, programs must pay all employees at least 85 percent of Vermont's livable wage order to achieve a certain rating in the state's QRIS. The District of Columbia published recommended pay-scale guidelines in a study from the Commission on Early Childhood Teacher Compensation.¹⁷²

Thirteen total states had plans to develop compensation requirements or guidelines; two of these states (Montana and Washington) had plans that were mandated, while the rest were voluntary plans.

Indicator 4: Does the state earmark public funding for early educator salaries in settings outside of public pre-K programs?

Only two states, Massachusetts and Montana, designated funding specifically for early educator salaries. Massachusetts has a rate reserve for early educator salaries, while Montana's QRIS requires programs to allocate a portion of their incentive dollars toward the base pay of early educators.



DATA SPOTLIGHT

CAN YOU ANSWER THESE QUESTIONS ABOUT ECE WORKFORCE COMPENSATION IN YOUR STATE?

Information can drive policy change, but we lack comprehensive data about the ECE workforce nationally and in most states (see [Workforce Data](#), p. 108). Can you answer these basic questions about early educator compensation in your state?

- ▶ What percentage of early educators in your current workforce earn at or above your state's minimum wage?
- ▶ What is the median wage of early educators by qualification level? For teachers with a bachelor's degree or higher, what is the difference in wages/salaries compared to kindergarten teachers?
- ▶ What percentage of early educators have access to health insurance? Paid sick days? Paid vacation time?
- ▶ How do the answers to these questions vary by job role? By geographic region? By program/setting? By demographic characteristics?

Indicator 5: Is there a statewide stipend or tax credit to supplement early educator pay?

Twelve states have a statewide stipend program, such as WAGE\$ or similar, and two states (Louisiana and Nebraska) offer ECE teacher tax credits. All twelve statewide stipend programs tie award amounts to teachers' levels in the state's registry. Although we do not include them in our indicators, some states offer stipends available at the local level or in multiple regions of the state (e.g., Arizona, California, Florida, Texas, and Iowa). It should be noted that regional programs in some states may reach a larger proportion of the workforce than statewide programs in other states, depending on the area/population served and factors such as eligibility requirements and the availability of funding.¹⁷³ California's AB212 Child Care Retention Program is a statewide fund that can be used locally for stipends, but stipends are not a required component — local administering agencies have flexibility in whether to use funds for professional development and/or direct stipends.¹⁷⁴

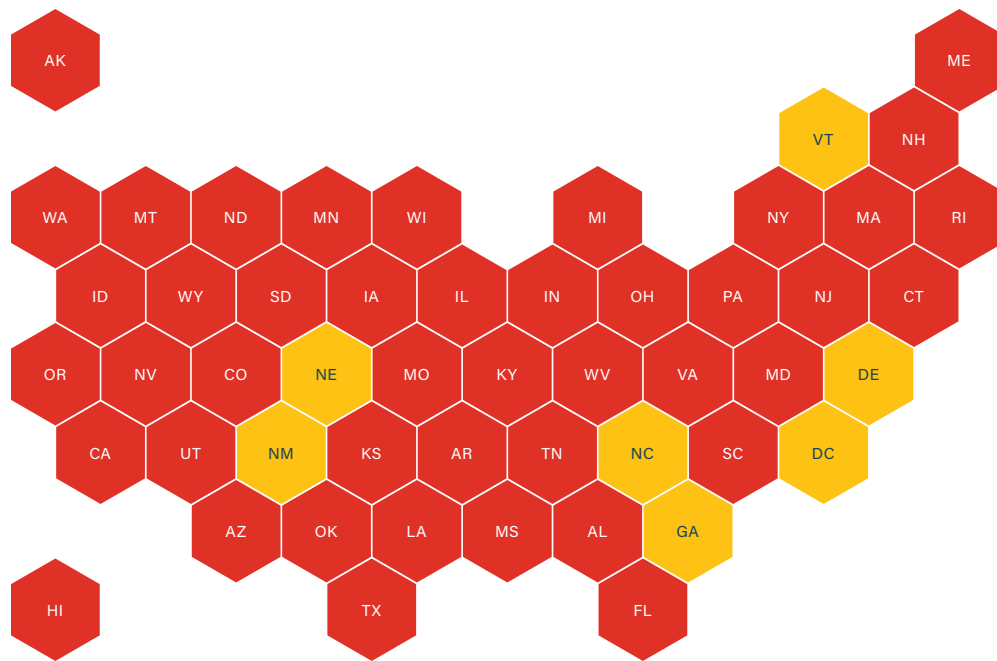
Compared to the same indicator in the 2016 *Index*, 10 of the 14 states with statewide stipends or tax credits still had these programs in 2018. Oklahoma's program ended in July 2016. The stipend programs of three states (Arizona, Florida, and Iowa) were removed from our list of statewide programs because, while offered to significant regional populations, they are not available to early educators in all regions of the state. Four programs not included in the 2016 *Index* (in Delaware, the District of Columbia, Georgia, and Utah) were added to the 2018 *Index*.¹⁷⁵

Indicator 6: Is there a statewide bonus to supplement early educator pay?

A total of 33 states offer a statewide bonus program; 22 of these are part of a T.E.A.C.H. scholarship program. Twenty-six of these state programs tie award amounts to training or qualification levels.

FIGURE 4.7

State Map of Compensation Strategies Assessment



STALLED: The state has made limited or no progress.

EDGING FORWARD: The state has made partial progress.

MAKING HEADWAY: The state is taking action and advancing promising policies.

State Assessment

In total, 44 states are **stalled**, having little formal structure for increasing compensation, though many of these states had plans for compensation guidelines, partial compensation parity in some settings, and/or a stipend or tax credit program to supplement wages. Seven states are **edging forward**, by setting compensation guidelines, requiring some form of parity, and supplementing wages with stipends. No states were **making headway**. See Table 4.7 for a state-by-state overview of each indicator and the overall assessment.

The indicators used to assess compensation strategies in this *Index* are different from those used in the 2016 *Index*, contextualizing parity requirements and wage supplements with detail about state efforts to raise wages through compensation requirements and guidelines and earmarked funding for salaries. With these new and more selective indicators, the 2018 *Index* rates 10 more states as stalled, and nine fewer as edging forward, than the 2016 *Index*. The only state making headway in 2016, Oklahoma, ended its wage supplement program shortly after the release of the 2016 *Index* and is now rated as stalled.

TABLE 4.6

Compensation Parity & Related Forms of Compensation Improvement: A Framework

Type of Compensation Improvement	Components of Compensation			
	Salary		Benefits	Payment for Professional Responsibilities
	Starting Salary	Salary Schedule ¹⁷⁷		
Parity (defined as equivalent)	Same, prorated for day length and number	Same, prorated for day length and number	Same package, same options for coverage for health, retirement, and vacation/holiday/sick leave	Same menu of supports and dosage for non-child contact responsibilities (e.g., planning time, professional development days)
Partial Parity (defined as equivalent for select components)	Same, prorated for day length and number	Not same or absent	Equivalent options for some benefits, but not full package of benefits	Equivalent options for some supports, but not full menu of supports
Sub-Parity (defined as similar but not equivalent)	Same, not prorated	Same, not prorated or not same/absent	Same package of benefits, not equivalent value	Same menu of supports, not equivalent value
Alternative Forms of Compensation Improvement	Strategies that improve pre-K compensation in order to close the gap with teachers of older children, but fall well short of parity. In theory, compensation improvement strategies could also set goals higher than earnings of K-12 teachers in public schools, though in practice this is rare. ¹⁷⁸			

Source: Whitebook, M. & McLean, C. (2017). In Pursuit of Pre-K Parity: A Proposed Framework for Understanding and Advancing Policy and Practice. Berkeley, CA: Center for the Study of Child Care Employment, University of California, Berkeley and New Brunswick, NJ: The National Institute for Early Education Research.

Policy Recommendations: 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.
- ▶ 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.

TABLE 4.7

Compensation & Financial Relief Strategies Indicators & Assessment by State


State	Compensation Strategies				Financial Relief Strategies		Overall Assessment
	Salary Parity	Compensation Requirements	Compensation Guidelines or Plans	Earmarks	Stipend/ Tax Credit	Bonus	
Alabama	Parity (all)	No	No	No	No	Yes	Stalled
Alaska	No parity	No	No	No	No	No	Stalled
Arizona	No parity	No	No	No	No	Yes	Stalled
Arkansas	No parity	No	No	No	No	No	Stalled
California	No parity	No	No	No	No	No	Stalled
Colorado	No parity	No	Yes: Plans Only	No	No	Yes	Stalled
Connecticut	No parity	No	No	No	No	Yes	Stalled
Delaware	Parity (public only)	No	Yes: Plans only	No	Yes	Yes	Edging Forward
District of Columbia	Sub-parity (public only)	No	Yes: Guidelines	No	Yes	Yes	Edging Forward
Florida	Not reported	No	No	No	No	Yes	Stalled
Georgia	Parity (public only)	No	No	No	Yes	Yes	Edging Forward
Hawaii	Sub-parity (public only)	No	No	No	No	No	Stalled
Idaho	Not applicable	No	No	No	No	Yes	Stalled
Illinois	No parity	No	No	No	Yes	No	Stalled
Indiana	No parity	No	Yes: Plans only	No	No	Yes	Stalled
Iowa	No parity	No	No	No	No	Yes	Stalled
Kansas	No parity	No	No	No	Yes	Yes	Stalled
Kentucky	Sub-parity (public only)	No	No	No	No	Yes	Stalled
Louisiana	No parity	No	No	No	Yes	No	Stalled
Maine	Parity (public only)	No	No	No	No	No	Stalled
Maryland	Parity (public only)	No	No	No	Yes	No	Stalled
Massachusetts	No parity	No	No	Yes	No	No	Stalled
Michigan	No parity	No	No	No	No	Yes	Stalled
Minnesota	No parity	No	Yes	No	Yes	Yes	Stalled
Mississippi	Sub-parity (public only)	No	No	No	No	No	Stalled
Missouri	Parity (public only)	No	No	No	No	Yes	Stalled
Montana	Not applicable	No	Yes: Plans only	Yes	No	Yes	Stalled

TABLE 4.7 Compensation & Financial Relief Strategies Indicators & Assessment by State *(continued)*

State	Compensation Strategies				Financial Relief Strategies		Overall Assessment
	Salary Parity	Compensation Requirements	Compensation Guidelines or Plans	Earmarks	Stipend/ Tax Credit	Bonus	
Nebraska	Sub-parity (public only)	No	Yes: Plans only	No	Yes	Yes	Edging Forward
Nevada	Parity (public only)	No	No	No	No	Yes	Stalled
New Hampshire	Not applicable	No	Yes: Plans only	No	No	No	Stalled
New Jersey	Parity (public only)	No	No	No	No	Yes	Stalled
New Mexico	Parity (public only)	No	No	No	Yes	Yes	Edging Forward
New York	No parity	No	Yes: Plans only	No	No	No	Stalled
North Carolina	Sub-parity (public only)	No	Yes: Plans only	No	Yes	Yes	Edging Forward
North Dakota	Not applicable	No	No	No	No	No	Stalled
Ohio	No parity	No	No	No	No	Yes	Stalled
Oklahoma	Parity (all)	No	No	No	No	No	Stalled
Oregon	No parity	No	Yes: Plans only	No	No	Yes	Stalled
Pennsylvania	No parity	No	Yes: Plans only	No	Yes	Yes	Stalled
Rhode Island	Sub-parity (all)	No	No	No	No	Yes	Stalled
South Carolina	Sub-parity (public only)	No	No	No	No	Yes	Stalled
South Dakota	Not applicable	No	No	No	No	No	Stalled
Tennessee	Parity (all)	No	No	No	No	No	Stalled
Texas	Parity (public only)	No	No	No	No	Yes	Stalled
Utah	Not applicable	No	No	No	Yes	Yes	Stalled
Vermont	Parity (public only)	No	Yes: Guidelines	No	No	Yes	Edging Forward
Virginia	Sub-parity (public only)	No	No	No	No	No	Stalled
Washington	No parity	No	Yes: Plans only	No	No	Yes	Stalled
West Virginia	No parity	No	No	No	No	Yes	Stalled
Wisconsin	No parity	No	No	No	Yes	Yes	Stalled
Wyoming	Not applicable	No	No	No	No	No	Stalled

Note: Links to state initiatives added where available. In some states, there may be more than one bonus initiative.

Workforce Data

 **BETTER INFORMATION LEADS TO BETTER POLICY.** Quality data are essential for making headway on higher qualifications, educational supports, and better pay and working conditions for the ECE workforce. But shortcomings persist in our efforts to collect ECE workforce data at both the national and state levels, as illustrated by CSCCE's policy brief *The Workforce Data Deficit: Who It Harms and How It Can Be Overcome*.¹⁷⁹

There is no comprehensive, longitudinal data source for tracking the early childhood workforce in its entirety across the United States.¹⁸⁰ Occupational data from the Bureau of Labor Statistics cannot be disaggregated by certain roles or settings, and federal administrative agencies, such as the Office of Head Start, only collect data on teaching staff who work in those programs. The 2012 National Survey of Early Care and Education provided some much-needed detail on the ECE workforce at the national level and is due to be repeated in 2019, but this resource remains severely limited in the extent to which it can be used to understand state and local variation (see [About the Workforce, p. 17](#)).

Across states, there are similar data challenges. Administrative data sets vary based on the settings in which early educators work and the agency responsible (Head Start, pre-K, child care licensing). Some states, such as Maryland and Rhode Island, have been linking workforce data from a variety of administrative sources,¹⁸¹ but administrative data do not necessarily capture all providers if they do not receive state funding or are not licensed.

These disparate data sources, each covering only a slice of the workforce, make it very difficult for states to provide a comprehensive estimate of how many teachers are providing early care and education and to design and assess the impact of professional development (see [Qualifications, p. 67](#)) and compensation initiatives (see [Compensation and Financial Relief Strategies, p. 93](#)). Understanding the reach and effectiveness of such policies requires data not only about early educators who participate in professional development or state-funded initiatives, but also those who do not participate, in order to understand differences between these groups and any barriers to participation.

In order to better understand how policies affect the ECE workforce, states have employed data collection mechanisms like workforce registries and/or workforce surveys.¹⁸² Every state except one (New Mexico) currently has a formal data collection mechanism.¹⁸³ The vast majority of states (48) use registries. More than half (27) of the states have published workforce survey reports at some point within the past five years (2013-2018), the majority of which (17) were conducted since 2016.¹⁸⁴

Yet, even with this expansion of state-level registries and surveys, few states currently have the ability to estimate the total number of early educators in their state, and those that are able to report an estimate may not have a good-quality estimate, depending on how it was developed. For example, states with registries may be able to report total participants and estimated coverage, but the data could include inactive participants or may only include those who voluntarily choose to participate, making any findings potentially unrepresentative of the wider workforce. Similarly, states with workforce surveys may have only sampled particular segments of the workforce and/or may have very low

“WHAT WOULD YOU DO WITH ADDITIONAL FUNDS FOR WORKFORCE DATA COLLECTION?”

As part of our survey of states for the 2018 *Index*, we asked ECE representatives what they would do if they had more funding for workforce data collection. Representatives from 34 states (67 percent) responded. Their answers showcase plenty of ideas for improving workforce data collection, they just need the funding to make it happen.

Representatives from 21 states discussed building workforce registries or developing their existing registries, including making them more inclusive of the ECE workforce (five states) and linking registries with wider ECE data systems (QRIS or licensing) (seven states). Some examples include:

- ▶ “Require participation in the registry as part of the licensing process (both program and individual level).”
- ▶ “[Integrate] with other state systems to support system efficiency, utilization of the registry, and further data collection and analysis. Example: Integration with child care licensing and state QRIS to reduce compliance burden.”

Representatives from five states also discussed carrying out regular surveys or studies of the workforce.

- ▶ “Complete an official workforce study to determine the actual size of the ECE workforce.... [Our state's registry reports include] the demographics of the membership, but it's still unknown how many people are not participating (even though it's mandatory, there are some who have not applied), which makes it difficult to determine an accurate saturation rate.”
- ▶ “Replicate [a workforce survey] on a regular basis to accumulate historical data.”

Representatives from seven states mentioned particular data elements they would like to collect.

- ▶ “Gather data on workplace environments: prep time, benefits, paid time off, retirement, etc.”
- ▶ “Collect more information on the supports the workforce needs or prefers — we have very little information about the goals of individual teaching staff and the barriers to achieving those goals.”

Representatives from three states mentioned the importance of providing reports for stakeholders.

- ▶ “Pay for the creation of reports, articles, etc. based on our data.”
- ▶ “Provide reports for the public, legislators, policymakers, and administrators to show the workforce demographics and needs.”

Representatives from two states discussed the need for personnel primarily focused on managing and analyzing the workforce data.

- ▶ “Hire a data specialist to analyze data.”

and uneven response rates. Without a baseline total, states cannot estimate the reach or saturation of specific programs and policies, nor can they understand who lacks access to professional development opportunities and why.

The type of data that states collect about the workforce is similarly crucial. For example, without knowledge of the educational distribution of the workforce across settings and by demographic characteristics, it is nearly impossible to estimate the proportion of the incumbent workforce that might need to pursue more education in response to new degree requirements or to assess the distance between current levels of educational attainment and degree completion. Without these data, stakeholders lack the ability to gauge the capacity of higher education institutions to respond to demand. Furthermore, it is impossible to appropriately craft and sufficiently fund policies to ensure equitable access to opportunities for advancement among those from historic minority communities currently underrepresented or overrepresented in various educator roles. Yet, in the majority of states and communities and across all segments of the workforce, such questions cannot be fully answered.

Although states have made great progress toward better workforce data collection, they have been doing so largely on a state-by-state basis, limiting comparability of data across states and making it difficult for researchers and other stakeholders to understand differences in workforce characteristics and opportunities not only within states, but across states. The National Workforce Registry Alliance has played an instrumental role in coordinating data collection among its member states with ECE workforce registries and, in recent years, has built a cross-state data set.¹⁸⁵ Greater coordination of workforce data — including both registries and surveys — at the federal or cross-state level would help ensure that data on the workforce collected in Illinois, North Carolina, California, or any other state can be compared, which is crucial for understanding how effective state policies have been in improving the preparation, support, and compensation of early educators.

Strengthening and coordinating early childhood workforce data will require purposeful public funding. In recent years, federal funding, such as the Child Care Development Fund, and earlier competitive federal grants, like Race to the Top–Early Learning Challenge, have played a key role.¹⁸⁶ Increased CCDF funding¹⁸⁷ can be employed to spur further progress and to ensure that the workforce data collected are of sufficient quality to be used for policymaking.

Rationale for Indicators

We focus on data collection mechanisms that have the *potential* to include the entire ECE workforce, like workforce registries or surveys.¹⁸⁸ While both registries and surveys have their strengths and limitations, either format can be used to fulfill the function of collecting data on the size and characteristics of the ECE workforce, and states in the *Index* are able to meet our indicator criteria using either mechanism.¹⁸⁹ We do not include administrative data regularly collected as part of ECE programs, such as pre-K or Head Start, or data primarily at the program level, such as QRIS data.

As in 2016, we focus on a few key indicators to establish whether states have in place at least some basic elements of data collection and reporting on the ECE workforce. Across

TABLE 4.8

Workforce Data Indicators & Assessment

Workforce Data	Values & Partial Points	Maximum Points per Indicator
Inclusive across settings?	Licensed +	7
	All Licensed Settings	5
Collects compensation data?	Wages: Yes/No	2
	Benefits: Yes/No	1
Collects race/ethnicity data?	Yes/No	2
Summary data reported online?	Yes/No	1
Total		12
0-4 points per category		Stalled
5-8 points per category		Edging Forward
9-12 points per category		Making Headway

Note: For more information on these indicators and their data sources, see [Appendix 1: Data Sources](#).

the four indicators, points are heavily weighted toward the indicator on inclusiveness across settings, in order to convey the critical importance of gaining a better picture of the overall size of the ECE workforce.¹⁹⁰ States assessed as “licensed +” receive the maximum amount of points for this indicator because they include all licensed teaching staff and directors in both center- and home-based child care settings, as well as early educators in one or more of the following settings: public pre-K programs, Head Start, and/or license-exempt child care. States that only include all teaching staff and directors in both center- and home-based licensed child care facilities receive reduced points, and states that do not fulfill the criteria of either the “all licensed” or “licensed +” categories receive no points, in order to convey the importance of collecting data across the ECE workforce, regardless of setting or program funding.¹⁹¹

Another change in the 2018 edition is that the 2016 indicator about whether states have a formal mechanism with the potential to collect data on the workforce across settings (e.g., a registry or survey) is no longer assessed because all states, with the exception of New Mexico, have one or both of these mechanisms in place. Instead, a new indicator on whether demographic information on race/ethnicity is collected has been added. In addition, an existing indicator on whether data on wages and benefits are collected has been updated to allow for partial credit, see [Table 4.8, on p. 111](#). Weighting of points was further adjusted to acknowledge the importance of *collecting data over reporting data publicly*, even though the latter is also crucial, as explained under Indicator Four.

“Although states have made great progress toward better workforce data collection, they have been doing so largely on a state-by-state basis, limiting comparability of data across states.”

These indicators were chosen as simplified signals of wider elements of good data collection, but they do not encompass all that is needed.¹⁹² For example, the quality of workforce data reports varies widely by state, with some states reporting only basic information on the size and core demographics of the workforce, and others reporting more detailed analyses of the workforce, including educational attainment, wages, and benefits by job role or setting, for example. While we could not assess the quality of reporting or all of the core data elements needed to understand the characteristics of the workforce due to limited space in the *Index*, good data collection practices and state examples are discussed further in CSCCE’s 2018 policy brief, *The Workforce Data Deficit*.¹⁹³ Future editions of the *Index* may continue to raise the bar in an effort to promote better practice in this area.

Assessing the States: Workforce Data

Indicator 1: Does the state have at least one formal mechanism that is inclusive of the ECE workforce across settings?

Disparate data sources, each covering only a slice of the workforce, make it very difficult for states to provide a comprehensive estimate of how many teachers are providing early care and education to children and to assess the impact of workforce initiatives.

Twenty-one states had at least one formal data mechanism with required participation (in the case of registries) or sampling (for workforce surveys) that was inclusive of licensed centers and home-based programs, *as well as* Head Start, preschool, and/or license-exempt settings. Another eight states required registry participation or used a workforce survey to sample educators from licensed child care settings only. The remaining 22 states either required participation/sampling for a defined but limited subset of the workforce, allowed for voluntary registry participation across settings, or did not use a formal mechanism for workforce data.

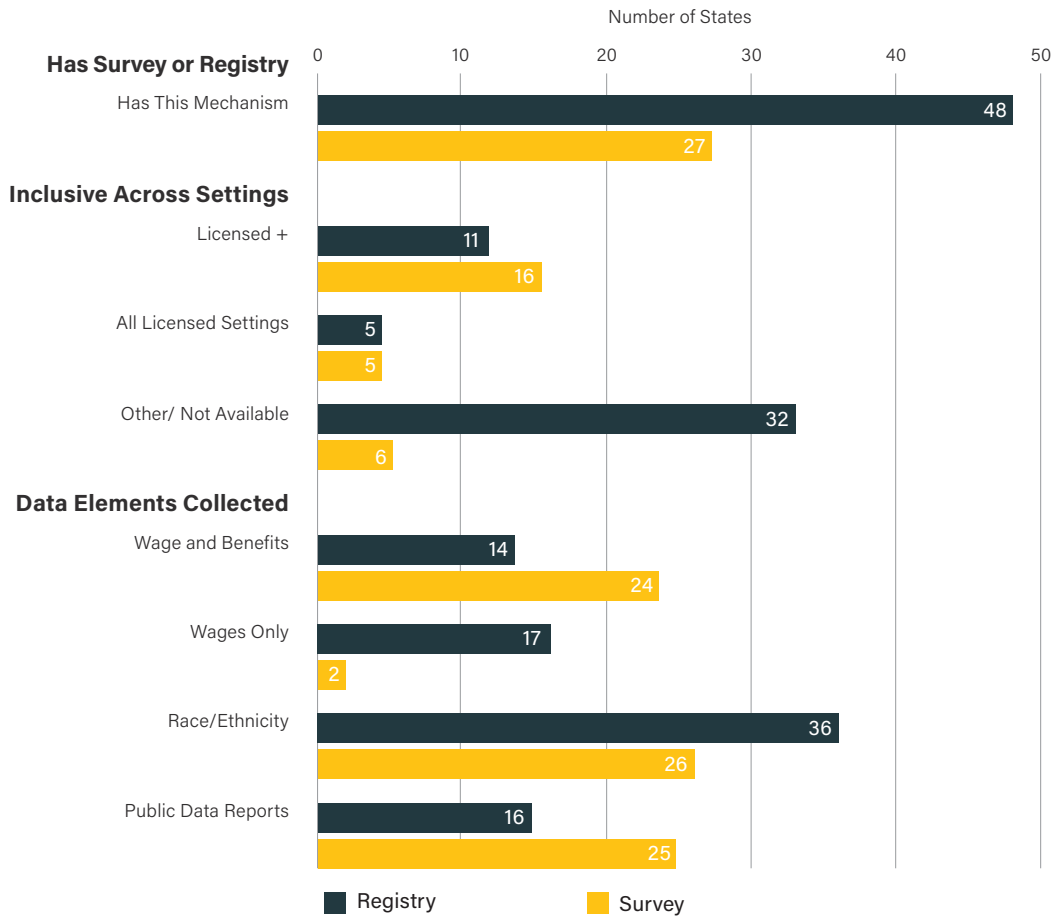
Indicator 2: Does the state’s mechanism for collecting workforce data include compensation?

Given the many negative consequences of inadequate wages, including economic insecurity and increased turnover (see [Earnings and Economic Security, p. 29](#)), it is critical that states understand the breadth of the problem across sectors.

In total, 44 states collect either wage or benefit data via their registry or survey: 33 states collect both wage and benefit data; 11 states collect wage data only; and seven states collecting neither.¹⁹⁴ Of the 27 states with recent workforce surveys, nearly all include information on wages and benefits (26 have data on wages, 24 on benefits). It is less

FIGURE 4.8

Number of States Meeting Workforce Data Indicators, 2018



common for registries to collect this information: 31 of the 48 states with registries collect wage data; and 14 states collect information on benefits.

Compared to the 2016 *Index*, 12 more states are collecting either wage or benefit data via their workforce data mechanisms: 44 states in 2018 as compared to 32 states in 2016. Eight more states have recent workforce surveys, and as in 2016, nearly all of these collect wage or benefit data. With six more states having registries in total, six more of the states with registries collect wage data, and three more collect benefits, as compared to 2016.

Indicator 3: Does the state’s mechanism for collecting workforce data include information on race/ethnicity?

Understanding the demographics of the workforce is critical for bringing attention to and creating remedies for existing biases and inequitable opportunities for professional



DATA SPOTLIGHT

CAN YOUR STATE'S WORKFORCE DATA COLLECTION SHED LIGHT ON INEQUITABLE COMPENSATION FOR EARLY EDUCATORS?

Earnings for all early educators are low, yet current and prospective early educators face a highly uneven playing field with regard to compensation, depending on where they are employed (see [Earnings and Economic Security, p. 29](#)).

Can your state's workforce registry or survey assess differences in compensation (such as wages, including paid time for professional responsibilities, and benefits, like health insurance or paid sick days) by:

- ▶ Educational attainment (no degree, associate degree, or bachelor's degree);
- ▶ Demographics (age, race/ethnicity, languages spoken); and
- ▶ Setting (age of children taught, funding stream, turnover rates)?

For more information on strengthening state workforce registries and surveys, see:

- ▶ [The Workforce Data Deficit: Who It Harms and How It Can Be Overcome](#)

development and advancement (see [About the Workforce, p. 17](#)). In total, 43 states collect race/ethnicity data via their registry or a recent survey, with 18 states collecting these data through both mechanisms. Of the 27 states with recent workforce surveys, almost all (26) collected race/ethnicity data, and 36 of the 48 states with registries collected this data (75 percent).

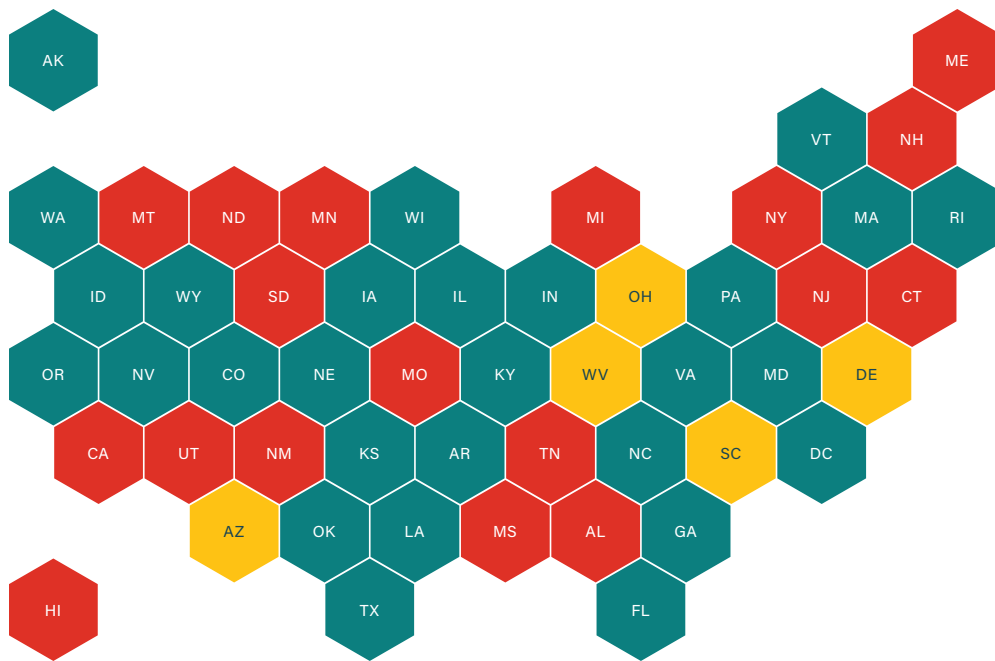
Indicator 4: Does the state use the data collected to report publicly on the status of the workforce?

One of the challenges of assessing state-level workforce data is that states do not always report aggregate data publicly. Yet, without this information, researchers, advocates, and other stakeholders are unable to understand and evaluate the status of the ECE workforce and the barriers to improving working conditions.

In total, 33 states report some aggregate data online via survey and/or registry data collection. Most states with recent workforce surveys report workforce data online (25 out of 27 states, compared to 17 out of 18 in 2016), but only 16 states out of a total of 48 with registries publish this information electronically (compared to nine out of 42 in 2016). However, 35 of the 48 states with registries report data internally and/or to select organizations, such as partner agencies.

FIGURE 4.9

State Map of Workforce Data Assessment



STALLED: The state has made limited or no progress.

EDGING FORWARD: The state has made partial progress.

MAKING HEADWAY: The state is taking action and advancing promising policies.

State Assessment

Eighteen **stalled** states lacked sufficiently up-to-date and detailed workforce data mechanisms. Five states are **edging forward**, meeting some but not all indicators of a robust workforce data system. Twenty-eight states are **making headway**, meeting most of our indicators. See Table 4.9 for a state-by-state overview of each indicator and the overall assessment.

The indicators used to assess workforce data in this *Index* are somewhat different from those used in the 2016 *Index*. With these new and revised indicators, the 2018 *Index* rates six more states as stalled, 14 fewer as edging forward, and nine additional states as making headway.

THE NATIONAL ACADEMIES OF SCIENCES, ENGINEERING, AND MEDICINE (NASEM) REPORT,
TRANSFORMING THE FINANCING OF EARLY CARE AND EDUCATION, RECOMMENDED THAT

“The federal government should align its data collection requirements across all federal ECE funding streams to collect comprehensive information about the entire ECE sector and sustain investments in regular, national data collection efforts from state and nationally representative samples that track changes in the ECE landscape over time, to better understand the experiences of ECE programs, the ECE workforce, and the developmental outcomes of children who participate in ECE programs.”¹⁹⁵

Policy Recommendations: 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.

TABLE 4.9 Workforce Data Indicators & Assessment by State

State		Inclusive Across Settings	Collects Compensation Data		Collects Race/Ethnicity Data	Reports Aggregate Data Publicly Online	Workforce Data Assessment
			Wages	Benefits			
Alabama	Registry	Other	No	No	Yes	No	Stalled
	Survey	Other	Yes	No	Yes	No	
Alaska	Registry	Other	Yes	Yes	Yes	No	Making Headway
	Survey	Licensed +	No	No	Yes	No	
Arizona	Registry	Other	Yes	Yes	Yes	Yes	Edging Forward
	Survey	Not applicable	No	No	No	No	
Arkansas	Registry	Licensed +	Yes	No	Yes	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
California	Registry	Other	Yes	Yes	Yes	No	Stalled
	Survey	Not Applicable	No	No	No	No	
Colorado	Registry	Other	Yes	No	Yes	Yes	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Connecticut	Registry	Other	Yes	No	Yes	No	Stalled
	Survey	Not Applicable	No	No	No	No	
Delaware	Registry	Other	Yes	No	Yes	No	Edging Forward
	Survey	Other	Yes	Yes	Yes	Yes	
District of Columbia	Registry	Licensed +	No	No	Yes	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Florida	Registry	Other	No	No	Yes	Yes	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Georgia	Registry	Other	No	No	Yes	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Hawaii	Registry	Other	No	No	No	No	Stalled
	Survey	Not Applicable	No	No	No	No	
Idaho	Registry	Other	Yes	No	Yes	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Illinois	Registry	Licensed +	Yes	No	Yes	Yes	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Indiana	Registry	Not Applicable	No	No	Not Applicable	Not Applicable	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Iowa	Registry	Licensed +	No	No	Yes	No	Making Headway
	Survey	Other	Yes	Yes	Yes	Yes	
Kansas	Registry	Not Applicable	No	No	Not Applicable	Not Applicable	Making Headway
	Survey	All Licensed Settings	Yes	Yes	Yes	Yes	
Kentucky	Registry	Licensed +	No	No	Yes	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	

TABLE 4.9 Workforce Data Indicators & Assessment by State
(continued)

State		Inclusive Across Settings	Collects Compensation Data		Collects Race/Ethnicity Data	Reports Aggregate Data Publicly Online	Workforce Data Assessment
			Wages	Benefits			
Louisiana	Registry	Other	No	No	Yes	Yes	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Maine	Registry	Other	No	No	Yes	No	Stalled
	Survey	Not Applicable	No	No	No	No	
Maryland	Registry	All Licensed Settings	Yes	No	Not Available	No	Making Headway
	Survey	All Licensed Settings	Yes	Yes	Yes	Yes	
Massachusetts	Registry	Licensed +	Yes	Yes	Yes	No	Making Headway
	Survey	Not Applicable	No	No	No	No	
Michigan	Registry	Not Available	Not Available	Not Available	Not Available	No	Stalled
	Survey	Not Applicable	No	No	No	No	
Minnesota	Registry	Other	Yes	No	Yes	Yes	Stalled
	Survey	Not Applicable	No	No	No	No	
Mississippi	Registry	Other	Yes	No	Not Available	Not Applicable	Stalled
	Survey	Not Applicable	No	No	No	No	
Missouri	Registry	Other	Yes	No	Yes	Yes	Stalled
	Survey	Not Applicable	No	No	No	No	
Montana	Registry	Other	Yes	No	Yes	No	Stalled
	Survey	Not Applicable	No	No	No	No	
Nebraska	Registry	Other	Yes	Yes	No	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Nevada	Registry	All Licensed Settings	Yes	Yes	Yes	Yes	Making Headway
	Survey	Not Applicable	No	No	No	No	
New Hampshire	Registry	Other	Yes	Yes	Yes	No	Stalled
	Survey	Not Applicable	No	No	No	No	
New Jersey	Registry	Other	Yes	No	No	No	Stalled
	Survey	Not Applicable	No	No	No	No	
New Mexico	Registry	Not Applicable	No	No	Not Applicable	Not Applicable	Stalled
	Survey	Not Applicable	No	No	No	No	
New York	Registry	Other	Yes	No	Yes	No	Stalled
	Survey	Not Applicable	No	No	No	No	
North Carolina	Registry	Other	No	No	No	No	Making Headway
	Survey	All Licensed Settings	Yes	Yes	Yes	Yes	
North Dakota	Registry	Other	Yes	No	No	No	Stalled
	Survey	Other	Yes	Yes	No	Yes	


TABLE 4.9 Workforce Data Indicators & Assessment by State
(continued)

State		Inclusive Across Settings	Collects Compensation Data		Collects Race/Ethnicity Data	Reports Aggregate Data Publicly Online	Workforce Data Assessment
			Wages	Benefits			
Ohio	Registry	Other	No	No	Yes	No	Edging Forward
	Survey	Other	Yes	Yes	Yes	Yes	
Oklahoma	Registry	Licensed +	Yes	No	No	Yes	Making Headway
	Survey	Not Applicable	No	No	No	No	
Oregon	Registry	All Licensed Settings	Yes	Yes	Yes	Yes	Making Headway
	Survey	Not Applicable	No	No	No	No	
Pennsylvania	Registry	Licensed +	No	No	Yes	No	Making Headway
	Survey	Not Applicable	No	No	No	No	
Rhode Island	Registry	Other	Yes	Yes	No	Yes	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
South Carolina	Registry	All Licensed Settings	No	No	Yes	No	Edging Forward
	Survey	Not Applicable	No	No	No	No	
South Dakota	Registry	Other	Yes	No	Yes	No	Stalled
	Survey	Other	Yes	No	Yes	Yes	
Tennessee	Registry	Other	Yes	No	Yes	Yes	Stalled
	Survey	Not Applicable	No	No	No	No	
Texas	Registry	Other	Yes	Yes	Yes	Yes	Making Headway
	Survey	All Licensed Settings	Yes	Yes	Yes	Yes	
Utah	Registry	Other	No	No	No	No	Stalled
	Survey	Not Applicable	No	No	No	No	
Vermont	Registry	Licensed +	No	No	No	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Virginia	Registry	Other	Yes	Yes	Yes	No	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
Washington	Registry	Licensed +	No	No	Yes	Yes	Making Headway
	Survey	Licensed +	Yes	Yes	Yes	Yes	
West Virginia	Registry	Other	Yes	Yes	Yes	Yes	Edging Forward
	Survey	Not Applicable	No	No	No	No	
Wisconsin	Registry	Other	Yes	Yes	Yes	Yes	Making Headway
	Survey	All Licensed Settings	Yes	Yes	Yes	Yes	
Wyoming	Registry	Licensed +	Yes	Yes	Yes	No	Making Headway
	Survey	Not Applicable	No	No	No	No	
TOTAL	Registries: 48 Surveys: 27	Licensed +: 21 Licensed: 7	Wages & Benefits: 33		43	33	

Note: Links to state registries and surveys provided where available. Some states may have additional workforce surveys not listed.

Financial Resources

PROGRESS ON POLICIES TO PREPARE, SUPPORT, AND COMPENSATE

 the workforce requires system reform and sufficient dedicated funding. Both are necessary to ensure that the well-being of the early childhood workforce does not come at the expense of the equally urgent economic needs of families already overburdened by the high cost of early care and education. The recently released consensus report by the National Academies of Science, Engineering, and Medicine, [*Transforming the Financing of Early Care and Education*](#), acknowledges that “for too long the nation has been making do with ECE policies and systems that were known to be broken” and calls for a new national financing structure for early care and education to address the deficiencies in the current system.¹⁹⁶

To date, however, most efforts to improve both access and quality have amounted to no more than tinkering around the edges of the system. Much of the recent conversation about reform has focused on “transforming the workforce” by changing early educators themselves via human capital development (education, training, professional development) rather than changing the financing of the wider ECE system in which early educators practice. Small ad hoc increases to public funding are not a solution to the chronic insufficiency of resources that characterize the system as a whole. A 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, their families, and the educators upon whom they rely.

Transforming the Financing of Early Care and Education offers a vision of a system that aligns with the science and best practices of early learning and development¹⁹⁷ and articulates an approach to estimating the cost of financing such a system.¹⁹⁸ The report breaks the silence on the financial costs involved in creating an equitable, high-quality ECE system as it makes clear that substantial new sources and levels of funding are a requirement for reform (see *Speaking Up for the True Costs of Early Education and Care*, on the following page). Notwithstanding recent increases,¹⁹⁹ federal funding has historically been and remains insufficient to make broad changes to the ECE system, and states have been reluctant to assume the costs of quality early education, particularly as it extends beyond certain groups of three- or four-year-olds in pre-K programs.²⁰⁰

Efforts to envision better workforce policies have been constrained in part by an assumption that change must fit within the confines of the existing infrastructure and funding streams. Such constraints have undermined a comprehensive approach to quality improvement and workforce policies and have allowed practices like raising qualifications for the workforce without linking them to resources that simultaneously address teachers’ earnings and economic well-being. The federal Head Start program — one of the largest federally funded ECE programs — is a prime example of this problem. Regulatory requirements beginning in 2007 required Head Start teachers to increase their education and obtain degrees. Between 1997 and 2014, the share of Head Start teachers with an associate or bachelor’s degree increased by 61 percent, and the share of assistant teachers with a degree increased by 24 percent.²⁰¹ However, Head Start teacher salaries have remained stagnant and have not kept pace with inflation since 2007. While Head Start programs are permitted to improve compensation for degreed teachers, there is no

Speaking Up for the True Costs of Early Education and Care

Transforming the Financing of Early Care and Education provides an illustrative estimate of the costs associated with providing affordable services for all families and ensuring a highly qualified workforce, which includes improvements in annual salaries, workplace conditions, and benefits, as well as assistance for the incumbent workforce to meet higher educational qualifications. According to this report, the estimated cost of providing high-quality ECE for all children in the United States is at least \$140 billion per year (from all sources, public and private), equivalent to about 0.75 percent of U.S. gross domestic product, which is slightly less than the current average of 0.8 percent of GDP allocated to ECE by the nations in the Organization for Economic Cooperation and Development (OECD). To meet this estimate, our nation's public investments would need to grow to \$53 billion a year above the actual current level, and ensuring full compensation parity with teachers of older children would require an additional \$14 billion.²⁰³

explicit policy requiring alignment between higher educational attainment and compensation, nor are there dedicated funds to do so.²⁰²

Continuing to pursue single-pronged strategies and avoiding the discussion of the costs associated with implementing comprehensive reform only serves to reinforce the status quo. Setting a price to comprehensive workforce policies is long overdue. This undertaking entails explicit discussion about what resources are necessary to support educators to achieve higher levels of both entry and advanced qualifications, provide work environments that support effective teacher practice and protect their well-being, and ensure predictable and appropriate increases in compensation that are sufficient to attract and retain skilled educators.

What Can States Do to Improve Funding?

It is imperative that states articulate how the long-term vision outlined in *Transforming the Financing of Early Care and Education* can be applied in their state context to determine the level of national and state resources required to implement that vision. The amount of funding available for the workforce is the linchpin of the ECE system — without well-qualified, supported, and compensated early educators, programs will not be able to provide a high standard of quality for the children in their care. Getting these costs right is important, as these estimates are being used to inform policy and revenue solutions. Once the costs of a transformed system are determined, understanding the gap between current funding and additional resources requires robust workforce data (see *Estimating the Funding Gap Between What Early Educators Have and What They Need*, on the following page).



DATA SPOTLIGHT

ESTIMATING THE FUNDING GAP BETWEEN WHAT EARLY EDUCATORS HAVE AND WHAT THEY NEED

Estimating costs based on a vision of what ECE should look like — including appropriate preparation, support, and compensation for early educators — can inform both short- and long-term ECE state strategies for achieving an ECE system with a highly qualified workforce. But realistically assessing what it will take to achieve this vision requires data that allows determination of the distance between the status quo and the goal.

To estimate the investment required to fill the funding gap between the current system and the cost of improvements in annual salaries and benefits, workplace conditions, and assistance for educational advancement, states will need up-to-date data about:

- ▶ The number of educators at different levels of educational attainment; and,
- ▶ Their current salaries, benefits, and paid non-contact time for professional responsibilities.

Existing pay disparities based on ages of children served and program funding and sponsorship mean that gaps will vary among settings (see [Earnings and Economic Security](#), p. 29). Furthermore, depending on the distribution of the workforce by program type, calculating the proportion of the incumbent workforce that will require assistance in meeting higher qualifications is necessary to determine the gap between the current and envisioned system and the level of resources that will be required.

To move from the status quo to a new and brighter reality, states can identify opportunities to devote additional state funding to ECE as a down payment toward the level of funding that will ultimately be required. State-funded pre-K has been a primary means of dedicated state ECE spending over the past several decades,²⁰⁴ but states can also contribute resources in other ways, such as additional spending on child care subsidies or developing initiatives with designated funds for ECE, like First Five in California, Smart Start in North Carolina, and First Things First in Arizona.

Rationale for Indicators

State representatives surveyed for the *Index* were asked whether their state has utilized an existing cost-estimation tool (e.g., the Provider Cost of Quality Calculator) and/or employed its own cost study. Several states indicated that they had employed some approach to calculating cost. However, we were not consistently able to identify the extent to which approaches were used to assess the cost to deliver a truly equitable and high-quality system, including appropriate preparation, support, and compensation for

TABLE 4.10

Financial Resources Indicators & Assessment

Financial Resources	Values	Maximum Points per Indicator
Pre-K per-child spending as % of K-12: Greater than 50%?	Yes/No	6
State reports extra CCDBG spending?	Yes/No	6
Total		12
0-4 points per category		Stalled
5-8 points per category		Edging Forward
9-12 points per category		Making Headway

Note: For more information on these indicators and their data sources, see [Appendix 1: Data Sources](#).

early educators, or for some other purpose (e.g., expanding existing services to a targeted population, braiding existing funding streams to create efficiencies). Future editions of the *Index* may be better able to assess these efforts, particularly now that the *Transforming the Financing of Early Care and Education* report has articulated a framework.²⁰⁵

In the interim, the 2018 *Index* continues to track whether states are devoting additional state funding above and beyond what is required to receive federal funding. Although federal and local governments also play a role in funding ECE, our focus is on assessing the commitment of state governments to fund early childhood programs within the state. Specifically, we include two indicators of spending: whether a state reports additional Child Care and Development Block Grant (CCDBG) spending beyond what is required; and whether states are approaching comparable spending between their pre-K and K-12 systems.²⁰⁶

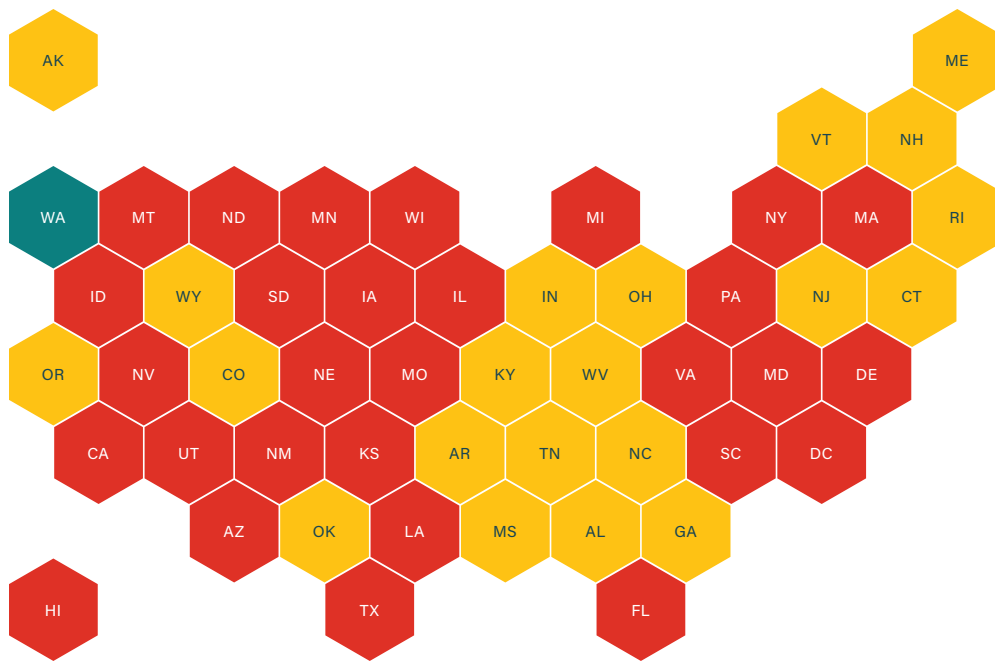
Assessing the States: Financial Resources

Indicator 1: Did the state report extra Child Care and Development Block Grant (CCDBG) spending?

Federal funds constitute a high proportion of expenditures in ECE compared to K-12 and are a key resource for states seeking to invest in early childhood, though states may be constrained by federal rules or by a lack of guidance about how to use the funds. The largest single federal funding stream for early care and education is the Child Care and Development Block Grant. Since its establishment in 1990, CCDBG primarily devotes resources to increasing access to early care and education services for children in low-income working families; states are provided with a block grant of dollars for that purpose.

FIGURE 4.10

State Map of Financial Resources Assessment



STALLED: The state has made limited or no progress.

EDGING FORWARD: The state has made partial progress.

MAKING HEADWAY: The state is taking action and advancing promising policies.

From its inception, one component of CCDBG has been a set-aside for quality improvement to be spent on licensing enforcement, referral services for parents, and workforce development activities. To draw down funds, states must agree to provide some matching funds and report on how their service and quality dollars are spent related to essential elements of early childhood workforce systems for delivering high-quality programs, which may include compensation, benefits, and workforce conditions (see [Compensation and Financial Relief Strategies, p. 93](#)). In practice, CCDBG allows states considerable leeway to make decisions about teaching staff qualifications, per-child reimbursement rates, and the use of quality dollars, and states are not required to allocate funds or identify any specific goals related to compensation.

In order to receive all federal CCDBG funds, states must spend a set match amount and meet Maintenance of Effort (MOE) requirements. We focus on whether states spent over and above the minimum requirement for matching or MOE funds for at least one of the

preceding three fiscal years for which information is available (2014-2016), using CCDBG expenditure data from the Center for Law and Social Policy (CLASP).²⁰⁷ In total, nine states met this criterion (down from 15 in the 2016 *Index*). Of these, only three states (Alaska, Ohio, and Vermont) reported spending above the MOE for all three years, and no states reported spending above the matching requirement for all three years.²⁰⁸ Reported state expenditure may include local as well as state contributions. Changes in state spending as a result of recently expanded CCDBG funds are not reflected in this edition of the *Index*.

Indicator 2: Is pre-K per-child spending more than 50 percent of per-child K-12 spending?

Even in publicly funded pre-K, which of all areas of ECE has come the closest to being accepted as education and a public good, there still remains lower funding per child compared with that of older children. Of states with pre-K programs, no state spends the same or more per child on pre-K compared with K-12.²⁰⁹ North Carolina is the closest, with per-child pre-K spending at 84 percent of K-12 spending. Oklahoma spends 77 percent. An additional 12 states spend between 50 and 75 percent. In total, 14 states spent more than 50 percent of per-child K-12 funding on pre-K (up from 13 in the 2016 *Index*). Seven states (Idaho, Montana, New Hampshire, North Dakota, South Dakota, Utah, and Wyoming) do not have state pre-K programs, so no data are available.²¹⁰

State Assessment

In total, 29 **stalled** states met none of these indicators; 21 states are **edging forward**, having met one of the indicators; and one state (Washington) is **making headway**, having met both indicators. See Table 4.11 for a state-by-state overview of each indicator and the overall assessment.

Policy Recommendations: 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.

TABLE 4.11 Financial Resources Indicators & Assessment by State

State	State Reported Extra CCDBG Spending, 2014-16	Ratio of Pre-K to K-12 Spending More Than 50%	Overall Assessment
Alabama	No	68.3%	Edging Forward
Alaska	Yes	21.4%	Edging Forward
Arizona	No	40.1%	Stalled
Arkansas	No	69.2%	Edging Forward
California	No	45.6%	Stalled
Colorado	Yes	31.6%	Edging Forward
Connecticut	Yes	43.3%	Edging Forward
Delaware	No	40.3%	Stalled
District of Columbia	No	48.2%	Stalled
Florida	No	23.2%	Stalled
Georgia	Yes	46.0%	Edging Forward
Hawaii	No	44.1%	Stalled
Idaho	No	Not Applicable	Stalled
Illinois	No	30.9%	Stalled
Indiana	No	67.5%	Edging Forward
Iowa	No	26.3%	Stalled
Kansas	No	17.7%	Stalled
Kentucky	No	58.5%	Edging Forward
Louisiana	No	35.2%	Stalled
Maine	No	65.0%	Edging Forward
Maryland	No	46.8%	Stalled
Massachusetts	No	18.7%	Stalled
Michigan	No	39.8%	Stalled
Minnesota	No	50.0%	Stalled
Mississippi	No	67.5%	Edging Forward
Missouri	No	29.3%	Stalled

TABLE 4.11 Financial Resources Indicators & Assessment by State
(continued)

State	State Reported Extra CCDBG Spending, 2014-16	Ratio of Pre-K to K-12 Spending More Than 50%	Overall Assessment
Montana	No	Not Applicable	Stalled
Nebraska	No	47.2%	Stalled
Nevada	No	41.2%	Stalled
New Hampshire	Yes	Not Applicable	Edging Forward
New Jersey	No	58.4%	Edging Forward
New Mexico	No	39.5%	Stalled
New York	No	24.6%	Stalled
North Carolina	No	83.5%	Edging Forward
North Dakota	No	Not Applicable	Stalled
Ohio	Yes	33.8%	Edging Forward
Oklahoma	No	77.3%	Edging Forward
Oregon	No	69.3%	Edging Forward
Pennsylvania	No	40.2%	Stalled
Rhode Island	No	54.4%	Edging Forward
South Carolina	No	24.9%	Stalled
South Dakota	No	Not Applicable	Stalled
Tennessee	No	61.5%	Edging Forward
Texas	No	34.1%	Stalled
Utah	No	Not Applicable	Stalled
Vermont	Yes	27.0%	Edging Forward
Virginia	No	47.4%	Stalled
Washington	Yes	65.9%	Making Headway
West Virginia	No	61.2%	Edging Forward
Wisconsin	No	43.7%	Stalled
Wyoming	Yes	Not Applicable	Edging Forward
TOTAL	9	14	

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4. Early Childhood Workforce Policies

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- 161 Department of Employment Services (n.d.) *Office of Wage Hour Compliance*. Retrieved from <https://does.dc.gov/service/office-wage-hour-compliance>.
- 162 T.E.A.C.H. Early Childhood National Center (2015). *Child Care WAGES Overview*. Retrieved from <http://teachecnationalcenter.org/wp-content/uploads/2014/10/WAGE-Overview-2015.pdf>.
- 163 The *maximum* one-time award (which is usually reserved for high levels of education, such as graduate level) is \$500 or less in nearly two-thirds of the existing statewide bonus programs.
- 164 Teachers in publicly funded pre-K programs are more likely to benefit from working conditions similar to K-3 teachers than are other early educators, but this is not necessarily the case. Only 21 states with public pre-K programs (out of 43, including the District of Columbia) require paid planning time or professional development time for pre-K teachers working in public schools to be comparable with that provided K-3 teachers. And only seven states (Colorado, Georgia, Mississippi, New Mexico, Rhode Island, Tennessee, and West Virginia) have this requirement for all publicly funded pre-K teachers in their state, regardless of which pre-K program or setting they work in. Similarly, while 15 states require comparable benefit packages for pre-K teachers working in public schools, only Rhode Island also has this requirement for teachers in community-based settings. See Barnett, W.S., Friedman-Krauss, A.H., Weisenfeld, G.G., Horowitz, M., Kasmin, R., & Squires, J. H. (2017). *The State of Preschool 2016: State Preschool Yearbook*. New Brunswick, NJ: National Institute for Early Education Research.
- 165 New Jersey, for example, has three pre-K programs. While two require salary parity for teachers in all settings, one program only requires salary parity for teachers in public schools, and therefore, New Jersey did not meet our criteria as defined.
- 166 Oklahoma meets the parity definition because it requires parity for public teachers and also places publicly funded teachers in nonpublic settings.
- 167 Georgia implemented a pay scale for pre-K teachers that takes into account education and experience as of the 2016-17 school year. See McLean, Dichter, & Whitebook, 2017.
- 168 Barnett et al., 2017.
- 169 Friedman-Krauss, Barnett, Weisenfeld, Kasmin, DiCrecchio, & Horowitz, M. 2018.
- 170 In 2016, Hawaii reported pro-rating salaries based on differences in the length of the work day or year, but did not report doing so in 2018. In 2016, Missouri reported parity for public and nonpublic settings, but only reported parity in public settings in 2018.
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- 172 DC Commission on Early Childhood Compensation (n.d.) Retrieved from https://osse.dc.gov/sites/default/files/dc/sites/osse/publication/attachments/DC_Compensation_Report_Printer_Final-1.pdf.
- 173 For example, Florida's local WAGE\$ program serves the state's two most populous counties and had 1,332 paid participants in 2015.

- 174 In 2000, the California Legislature (Assembly Bill 212) earmarked \$15 million annually for the Child Care Staff Retention Fund. See *State of California 2000-1 Final Budget Summary*. Retrieved from <https://www.documents.dgs.ca.gov/osp/GovernorsBudget/pdf/2000-01budsum.pdf>. If funding for the program, commonly referred to as AB212, had kept pace with inflation, the current allocation as of April 2018 would be roughly \$22 million per year. See Bureau of Labor Statistics (n.d.) *CPI Inflation Calculator*. Retrieved from https://www.bls.gov/data/inflation_calculator.htm. In fiscal year 2017-2018, the state allocated only \$10.75 million. See California Department of Education. *CDE Quality Improvement Budget for FY 2017-18*. Retrieved from <https://www.cde.ca.gov/sp/cd/re/qibudget1718.asp>.
- 175 Delaware implemented the WAGES program in 2017. The District of Columbia program was not identified during data collection for the 2016 *Index*, and the Georgia and Utah programs were labeled as bonuses rather than stipends for the 2016 *Index* but were changed upon re-assessment.
- 176 Defined as non-child contact time to complete professional responsibilities, such as planning, professional sharing, and reporting, as well as paid time for professional development.
- 177 Defined as a scale with clearly differentiated salary increments based on qualifications and years of experience, which provides guidance for salary increases over time.
- 178 For example, in San Antonio, see Lantigua-Williams, J. (2016, March 8). How San Antonio is Navigating the Tricky Politics of Pre-K. *The Atlantic*. Retrieved from <http://www.theatlantic.com/education/archive/2016/03/san-antonio-pre-k/472821/>.
- 179 Whitebook, M., McLean, C., & Austin, L.J.E. (2018). *The Workforce Data Deficit: Who it Harms and How it Can Be Overcome*. Berkeley, CA: Center for the Study of Child Care Employment, University of California, Berkeley.
- 180 In contrast to the lack of data for ECE, the School and Staffing Survey provides an ongoing means of examining the characteristics and working environment of the K-12 workforce across the United States, see <https://nces.ed.gov/surveys/sass/>.
- 181 See Jordan, E., & King, C. (2015). "Stacking the Blocks: A Look at Integrated Data Strategies" In Harriet Dichter (ed.) *Rising to the Challenge: Building Effective Systems for Young Children and Families, a BUILD E-Book*. Retrieved from <http://www.childtrends.org/wp-content/uploads/2015/08/2015-35BuildChap7.pdf>.
- 182 "An ECE workforce registry is a database that stores and tracks a variety of information about the demographics, completed and ongoing education, and employment status of the ECE workforce," see Kipnis, F., & Whitebook, M. (2011). *Workforce Information: A Critical Component of Coordinated State Early Care and Education Data Systems*. Berkeley, CA: Center for the Study of Child Care Employment. Retrieved from http://www.irle.berkeley.edu/cscce/wp-content/uploads/2011/04/CSCCEPolicyBrief_WorkforceInformation_March2011.pdf. States develop registries for many purposes, including understanding the characteristics of the ECE workforce, tracking participation in professional development initiatives, and determining placement on a state's career ladder. The National Workforce Registry Alliance sets out specific recommendations for the implementation of ECE workforce registries, see National Workforce Registry Alliance (n.d.). *Alliance Resources*. Retrieved from <https://www.registryalliance.org/our-work/publications-and-resources>.
- 183 New Mexico is the only state that had neither a practitioner registry nor a survey published within the past five years. New Mexico does operate a registry for trainers only and published a workforce study in 2010.
- 184 The majority of these states also have registries. Indiana and Kansas are currently the only states that have conducted recent surveys without also implementing some form of registry.
- 185 The 2017 dataset reports data from 11 registries, including one local-level registry (Miami-Dade County, Florida), see Mayfield, W. (2017). *National Workforce Registry Alliance's 2017 Workforce Dataset: Early Childhood and School-Age Workforce Characteristics*. Report for the National Workforce Registry Alliance. Washington, DC.
- 186 In our survey of states for the 2018 *Index*, more than half (26) of the 48 states with registries explicitly mentioned using CCDF funding. About one-third (nine) of the 26 states with recent surveys mentioned the use of CCDF funding.
- 187 In March 2018, Congress passed a historic increase (\$2.37 billion) for the Child Care and Development Block Grant (CCDBG) Act. The 2014 CCDBG Act reauthorization called for an increase in the amount set aside for quality improvement, which can include workforce development and data collection.
- 188 Our *Index* is focused primarily on ECE teaching staff and leadership, but from a broader perspective, an early childhood workforce data collection mechanism could include a wider variety of personnel, such as coaches, trainers, and home visitors.
- 189 Whitebook, McLean, & Austin, 2018.
- 190 Note that in some states pre-K and Head Start settings might also be required to participate in child care licensing, while in other states they are governed by separate regulations. Similarly, the types of settings considered "license-exempt" varies by state. We gave "licensed +" credit to states in which respondents said that teaching staff and directors (if applicable) in these types of settings were required to participate in their registry or sampled via their survey or if teaching staff and directors could be identified as participating in the state survey based on a published survey report.
- 191 States that do not meet the "licensed" or "licensed +" criteria via either their workforce registry or survey fall into several categories, including: states that do not have one of these data collection mechanisms; states that have workforce registries with voluntary rather than required participation for the "licensed" or "licensed +" settings described in the text; or states with either workforce registries or surveys that only include some defined sub-set of the ECE workforce (e.g., registries that require membership for all early educators participating in state-funded professional development initiatives or surveys of public pre-K teachers).
- 192 Whitebook, McLean, & Austin, 2018.
- 193 Whitebook, McLean, & Austin, 2018.
- 194 Michigan is the only state for which we did not have data on whether the registry collects data on wages and/or benefits.
- 195 NASEM, 2018.
- 196 NASEM, 2018.
- 197 IOM & NRC, 2015.

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- 198 NASEM, 2018.
- 199 In March 2018, Congress passed a historic increase (\$2.37 billion) for the Child Care and Development Block Grant (CCDBG) Act. The 2014 CCDBG Act reauthorization called for an increase in the amount set aside for quality improvement, which can include workforce development and data collection. These additional funds are necessary, but not sufficient.
- 200 NASEM, 2018.
- 201 Whitebook, Phillips, & Howes, 2014.
- 202 Public Law 110-134, Improving Head Start for School Readiness Act of 2007, 42 USC 9801 et seq. (Dec. 12, 2007). Retrieved from https://eclkc.ohs.acf.hhs.gov/hslc/standards/law/hs_act_2007.pdf.
- 203 NASEM, 2018.
- 204 Friedman-Krauss et al., 2018.
- 205 NASEM, 2018.
- 206 The 2016 *Index* also included an indicator about whether a state had actively sought out federal funds by applying for competitive grants, such as the Preschool Development/Expansion Grants or Race to the Top – Early Learning Challenge (RTT-ELC) Grants.
- 207 Personal communication with Hannah Matthews, Center for Law and Social Policy, May 2018.
- 208 States are not required under federal reporting requirements to report excess amounts of MOE and matching funds. Some states may spend above the required amounts, but if this expenditure was not reported, it could not be included in this *Index*.
- 209 Friedman-Krauss et al., 2018. The NIEER Yearbooks are the most comprehensive source on pre-K spending by state but may underestimate sources of federal and local funding. Furthermore, they do not include special education funding, which may represent a not-insignificant proportion of total K-12 spending, depending on the state. However, there is no recent state-by-state data on K-12 special education funding that could be used to adjust these totals to more adequately assess differences in pre-K and K-12 spending, excluding special education funding.
- 210 Friedman-Krauss et al., 2018.



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