RAISING SALARIES

STRATEGIES THAT WORK

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Child Care Employee Project
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Introduction

The inability of early childhood programs to attract and retain qualified staff is increasingly identified as one of the most serious barriers to the availability of quality child care. Staff turnover, currently estimated at 40 to 60% per year nationwide, too often leaves child care programs understaffed or in a position where they are forced to hire teachers with inadequate qualifications.

The negative consequences of this staffing shortage for children are inarguable. Years of research have demonstrated that the quality of child care is dependent on having trained caregivers with whom children can develop consistent attachments.

Yet our current child care delivery system works against the maintenance of a trained and stable workforce. In spite of an average education level of 14 years, 70% of all child care workers earn poverty level wages, making child care employees the second most underpaid workers in the nation (National Committee on Pay Equity, 1987). These inadequate wages, coupled with the low status and stressful working conditions on the job, provide little incentive for experienced child care staff to make a long term commitment to their careers.

Our child care system is facing a crisis. Child care providers, advocates and policymakers are grappling with how to increase compensation and improve working conditions. But, because public subsidy remains limited, and most programs must rely on parent fees for their income, there is considerable consternation about how this can be done. The central dilemma is finding a means to balance the needs of families for affordable child care services with the needs of staff for fair and decent employment so that quality programs can be achieved.

While our nation is still a long way from having solved this dilemma, we are heartened by the many experiments that have been tried so far. In communities throughout the country, child care staff have recognized the need for advocacy and understood that in becoming advocates for their own economic well-being, they become advocates for high quality child care. They have built alliances with parents and other community members and are discovering innovative solutions to the staffing crisis.

For many of us, advocating for ourselves runs contrary to our professional socialization and self-image. We have been taught to consider the needs of children first and foremost, and voicing our own concerns feels awkward or even inappropriate. But the current conditions most child care staff face directly impinge on the quality of care children receive. Thus, the real violation of our professional ethics lies in the failure to speak up for what we know impacts on children the most, even if we are inappropriately accused of self-interest. Like teachers and nurses of previous generations, we must recognize the relationship between our own economic well-being and the quality of services we provide.

In this report we outline examples of child care centers, systems, cities, and states that have developed new policies aimed at improving staff compensation. We hope these examples will help to answer some of the questions about what options are available for child care programs to improve salaries. We also hope these examples will help to stimulate new ideas and experiments. Most important, however, we hope this report will help child care staff and parents recognize how the possible solutions expand when we join together as advocates for better child care.

Salary Initiatives

Because of the enormous diversity in child care programs, funding, regulation and structure, reaching consensus on a strategy for improving salaries may seem insurmountable. A workable solution for raising salaries in one program may offer little for the staff of another. For example, a university-based child care center may find that the university has additional funds that can be used to support child care without raising parent fees, while the staff of a small parent co-op may discover that their only option for improving compensation is to raise parent fees or involve parents in additional fundraising. Getting parents to join in a letter-writing campaign to state legislators may be an effective strategy for state-subsidized programs, but the staff of a church-based program will probably decide to involve parents in other action plans.

But regardless of type, raising salaries involves bringing new money into the program or reallocating existing resources. In order to make that possible, the people who have the authority to allocate resources—parents, boards, directors, legislators, corporations, and others—must be persuaded that raising salaries benefits everyone, not just teachers.

In each of the examples below—chosen to reflect the diversity of the child care system—the people involved had to identify the potentially available resources and the decision makers who had the power to allocate these resources. They could then determine what solution would be most effective in their specific situation. It was from these decisions that a strategy emerged.

Therefore, if you are considering strategies for raising salaries, we encourage you to use these examples to gain a sense of what is possible and to stimulate your thinking. But first, consider the following questions:

1. *What source(s) of funding does your program rely on?*
2. *Can salaries in your program be increased by reallocating existing resources or does your program need additional dollars to make this possible?*
3. *If new money is needed, how can existing resources be expanded? Are there other untapped sources?*
4. *Whether considering existing or new resources, who has the power to make the decision to allocate funds so salaries can be raised?*
5. *What approaches or combinations of approaches will best influence decision makers and what alliances must be built to influence those decision makers?*

The following examples describe how some of the salary initiatives at the center, city, community, county, and state level got started, what barriers were overcome and what was accomplished. It is recognized that these initiatives are only small steps forward where a giant leap is really needed to provide adequate salaries. Yet, taken together they represent an important beginning in the movement to increase child care employee compensation and thus improve the quality of care to young children.

Child Care Centers

Center University View Child Care Center (UVCCC)
Fairfax, Virginia

Getting Started University View Child Care Center was one of the first programs to be accredited by the National Association for the Education of Young Children's (NAEYC) National Academy of Early Childhood Programs. The director used the center's new accreditation status as a vehicle to propose salary increases for employees.

Overcoming Barriers UVCCC is part of the Salvation Army and their board determines salaries. By comparing staff members' salaries with similar professionals in the county, the director found that their salaries were falling behind comparable centers in the county subsidy program. Using this information, the director wrote a request for salary increases to the board, showing the need and proposing solutions. A chart was included that pointed out the teachers' educational qualifications, years of experience, and longevity at the center. With the assistance of a parent, the director devised a salary scale with step increases to encourage teachers to continue their work.

Getting Results The board approved the salary compensation plan as proposed. Additional funds for salaries came from an increase in the countybase reimbursement rate, a minimal increase in tuition, and an expansion of the school-age child care program. The overall increase for salaries was approximately 20%, which included step and once-a-year raises. This plan placed UVCCC salaries in the top range of similar agencies in their area.

For further information contact:

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University View Child Care Center
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Fairfax Station, Virginia 22039
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Center Creche Child Care Center
Omaha, Nebraska

Getting Started When a new director was hired in December 1985, the center's future was very shaky. The director knew she had to turn the program around or the 100-year-old center would be forced to shut its doors. The 30-member community board, in hiring her, had made a commitment to upgrading quality. The director knew that meant replacing some of the staff. Thus, she had to attract and hire skil teachers.

Overcoming Barriers The director felt she could not attract the kind of staff she wanted with the salaries the center was offering. Furthermore, the only benefit provided was five sick days. The director took NAEYC's position paper on "Nomenclature, Salaries, Benefits and the Status of the Early Childhood Profession" to the personnel committee of the board and secured its permission to conduct a salary survey of other local programs. She wrote the survey. It consisted of questions about salaries for differing job positions, years of service, number of full- and part-time employees, as well as information about benefits. As a member of an active directors' group in the Omaha area and the Omaha Association for the Education of Young Children (AEYC), the director was able to build support for the survey.

Getting Results A total of 44 surveys were distributed in 1986, and 16 programs responded. The director found the salaries at the Creche were lower than those at comparable nonprofit programs. The board made a commitment to raise salaries in September 1986. In February 1987, they began offering health insurance with the center paying half the cost. Another survey conducted by the Creche in 1987 revealed that their salaries were still noncompetitive and there was another raise in September 1987.

The center had a more secure financial base than most because there is an endowment fund, established 100 years ago at the center's founding. Money for compensation, however, came from increased revenues due to higher enrollment. (The center now serves 179 predominantly middle income children of whom 60% are white, 35% black and 5% Indian and Vietnamese.) As the director states, "The program is 85 to 95% better than when I walked in." Money also came from better budgeting. In addition, in January 1988, parent's fees were raised $5 a month.

For further information contact:

Joyce Lee
Creche Child Care Center
3713 North 52nd Street
Omaha, Nebraska 68104
402/453-5552

Center

The World Bank Children's Center
Washington, D.C.

Getting Started

This program was founded in September 1986 as an on-site, parent-operated corporate program. The new director felt that the salaries set by the parent board prior to her hiring were too low. In addition, a few applicants refused jobs when they learned about the salaries. Thus, the director began to provide the board with regular information about the need to have better compensation. Among the information provided were salary surveys conducted by the Metropolitan Directors' Exchange, clippings from newspapers, NAEYC publications, and bimonthly reports that included reports of staff turnover.

Overcoming Barriers

The board debated this issue frequently. They considered the possibility of providing Christmas bonuses the first year but didn't take action because they wanted to make sure that the center's future was fiscally sound.

Getting Results

The center opened with a near-capacity enrollment of 58 children. When enrollment remained stable over the first year, the board voted in August 1987 to improve salaries. Although the board wanted to do this on a merit basis, it was difficult to single people out because the whole staff had worked so hard and well during this start-up phase. The director took this issue to the staff who decided to have across-the-board raises: assistant teachers received a 19% increase, teachers 15%, and the director 10%. The money for these increases came entirely from revenues. This is a parent-operated program; World Bank does not contribute financially to the center's operation.

For further information contact:

Pearl Waxman
The World Bank Children's Center B 100
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Center Oakland/Piedmont Jewish Community Center
Early Childhood Program
Oakland, California

Getting Started Teachers and other employees at this Jewish community center child care program are represented by Service Employees International Union (SEIU) Local 535. In February 1987, the union asked for a 9.5% staff raise. The center management's counter offer was a 2% increase, a cap on health benefits, and a two-tier wage structure.

Overcoming Barriers Employees turned to the children's parents for support with a week-long campaign of informational picketing and individual and group parent meetings. One leaflet began: "Living on a shoestring is no way to keep yo' mind in the classroom." Since no agreement was reach... with the center's board, a strike was called for early March.

The staff reported for work as usual on the day before the strike began, but they asked parents to keep their children home as a demonstration of support. Only five of the 90 children showed up. During the seven-day strike, about 90% of the center's families continued to support the teachers (and meet their own child care needs) by establishing "strike schools" in their homes.

Getting Results The final compromise agreement ratified by union members retained the original full health benefits for staff; reduced the differential in the two-tier wage structure, and provided for a 3% raise retroactive to January 1, as well as a 3% raise in September. Two further raises have since been negotiated: 5% for January 1, 1988, and another 5% as of January 1, 1989. These raises have come from fund-raising, and from the regular annual fee increases to parents.

For further information contact:
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Oakland/Piedmont Jewish Community Center
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Oakland, California 94610
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Center The Acorn School
San Antonio, Texas

Getting Started The Acorn School is a nonprofit half-day nursery school supported by parent fees. When the directors began the school eight years ago, they knew from previous experience in child care that the essential ingredients of a good program were low staff/child ratios and a good teaching staff along with a sound child development philosophy. They were determined to maintain ratios of 1:5 and to pay more than the going salary rate in their community in order to attract qualified teaching staff.

Overcoming Barriers Recognizing the need to provide quality and still maintain fees that would not discourage parents from enrollment, the decision was made to run a potential deficit each year ($25,000 in 1988), and to raise funds outside of parent fees to make up the difference. In the fall, the parents are presented with an annual report that explains the deficit, including an explanation of staff salaries, and are invited to make tax-deductible contributions. In February a benefit similar to a raffle drawing is held. Two hundred and fifty tickets are sold for $100 each. During a big party celebrating the event, the tickets are drawn for prizes that this year included $10,000 in cash, round trip tickets donated by American Airlines, about a dozen weekends at area hotels and more than 200 prizes donated by local business.

Getting Results The Acorn School raised almost $15,000 from this event. These funds, along with smaller donations received throughout the year, allow the school to maintain low staff/child ratios and pay teaching staff about 80% higher than the going rate in the community.

For further information contact:
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Child Care Systems

System	University of Connecticut Storrs, Connecticut
Getting Started	Teachers at the University of Connecticut campus day care center and lab school won representation by the University of Connecticut Professional Employees Union, a local of the American Federation of Teachers.
Overcoming Barriers	The union requested a comparable worth study that would look at child care teachers in relation to other university employees such as librarians, computer programmers, nurses, doctors and department managers. The three-year study (1981-83) by a joint union/management committee used four major criteria to assess comparability: independent action and authority, knowledge and skills required to do the job, complexity and variety of tasks, and leadership.
Getting Results	After a year and a half of negotiations, the union secured new pay scales in 1985 (retroactive to July 1, 1984) for 12 groups of employees, including child care teachers. With funds from the university—and from a rate increase for parents, who are mostly union members themselves—the base child care teaching salary rose from $14,500 to $18,452 in the first year. After a second negotiation in 1986, the base salary rose to $19,500. The union hopes to negotiate an additional $3,000 to $4,000 per employee over the next three years to reward years of experience on the job. But a continued struggle is expected over the extent of the university's responsibility to raise child care staff wages—as opposed to passing the costs on to parents. Child care staff are still trying to reach parity with certain categories of (mostly male) state workers, such as skilled tradespeople, data processors and engineers.
For further information contact:	Jill Hurst Connecticut State Federation of Teachers 1781 Wilbur Cross Parkway Berlin, Connecticut 06037 203/828-1400

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System	Stamford Early Childhood Education Programs Stamford, Connecticut
Getting Started	When the state of Connecticut raised salaries 30 to 40% for state funded programs, the director of the Stamford Early Childhood Education Program, a three-program system with 100 employees, faced a dilemma: salaries for state funded staff in her system were much higher than staff whose funding came from United Way or the federal government (Head Start).
Overcoming Barriers	Although there were different funding auspices, this system had operated under one administration with the same educational goals. The director knew that salaries had to be the same for similar jobs in the system but there were no outside sources of funds. Thus, she had to raise the additional monies.
Getting Results	The director was able to equalize salaries by redoing the budget. Tuition funds went to salary increases. Other program needs were met by fundraising events. For example, raffles were held to buy a new van. Money was saved by using apprentice craftspeople (from a local training program) for center maintenance. Parents also volunteered their labor for upkeep to the building. The director sees this effort as a first step. Now she would like to raise salaries to be on a parity with comparable jobs in the public schools.
For further information contact:	Janet F. Norgren Stamford Early Childhood Educational Programs 64 Palmers Hills Road Stamford, Connecticut 06902 203/323-5944

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System Seventh Day Adventist Church
Southeastern California Conference
Riverside, California

Getting Started The Seventh Day Adventist Church operates child care programs in California, Nevada, Arizona, Utah and Hawaii. Some child care administrators began to raise concerns about program quality because of low pay, high staff turnover and a severe shortage of qualified teacher applicants.

Overcoming Barriers The first step toward upgrading quality was to bring the child care centers to the attention of the Church's Office of Education. In 1987, a salary survey was conducted in the centers in the Church's Southeastern California Conference, comparing child care wages and benefits with those in public elementary schools, school auxiliary workers, and in Seventh Day Adventist Church elementary schools.

Getting Results The Southeastern California Conference Development Service has now submitted a proposal to church leadership to upgrade preschool staff wages on a pilot basis in their five-county area,* with a target beginning date of January 1, 1990. The proposal calls for a standardized pay scale for child care staff which recognizes education and experience; church subsidy for pay increases; and benefits for child care staff equal to those of other teaching personnel in the Seventh Day Adventist education system. Church leadership voted to share in the cost of the operation of the programs rather than expecting individual churches to carry the total responsibility.

For further information contact:

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Office of Education—Southeastern California
Conference of Seventh Day Adventists
11330 Pierce St., P.O. Box 8050
Riverside, CA 92515
714/359-5800, ext. 315

* *The five counties are Imperial, Orange, Riverside, San Bernardino and San Diego.*

System

After-School Programs
Sacramento, California

Getting Started

In 1985, the California legislature passed SB 303 providing monies for the Department of Education to use for latchkey programming. In Sacramento, the school district subcontracted with the Parks Department to provide this service. As Parks Department employees, the child care staff could be temporary employees for a year, but after that time limit would become city employees. Since the city had no child care job category, criteria for these jobs would have to be established. Thus, the question of salaries for the after-school staff became an issue: Should they be paid wages that were commensurate with other city employees or with the current market rate for child care providers?

Overcoming Barriers

The current market rate for child care providers put the after-school staff at a level below what the city paid for employees who cleaned dog kennels. A controversy erupted among those who argued for increased compensation and those who felt that the after-school salaries should stay at market rate. The latter group argued that raising salaries would go against the city policy of providing affordable child care. The child care advocates argued that the city also had a policy of being a decent employer. They were able to convince the City Council to set up new criteria for child care staff in relation to other city employees with comparable education, experience and responsibilities. The potential that the after-school employees might file a comparable worth lawsuit was effective in gaining council support.

Getting Results

The new salary ranges for the 26 employees were to be implemented in three stages (November 1987, January and July 1988): Site Coordinators (directors) will have a salary increase from $6.85 an hour to $9.14 an hour, and the Activities Programmers (teachers) will have a salary increase from $5.74 an hour to $8.21 an hour. The parent fees will also be increased from $165 a month in the fall of 1987 to $200 a month in the fall of 1988 for full-time school aged care. It is too early to determine the effect of this increase on salaries and benefits within the larger community.

In the future, parents will be given information on why the increase will aid staff retention and about how to encourage their employers to help pay the increase with a salary reduction plan (using pre-tax dollars to pay for child care), or a child care benefit as a part of a flexible benefit plan.

For further information contact:

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City of Sacramento Department of Parks
and Community Services
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System	Wisconsin Child Care Union (WCCU)
Getting Started	In the fall of 1984, teachers from several nonprofit centers decided to explore unionization. Frustrated by the slow pace with which other local early childhood organizations were addressing issues of compensation and working conditions, these teachers decided to pursue collective bargaining as a vehicle to improve wages and working conditions.
Overcoming Barriers	For the WCCU, establishing its legitimacy as both an early childhood and labor organization was the first obstacle. Next came organizing resources in order to sustain commitment to the slow and arduous process of getting people to join the union and developing and negotiating a contract proposal. WCCU members believe that their ability to maintain their organization stems partially from the sense of empowerment experienced by teachers actively involved in their own contract negotiations.
Getting Results	Since the summer of 1986, workers at eight private nonprofit centers representing almost 100 workers have affiliated with the Wisconsin Child Care Union, a local of district 65 United Auto Workers. Highlights of union contracts include a grievance procedure with mandatory arbitration; two additional sick and vacation days and one additional holiday for each employee; an increase in the employer's contribution to health insurance; modest increases in the base pay rate; and a retirement plan contingent upon an end-of-the-year budget surplus.
	The initial improvements have been supported by modest increases in parent fees. Unionized workers now earn slightly over a dollar an hour more than the other child care workers in town, although many of these centers had above average wages prior to unionizing. Union members hope to build coalitions between parents and workers to garner public support for improved compensation that does not require further increases in user fees. In addition, the union hopes to develop a single contract protecting workers at several centers in order to minimize the resources required for center-by-center negotiations.

For further information contact:

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Wisconsin Child Care Union
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Madison, Wisconsin 53705
608/263-1725.

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Cities

City Toronto, Ontario, Canada

Getting Started A low-enrollment crisis was developing in the Toronto area private nonprofit day care centers because many parents found fees hard to afford—yet staff wages were also extremely low.

Overcoming Barriers The well-organized local day care advocates' movement went for help to the city council budget chief. The budget chief called together an ad hoc committee of city politicians and day care advocates, who wrote a proposal for a three-year pilot fund. Toronto's Day Care Grant Program, designed to help raise child care worker salaries while maintaining fees affordable to parents, began in December 1983.

Getting Results As a result of the grant programs, staff salaries in centers receiving the funds increased 16.3% in 1984-85, while parent fees increased only 5.8%. (Entry-level salaries rose from $13,101 to $15,505.) In 1985-86, salaries increased 22%, to $17,358, and parent fees increased 7%. The additional funds came from the city property tax. In the first year, $1 million was allocated; in the second year, $2 million; in the third, $3 million.

To qualify for the grants, a center must be nonprofit and must not be fully municipally contracted (i.e., must have some private fee-paying slots for children).

After the three-year pilot period, the program was extended for a transitional year. The future status of the grant has not yet been determined. In March 1988, the Province of Ontario introduced a direct grant as part of the New Directions plan, under which Ontario's child care budget has been increased by one third. The direct grant allocates $36 million in its first fiscal year for improving day care worker salaries. An ongoing battle is foreseen over whether the city of Toronto will continue a commitment to contribute funds, or whether it considers its mission replaced by the provincial government.

Toronto child care activists still hope to bring private nonprofit centers' staff salaries up to the entry level of unionized municipal day care workers. Even after four years of impressive progress, private nonprofit day care teachers earn less than metro Toronto litter-pickers.

For further information contact:

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Toronto, Ontario, Canada M58 2N2
416/392-7732

City Burlington, Vermont

Getting Started

In Burlington, city officials had been working with child care centers on the issue of high staff turnover. However, it became apparent that this problem was increasing and stronger action would be needed. At the same time, due to an extreme labor shortage, members of the business community were exploring means by which local businesses could attract and retain qualified employees. They saw quality child care for employees as one solution.

Overcoming Barriers

In response to these problems in the child care and the business communities, the mayor asked individuals representing government, business, child care, and nonprofit organizations to serve on a child care task force in October 1987. Its purpose was to identify needs and make recommendations regarding the child care system in Burlington.

Getting Results

The Mayor's Task Force on Child Care conducted a study of licensed or registered day care centers in the Burlington area. The data indicated that the establishment of a Child Care Development Fund could be an important step toward reducing the current crisis in child care, recognizing the crucial role that caregivers' low salaries played in the overall instability of the child care system. The city's proposed fund would serve two purposes. First, the money would be used to ensure that Burlington employees paid a smaller percentage of their salaries in child care costs by qualifying for subsidies through a sliding-fee scale, and to improve salaries of caregivers by making up the difference between parents' ability to pay and the total cost of care. Because the cost to parents would ideally remain stable due to the subsidies from the fund, the true cost of child care could begin to be realized without making it unaffordable to parents.

A charter was proposed that would allow the City Council to establish the Child Care Development fund of $600,000 by raising monies through ordinance procedures and through special assessments ("a charge imposed on property owners to pay in whole or part for the cost of local improvement which confers a public benefit") on nonresidential property. Because the special assessment would require a change in the City Charter it would have to be to voted on by the public and approved by the legislature.

The plan specified that a community advisory board would be established to appropriate funds. In order to be eligible for an award, a center must: (1) be a registered or licensed child care facility; (2) agree to implement a sliding-fee scale that reflects the true cost of care and parents' ability to pay based on family income; (3) show a commitment to provide caregivers with a decent wage; (4) allow parents to have complete access to the program at any time; and (5) have active parent and community participation.

In this early stage, supporters of the initiative did not expect the Charter Change to pass, and it was defeated on March 2, 1988. City officials and advocates, however, considered this progress because by simply appearing on the ballot, the Charter Change highlighted the issue of child care, raised public expectations, heightened debate, and increased awareness of the business community's commitment to child care.

Since the defeat of the Charter Change, a Burlington Child Care Council has been formed to develop other methods by which monies for the Child Care Development Fund could be raised and specific ways in which these monies would be distributed. Particular financing mechanisms under consideration are: impact fees on developers, employer assessments, capitol bonds, grants, user fees, voluntary contributions, loans and subsidies. A final report is expected by October 1, 1988.

For further information contact:

Jane Sanders
Mayor's Youth Office
Burlington, Vermont 05401
802/658-9300

Communities

Community Minneapolis and St. Paul, Minnesota

Getting Started In 1988, the McKnight Foundation in Minneapolis, in its Aid to Families in Poverty Program, targeted the area of child care staff wages and benefits. According to Nancy Latimer of McKnight, the goal was to develop ways to enhance the salaries and status of child care staff without passing on the whole cost to parents.

Overcoming Barriers In March 1988, The Greater Minneapolis Day Care Association and the Early Childhood Directors' Association received a grant of $468,000 for a 3 1/2 year period. Under this grant, child care programs in the Twin City area can apply for small incentive grants of up to $10,000 and 80 hours of high level consultation over three years to improve their financial position and become stronger and better organizations. Grants can be used to upgrade salaries or benefit plans directly or to improve the organization's ability to generate more revenue through activities like marketing.

An advisory committee has established the following criteria for the awarding of grants and consultation time: (1) the program sets specific annual targets for improving staff wages, benefits, and working conditions; (2) child care staff and parents are involved in planning the targets and implementation plans; (3) the programs serve some low or moderate income families; (4) the programs are representative of the child care marketplace; and (5) the programs make plans for retaining the improvements when the McKight funding ends.

Getting Results The progress of this initiative will be carefully evaluated. At the moment, the plan is for programs receiving consultation and incentive grants to be monitored and compared to programs that receive training but no grants and programs that receive neither grants nor training.

In order to affect the wider child care market and establish the feeling that "It can happen in my program too," there will be wide dissemination of the means by which programs are able to bring about changes and the improvements that result.

For further information contact:

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The Greater Minneapolis Day Care Association
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Minneapolis, Minnesota 55408
612/823-7243

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Counties

County Fairfax County, Virginia

Getting Started The Fairfax Office for Children, a county agency which administers the state and local child care subsidy program, was faced with high turnover rates of up to 43% that were adversely affecting the quality of programs for young children. These turnover rates were documented by the Office for Children throughout the year. In order to encourage retention, the Office for Children proposed a grant program of bonuses to qualified teachers who worked in subsidized centers.

Overcoming Barriers The approach of targeting specific grant money for salary enhancement, rather than raising reimbursement rates was taken to ensure that increases would actually benefit qualified staff. The grant program, open to all subsidized centers, was also seen as an incentive to centers to participate in the subsidy program. Named the Quality Assurance Plan, it was proposed to the County Board of Supervisors whose task was to approve the budget for the child care subsidy program. Center directors were involved in formulating the plan and explaining it to the Board of Supervisors.

Getting Results The Fairfax County Board of Supervisors passed the plan in 1987. In order for a center to be eligible to participate, at least 25% of the total number of children enrolled each month must participate in the County Subsidy Program or receive state child care funds. Only full-time head teachers with a bachelor's degree or above in early childhood, child development, or related fields are eligible. Each eligibile head teacher receives $2,000 a year. Centers may reduce this payment to eligible employees by the amount of the employers' contributions for FICA. It is anticipated that the county will spend up to $80,000 on this program in the first year.

For further information contact:

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703/246-5440

States and Provinces

State Alaska

Getting Started

In 1981, state officials and advocates worked for a special allocation to improve the quality of child care and to provide incentives for providers to serve day care assisted (subsidized) children.

Overcoming Barriers

In order to convince the legislature that special funds were needed, the case was made for investing in quality child care as an economic issue. Efforts were made to demonstrate that child care is a labor intensive industry, that expenditures benefit the state and that tax dollars should be spent on quality programs. Advocacy efforts included reaching out to those legislators who were sympathetic toward child care to help draft legislation, as well as to contact other legislators to gain support.

Getting Results

This effort resulted in the establishment of The Child Care Grant Program funded in 1981 at $1.2 million. The program is geared specifically toward helping licensed centers and family child care homes provide quality child care. It is also seen as an incentive for programs to serve subsidized children. To be eligible to receive funds, centers and homes must be willing to serve some (20%) day care assisted families that pay on a daily basis. Eligible centers and homes can apply for state funds to be used for any of the following six areas: staff compensation, augmenting staff, health and nutrition needs of children, age-appropriate equipment, staff training, and parent education and involvement. According to a state official, 90% of the funds are being used to increase salaries.

In 1981, participating providers received $25.00 a month for each child served (subsidized or not subsidized). For example, if a program served the equivalent of 50 full-time children, it would receive $1,250 ($25 x 50) per month. Since the number of children in care and the number of providers participating have increased, and the funds have decreased, that amount has dropped to $10.00 a month. However, the law allows up to $50.00 a month if funds become available. Due to the growing interest in child care in the state and the effectiveness of advocacy efforts, the

Governor's Interim Commission on Children and Youth recommended increased funding to meet the statutory limit of $50.

For further information contact:.	Lare Child Care Coordinator State of Alaska Department of Community and Regional Affairs 949 East 36th Avenue, Suite 403 Anchorage, Alaska 99508 907/563-1955 or Patty Meritt Executive Director Play and Learn Inc. 655 Chena Pump Road Fairbanks, Alaska 99709 907/479-0900

State	Connecticut
Getting Started	In 1986, a day care directors' group, faced with a state mandated staff salary schedule (for state-funded centers) that had not been substantially changed since the 1970s, decided to step up efforts to increase salaries.
Overcoming Barriers	Through small fundraising activities, a lobbyist was hired to help make the case for increased salaries. A position paper was drafted that documented the need for higher salaries and meetings were held with both legislators and administration officials.
Getting Results	Partially as a result of these efforts, the Governor included funds in the state budget for salary increases. The legislature appropriated $3.7 million in the state day care budget for salaries in FY 1986-87. This budget increase made it possible for staff to move onto a transitional pay schedule. Teacher salaries shifted from a range of $10,107-$16,020 to a new range of $14,500-$21,460. Teacher assistants shifted from $7,563-$12,306 to $11,000-$16,280. New staff enter at the lower end of the scale.
For further information contact:	Kathleen Queen Wallingford Day Care Center 2 Washington Street Wallingford, Connecticut 06492 203/265-0233 or John Pickens Director, Grants Management 1049 Assylum Avenue Hartford, Connecticut 06105 203/566-5173

Province Manitoba, Canada

Getting Started

Manitoba's Community Child Day Care Standards Act was introduced by the New Democratic Party Government in October 1983. It required every full-time day care center to have one third of its staff classified at the Child Care Worker II or III level by October 1986, and two thirds by October 1988. The two levels are based on completion of training and/or demonstration of competence in working with young children. After the introduction of the Act, it became apparent that there were two potential difficulties: (1) there were not sufficient training courses available for staff to take during evenings and weekends; and (2) there was no mechanism for compensating those individuals who had child care training.

Overcoming Barriers

As a first step toward m[illegible]g the required qualifications more attainable (so that workers could be trained without having to leave their jobs), Manitoba's Child Day Care Office arranged training programs through community colleges whose staff traveled throughout the province. Funds were also provided to help centers pay for substitute staff so that regular staff could take courses during the day while retaining their positions and wages from their centers.

Getting Results

The Salary Enhancement Grant for Child Care Workers was introduced in 1986, to be used solely to supplement revenue for staff salaries and benefits. Centers apply for and receive grants in quarterly installments to allow for possible changes in staff. Centers must have daily fees of at least 80% of, but no more than, the maximum subsidized fee established in Manitoba's day care regulations.

As of January 1988, the maximum grant is $2,800 (Canadian dollars) per trained worker per year; the original maximum was $1,300. The grant is based on the number of hours (up to 30 hours) each individual is employed by the center per week, and the number of months in the quarter that the center is open. The 1988 budget for the program is $2.8 million for 1,000 workers. Between 1983 and

1987, the average salary for a trained director increased from $19,800 to $26,100; for a trained supervisor from $15,400 to $20,100; and for a trained worker (nonsupervisory) from $12,600 to $17,000.

Provincial day care officials agree that child care wages still have a long way to go to reach parity with those in comparable professions. But they report that the staff turnover rate has dropped from an estimate of 50% in 1983 to 20-30% in 1987, and they expect the rate to continue to decrease.

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State	Massachusetts
Getting Started	During the early 1980s, a broad-based Child Care Coalition of administrators, teachers, parents, state legislators and other advocates became a well-organized, highly visible force in Massachusetts politics. A severe teacher shortage, largely due to unattractively low salaries, was one of the most prominent issues raised by the Coalition. Governor Michael Dukakis, whose campaign had stressed a strong commitment to child care and other human services, took office in 1984.
Overcoming Barriers	During his first year of office, Governor Dukakis created the Day Care Partnership Project, a task force of consumers, providers, advocates and state officials charged with developing a series of recommendations for improving and expanding child care services in the state. A series of statewide forums was convened to elicit public testimony.
Getting Results	The Governor's 1986 budget, released in January 1985, recommended $5 million to raise child care salaries, in addition to $2 million for cost-of-living increases. The final allocation was $4.2 million, in addition to the cost-of-living funds. This allocation represented the first time that a state legislature had earmarked funds exclusively to raise child care provider's salaries. Every program with a contract with the state was eligible for this money. In September 1986, Massachusetts' Head Start programs also received a salary-improvement fund of $2.8 million to assist them in attracting and retaining qualified staff. The 1987 budget included $5.22 million for salary increases; the 1988 budget, $5.8 million. Advocates have now formed a Budget Endorsers Group, which has drafted goals for three more years of salary upgrading. To be eligible for the day care funds, centers or family day care systems submit detailed information about how much money they need in order to bring their staff wages into line with the Governor's recommendations. Staff with the lowest salaries receive the largest raises.

In the first year, unfortunately, the state did not set aside money to help parents pay for care, although the Child Care Coalition had lobbied hard about affordability issues. The 1987 state budget included $250,000 for a scholarship program to assist parents with child care costs stemming from salary increases; the 1988 budget funded a study of child care affordability, due to be released in June 1988.

For further information contact:

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Child Care Project
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Dorchester, Massachusetts 02122
617/825-6554
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Boston, Massachusetts
616/262-6333

State Minnesota

Getting Started

The Child Care Workers Alliance is an advocacy and organizing group in Minnesota whose primary goal is to increase wages and improve working conditions of child care workers. In late 1986 and early 1987, the Alliance initiated legislative action to address the need to improve salaries. In drafting legislation, they had to take into consideration both the strong county reimbursement system and the need to ensure that increased reimbursement would actually benefit workers rather than being used for other costs or profit. The legislation therefore tied higher salaries to increases in the average reimbursement rate.

Overcoming Barriers

Members of the Alliance met with approximately 15 legislators to ask them to co-author legislation. Advocates found that asking legislators to co-author, rather than just to support legislation, was most effective. They approached legislators who were on committees and subcommittees that would hear the legislation and legislators with whom they had worked in the past. One of the legislators put them in touch with the office within the state that drafts legislation in order to obtain technical assistance in actually writing the bill.

Once the bill was introduced, Alliance members helped organize testimony. Statewide salary data collected by the Alliance and the Minnesota AEYC were instrumental in demonstrating the need for higher wages. Testimony emphasized the relationship between the developmental needs of children and the working conditions of staff. Center directors testified about the effects of turnover in their programs and qualified providers, who had been forced to leave the field due to low wages, discussed the effect of salaries and working conditions on their professional decisions. The testimony was so moving that the legislation received widespread bipartisan support in the legislature.

Getting Results

The legislation, signed into law in June 1987, rewards those child care programs that pay higher salaries. The law reads: "The rate set by any county shall not be lower than

110% or higher than 125% of the median rate for like care arrangements in that county. In order to be reimbursed for more than 110% of the median rate, a provider with employees must pay wages for teachers, assistants, and aides that are more than 110% of the county average rate for child care workers."

Despite the passage of this legislation (and the increase in funding for the sliding-fee system), many counties have not implemented the new system. The Child Care Workers Alliance is providing technical assistance on how to organize for implementing the legislation at the county level.

For further information contact:

Margaret Boyer or Ellen Moore
3602 4th Ave. South
Minneapolis, Minnesota 55409
612/823-5922

State	New York
Getting Started	Based on a 1986 research report by the Center for Public Advocacy Research, Inc. documenting the low salaries and lack of benefits in the state and thus the need for increases, the New York State Child Care Coordinating Council (NYSCCC), an advocacy group with representatives throughout the state, lobbied for a bill to raise wages and establish a health benefits program for day care workers. Although the bill did not pass that year, determined advocates once again included a salary initiative as one of their top proposals for the next legislative session.
Overcoming Barriers	In 1988, advocates helped draft the Child Care Salary Benefits Enhancement Bill. This bill was aimed at providing funds to local Departments of Social Services to be used to increase salaries of workers in not-for-profit child care centers and Head Start programs that are willing to serve subsidized children. Introduction of the bill was coordinated with a series of statewide advocacy efforts including distribution of brochures and fliers on child care salaries, a targeted post card campaign, and a massive rally at the State Capitol. NYSCCC also helped to foster local coalitions among child care employees, parents, women's organizations, churches, and labor and community groups to support the salaries initiative. The New York State Prekindergarten Directors Association and the New York State Head Start Association joined with NYSCCC to urge the governor to improve already existing prekindergarten programs and to provide salary monies rather than to create a new half-day prekindergarten program for four-year-olds, as the governor had originally recommended.
Getting Results	The state legislature approved $12 million to the governor's proposed 1988-89 budget to provide funds to not-for-profit day care and Head Start centers for retention and recruitment of staff. Now the legislators will vote on a bill that will specify eligibility criteria and the administrative mechanism for the program. The legislature also

added $1 million to the governor's budget for the development and implementation of education and inservice training programs for day care and Head Start staff and family day care providers. Guidelines for this program will be developed by the State Department of Social Services.

For further information contact:

Louise Stoney
New York State Child Care Coordinating Council
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Albany, New York 12210
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or
Caroline Zinsser
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12 West 37th St.
New York, New York 10018
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Federal Initiatives Affecting Child Care Employees

Child Development Associate (CDA) Scholarship Assistance Program

Title VI of the Human Services Reauthorization Act (P.L. 99-425), passed by Congress in 1986, made one million dollars available for grants to award scholarships to eligible individuals who are candidates for the CDA credential.

All states (except Wyoming) plus the District of Columbia, Puerto Rico and Guam, applied for and were awarded funding to establish CDA Scholarship Assistance Programs. The amount that each state received was based on the 1980 Census Bureau's figures for state population.

To be eligible for a CDA scholarship, an individual must be a CDA candidate whose income does not exceed the poverty line. In selecting among eligible candidates, states must offer assurance that they will choose people from diverse child care settings including privately and publically funded programs. Scholarships are to be made available to candidates applying for family day care, center-based and home-based CDA credentials.

Each scholarship pays the cost of application ($25) and assessment and credentialing ($300). During the first year, federal funds will support more than 2,700 scholarships across the country. In FY 1988, funding will increase to $1,436,000.

For further information, contact:

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Washington, D.C. 20013
202/755-7710

Looking to the Future

As child care advocates, we should not confine our thinking to options and programs which are already under way. As we envision the future of child care services in the United States, we can learn a great deal from those service professionals who came from roots much like our own, and began to surmount barriers much like those we now face, over a generation ago—nurses, and elementary and secondary school teachers.

In 1946, for example, the American Nursing Association adopted the following position statement:

> *Organized nursing cannot hope to maintain high standards of nursing practice and attract recruits qualified to meet them and to raise them even higher, nor can it hope to hold the continuing allegiance and service of the best within its ranks, unless it does everything in its power to gain for all qualified practitioners a decent measure of social and economic security, as well as conditions of employment favorable to the pursuit of a satisfactory well-rounded existence...*
>
> *Nursing practitioners are, for the most part, engaged in institutional, agency and group rather than private practice. This circumstance dictates that they approach these problems collectively. They therefore need not only general, but also particular assistance in this field—assistance in bargaining collectively with their employers, in negotiating and enforcing satisfactory contracts, and so on. Organization of nurses for these purposes appears inevitable.*

And inevitable it was. Nursing and teaching associations recognized the need to meet the economic needs of their membership, in addition to setting quality standards for professional service. And through the American Federation of Teachers, the National Education Association and other groups, elementary and secondary school teachers have won increased wages, as well as gaining important guarantees of quality such as reduced class size.

Nurses and teachers have also developed creative approaches to training, particularly in response to shortages of entry-level staff—a shortage which child care providers now face throughout the country. Accelerated degree programs, as well as mentor/teacher programs and other on-the-job training options, have been developed to shorten the time required to earn professional credentials. Loan-forgiveness and free-tuition plans have been created, whereby staff receive a free or low cost education in return for promising to work for a certain time after graduation in a high-priority area of the field.

All of these achievements came about because of organizing, advocacy and hard work. And yet there have been problems in some of the approaches taken by these other professions. After decades of commitment, we in the child care profession have reached a position of great strength and promise. We are moving toward a national consensus that nurturing, high-quality care for young children is everyone's responsibility: employers, government agencies, parents, providers, taxpayers, community groups, men as well as women. We can learn from the mistakes of the past and profit from the successes as we fashion solutions uniquely tailored to our own profession. Our time has come.

As the National Association for the Education of Young Children stated in its 1987 Position Statement on Quality, Compensation and Affordability in Early Childhood Programs:

> *All of society...benefit from the provision of high quality childhood services. It is time that the costs of this essential public service are shared more equitably by all sectors of society. Accordingly, additional resources are necessary to permit adequate compensation for teachers and high quality, affordable programs for children and their families.*

Reaching Out to Parents

Only a small minority of parents are aware that there is a crisis in child care, largely attributable to substandard salaries. While the vast majority may know that teachers have left their programs and it is difficult to find qualified replacements, they don't tend to attribute this to low wages. From their vantage points, child care expenses are probably straining their budgets, leaving them to wonder where these dollars go.

Under these circumstances, relations between the child care staff and parents could easily become strained. The staff could resent the parents for not valuing their child care enough to attempt to raise funds or pay higher fees. The parents, in turn, could respond negatively to the tension and the continual need to pay more.

As the examples in this report show, the struggle to increase salaries has been a joint undertaking between staff and parents. When tension could have so easily led to divisiveness, it is a credit to the professionalism of child care advocates that they realized that much more was to be gained by building alliances with parents.

The following are some suggestions from the Child Care Employee Project and others on how to build these alliances:

Set up a center manual to introduce new parents to the center and include descriptions of your staff and their qualifications.

Give parents a copy of the Child Care Employee Project's brochure, "Who's Caring for Your Kids? What Every Parent Should Know About Child Care Providers" or NAEYC's brochure, "Where Your Child Care Dollars Go."

Use center newsletters or bulletin boards to post articles that bring parents' attention to the staffing shortage and salary issues.

Be sure that parents know when staff people leave for economic reasons.

Make salaries and working conditions a topic for a whole or portion of a parent meeting. If no one from your staff is comfortable speaking, bring in someone else such as a colleague from another center. At the meeting:

Describe how parents and workers both suffer from the effects of an underfunded system. Child care workers are asked to subsidize the system with low wages because child care programs don't have sufficient money to adequately compensate them. Parents

struggle to pay for child care and frequently have to accept lower quality care because they can't afford more.

Provide local and national data on salaries, benefits and working conditions and how these compare to other occupations.

Describe how high turnover and the teacher shortage resulting from child care workers' low wages, inadequate benefits and stressful working conditions have an impact on children and families:

High turnover means that children and families must continually adjust to new providers. A 42% annual turnover rate, the national average for center-based employees, means that more than 4 in every 10 teachers leave their job in any given year. (Add local data from surveys to provide turnover rates for your community.)

A teacher shortage means a shortage of trained providers. Children are in the hands of caregivers with less experience and training.

A teacher shortage can also result in programs being understaffed so there are fewer teachers to care for the same numbers of children.

High turnover means more stress for people who remain in centers, resulting in less time and patience for children and parents.

High turnover means that teachers and administrators are spending more time hiring and training new staff, time that is directly taken away from children.

Let parents know how much money is spent to operate your program. Let them know the salary range, vacation and sick day policies as well as health care coverage. Help them understand that approximately 80% of the budget goes into salaries and that there are additional fixed costs, such as rent and insurance.

Encourage the parents to problem solve with you on how to raise salaries. They can do such things as fundraising or volunteering their services to decrease center expenditures.

Ask parents to acknowledge the commitment of staff. Parents at one program threw a party for the person who had been there the longest.

Involve parents in community events such as provider recognition days. Let them know how much you appreciate their support and that it will make a difference.

Encourage your parents to ask their own employers to help them pay for child care with flexible benefits, a Dependent Care Assistance Plan, or a Flexible Spending/Salary Reduction Account. The additional monies could then be targeted to staff increases.

Encourage parents to use their community clout to get their employers, charitable organizations or business or civic groups to address this issue of raising money to provide higher salaries.

Join in with your parents to publicize the salary crisis in the local media.

Become advocates with your parents. Find out what legislation exists on a local, state, or national level (e.g., the Act for Better Child Care Services) that addresses these problems. Write suggested legislation with local representatives if none exists. Mount a letter-writing campaign on behalf of favorable bills or politicians who support improved child care staff compensation.

Resources

National Organizations

The **Child Care Employee Project** (CCEP) advocates for improved wages, status and working conditions of child care providers in order to ensure that high-quality child care is available to all families regardless of economic status. The CCEP provides resources, training and consultation to the child care community. Among the many resources available, the following publications are particularly useful for child care advocates working to increase staff salaries:

Child Care Employee News. Published three times a year, this newsletter provides a wealth of current information on federal, state and local efforts to increase employee benefits, salaries and working conditions, along with the latest developments in research and new material that relate to child care employees.

Comparable Worth: Questions and Answers for Child Care Staff includes the history and legal implications of comparable worth, descriptions of successful applications of comparable worth by child care advocates, and methods of assessing the appropriate strategy for your situation.

Unionizing: A Guide for Child Care Workers provides an overview of the topic including discussions of collective bargaining, choosing a union, issues in organizing and union contracts.

Salary Surveys: How to Conduct One in Your Community provides information on why salary and benefits data are useful in building support for wage policies and includes a step-by-step guide to collecting data.

For futher information, contact:

Child Care Employee Project
P. O. Box 5603
Berkeley, California 94705
415/653-9889

The National Association for the Education of Young Children (NAEYC) offers professional development opportunities to early childhood educators designed to improve the quality of services to young children from birth to age eight. Among its many publications, the following resources are particularly helpful for child care advocates working to increase salaries and working conditions of child care employees.

Celebrating Early Childhood Teachers. This videotape provides an upbeat view of the role of the Early Childhood professional with a serious side concerning the problems in retaining qualified staff.

Salaries, Working Conditions and the Teacher Shortage. This videotape focuses on a discussion with two national leaders in the movement to increase salaries: Jim Morin and Marcy Whitebook.

In Whose Hands: A Demographic Fact Sheet on Child Care Providers. This important fact sheet gives national statistics on earnings, educational levels and other key facts.

Where Your Child Care Dollars Go. This brochure explains the high cost of child care and stresses the links between personnel costs and child care quality for young children.

The Growing Crisis in Child Care: Quality, Compensation, and Affordability in Early Childhood Programs. This report describes the problems of staff recruitment and retention that are jeopardizing the quality of early childhood programs and gives suggestions for action.

In addition to those resources listed, NAEYC publishes *Young Children*, a journal which includes important articles directly related to child care employee issues. NAEYC also has developed a sample news release regarding child care salaries and two position statements: "Nomenclature, Salaries, Benefits and the Status of the Early Childhood Profession" and "Quality, Compensation and Affordability." NAEYC has a Working Group on Quality, Compensation, and Affordability.

For futher information, contact:

NAEYC
1834 Connecticut Avenue, N.W.
Washington, D.C. 20009
800/424-2460

The **Children's Defense Fund** (CDF) provides a strong and effective voice for children by focusing on programs and policies. Among their many resources, the following two publications are particularly important for child care advocates.

CDF's State Child Care Fact Book, which is published annually, covers all the state developments affecting child care.

Child Care: The Time is Now is a booklet that presents facts about child care which make a case for the importance of child care legislation. A section is included on child care workers' salaries.

For futher information, contact:

CDF
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202/628-8787

Child Care Action Campaign (CCAC) is a national child care advocacy organization working with corporate and community leaders and the media to build public awareness of the child care crisis, and advocating for solutions using all existing resources, both public and private. CCAC resources include a bimonthly newsletter, a media kit, a wide variety of fact sheets covering key child care issues and commissioned papers on the economics of child care.

For futher information, contact:

Child Care Action Campaign
99 Hudson Street, Room 1233
New York, New York 10013
212/334-9595

Other Important Publications

Who Cares For Kids? A Report on Child Care Providers by C. Benson and C. Stenzel (Eds.), National Commission on Working Women, 1985 (1325 G. St. NW, Washington, DC 20005). This report provides comprehensive statistics and information about child care workers.

Pay Equity: An Issue of Race, Ethnicity and Sex, Report by the National Committee on Pay Equity, 1987 (1201 16th Street, NW, Washington, DC 20036). A coalition of labor, women's and civil rights groups analyzed the inequity in pay received by men, women and members of minority groups for comparable jobs, educational levels and experience. Child care workers were the second most underpaid occupation following clergy.

Young Children Face the States Issues and Options for Early Childhood Programs by Norton Grubb, Center for Policy Research in Education, Rutgers University, 1987. This policy report contains information and projections on child care salaries.

A Commitment to Quality: The Impact of State Supplemental Funds On Massachusetts Head Start by I. F. Goodman, J. Brady, and B. H. Desch, Education Development Center, Inc., 1987 (55 Chapel Street, Newton, MA 02160). This report describes the impact of state supplemental funds on Head Start education staff salaries and benefits, the financial situation of education staff, job satisfaction and staff recruitment and retention.

"But Who Will Take Care of the Children?" by Kathy Modigliani, *Journal of Education*, Vol. 168, 1986. This article considers the salaries, status and working conditions of child care employees based on a survey of child care workers in one community and interviews with others from around the country.

"Cost and Quality in Child Care: Reality and Myth" by Willa Pettygrove, Carolee Howes and Marcy Whitebook, *Child Care Information Exchange*, November 1987. This article reports on a study of variations in cost related to staffing requirements in 25 state-funded infant-toddler programs in California.

Day Care's Unfair Burden: How Low Wages Subsidize a Public Service by Caroline Zinsser, Center for Public Advocacy Research, Inc. (12 West 37th Street, New York, NY 10018). This report spells out the implications of inadequate compensation using anecdotes and data from a study of child care workers.

The Cost of Not Providing Quality Early Childhood Programs, Ellen Galinsky, Bank Street College (610 West 112th Street, New York, NY 10025). This paper describes how poor quality and high staff turnover can negatively affect children's development.

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