
Bold on Early Educator Compensation

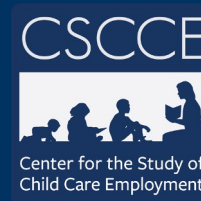
Convening #10: Equitable Program
Administration

August 19, 2022

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

University of California, Berkeley

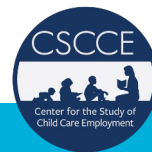
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Today's Desired Results

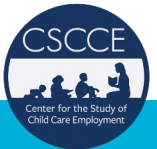
Learning Community will:

- Discuss barriers and best practices for equitable program administration for compensation initiatives
- Examine and share specific strategies to reduce administrative burdens and increase equity and accountability



Agenda for today

- Hooray Moments
- Poll
- Framing the Topic
- Guest Presentation: Julia R. Henly, University of Chicago
- Large Group Discussion
- Wrap-Up and Next Steps
- Adjourn



HOORAY MOMENT



Group Poll

Framing the Topic

Framing: Equitable Program Admin

- Equity Lens
- Ground in program specifics
- Challenges? Solutions? Trade-offs?

Guest Presentation:
Dr. Julia R. Henly,
University of
Chicago

Equitable Program Administration in Child Care and Early Education Policy

Julia Henly

University of Chicago

Crown Family School of Social Work, Policy and Practice

August 19, 2022



THE UNIVERSITY OF CHICAGO

**CROWN FAMILY SCHOOL OF
SOCIAL WORK, POLICY, AND PRACTICE**

Advancing a More Just and Humane Society



Child Care Providers Responding to COVID-19

Robert Wood Johnson Foundation

Policy Reform to Advance Equity in IL CC Subsidy Program

Robert Wood Johnson Foundation

Improving Child Care Access through Payment Innovation: A CCDF State-Research Partnership in Illinois

Administration for Children and Families, Office of Planning, Research, and Evaluation, DHHS, OPRE

Improving Child Care Access through Payment Innovation in Illinois: A CCDF State-Research Partnership Phase 1 Evaluation Plan (In progress)

PROSPR Community of Practice

PROSPR is Planning Research On Subsidy Payment Rates and includes **10 grantees** representing mix of states, tribal associations, and Washington DC. Supported through Office of Planning, Research and Evaluation (OPRE) in partnership with the Child Care Research and Evaluation Capacity Building Center

Illinois partnership includes IL Dept. of Human Services, Illinois Action for Children, and Univ. of Chicago (**Bethany Patten, Theresa Hawley, David Alexander, & Julia Henly**)

Objectives

- 1 to support IL's efforts to **transform child care funding system** with attention to 3 policy levers:
payment rates provider contracts co-payment rates
- 2 to **build IL's research capacity** to inform policy
- 3 to **foster communication, collaboration, and knowledge development and dissemination** through participation in PROSPR Community of Practice

Policy Reform to Advance Equity in IL Child Care Subsidy Program

Objectives

This project applies an **equity-focused lens** to understanding the distributional implications of 2 child care subsidy policy changes in Illinois. (PIs: Julia Henly; David Alexander)

- 1 effect of 2018 shift from 6 to 12 month **CCAP eligibility period**
- 2 effect of 2017 requirement of **Health & Safety Trainings** for CCAP license-exempt home providers

Findings

12 mo. eligibility	<ul style="list-style-type: none">• 12 mo. eligibility increased duration of subsidy participation overall and for all demographic groups: by age, race/ethnicity, poverty status, urbanicity, and type of care• Reduced inequities: Impact on duration was greatest for Latinx children and children in FFN care, groups known to have had high rates of subsidy instability
Health & Safety trainings	<ul style="list-style-type: none">• Cumulative CCAP drop of almost 3000 FFN providers and over 10,000 children from FFN care after announcement of H & S training requirements• Increased inequities: Black/African American children using FFN care were impacted in larger numbers and at a higher rate than other children.

Implications of findings for program administration, simplicity, and burden

Child Care Providers Responding to COVID-19

(PIs: Julia Henly; David Alexander)



Research Questions

- How have programs made decisions about staying open/closing/reopening?
- **How do center directors and FCC owners learn about and experience COVID assistance?**
- **What kinds of operational changes have programs made in response to COVID?**
- How have programs experienced the pandemic over time? What are plans moving forward?

Design and Methods

- Cook County (Service District Area 6) and Downstate (SDA 10, 6 cty region w/ Urbana-Champaign)
- Sample = 76 Child Care Programs (Directors/Owners, at least some CCAP)
 - 50 Cook County (25 centers, 25 FCC); 26 Downstate (14 centers, 12 FCC)
 - Stratified by cc type & whether opened or closed during the Stay-at-Home Order (SAHO)
 - Diverse by geography, size, quality-rating, CCAP-reliance, for-profit/not-for-profit
- Qualitative interviews, transcribed and coded/analyzed using Dedoose Software
- Follow up surveys & interviews with FFN providers (funded by Washington Center for Equitable Growth)
- Fielded Cook County Sept 2020 to March 2021; downstate Feb 2021- April 2021

Illinois Response to Pandemic

Pritzker Announced \$270M for Childcare Providers on June 10, 2020

"The state has made significant investments ...such as implementing a simple waiver process to allow providers to be paid for all of their enrolled children in the Child Care Assistance Program for March through June, so that child care staff could continue to be paid as normal."

Pritzker Announced CCRG as part of \$636 million Business Interruption Grant (BIG) on July 2020

"Recognizing that childcare for working families is imperative to the reopening of the state, the program dedicates a significant portion for childcare businesses. BIG funds will support childcare facilities returning to full operation as quickly as possible."

IDHS Provider Memo, May, 2020

Centers and Homes ...complete an attendance exemption form. If your program has received federal funds, you will be asked to certify that you are not billing the state (CCAP) for the same expenses... The attendance exemption form is being modified and will be mailed with May and June certificates. It will also be posted on the IDHS website and with your local CCR&R.

IDHS Memo to Providers with info on how to access federal PPP & PUA relief, May, 2020

"IDHS worked very quickly to put supports in place for child care programs... We have been working to protect you from catastrophic financial loss and to protect the state's child care system. Now the federal government has made resources available ... and we want to make sure you apply for these funds if you are potentially eligible for them."

Our question: How did Illinois' attempt to improve communication, simplify application processes, and respond quickly and efficiently translate to providers on the ground?

IL Relief Programs (through both state and federal stimulus funding)

March 21, 2020 SAHO closed all child care centers and homes	Emergency child care homes and centers to operate to care for children of essential workers. By end May, all providers permitted to resume operation in compliance with DCFS “emergency rules” related to proper sanitation, PPE, social distancing, etc. 30% capacity permitted.
CCAP Attendance Waiver	All CCAP payments continued, regardless of child attendance; then to 50% attendance requirement
Emergency child care stipend	one-time stipend (\$750-\$3000) to defray costs for open programs serving essential workers
Child Care Restoration Grant, Child Care Workforce Bonus	5 rounds of CCRG to date; Grant to programs with reduced capacity. Must show interruption to revenue due to licensing guidelines. Recently added Strengthen and Grow Child Care Grants
Paycheck Protection Program, PPP	Loan is forgivable if 75% spent on payroll and employees are retained

Findings

- 1. How do center directors and FCC owners learn about and experience COVID-related assistance programs?**

Use of emergency assistance programs

- We focused analysis on 3 programs: CCAP Waivers; CCRG; PPP
- Prevalence in use was high (in this non-representative sample)
 - Only 3 of 76 received no govt assistance; 16 of 76 reported receiving all three forms of aid; Prevalence and experiences varied by type of program;
- Relief was reported to be critical to remaining open or reopening
- Providers continued to report financial vulnerability after receiving assistance, and sought additional sources of support
 - Non-profit orgs; friends/coworkers; families; other community sources

Overall experiences w/ assistance

- Least administrative burden for 2 state programs (CCAP waiver & CCRG)
- Federal Paycheck Protection Program had most burden, largest concerns and difficulties accessing
- Used funds primarily for payroll, PPE, rent/utilities, generally supplies
- Those reporting challenges or did not apply/receive, cited:
 - Lack of knowledge / Uncertainty about eligibility (multiple programs)
 - Complexity of application/Navigating website
 - Ethical/fairness concerns/pre-existing relationships
 - Wariness of Risks/Lack of trust of government program

→ *Perhaps we can discuss these challenges in the Q & A today*

CCRG was critically important

"It was really a big help and honestly if we hadn't received that grant, I don't know if I would've stayed open." (Cook, FCC)

CCAP Waiver: "And they paid you whether other people were there or not. They would normally go at 80% attendance they are going 50. I mean, they've been above and beyond."(Downstate, FCC)

CCRG Administrative burden

"It was a little bit stressful... They gave me this money, now I have to sit down and figure out well, where did I spend this money, how did I use this money... in a short time frame." (Cook, FCC)

CCRG & CCAP

Administrative burden

"...the application in and of itself wasn't difficult. It was the reporting of how that money was spent each month...no [clear] guidelines. There were ... certain things you [could use] for the grant, but you couldn't use other things...that was just a little bit confusing... Normally...there would have been an in-person forum...[but] there wasn't even really a Zoom that you could connect with somebody to get answered" (Downstate, Center)

Some found PPP amount not sufficient:

"So it wasn't enough money, I mean I was appreciative of it, but it wasn't, I mean, it's like throwing a dog, not a bone but a crumb (...) I can only to speak for me, for me it didn't help a lot." (Cook, Center)

PPP Loan

PPP: Didn't apply because was wary of loans/ confused about repayment:

"People were saying, 'Do the PPP loan thing.' But I was not comfortable with that just because there was a lot of backlash on it, and they didn't know if –first of all, I didn't want to take on a whole loan out without even being able to say that, 'You know what, in six months down the line, I'll actually still ...be open.' Right? So, it's like taking out this loan and what's since been very unpredictable.." (Cook, Center)

PPP: Fairness and sufficiency:

"I'm a small business owner, I have four employees, which I had to let go because of funding. So you have major companies out here that's getting 1.2 million and some of the major companies didn't even need the money. But here I am a small business owner that needed the money and couldn't get a fraction of what they had (...) I received the funds I just didn't receive enough." (Cook, FCC)

Findings

2. What kinds of operational changes have programs made in response to COVID?

Operational Changes

New financial challenges → Operational changes

(declining enrollment; new costs)

- **Structural changes in child care programs and classrooms**
 - Reconfiguring and modifying space for COVID safety (table spacing; expanding rooms)
 - Staffing changes to address regulations around classroom mixing
 - Elimination of group play and field trips
- **Health and Safety practices** (& challenges to implementing these)
 - New protections and pay for staff
 - New safety practices for children and families (masks, distancing, pick-up/drop off proc.)
- **Remote engagement and learning**
 - existing children and families (during program closures and child absences)
 - new, school-aged populations (during K-12 school closures)

Takeaways

- Stimulus support to child care industry was essential to survival of many programs, but insufficient.
- IL's effort to provide supports quickly and with limited administrative hassle seemed relatively successful, but:
 - still some confusion, administrative burden, and wariness/distrust.
 - Perceived program interactions raise particular concerns
 - PPP (a fed program) had highest learning costs (most difficult to access) and most concerns about fairness and risk; still critical support
- Providers reported many changes to operational practices
 - Demonstrated resourcefulness to meet challenges
 - Will maintain some practices; but welcome returning to others

→ 2 reports coming out in the next month on these findings that I'd be happy to share

Thank you!

Julia Henly, PhD
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Q&A with Julia Henly

Large Group Discussion

Questions

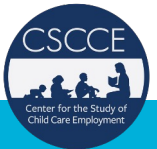
Chat Waterfall:

- What has been the #1 administrative challenge your state has faced when trying to roll out payments to educators?

Please type your answer in the chat but don't hit send until instructed to do so.

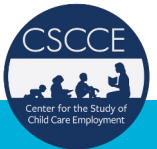
Questions (continued)

- Were logistical, program administration considerations part of the decision-making process for choosing a particular compensation initiative you implemented vs. another type of initiative?
- What are the best practices when it comes to addressing barriers in program design (teach access, language access, other barriers?) What barriers have you faced?
- How have educators or program administrators/directors been consulted in the design or improvement of it?
- How do you balance accountability with burdensome reporting requirements?



Next Steps

- Two meetings in September on building political power: September 2 & September 16
- Keep sending us Hooray Moments!



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