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Early Learning Workforce Compensation
What are early learning teachers really paid? Poverty, Pay and Child Outcomes.

The Problem
Investing in high quality early childhood education (ECE) has proven to be one of the best investments we can make, yielding a 13% annual return on investment\(^1\). However, that return on investment is only achieved when the care is high quality. Teacher quality and positive adult-children interactions are essential components of high-quality early learning, which leads to stronger child outcomes.

Unfortunately, our society’s support of ECE teachers does not reflect this urgency:

- Washington’s child care teachers rank in the 3\(^{rd}\) percentile of occupational wages\(^2\) (below pet groomers)
- 39% of Washington’s child care teachers rely on one or more sources of public income support programs and costs the state $34.7 million\(^2\)
- Washington’s early learning teachers suffer from a 43% turnover rate, impacting continuity of care and child outcomes\(^3\)
- Students who graduate with degrees in ECE have the lowest projected earnings of all college graduates\(^4\)

ECE teachers who endure the stressors of living in poverty are more likely to experience toxic stress, depression, and chronic health issues. The instability and stress experienced by caregivers dealing with economic insecurity or poverty shapes their ability to provide enriching and nurturing environments for children\(^5\).

These problems are disproportionately felt in low income communities and communities of color; communities that are much more reliant on child cares subsidy through Working Connections Child Care (WCCC) and state-funded preschool offered by the Early Childhood Education and Assistance Program (ECEAP). ECEAP has been proven to improve child outcomes, but it has a long waiting list. WCCC’s rates are much lower than the private rate, which drives down the quality of care that is offered throughout communities that are reliant on it. All of this contributes to lower wages, higher turnover, more anxiety, and less quality for our most vulnerable children. It is a big reason why the opportunity gap appears as early as 9 months old\(^6\).

The Background
In 2015, Washington became a national leader in expanding high quality early learning for Washington’s most vulnerable children by investing in its diverse system of early care and education experiences. The Early Start Act (ESA) sustained Washington’s Quality Rating and Improvement System, Early Achievers, which defines quality care, supports programs with quality improvement awards and incentives, and holds them accountable to deliver on their commitment to providing high-quality care. All programs who support children on state subsidy must participate and be rated at quality.

Even with financial support and policies in place that require participation in Early Achievers, those supports do little to address the systemic problems created by low wages, high turnover, and other factors influencing the supply and retention of ECE teachers. Throughout the state Washington is experiencing an increase in demand for ECE educators. This includes: ECEAP entitlement, which requires Washington to serve all eligible children by 2022, requiring over 700 new ECE teachers to staff those classrooms; Washington’s full-day kindergarten requirement has increased the demand of teachers with ECE endorsements; and the expansion of Head Start programs has further drained the pool. In order for programs to attract and retain qualified staff, programs will need to provide wages that are more comparable to K-12 teachers.
Starting in the summer of 2016, the National Governor’s Association offered technical support for several states who wanted to develop plans to better support their ECE workforce. Under the leadership of Governor Jay Inslee and the Department of Early Learning a group of stakeholders has identified ECE teacher compensation as the primary barrier to workforce development, set forth a goal, and outlined first steps of a plan.

The Goal
Washington has qualified, diverse and competitively compensated educators across all early learning settings to help children reach their potential and to eliminate race and income as predictors of school readiness.

The Plan
• ** Develop and implement a compensation strategic plan.** The newly formed Washington ECE Workforce Council will work with DEL to develop a long-term plan to address the issue of inadequate compensation. It is expected the strategic plan would reflect current data, creative funding streams, public feedback, and recognized best practices.
• **Design and release a public awareness campaign regarding compensation.** The campaign is intended to increase awareness regarding the harm caused by inadequate compensation in ECE, but also serve as a mechanism to solicit feedback from the ECE field in order to coalesce around a common understanding of ECE teacher compensation.
• **Identify and evaluate funding streams to improve compensation.** The state will consider our state’s own experiences and research as well as information from other states regarding funding streams for early learning compensation. This includes wage initiatives, tax credits/breaks and scholarship models. Preliminary discussions with stakeholders to analyze existing resources within Washington have been held and are ongoing.
• **Document new learning grounded in research and data:** The project team has worked with the National Governor’s Association, the Center for the Study of Child Care Employment, the National Academy of Medicine and other national leaders to better understand where the ECE field is nationally as compared to WA’s ECE educators and the overall impacts on child development and workforce stability. Questions that are still outstanding include: What is the cost of quality? What is the disparity between the cost of providing high quality care where qualified teachers are fairly compensated, and the rates that are provided to programs? Is progress being made in recruiting and retaining a qualified, diverse, and competitively compensated workforce across all settings?
Compensation Communication Strategy
The Development of a Public Awareness Campaign

Project Description:
Investments in our early learning workforce result in an increase in the quality of care, which ultimately leads to positive child outcomes. Our early learning system has been rapidly growing and evolving and these changes require a qualified workforce. Improvements in workforce compensation will result in higher retention and recruitment rates.

The Department of Early Learning, in partnership with the Office of the Governor, received a workforce grant from the National Governor’s Association to help us move forward with improving compensation for our early learning workforce. One of our key goals is to develop a communication strategy that includes a public awareness campaign.

Once the NGA grant comes to an end, the work will continue through the Washington State Early Childhood Education Workforce Council. Learn more about the Workforce Council at https://www.del.wa.gov/workforcecouncil.

Purpose:
The public awareness campaign will:
- Raise awareness with targeted messages based on audience areas of interest
- Spark conversation about systemic challenges
- Draw the connection between compensation, quality, and child outcomes
- Share challenges related to compensation in the workplace
- Inform opportunities for change

One Central Message
Early childhood education is a professional field and competitive compensation attracts and sustains educators in the profession.

<table>
<thead>
<tr>
<th>Who: Employers of early learning educators</th>
<th>Sample Key Messages</th>
</tr>
</thead>
<tbody>
<tr>
<td>You and your staff are professional educators. You deserve competitive pay and the resources to be able to provide competitive wages to your staff.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Who: Direct service providers</th>
<th>Sample Key Messages</th>
</tr>
</thead>
<tbody>
<tr>
<td>You are an educator. As a professional, you deserve competitive compensation.</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Who: Families</th>
<th>Sample Key Messages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality, affordable care has reliable and happy staff. Does high turnover of staff affect your child’s care?</td>
<td></td>
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</tbody>
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<table>
<thead>
<tr>
<th>Who: Employers of other workforces and business community (not early learning)</th>
<th>Sample Key Messages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reliable and high quality child care is a good investment for businesses as many people are looking for family-friendly work environments. High quality early learning is critical to developing the workforce of tomorrow. The low compensation rates for early learning professionals forces highly qualified educators out of the profession and leads to a shortage of options for families.</td>
<td></td>
</tr>
</tbody>
</table>

4
Research shows child outcomes are positive when we invest in high quality early learning, and highly qualified, compensated teachers result in lower turnover which is essential for quality. This investment will save on costs later.

Today’s early learners are tomorrow’s doctors, teachers, dropouts and criminals, and most of them reside in families that need child care. We must choose our investments wisely.

Messages drafted by the Early Learning Compensation Planning Committee

Audience Definitions

- **Employers of Early Learning Educators**: Anyone who employs professionals across any early learning setting.
- **Direct Service Providers**: Early learning professionals that work across all early learning settings.
- **Families**: Families, guardians and all others who access early learning services
- **Policy Makers**: A stakeholder who has authority to affect change at the systems level.
- **Employers of other workforce and business community (not early learning)**: Employers that do not employ early learning professionals, but may have interest in retaining and growing their own workforce, of whom may have children.
- **General Public**: Those that may not have direct ties to early learning. Building an increase in awareness across the general public within communities.

General Themes

- DEL and partners are dedicated to sustaining and strengthening the workforce
- Now is an exciting time to be in early learning-many changes have occurred in the last few years that require Washington to have a larger, more diverse and highly qualified workforce

<table>
<thead>
<tr>
<th>Month</th>
<th>Audience of Emphasis</th>
<th>Communications Activity</th>
<th>Responsible Entity</th>
</tr>
</thead>
<tbody>
<tr>
<td>July</td>
<td>Policy Makers</td>
<td>White paper</td>
<td>NGA Workgroup</td>
</tr>
<tr>
<td>July-August</td>
<td>All</td>
<td>Develop key messages for each key audience</td>
<td>NGA Workgroup</td>
</tr>
<tr>
<td>September-October</td>
<td>All</td>
<td>Test key messages with focus groups (ELAC, PAG, Coalitions)</td>
<td>DEL</td>
</tr>
<tr>
<td>November</td>
<td>All</td>
<td>Finalize key messages</td>
<td>NGA Workgroup</td>
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<tr>
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<td>---------------</td>
</tr>
<tr>
<td>November-December</td>
<td>All</td>
<td>One page overview and FAQ</td>
<td>NGA Workgroup</td>
</tr>
<tr>
<td>November-December</td>
<td>Policy makers</td>
<td>Slide Deck</td>
<td>NGA Workgroup</td>
</tr>
<tr>
<td>January</td>
<td>Policy makers</td>
<td>Legislative Briefing</td>
<td>NGA Workgroup</td>
</tr>
<tr>
<td>January-February</td>
<td>Employers, direct service providers, General Public</td>
<td>Social Media</td>
<td>DEL and Partners</td>
</tr>
<tr>
<td>January-February</td>
<td>Employers, direct service providers, General Public</td>
<td>Promotional Videos</td>
<td>NGA Workgroup</td>
</tr>
</tbody>
</table>

**Description of Tactics:**

**Publications**

- Can be developed and distributed by DEL, partners, and communities
- **Surveys and Survey Results Disseminated**
- **Key messages for use in all communities, catered to key audience**
- **One page handout** –
  - This will be the main information piece about the project, including project purpose, goals, timeline, and ways for engagement.
- **FAQs** –
  - More detailed information than the one-pager; this will have information about logistics, timeline, etc. and can be updated throughout the project. This will live on the webpage, but will be in a printable format as well.
- **Slide deck** –
  - Short deck of PowerPoint slides about the project for use in presentations.
- **Legislative briefing**

**Social Media and Electronic Communication**

- Can be shared on partner websites, forwarded as listserv messages and shared electronically
- **DEL blog post** –
  - This will introduce the project including its purpose, goals, expected outcomes, and commitment to an inclusive process.
- **Webpage** –
  - Develop a webpage on DEL’s website that outlines the project, provides regular updates, and provides opportunities for engagement
- **Facebook, Blog, Twitter** –
  - Posts when there is new information shared on the webpage, when blog posts are released, videos, etc.
- **Promo videos and YouTube** –
  - Brief videos highlighting connection to compensation and quality of care
Child Care Workforce Development Technical Workgroup

July 2017, Governor Inslee created a proviso of $5,000 to develop a child care workforce development technical workgroup that includes 13 organizations that are required to develop a recommendations report to the legislature for increased child care workforce wages tied to quality indicators as described below.

(21) $5,000 of the general fund—state appropriation for fiscal year 2018 is provided solely for a child care workforce development technical work group to develop recommendations to support increased child care workforce wages, reduce turnover, enable child care providers to recruit more qualified educators, and maintain the diversity of the current workforce.

(a) The department shall convene and provide staff support for the technical work group. The department shall consult with advocates and stakeholders of the early learning workforce when selecting members for the technical work group. Membership of the work group must consist of representatives from the following organizations and entities:

(i) The statewide child care resource and referral network;
(ii) The department;
(iii) The department of commerce;
(iv) The economic opportunity institute;
(v) A coalition of organizations representing nonprofits, professional associations, businesses, and industries in early learning;
(vi) The state board for community and technical colleges;
(vii) A union representing child care workers;
(viii) The small business administration;
(ix) A member consisting of either an economist or a representative of the workforce development councils;
(x) A representative from an early childhood education and assistance program;
(xi) A representative from a nonprofit child care center;
(xii) A representative from a private child care center; and
(xiii) A representative from an organization that provides culturally responsive services for early learning programs in communities with high numbers of families whose primary language is not English.

(b) Members of the work group may be reimbursed for travel expenses as provided in RCW 43.03.050 and 43.03.060. Funding in this subsection is provided solely for travel reimbursement of work group members and other costs to conduct the meetings. Funding provided in this subsection may not be used to contract for facilitation.

(c) The work group shall issue a report with recommendations and an implementation plan to the governor and appropriate committees of the legislature by December 1, 2018.
Compensation Project Annotated Bibliography

Data Section

Federal Workforce Statistics Resources:

**Bureau of Labor Statistics (BLS)**
http://www.bls.gov/data/
The Quarterly Census of Employment and Wages at the Bureau of Labor Statistics provides quarterly and annual tabulations of employment and wages of establishments which report to Unemployment Insurance (UI) programs. Data are available at the state and county levels; by private, federal government, and local government employer types; by NAICS industry codes and include the variables of interest below. NAICS 624400 is Child Day Care Services.
- Total employees
- Total annual wages
- Average weekly wage
- Average annual pay

**County Business Patterns (CBP)**
http://www.census.gov/programs-surveys/cbp/about.html
The CBP provides annual statistics at state and county levels for businesses with paid employees by NAICS industry codes. Data items are extracted from the Business Register, a database of all known single and multi-establishment employer companies maintained and updated by the US Census Bureau. CBP is inclusive of non-profit establishments. Variables of interest below. NAICS 624400 is Child Day Care Services.
- Total establishments
- Annual payroll in establishments

**Longitudinal Employer-Household Dynamics (LEHD)**
https://lehd.ces.census.gov/
This program produces cost effective public-use information using federal, state, and Census Bureau data on employers and employees. The LEHD program combines Unemployment Insurance earnings data, the Quarterly Census of Employment and Wages data with data from censuses and surveys to create statistics on employment, earnings, and job flows. These statistics can be broken down by geography, industry, and for different economic group. Of the data available through this resource, the Quarterly Workforce Indicators may be most helpful for this project. These are a set of economic indicators, such as employment, job creation, and earnings. These indicators are reported based on geography, industry, age, and size of firm as well as worker demographic information. Data is available at the state, metropolitan/micropolitan, county, and Workforce Investment Board levels.

**National Survey of Early Care and Education (OPRE)**
The Administration for Children & Families at the U.S. Department of Health & Human Services conducted a survey between 2010-2015 regarding the current use and availability of early care and education. Four surveys were conducted: household (parent/guardian), home-based providers, center-based providers (center directors), and workforce providers (center staff). The home-based provider
survey includes three markets in Washington. Data is available at the national level. Datasets correspond with all four surveys conducted. Variables of interest include:

- Expenditures on non-parental care (household)
- Rates charged for care (home-based)
- Participation in government programs (home-based, center-based)
- Prices charged (center-based)
- Compensation (workforce)
- Qualifications (workforce)
- Stress and depression (workforce)

Nonemployer Statistics (NS)
https://www.census.gov/econ/nonemployer/index.html
The Census Bureau Nonemployer Statistics are annual tabulations at the state and county levels of “nonemployer businesses”, those with no paid employees, with annual business receipts of $1,000 or more and are subject to federal income taxes, by NAICS industry codes. NAICS 624400 is Child Day Care Services. Data source appears to be business income tax returns. Variables of interest include:

- Total nonemployer establishments
- Annual receipts in non-employer establishments.

Occupational Employment Statistics (OES)
https://www.bls.gov/oes/tables.htm
Produced by the Bureau of Labor Statistics, the OES program produces annual employment and wage estimates for over 800 occupations. These estimates are available at the national, state, metropolitan, and nonmetropolitan areas. The latest release includes data from May 2016. The occupational employment and wage estimates are based on data collected from an OES survey, which included employment counts, occupations, and wages from more than 4800 Washington employers. Occupations relevant to this study include:

- Preschool teachers
- Education administrators, preschool and childcare center/program
- Childcare workers

Survey of Business Owners and Self-Employed Persons (SBO)
https://www.census.gov/programs-surveys/sbo.html
Provides demographic information about business owners and self-employed persons at 5-year increments. Data are available by NAICS code for states and larger counties (unable to locate Washington counties). NAICS 624400 is Child Day Care Services. Variables of interest include:

- Number of firms with and without employees owned by women
- Number of firms with and without employees with owners of color

DEL and Child Care Aware Projects

This study addressed whether elements of Early Achievers, Washington’s Quality Rating and Improvement System, are associated with measurable gains in children’s outcomes. The study took place in 2014 and 2015, and was conducted using qualitative and quantitative methods. The full study is 334 pages, so in the interest of time, we reviewed the Executive Summary. Findings of interest include:

- Children make greater gains in sites with higher-level ratings, as opposed to sites with lower ratings, in the learning domains of receptive language, expressive language, and fine motor skills
  - This finding may provide support for the use of tiered reimbursement based on Early Achievers ratings
- Directors and teacher/providers in centers are more likely to use research-based, published curriculum, while family homes are more likely to develop and use their own
- Directors, owners, and teacher/providers identified low wages as “interfering with their job performance,” and all reported “workplace stressors, job expectations, and lack of sleep inhibit their ability to perform their jobs.”

### 3SI Workforce Report and Workforce Evaluation

In 2013, DEL produced a report titled “Early Learning Professionals in Washington”. This report used data from DEL’s workforce registry (MERIT) with analysis completed by 3SI. It presents a thorough description of the then-current active early learning workforce in Washington State including gender, age, race, ethnicity, language, distribution of workforce across facility types, distribution of workforce across Early Achievers sites, and professional development participation. The report concludes with acknowledgement that neither educational attainment nor salary data were available, and recommendations for future data collection for these parameters.

DEL is currently working with 3SI on an updated version of the Workforce Report with expected delivery by July 2017, and additionally with support from the BMGF is contracting with 3SI to conduct a Workforce Evaluation by December 2017 that will contain deeper analyses.

Content of the two 2017 products is expected to include the following:

#### 2017 Workforce Report:

- Descriptive data on current active workforce composition and training levels
- Educational attainment, including inequities across demographic groups and/or geographies (if data quality is sufficient), linking attainment to training and credentialing to better understand the impact of professional development incentives on educational choices.

#### 2017 Workforce Evaluation:

- An analysis of Early Achievers (EA) and non-EA provider education and credentials to: analyze patterns in the data (i.e. what provider characteristics are associated with certain levels of professional development (PD) attainment, which groups seem to be participating in EA but are falling short on PD, what providers are not represented at all, etc.).
- Analyze DEL and/or Centralia’s master lists of approved credentials and degrees, estimate the capacity of these programs relative to the current and required demand, and analyze prices relative to provider budgets.

This is the Department of Early Learning’s market rate survey. This survey is conducted every two years, as a result of DEL’s receipt of the Child Care and Development Fund (CCDF) grant. This study of child care providers determines rates charged for child care, the costs associated with running a child care, and the availability of childcare in the six subsidy regions of Washington State. Some data of interest include:

- Proportion of centers that are nonprofit, for-profit, or government run
- Average 2014 hourly wage for center employees
- Staff turnover rates for center employees
- Percentages of family homes receiving assistance from the USDA Child and Adult Care Food Program
- The degrees held by family home providers
- 2014 gross income of family home providers

**OFM/ERDC analysis of early learning compensation by region**

The Education Research Data Center (ERDC) performed an analysis for the Department of Early Learning in 2016. ERDC matched MERIT data to individuals’ driver’s licenses, and then matched driver’s licenses to unemployment insurance wage data. They used this data to create an overall summary of compensation data for those who worked in child care in all four quarters of 2013, aggregating this by certificates and degrees earned, and separately by region. During the process, the researchers reported that it was difficult to get a good match back from family child care, and the sample pulled may not be adequate to measure trends in the general population. This data is on the Department of Early Learning server.

**Child Care Aware of WA County Profiles**
http://www.childcarenet.org/about-us/data

CCA of WA creates two-page county profiles with information about child care providers, demand for referrals, cost of care, and general demographics from a variety of sources. The profiles are updated at least once per year, often twice. Each county’s report includes regional salary/income data salary for Child Care Center Teacher, Child Care Center Director, and Family Child Care Provider from the DEL Market Rate Survey (Tables 16, 18, & 24). The current profiles use the 2015 report. As a comparison point, the profiles also include statewide K-12 teacher annualized salary. This used to be available by county from OSPI, but it’s now only statewide and by school district, so we switched to using the statewide average. The data comes from the OSPI report builder at http://data.k12.wa.us:9990/PublicDWP/web/Washingtonweb/ReportBuilder/AnalysisServices/ReportBuilder.aspx.

**Child Care Aware of America State Profiles**

Child Care Aware of America puts out profiles on each state. Some of the data comes from the child care resource and referral programs in the states via a big annual survey, and other data comes from a variety of public sources. They use Bureau of Labor Statistics data for average annual income of child care workers ($25,110 in WA in the latest report).

The source/data notes are:

Comparison to non-teaching occupations

CCA of America has also found it impactful at times to compare the average annual salary of child care workers to other, non-teaching occupations. For example, in the 2015 BLS data, the national average for Child Care Worker was $22,310, just below Parking Lot Attendant ($22,520), Hotel, Motel, and Resort Desk Clerks ($22,610), and Laundry and Dry-Cleaning Workers ($22,660). The implication is that as a nation, we seem to value the time and effort of the people taking care of our cars and clothes slightly more than the people taking care of our young children.

National Research

Center for the Study of Child Care Employment Early Childhood Workforce Index
http://cscce.berkeley.edu/early-childhood-workforce-index/

This biennial database establishes a baseline description of early childhood employment conditions and policies for each state. There are three topical sections in the index: earnings and economic security; early childhood workforce policies; and family and income support policies across occupations. Data has been aggregated into state and national reports, and includes the median hourly wage by state. There are some limitations to this data. First, the report for Washington limits the workforce to 15,880 -- a number taken from the 2015 Occupational Employment Statistics. It includes “child care workers” and “preschool teachers” as defined by the U.S. Bureau of Labor Statistics. This figure does not include self-employed individuals -- so would exclude family child care licensees. Also, this is less a database and more a report showing where we are as a state. It will be updated again in 2018. Items of interest in this report include:

- Median wage table
- Child care worker families’ participation in public income support programs
- Cost of child care worker families’ participation in public income support programs
- Interactive state-by-state database allows for comparison with other states


This report focuses on the competencies and professional learning that care and education professionals in early childhood fields need in order to support consistent practice. It draws on the science of child development, the science of early learning, and principles for quality professional practice to propose thirteen recommendations for the field of early childhood education. These recommendations include qualification requirements, ongoing professional development, evaluation and assessment of professional practice, policies and standards, and workforce development. The report encompasses twelve chapters that give an overview of the context of early learning, the science of child development and early learning, implications of that science, and how policymakers should use science to inform practice.

The National Academies have formed a committee that is studying how to fund early care and education in a way that supports a well-qualified workforce consistent with the recommendations of the *Transforming the Workforce* report. The committee is looking at work on the cost of quality, affordability and accessibility of postsecondary education, professional development, and supporting educators and administrators with adequate compensation. The committee is looking at successful large scale and small scale funding mechanisms, including those of other countries and in sectors other than education. The work commenced in December 2016, and is slated to finish in July 2017. It is unclear from available information on the website if a report will be published or when additional information will be made publicly available.


NAEYC’s Power to the Profession initiative will establish a framework for career pathways, knowledge and competencies, qualifications, standards, and compensation in an attempt to define the early childhood profession. This initiative will help address the fragmentation of the early childhood workforce, as discussed in the *Transforming the Workforce* report. The initiative is a two-year collaborative process to establish a shared framework, including input from educators, researchers, and others. NAEYC has also established a national Task Force to use feedback from the field and establish the framework. The framework will be complete in December 2018. Once the framework is established, NAEYC will engage in a comprehensive policy and financing strategy to support the adoption of the framework at the local, state, and federal levels.


This report follows up on the National Child Care Staffing Study, 25 years after it was conducted. The report has four sections. The first looks at trends in teachers’ wages, education, and rates of turnover. The second section looks at economic insecurity in the workforce. A third, related section discusses how widely early childhood workers use public benefits. The last section addresses how policy efforts to improve workforce conditions have addressed low wages. Major findings of interest include:

- Childcare workers have not experienced a wage increase, although preschool teachers’ wages have increased by 15% since 1997.
- Workers’ earnings do not align with the degrees they have earned. For example, while the educational attainment of Head Start teachers has increased significantly, salaries have not kept pace with inflation.
- Staff report experiencing economic insecurity.
- In 2012, nearly half of the childcare workforce enrolled in a public support program.