



## **POLICY BRIEF**

# **Achieving High-Quality Early Learning and Care in Washington State**

### *An Analysis of Workforce and Systemic Components That Influence Quality*

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## Introduction

High-quality early learning and care programs improve the academic achievement, health, and well-being of young children and pave the way for their success later in life. Extensive research has shown that with high-quality, comprehensive early learning and care, children do better in school, are less likely to commit crime, and are more likely to graduate from high school and go on to college.

At the end of the 2005 legislative session, Governor Gregoire signed into law two bills that gave new weight to the importance of high-quality early learning and care. House Bill 1152 established the Early Learning Council whose purpose is to:

“provide vision, leadership, and direction to the improvement, realignment, and expansion of early learning programs and services for children birth to five years of age in order to better meet the early learning needs of children and their families. The goal of the council is to build upon existing efforts and recommend new initiatives, as necessary, to create an adequately financed, high-quality, accessible, and comprehensive early learning system that benefits all young children whose parents choose it.”

In addition, the legislature created policy that establishes an early childhood education career and wage ladder modeled after the state’s successful program during the years 2000-2003. As House Bill 1636 states, the following new section is added to chapter 74.13 RCW:

“The legislature ... finds that low wages for child care workers create a barrier for individuals entering the profession, result in child care workers leaving the profession in order to earn a living wage in another profession, and make it difficult for child care workers to afford professional education and training. As a result, the availability of quality child care in the state suffers.

“The legislature intends to increase wages to child care workers through establishing a child care career and wage ladder that provides increased wages for child care workers based on their work experience, level of responsibility, and education. To the extent practicable within available funds, this child care career and wage ladder shall mirror the successful child care career and wage ladder pilot project operated by the state between 2000 and 2003. While it is the intent of the legislature to establish the vision of a statewide child care career and wage ladder that will enhance employment quality and stability for child care workers, the legislature also recognizes that funding allocations will determine the extent of statewide implementation of a child care career and wage ladder.”

Many documents have already described the uncoordinated structure of the early learning and care system in Washington as well as the funding mechanisms and numbers of participants. (*See Appendix B: Resources.*) Missing, however, has been a compilation of systemic attempts to achieve high-quality early learning and care and how well they have achieved their stated goals.

High-quality early learning and care is dependent foremost on the quality of the caregiver and the consistency of care. To determine how well Washington is promoting high-quality early education and care, EOI focused on the following:

- licensing requirements for child care centers and family home providers;
- funding for early learning and care;
- workforce indicators, including student enrollment in early learning and care programs at community and technical colleges, wages, benefits, turnover, and continuing education requirements and programs;
- public support for measures specifically designed to improve outcomes for children, including training and accreditation programs; Head Start, Early Head Start, and the Early Childhood Education Assistance Program for low-income children; the Early Childhood Education Career and Wage Ladder, a program of wage incentives based on education and experience for child care workers; and programs administered by school districts that go beyond the state's mandate to provide early learning for children with disabilities.

Much has been written about the success of comprehensive programs specifically targeted to children from low-income families. Publicly funded programs in Washington state that have had extensive outside evaluations focused on quality offer clear guidance for future funding and expansion.

# Early Learning and Care in Washington: Overview

## Introduction

Parents have a wide range of choices for early learning and care programs depending on where they live, their income, and the ages of their children. The state has standards for children's health and safety, as well as minimal educational requirements for child care providers through its licensing system. The state also provides subsidies for children in low-income families. In 2004, of the more than 440,000 children in Washington under age 5, approximately one in four were in a licensed child care center or family child care home. An additional 90,000 children were in unlicensed paid care, either in-home or out-of-home.<sup>1</sup>

Some of these children may also be enrolled, part time or full time, in Head Start, Early Head Start, an Early Childhood Education and Assistance Program (ECEAP), or a school district program. Head Start, Early Head Start, and ECEAP, the state's version of Head Start, are restricted to children from low-income families. School districts are mandated by state law to provide early education only for children with disabilities beginning at age 3, regardless of family income, although many are expanding their programs and eliminating restrictions on eligibility.

Because of the lack of a mandate for universal pre-kindergarten, the availability of pre-kindergarten varies from school district to school district, with some districts choosing not to implement a program beyond the state's requirements for children with disabilities and others including all children within a certain geographic area or age group. The data to capture the number of young children participating in school district programs beyond those mandated and funded by the state is not available.

**Table 1. Infants, Toddlers, and Preschoolers in Licensed Care, 2004\***

<i>Program</i>	
Licensed child care center	69,900
Licensed family home	32,460
Early Head Start	1,599
Head Start	13,497
ECEAP	6,882
School district programs for children with disabilities <sup>+</sup>	13,010

\*Some children may be in more than one type of licensed care.

<sup>+</sup>As of 12/1/03 (2003-2004 school year).

Sources: Department of Social and Health Services, Division of Child Care and Early Learning; Head Start Bureau Research and Statistics; Office of Superintendent of Public Instruction, Department of Community, Trade, and Economic Development, Children's Services; Governor's Head Start Collaboration Office.

## Public Funding for Early Learning and Care

### *Eligibility*

**Table 2. Family Income Guidelines for Subsidized Programs, 2004\***

<i>Family Size</i>	<i>State Subsidy</i>	<i>Head Start and Early Head Start</i>	<i>ECEAP</i>
1	\$18,620	\$9,310	\$10,241
2	\$24,980	\$12,490	\$13,739
3	\$31,340	\$15,670	\$17,237
4	\$37,700	\$18,850	\$20,735
5	\$44,060	\$22,030	\$24,233
6	\$50,420	\$25,210	\$27,731
7	\$56,780	\$28,390	\$31,229
8	\$63,140	\$31,570	\$34,727

*\*The income level for Head Start and Early Head Start is 100% of the Federal Poverty Level (FPL), for ECEAP, it is 110% FPL, and for a state subsidy, it is 200% FPL.*

*Source: Department of Social and Health Services.*

### ***Licensed child care centers and family child care homes***

The Department of Social and Health Services (DSHS) provides subsidies to low-income families at 200% of the federal poverty level. The subsidies are paid directly to the licensed child care center or family home. In addition, families have a co-payment based on income. Co-payments, based on income and other factors, can range from a low of \$15 a month to more than \$400 a month.

In 2004, the care for about one-third of all children in licensed care (under age 13) was partially subsidized. Funding for the vast majority of Washington's child care subsidy programs comes from the federal government. Federal regulations require that Washington tie its child care subsidy rates to a local market survey of child care market rates. DSHS sets different subsidy rates to take into account regional variability. The market survey is conducted every two years.

Tuition at 80% of licensed child care centers in 2004 was higher than the reimbursement rate provided by DSHS.<sup>2</sup> Because of regional variability, the market rates for monthly full-time early learning and care in licensed centers were between \$500 and \$1235 for infants (under age 12 months), while reimbursement rates topped out at \$600. For toddlers (ages 12 to 29 months), costs were between \$440 and \$1060, and reimbursement rates were up to \$695. For preschoolers (ages 30-59 months), costs were between \$420 and \$890, and reimbursement rates were up to \$583.<sup>3</sup>

In 2004, Washington received \$204.3 million from the federal government for subsidies; the state contributed an additional \$50.5 million (R.T. Long, personal correspondence, July 29, 2005).

### ***Head Start, Early Head Start, and ECEAP***

Head Start, Early Head Start, and ECEAP provide early childhood education and family services to low-income families and their children. Head Start, for three, four, and five-year-olds, and Early Head Start, for children under three, are federally funded and federally administered programs. ECEAP expands high-quality early learning to more of the state's low-income children. All three programs have a strong early learning component as well as health care services, parent involvement activities, and family support and social services. However, because ECEAP average funding per child (\$4,500) is so much lower than Head Start funding (\$8,900), the intensity of ECEAP services is lower.

For Head Start and Early Head Start, the federal government pays 80% of the costs, and communities are required to raise the remaining 20% by leveraging local funds, fundraising, and/or volunteer services including parent volunteers in the program. Programs may be center-based or home-based. To be eligible, family income must be below 100% of the federal poverty level, although some provisions are made for children from families above that level who have other risk factors. Currently, there is not enough funding for all eligible children to be offered a spot in Head Start or Early Head Start. In Washington in 2005, only one in three eligible children could be enrolled in Head Start or Early Head Start.<sup>4</sup>

ECEAP programs can be center-based or home-based or can have a different model to meet the community's needs. Federal, local, and state dollars support ECEAP. The eligibility requirement for ECEAP children is 110% of the federal poverty level, and like Head Start, this population is underserved due to a lack of funding. Only about 19% of the eligible 3 and 4-year-olds in Washington are able to attain slots in ECEAP-funded child care centers.<sup>5</sup>

Head Start and Early Head Start funding in Washington State was \$134.5 million, with 15,096 children and their families participating in programs throughout the state in 2004.<sup>6</sup> ECEAP funding was \$30.5 million, serving more than 6,800 children and their families.<sup>7</sup>

### ***School district programs***

Washington's 296 school districts are mandated by the state to provide early learning programs for children with disabilities beginning at age 3. Funding is provided by the Office of Superintendent of Public Instruction (OSPI). State funds are also used to provide some developmental services to children with disabilities from birth to three.

For the 2003-2004 school year, OSPI spent more than \$25 million for early learning programs for children with disabilities.

In addition, some school districts are going beyond the mandate by expanding or eliminating the criteria for participation in early learning programs. In a 2003-2004

survey of school districts, the Economic Opportunity Institute found that 4 out of 10 school districts go beyond the state mandate for pre-kindergarten.<sup>8</sup>

Pre-kindergarten programs that went beyond the mandate differed widely between districts, from programs in community child care settings to programs in schools, and depended on various funding sources, including parent tuition, state Initiative 728 (I-728) and ECEAP funds, federal Title I funds, and local levies.<sup>9</sup> Pre-kindergarten programs relied most heavily on parent tuition, followed by state funding from I-728 and ECEAP. Because of the wide variety of funding sources used in pre-kindergarten programs administered by school districts, as well as the various program models and allowable program uses for federal and state dollars, specific data on public funding for school district early learning cannot be segregated from more general categories. In any case, the majority of districts do not fund preschool programs for all children.



# The Early Learning and Care Workforce

## Introduction

High-quality early learning and care is dependent on skilled professionals. Depending on where they live and their income level, families may have several choices of paid early learning and care programs for their children from birth through age 5.

More than 100,000 children under the age of six were in licensed care in 2004; in that same year, licensed centers and family homes employed more than 25,000 individuals.<sup>10</sup> Staff in licensed facilities must meet minimal educational requirements. (*See Appendix A: Minimum Licensing Requirements for Child Care Centers and Family Child Care Homes.*) However, education is only one component in determining the quality of early learning and care. Undermining the state's efforts to make child care an early learning environment for children are low wages, which result in high turnover rates, and largely untrained staff at licensed centers.

The quality indicators of wages and education requirements factor into an individual's decision to choose a career in early learning and care and to stay in that field. Therefore, included in this section is a comparison of wages for careers with similar credit requirements. Also included is the quality workforce indicator of turnover rates at centers.

The overview of the early childhood education workforce is restricted to available information for licensed child care centers, licensed family child care homes, Head Start, Early Head Start, and ECEAP. Workforce educational requirements and wages for staff at school districts that exceed requirements are determined by individual school districts according to the type of program and a wide variety of funding sources. Statewide data on wages and benefits for staff in school district programs that go beyond the mandated requirement for children with disabilities are not currently available.

## Education

### *Educational requirements for staff*

**Licensed child care centers and family child care homes:** Educational requirements for staff in licensed child care centers and family child care homes are defined in the Washington Administrative Code.<sup>11</sup> State licensing requires new child care center staff to meet minimal educational requirements, but all licensed staff must complete STARS (State Training and Registration System) training and, depending on their level of responsibility, must meet specific educational criteria over time. (*See Appendix A.*) Licensed family child care home providers and their staff must meet a minimal educational requirement if there are more than 9 children under their care.

**Head Start and Early Head Start:** The federal government mandates that half of the teachers in Head Start and Early Head Start have Associate degrees. In 2004, 60% had an

Associate, Baccalaureate or Master’s degree; 40% of assistant teachers had a Child Development Associate credential (CDA) or higher degree.<sup>12</sup>

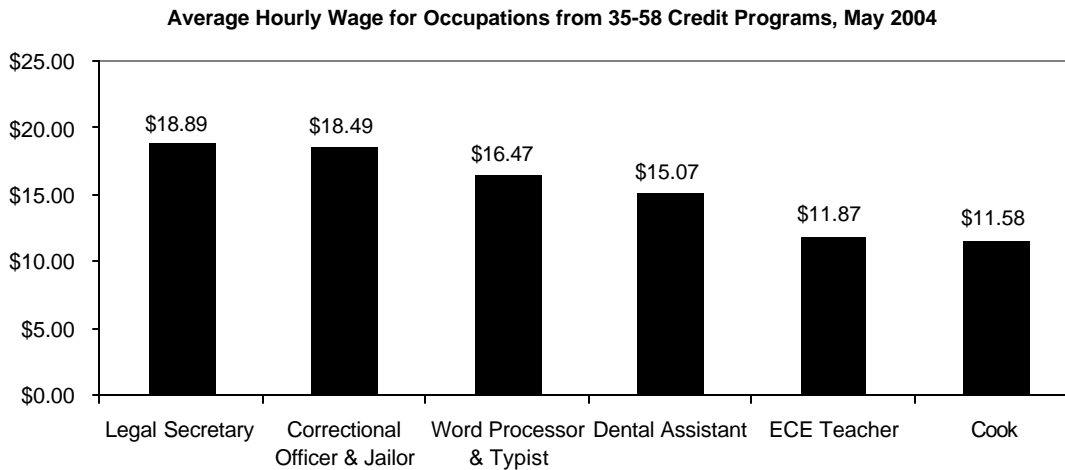
### ***Community and technical college early learning programs***

Early childhood education programs at community and technical colleges range from various certificate programs, starting at 14 credits, to Associate degree programs requiring 90 credits. Systemwide, community and technical college enrollment dropped 1% between 2000 and 2004, but enrollment in early childhood education programs increased 4%.<sup>13</sup> During the same period, the number of children in licensed child care centers increased by slightly more than 2%.<sup>14</sup> Because of high turnover rates at child care centers, individuals coming out of the community and technical college system should have no difficulty in finding employment.

## **Employment**

A comparison of occupational wages based on education requirements highlights the disadvantages of choosing to work in early childhood education. Students completing an early childhood education or child development program in the range of 35 to 58 credits generally receive a certificate.

The U.S. Bureau of Statistics groups Washington’s data for child care workers under the heading “child care teachers,” regardless of an individual’s workplace title and responsibilities or type of child care facility.

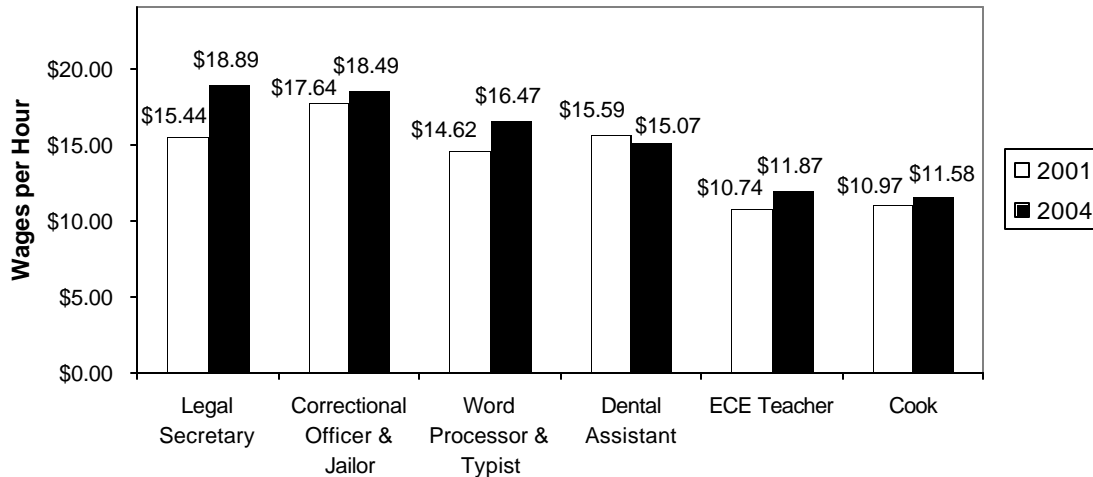


*Source: State Occupational Employment and Wage Estimates, U.S. Bureau of Labor Statistics.*

Upon completion of a certificate program, graduates in early childhood education are relatively poorly paid in comparison to graduates from other technical programs of equal credit value. With an average hourly rate of \$11.87, a full-time, early childhood education (ECE) teacher can expect to earn about \$6,600 less each year than a dental assistant.

Changes in wages over time may also influence an individual’s career choices. In comparisons between 2001 and 2004, wages rose for each occupation in the sample except dental assistant. As a percentage increase, a certificated early childhood education teacher saw wages rise 11%; certificated legal assistants saw the greatest increase, 22%, and certificated dental assistants saw the average wage fall 3%. Institution and cafeteria cooks had a 6% increase.<sup>15</sup>

**Average Hourly Wages for Occupations from 35 to 58-Credit Certificate Programs,  
May 2001 and May 2004**



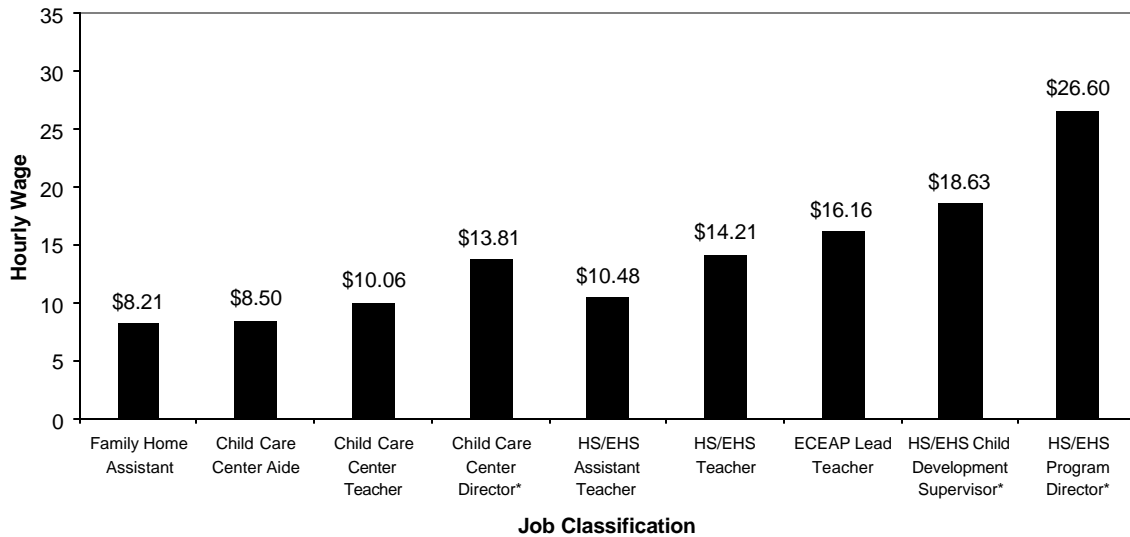
Source: U.S. Bureau of Labor Statistics; Washington State Board for Community and Technical Colleges.

Bureau of Labor Statistics data for early childhood education teachers includes Head Start, school district staff, and other more highly paid teachers. The Division of Child Care and Early Learning (DCCEL), Department of Social and Health Services, provides a more detailed picture of the state’s early learning workforce. In its biennial reports on licensed centers and licensed family child care homes, DCCEL details staff wages, benefits, and turnover rates for aides, teachers, supervisors, and directors.<sup>16</sup> That data is included in the sections that follow.

**Wages**

In all cases, programs that require higher education paid their staff accordingly. Staff working in ECEAP, Head Start, and Early Head Start programs were paid at significantly higher levels compared to their counterparts in licensed child care programs. Head Start program directors earned almost twice as much as a licensed child care center director.

**Average Hourly Wages for Staff in Licensed Family Child Care Homes and Child Care Centers, Head Start/Early Head Start, and ECEAP Programs, 2004**



*\*Only annual or monthly salaries were provided by sources; hourly rates were calculated by EOI staff based on 2080 hours of work per year.*

*Sources: Department of Social and Health Services, Division of Child Care and Early Learning and Head Start Collaboration Office; Community, Trade and Economic Development Department.*

**Licensed family child care homes:** Family home assistants had the lowest wages at an hourly average of \$8.21 in 2004, just \$1.05 more than the minimum wage.

**Licensed child care centers:** In 2004, the statewide hourly average wages for aides, teachers, and supervisors were \$8.50, \$10.06, and \$12.77 respectively. State licensing requires directors to have a minimum of 45 credits in early childhood education. Directors in Washington earned \$13.81 (calculated as state average/month x 12 months and then divided by 2080 hours (representing 40 hours/week x 52 weeks).]

**Head Start and Early Head Start programs:** Wages for staff in Head Start and Early Head Start (HS/EHS) programs reflect requirements for higher levels of academic achievement. In 2004, the average hourly wage was \$10.48 for an assistant teacher and \$14.21 for a teacher. Child development supervisors and program directors made considerably more: averages were \$18.63 and \$26.60 respectively (calculated based on reported annual salaries divided by 2080/hours per year).

**ECEAP programs :** ECEAP lead teachers are required to have a minimum of an Associate or Baccalaureate degree and several years of experience. ECEAP is locally designed, and ECEAP programs vary from community to community. For example, programs may be in a co-op preschool, a university lab school, a child care center, or in a family child care home; they may be combined with Head Start or a special education program. Because of the variability in program design, only wage and educational achievement data of lead teachers are currently available. The higher educational

requirements were reflected in the average hourly wage of a lead teacher, \$16.16, compared to \$10.06 and \$12.77 for a child care center teacher and supervisor respectively (J. Kilmer, personal correspondence, July 5, 2005).

***Wage trends in licensed child care centers and family homes***

Average real wages for child care workers (wages adjusted to account for changes in the consumer price index) stalled between 1992 and 1998 and then rose sharply between 1998 and 2002 when Washington’s minimum wage increased significantly. As the minimum wage rose from \$5.15 in 1998 to \$6.90 in 2002, a 34% hourly increase, the wages of child care workers also rose. During the same period, family home assistants saw their wages increase approximately 19%; for workers in licensed centers, wage increases ranged from 19% to 27%.

**Table 3. Statewide Average Staff Wages in Licensed Facilities Compared to Minimum Wage and State Average Wage\***

<i>Year</i>	<i>Mini- mum Wage</i>	<i>Family Home Assis- tants**</i>	<i>Child Care Center Aides**</i>	<i>Child Care Center Teachers**</i>	<i>Child Care Center Super- visors**</i>	<i>Child Care Center Direc- tors**</i>	<i>State Average Wage***</i>
1996	\$5.15	\$5.87	\$6.07	\$7.17	\$9.04	\$10.75	\$13.89
1998	\$5.15	\$6.43	\$6.34	\$7.73	\$9.48	\$11.11	\$15.90
2000	\$6.50	\$6.86	\$7.33	\$8.66	\$10.66	\$11.76	\$17.82
2002	\$6.90	\$7.62	\$8.07	\$9.69	\$12.11	\$13.26	\$18.38
2004	\$7.16	\$8.21	\$8.50	\$10.06	\$12.77	\$13.81	\$19.08

*Sources:*

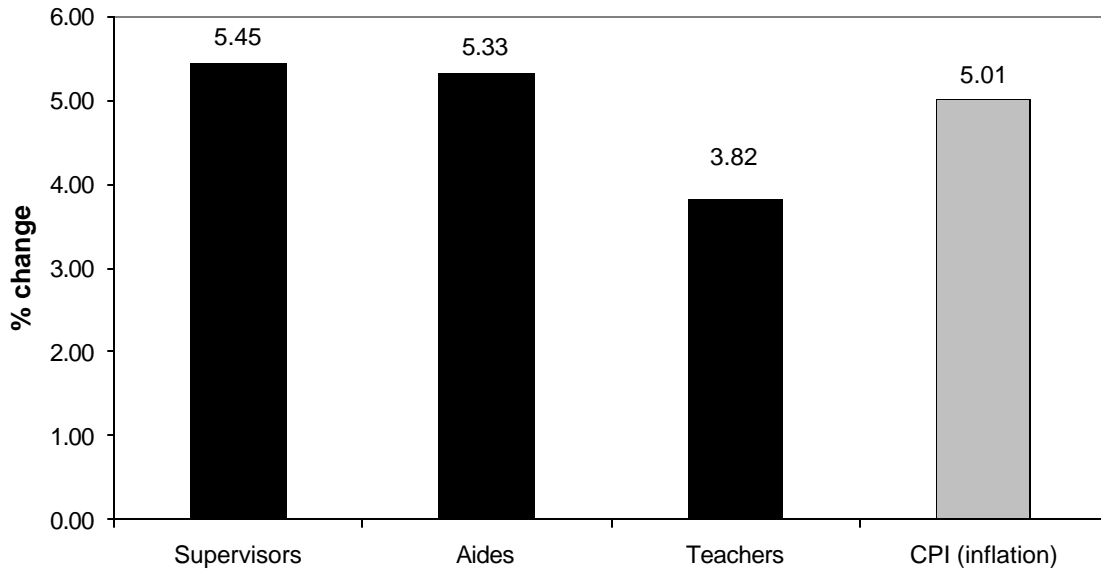
*\*In current dollars; not adjusted for inflation.*

*\*\*Department of Social and Health Services, Division of Child Care and Early Learning; reported average annual wage of child care center directors divided by 2080 hours/year.*

*\*\*Washington Employment Security Department; reported annual average wages divided by 2080 hours/year.*

Between 1998 and 2002, childcare employees received wage increases that meant greater buying power (real wage). During this period, the average teacher’s real wage rose 3.2% per year, and the average aide’s real wage rose 3.6% per year, when adjusted for inflation. Most recently, between 2002 and 2004, workers in licensed childcare centers saw minimal buying power increases. Supervisors and aides received wage increases that barely exceeded inflation, resulting in an essentially stagnant real wage. **Furthermore, child care teachers saw an actual decrease in buying power between 2002 and 2004, as their wages grew at a slower rate than the CPI.**

**Percent Change in Wages vs. Inflation, 2002 - 2004**



Sources: Department of Social and Health Services, Division of Child Care and Early Learning; U.S. Bureau of Labor Statistics.

Retail salespeople, whose educational achievement is similar to that of child care workers, serve as a comparison. From 1998 to 2002, average earnings of retail salespeople had been consistently higher than those for family home assistants and child care center aides, teachers, and supervisors. In 2004, average wages for supervisors surpassed those of salespeople. The yearly differences in average wages for full-time work (calculated at 2080 hours a year) between retail salespeople and family home assistants, center aides, and center teachers underscore the economic disadvantage of early learning and care workers. A family care assistant earned \$8,944 less than a retail salesperson; a child care center aide earned \$8,340 less, and a child care center teacher earned \$5,096 less.

**Table 4. Average Hourly Wages for Licensed Child Care Staff Compared to Retail Salesperson**

<i>Job category</i>	<i>Hourly Wage, 2002</i>	<i>Hourly Wage, 2004</i>
Family Child Care Home Assistant	\$7.62	\$8.21
Child Care Center Aide	\$8.07	\$8.50
Child Care Center Teacher	\$9.69	\$10.06
<b>Retail Salesperson</b>	<b>\$12.41</b>	<b>\$12.51</b>
Child Care Center Supervisor	\$12.11	\$12.77
Child Care Center Director	\$13.26	\$13.81

Sources: Department of Social and Health Services, Division of Child Care and Early Learning; Department of Employment Security.

## ***Turnover***

Because the consistency of the caregiver is a key component of high-quality early learning and care, turnover rates are one indicator of quality. In its two most recent reports, DCCEL noted that centers were experiencing significant numbers of newly hired staff despite the fact that the number of children in licensed child care centers decreased.<sup>17</sup>

Rates of new hires (determined for a 6-month period beginning period September 1, 2003 and for an 8-month period beginning September 1, 2001) were highest among aides, with more than 30% of aides hired each year. The state did not report on hiring rates or years of experience for assistants in licensed family homes.

**Table 5. Statewide Percentage of Newly Hired Staff by Occupation**

<i>Category</i>	<i>2002 (8-month period)</i>	<i>2004 (6-month period)</i>
Aides	36.7%	32.5%
Teachers	17.0%	16.0%
Supervisors	8.9%	9.5%

*Source: Department of Social and Health Services, Division of Child Care and Early Learning.*

Experience of child care center staff is another indicator of turnover. On average, in 2004 aides had 3.1 years of experience in paid child care, teachers had 6.4 years, supervisors had 10.8 years, and directors had 14.7 years. These averages were up slightly from 2002.

**Table 6. Average Number of Years of Paid Child Care Experience for Center Staff**

<i>Category</i>	<i>2002</i>	<i>2004</i>
Aides	3.0	3.1
Teachers	6.2	6.4
Supervisors	10.0	10.8
Directors	13.9	14.7

*Source: Department of Social and Health Services, Division of Child Care and Early Learning.*

High annual turnover rates, particularly among aides and teachers, indicate that many individuals are only short-term hires. In addition, while the average years of experience in early learning and care is 14.7 for center directors, who are the highest paid staff, approximately one in ten directors leave that management position each year.

Nevertheless, although the rates for new hires are extremely high, a core group of staff do make a long-term commitment to early learning and care despite the low pay, limited benefits, and high turnover among co-workers.

### *Cost of child care and employee wages*

Although the cost of child care has increased significantly over the past 15 years, staff wages did not see a similar increase. In fact, average real wages for teachers increased at less than half the rate of child care prices from 1990 to 2004.<sup>18</sup>



## **Programs Designed to Improve the Quality of Early Learning and Care**

Longitudinal research has found tremendous benefits from publicly supported high-quality early learning programs. Several programs in Washington have had impressive results, although not all have had independent evaluations.

### **The Washington State Career and Wage Ladder Project**

In 2000, the Washington State Career and Wage Ladder Project (sometimes referred to as the Early Childhood Education Career and Wage Ladder or the Ladder) was a public-private partnership designed to improve the quality of early learning and care by addressing the most critical components of quality: turnover and educational achievement of staff. The Ladder linked the wages of child care teachers to their education, tenure, and level of responsibility. The state paid wage increments based on education, and the child care centers paid wage increments based on level of responsibility. The state and center shared wage increments based on years of experience according to a formula using the percentage of children on state subsidies. Staff received wage increments at every step along the way: each time they improved their level of education, every year they stayed at the center, and every time they reached a new level of responsibility.

In addition to agreeing with the wage increment provisions, centers were required to be licensed or certified, enroll low-income children in at least 10% of their slots, contribute to workers' health insurance, and provide paid leave benefits to staff.

The program began with a \$4 million annual budget. Following an application and selection process to ensure distribution of Ladder centers throughout the state, 126 licensed child care centers participated in the program. These centers represented approximately 1,500 teachers working with 15,000 children.

#### *Evaluation*

A three-year evaluation by Washington State University researchers showed that centers on the Ladder improved the quality of early learning by reducing staff turnover and encouraging child care teachers to pursue academic programs in early childhood education.<sup>19</sup> The Ladder created statistically significant improvements for early learning and care staff in these areas:

- Wages and benefits
- Education achievement and pursuit of education
- Length of employment and retention of new employees
- Employee self-esteem, morale, job satisfaction, and sense of professionalism

- The amount of time off provided by early learning and care centers to enable staff to pursue education credentials.<sup>20</sup>

These factors resulted in significant improvement in the quality of care and teaching in the overall classroom environment and teacher-child interactions.<sup>21</sup>

The original Ladder program depended on an allocation of federal Temporary Assistance to Needy Families (TANF) funds. In 2003, the Ladder was discontinued due to increased TANF costs associated with the state's recession. However, in 2005, the state legislature passed the Early Childhood Education Career and Wage Ladder bill, although no funding has yet been approved by the legislature. The Ladder's policy of state support to improve the quality of early learning and care by linking the wages of child care teachers to increases in their education achievement is now firmly embedded in law. **The program, at a cost of \$340 per year per full-time child, proved to be a cost-effective strategy to improve quality early learning and care.**<sup>22</sup>

## School District Programs

In addition to the state-mandated pre-kindergarten programs for children with disabilities, many school districts are going beyond the state requirements. School districts had a new opportunity to expand early childhood education following the passage of Initiative 728 in November of 2000.

In the summer of 2004, the Economic Opportunity Institute, working with OSPI, conducted an Internet survey of school district pre-kindergarten (pre-k) programs during the 2003-2004 school year.<sup>23</sup> Data from that survey showed that one-third of pre-k programs began since the passage of I-728 (i.e. within the past three years).

Each school district with pre-k tailors its program to meet the needs of its community. Programs may be school-based, community-based, family-based, or a combination. Some programs operate daily during the school year; others are summer programs.

Most pre-k programs rely on a variety of funding: parent tuition, state funds, federal funds, and local levies. During the 2003-2004 school year, 39% of districts used I-728 funds, a relatively new resource, to help fund pre-k.<sup>24</sup> In the survey's follow-up phone interviews, district administrators often expressed interest in expanding or implementing a universal pre-k program but were unable to do so because of the lack of stable funding.

Several school districts have done evaluations of their pre-k efforts. Three very different programs stand out as examples of high-quality early learning and care.

### ***Bremerton's Early Childhood Care and Education (ECCE) Partnership***

The ECCE Partnership is a collaborative effort between the Bremerton School District, Head Start, ECEAP, and local child care centers. The program is designed to increase the number of children entering kindergarten with early reading skills and decrease learning disabilities associated with reading difficulties.

To achieve its goals, the ECCE Partnership used some I-728 funding to develop a core pre-literacy curriculum and establish professional development opportunities for pre-kindergarten teachers. The model is fully described in OSPI's Early Learning Tool Kit.<sup>25</sup>

#### *Evaluation*

The program has seen a **“steady increase in the percent of children entering kindergarten with the early literacy skills essential to be a successful reader [emphasis added].”**<sup>26</sup> For example, using the Dynamic Inventory of Basic Early Literacy Skills assessment tool, the district found that “the percent of children assessed as being either ‘low risk’ or ‘established’ in Initial Sound Fluency ... went from under 40% to almost 60%.”<sup>27</sup> The school district also noted significant cost savings because it did not have to provide full-day kindergarten for children entering kindergarten without essential literacy skills. The annual cost savings of the pre-kindergarten strategy is \$420,000.<sup>28</sup>

### ***The New School at Seattle's T.T. Minor***

In 1998, the New School Foundation formed a public-private partnership with Seattle Public Schools to improve the educational achievement and well-being of students at T.T. Minor elementary school. T.T. Minor is the elementary school with the highest proportion of low-income children in Seattle. The New School at T.T. Minor uses the High/Scope curriculum, small classes, and a year-round school calendar for its pre-kindergarten program. The pre-kindergarten program is supported by a wellness program that includes home visits, wellness intervention, healthy classroom snacks, parenting programs, and tutoring. The typical class of 20 four-year-olds has a certificated Seattle Public Schools teacher and a classified teacher's aide. The New School estimates its costs at approximately \$10,000 per child per year.<sup>29</sup>

#### *Evaluation*

The first evaluation, conducted in 2003, indicated that **children who had gone through the pre-k program did significantly better in school.** Children who had gone through the pre-k program scored 23 points higher in reading and math on the 4<sup>th</sup> grade Washington Assessment of Student Learning (WASL) tests than those who started kindergarten without the pre-k component. Compared to the 4<sup>th</sup> graders in 2002 who did not have the benefit of the New School approach, significantly more students were proficient in math (16% vs. 0%) and reading (30% vs. 15%).<sup>30</sup>

### ***Kennewick's Ready! for Kindergarten***

The Kennewick School District uses a family-based program to improve school readiness and address the achievement gap. The program is directed toward parents of children from birth to age 5 and consists of a series of annual classes that give parents tools and training to help their children succeed in school. The Reading Foundation, a nonprofit foundation, was formed to develop and implement Ready! for Kindergarten. The program, which uses \$210,000 of its I-728 funds annually, is fully described in OSPI's Early Learning Tool Kit.<sup>31</sup>

#### *Evaluation*

Ready! for Kindergarten started in the winter of 2003 after a pilot class in 2001. Early results show that **“the percent of Kennewick kindergartners entering school with age-appropriate language and literacy skills increased [5%] from 50% to 55%. Equally important, the number of most at-risk children (those entering kindergarten two-three years behind) has declined [emphasis added].”**<sup>32</sup>

### **Head Start, Early Head Start, and ECEAP**

Head Start and Early Head Start have been assessed for 30 years, as has been their relatively young state companion, ECEAP. Most studies have shown positive benefits to children. The literature is extensive in validating the importance of these high-quality programs on a child's future success in school and in life.<sup>33</sup>

Although ECEAP is limited primarily to four-year-olds and tends to be less intense than Head Start and Early Head Start, all three programs have these common features: high education standards for staff with commensurate salaries and benefits; high levels of parent involvement; a focus on quality, assessed through outcome measures and regular evaluations; and a local, administrative entity to best meet the needs of the children and their families within their communities.<sup>34</sup> If standards are not met, programs must either improve their services or lose their funding.

### **STARS: The State's Training Registry**

STARS (State Training and Registry System), created by the Division of Child Care and Early Learning, DSHS, in 1999, offers training programs for child care workers in licensed child care centers and maintains a registry of providers. Individuals working in licensed child care programs must fulfill the requirement to take a specific number of STARS credit programs based on their level of responsibility.

STARS works closely with the Washington Association for the Education of Young Children (WAEYC). WAEYC provides training and trainer approval, certifies specific programs for STARS credit, and administers a scholarship program.

Educators of young children can attend conferences held or sponsored by WAEYC or any of several registered training agencies. STARS then keeps a record of all the training attended. In addition, upcoming STARS classes and workshops are posted on the DSHS STARS website. Currently about 30,000 early learning and care workers are listed in the STARS registry.

#### *STARS requirements for early childhood education workers*

Early childhood education staff in licensed child care centers must have 20 hours of STARS training within their first six months on the job. After the initial training, additional requirements must be met based on level of responsibility, with directors, program supervisors, and lead teachers required to complete ten hours or one college credit of continuing education yearly after completing the initial training. STARS credit is required for child care providers in family child care homes with more than 9 children.

In state fiscal year 2004, WAEYC received approximately \$1.1 million from the Division of Child Care and Early Learning to administer the STARS program database (L. Keller, personal correspondence, Sept. 15, 2005).

#### *Program review*

In 2004, DSHS contracted with Public Knowledge, Inc., to review the 6-year-old STARS program.<sup>35</sup> Although the report indicated that interviewees believed that STARS increased professionalism and improved the quality of child care, the authors noted that the STARS program had not been evaluated for quality factors. **“Without a systematic way to evaluate the quality and effectiveness of training, DCCEL has to assume that the training results in increased quality of child care.”**<sup>36</sup> A systematic evaluation may help to inform what level of professional development, including types of training, technical assistance, and educational programs, child care providers should receive or be required to have that will result in higher quality and more positive outcomes for children in licensed child care centers and family homes.

### **Washington Child Care Professional Scholarship Program**

The Washington Child Care Professional Scholarship Program (formerly known as TEACH -- Teacher Education and Compensation Helps) is administered by the Washington State Child Care Resource and Referral Network. This public-private partnership offers scholarships to licensed child care providers studying early childhood education. The program received about \$670,000 in 2004: state funds of \$250,000, City of Seattle funds of \$100,000, and the rest from foundations (S. Yang, personal correspondence, Sept. 13, 2005).

DCCEL pays for 75% of the cost of tuition and books, a travel stipend for the teacher, and a reimbursement to the child care center for part of the time the teacher is in training. The child care center must agree to contribute 15% of the cost of tuition and books. The recipient incurs the remaining 10% of costs. Upon completion of 12 to 20 credits, the teacher receives a \$300 bonus and a 1.5% raise paid by the child care center.

In 2005, this scholarship program will provide approximately 300 scholarships. The program, which was expanded to 30 of Washington's 39 counties in 2003-2004, requires that the recipients successfully complete 12 to 20 credits in early childhood education classes at an affiliated college within the year. In 2003-2004, 2,944 credits were awarded to the program scholars.

By offering scholarships, the program raises the academic qualifications of the child care workforce. Individuals who receive an Associate, Baccalaureate, or Master's degree may then become eligible for higher-paying jobs that require those degrees. The state has not conducted a formal evaluation of this program.

## **NAEYC**

NAEYC (National Association for the Education of Young Children), a national organization, works to improve the quality of early childhood education. NAEYC's voluntary accreditation program identifies high-quality early learning programs.

To ensure early childhood expertise among staff, NAEYC requires accredited centers to employ teachers who have a minimum of a Child Development Associate credential (CDA) or equivalent and are continuing their education to receive an Associate or Baccalaureate degree. In addition, 50% of assistant teachers/teacher aides must have a CDA or equivalent, and *"all assistant teachers/teacher aides who do not have at least a CDA are demonstrating progress toward the CDA or equivalent [emphasis added]."*

The accreditation program was revised in 2005. A list of quality standards required for accreditation is on the NAEYC web site.<sup>37</sup>

In 2004, NAEYC listed as accredited 155 child care centers out of the 1,983 licensed child care centers in Washington.

## The Cost of High-Quality Care

**Table 7. Average Annual Public Funding Per Child, 2004**

Head Start	\$8,444
Early Head Start	\$12,822
ECEAP	\$6,954
Early Childhood Education Career and Wage Ladder	\$340
Bremerton’s ECCE Partnership with Head Start, ECEAP, and community providers	Not available
The New School at T.T. Minor	\$10,000 public and foundation funding
Kennewick’s Ready! For Kindergarten	Not available
STARS	Not available
Washington Child Care Professional Scholarship Program	Not available
WAEYC	No public funds beyond subsidies for low-income children in the accredited centers

The higher costs associated with Head Start, Early Head Start, ECEAP, and the New School at T.T. Minor reflect the cost of their comprehensive approach to early learning and care for children with at-risk factors as well as services provided to their families. Educational requirements for staff, which are necessitate higher wages and benefits, highlight the importance of providing a stable, professional workforce for maximum benefits.

The lower-cost Early Childhood Education Career and Wage Ladder also supports that vision. Ladder centers, with both subsidized and unsubsidized children, provided a glimpse at a universal system where children, regardless of income, would benefit from high-quality care. Although Ladder centers relied predominantly on parent fees and state subsidies to cover basic costs, as did centers not in the project, these centers showed significantly improved quality because, with additional public funding, they could support the educational achievement of staff while reducing staff turnover.

Although some public school districts rely solely on state and federal basic education funds, most also use a variety of additional public and private sources, including parent tuition and state and federal early childhood funding. Tailored to their communities, the diversity of programs to achieve high-quality early learning reflects school district efforts to improve school readiness and shows the value of innovative, locally designed programs for pre-kindergarten.

## CONCLUSION

The foremost indicator of quality early learning and care is the quality of the caregiver. Wages, educational achievement, and tenure are key factors establishing high-quality programs for all of Washington's young children. On all three factors, too many of Washington's early learning and care programs come up short.

Wages are dismally low compared to other occupations requiring similar educational achievement, and there is little room for improvement in wages. Too many staff in licensed child care centers and family child care homes have little formal training in early childhood education. Turnover rates are extremely high.

Clearly, the private market is unable to rise to the challenge of providing high-quality care without additional public funding. Too many kindergarten teachers and school district administrators still find children lacking the readiness skills necessary for kindergarten. The state's subsidy system underfunds care for low-income children and therefore can only require minimum educational standards for staff. Too few programs reach the standards exemplified by NAEYC accreditation. Not all school districts offer a pre-kindergarten program for children who do not have disabilities.

Providing adequate funding is a prerequisite for high-quality early learning and care programs staffed by a well-trained, professional workforce. Head Start, Early Head Start, ECEAP, the Career and Wage Ladder, and programs operated by school districts are excellent examples of hiring and retaining well-trained staff, but these programs are not universally available to all children. Waiting lists remain for Head Start, Early Head Start, and ECEAP. The Career and Wage Ladder program was discontinued, although the policy behind it exists in statute. School districts are not mandated to make pre-kindergarten programs available to all children.

The lack of sufficient public funding linked to high-quality standards is the major factor working against the ability to create and sustain high-quality early learning programs that prepare all children for success in school. The quality problem is most critical for licensed child care centers and licensed child care homes.

Factors that limit the ability of licensed child care centers and licensed family child care homes to attract and retain a professional workforce include:

1. low wages across the board for all child care employees
2. minimal wage progression
3. minimal or non-existent educational requirements for aides and newly hired teachers
4. no child care center licensing requirement for most teaching staff to have a certificate or college degree
5. minimal training and no formal education required after an individual is hired.



Subsidies make child care affordable and accessible to low-income families. They do not fund programs to provide early learning and lead to many children receiving only custodial care. They also do not address the factors involved in high-quality care. Subsidy increases do not translate into increases in worker wages and do not impact workforce retention and educational achievement. In addition, subsidy rates vary from year to year and, in fact, have deteriorated in paying the rate charged by more and more centers. Subsidized care, therefore, is not a dependable source of income for child care providers.

## RECOMMENDATIONS

To provide all children with the opportunity gained from high-quality care and early learning programs, the state should look at programs with proven success. Evaluations of the Early Childhood Career and Wage Ladder, Head Start, Early Head Start, and ECEAP show the strength of these programs in improving the quality of early learning and care. These programs have common indicators of higher quality of early learning and care compared to licensed child care centers and family homes, including:

1. higher wages for staff and benefits
2. higher educational requirements for staff .

In addition, many school district programs that go beyond the mandated requirements for children with disabilities have also had positive results. They share a firm commitment to early childhood education evidenced by strong leadership from school administrators and school boards, district staff dedicated to develop and implement programs, and funding designated for this purpose.

Increased state funding can improve the quality of early learning and care programs. As seen following the passage of I-728, additional public funding for school districts encouraged many of them to develop pre-kindergarten programs or expand existing programs to give more children access to quality early learning. The Career and Wage Ladder evaluation found that children in participating centers received higher-quality care when staff wages reflected increased educational achievement.

### **Recommendation 1: Fund the Career and Wage Ladder**

Quality early care and learning must begin with infants and continue until they are ready to enter kindergarten. To embark on a statewide effort to improve the quality of early learning and care in child care centers and family homes, the state must raise educational requirements for staff and fund salary increases commensurate with educational achievement.

Washington can learn from the experience of the federal government when it increased teacher qualifications for Head Start programs. In 1998 legislation, Congress gave programs a five-year window to meet the new requirement that 50% of teachers have an Associate, Baccalaureate, or graduate degree. To achieve this goal, the legislation made additional funds available for salary enhancements, tuition, books, and substitute teachers while staff attended school. In 2003, Head Start programs did better than expected, with 57% of teachers having met the degree requirement. As noted previously, salaries of Head Start staff reflect their educational achievement and are significantly higher than those for staff in licensed child care centers and family child care homes. Correspondingly, turnover in Head Start programs is significantly lower than that found in child care programs.

The state's community and technical college system has the ability to educate providers to meet higher educational requirements for early learning and care staff. However, without wages and benefits commensurate with educational achievement, the extremely high turnover rates of child care staff will continue, and the inability to attract and retain qualified staff will undermine all efforts to realize high-quality programs for our youngest children.

**Recommendation 2: Put additional resources into programs for low-income and at-risk children.**

Head Start, Early Head Start, and ECEAP have taken a comprehensive approach to address the needs of low-income and at-risk children by incorporating a variety of services in addition to center-based programming. The state should increase funding for these programs so that all eligible children can participate. The example of the New School at T.T. Minor, in conjunction with Seattle Public Schools, builds on this approach.

**Recommendation 3: Provide additional funding for full-day kindergarten and pre-kindergarten programs offered by school districts.**

School districts have fashioned a variety of pre-kindergarten and full-day kindergarten programs that improve academic achievement and ease the transition children make when they enter kindergarten. These models, often working with community partners and parents, are successful in promoting a seamless system between early learning and K-12, in improving academic achievement, and in cost-savings resulting from a decreased need for remediation.

If the state is serious about providing real educational opportunity for all children and addressing the achievement gap that is evident by the time they enter kindergarten, then the state must increase public funding to establish high-quality early learning and care programs for all children, regardless of income, disability, or other factors. That effort must start with high staff qualifications and program standards supported by a professional and adequately compensated early learning and care workforce.

## **APPENDIX A: Minimum Licensing Requirements for Child Care Centers and Family Child Care Homes** **(from WAC 388-295 and WAC 388-296)**

### *Child care center licensing requirements (abridged)*

To receive a license to operate a child care center, the applicant must meet the following criteria:

- Be twenty-one years of age or older;
- Require the applicant, director and program supervisor to attend the orientation programs that DSHS provides, arranges, or approves;
- Supply the diploma or education transcript copies of the program supervisor;
- Include with the license application three professional references each, for the applicant, the director, and the program supervisor.

Child care center director requirements:

- Be at least 21 years old
- Have CDA or 10-45 college credits depending on size of center and 2 years of experience
- Meet the STARS requirement

Child care center lead teacher requirements:

- Be at least 18 years old
- Have high school diploma or equivalent
- Complete STARS training within 6 months
- Have documented child development education or work experience

Child care center assistant or aide requirements:

- Be at least 16 years old
- Work under direct supervision of lead teacher

Initial training within 6 months of employment for the child care center director, program supervisor and lead teachers who must register with the STARS registry and complete one of the following trainings within the first six months of employment or of being granted an initial license:

- Twenty clock hours or two college quarter credits of basic training approved by the Washington state training registry system (STARS);
- Current Child Development Associate credential (CDA) or equivalent credential, or twelve or more college credits in early childhood education or child development; or
- Associate of Arts (AA), Associate of Arts and Sciences or higher college degree in early childhood education or child development.

Personal characteristics required of volunteers, all staff and applicant (abbreviated):

- “(a) The understanding, ability, physical health, emotional stability, good judgment and personality suited to meet the physical, intellectual, mental, emotional, and social needs of the children in care;
- Be qualified by our background inquiry check prior to having unsupervised access to children. To "be qualified" means not having been convicted of, or have charges pending for, crimes posted on the DSHS secretary's list of permanently disqualifying convictions for ESA. You can find the complete list at <http://www.dshs.wa.gov/esa/dccel/policy.shtml>. This includes not having committed or been convicted of child abuse or any crime involving harm to another person; and

Be able to furnish the child in care with a healthy, safe, nurturing, respectful, supportive, and responsive environment.”

*Requirements of the operator of a family child care home (abridged)*

Must be 18 years of age or older.

“(1) An individual must have specific personal characteristics to have a

- (a) License;
- (b) Certification;
- (c) Primary staff position; or
- (d) Assistant and volunteer position.

“(2) These characteristics are

An understanding of how children develop socially, emotionally, physically, and intellectually

The ability to plan and provide care for children that is based on an understanding of each child's interests, life experiences, strengths, and needs;

The physical ability to respond immediately to the health, safety and emotional well-being of a child;

Reliability and dependability;

Truthfulness;

A disposition that is respectful of a child's need for caring attention from a care giver; and

Ethical business practices with clients, staff, the department and the community.”

A minimal educational requirement is necessary if a family home provider accepts more than 9 children (RCW. 388-296-1350).

## **APPENDIX B: Resources**

### *Washington state*

Economic Opportunity Institute, <http://www.eoionline.org>

Erin Speck, "Beyond the Mandate: An Analysis of a Survey of School District Early Learning Programs in Washington State," Economic Opportunity Institute, October 2004.

Jennifer Moon and John Burbank, "The Early Childhood Education Career and Wage Ladder: A Model for Improving Quality in Early Learning and Care Programs," Economic Opportunity Institute, July 2004.

Shanny Peer and John Burbank, "Focus on Early Learning: Lessons from the French Écoles Maternelles," Economic Opportunity Institute, January 2004.

Foundation for Early Learning, <http://www.earlylearning.org>

Office of the Superintendent of Public Instruction, <http://www.k12.wa.us>

Washington State Department of Social and Health Services, <http://www1.dshs.wa.gov>  
Governor's Head Start State Collaboration Office  
Division of Early Learning and Child Care

Washington State Department of Community, Trade and Economic Development  
(<http://www.cted.wa.gov>)  
Early Childhood Education Assistance Program (ECEAP)

Washington State Office of Financial Management, <http://www.ofm.wa.gov>  
"Child Care and Early Learning Organizational Study," State of Washington, December 2000.

Washington State Department of Employment Security, <http://fortress.wa.gov/esd/portal/>

Washington Administrative Code, <http://www.leg.wa.gov/wac>  
"Minimum Licensing Requirements for Child Care Centers," Chapter 388-295.  
"Minimum Licensing Requirements for Family Child Care Homes," Chapter 388-296.

Washington State Child Care Resource & Referral Network, <http://www.childcarenet.org>  
Elizabeth Bonbright Thompson, "The Washington State Child Care Experience Since 1996: Implications for Federal and State Policy," January 2002.

The New School Foundation, <http://www.newschoolfoundation.org>  
"Report to the Community, 2004"

### *National*

Foundation for Child Development, <http://www.fcd-us.org>

National Institute for Early Education Research: <http://nieer.org>

Pre-K Now, <http://www.preknow.org>

The Urban Institute, <http://www.urban.org>

The Pew Charitable Trusts, <http://www.pewtrusts.com>

U.S. Department of Health and Human Services Administration for Children and Families  
(<http://www.acf.dhhs.gov>)

National Women's Law Center, <http://www.nwlc.org>

## Endnotes

- <sup>1</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State: 2004," April 2005.
- <sup>2</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State: 2004," April 2005.
- <sup>3</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State: 2004," April 2005.
- <sup>4</sup> ECEAP and Head Start Eligible Population Estimates, February 2005.
- <sup>5</sup> ECEAP and Head Start Eligible Population Estimates, February 2005.
- <sup>6</sup> Governor's Head Start Collaboration Office, 2004 Program Information Reports, Department of Social and Health Services, Division of Child Care and Early Learning.
- <sup>7</sup> Washington State Department of Community, Trade, and Economic Development, Children's Services.
- <sup>8</sup> Erin Speck, "Beyond the Mandate: An Analysis of a Survey of School District Early Learning Programs in Washington State," Economic Opportunity Institute, October 2004.
- <sup>9</sup> As noted on page 5, some children may be in more than one type of licensed care, and some children may be counted more than once.
- <sup>10</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State: 2004," April 2005.
- <sup>11</sup> WAC 388-295 and WAC 388-296.
- <sup>12</sup> Governor's Head Start-State Collaboration Office, "2004 Program Information Reports," Department of Social and Health Services, Division of Child Care and Early Learning.
- <sup>13</sup> SBCTC data warehouse; school administrators use the full-time equivalent measure (FTE), which normalizes the data between college systems and kinds of students, as an enrollment measure. In Washington's community and technical college system, one FTE is 15 credits per quarter. A student taking 15 credits is 1 FTE, one taking 10 credits is .66 FTE, and so forth. FTE also equates the effort of full-time and part-time students. Three students each taking one 5-credit class put forth the equivalent effort as one full-time student taking 15 credits.
- <sup>14</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State: 2004"; "Licensed Child Care in Washington State: 2002, and "Licensed Child Care in Washington State: 2000."
- <sup>15</sup> State Occupational Employment and Wage Estimates, U.S. Bureau of Labor Statistics.
- <sup>16</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State: 2004," April 2005.
- <sup>17</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State: 2004," and "Licensed Child Care in Washington State: 2002."
- <sup>18</sup> Washington State Department of Social and Health Services, Division of Child Care and Early Learning, "Licensed Child Care in Washington State" biannual reports 1990 through 2004.
- <sup>19</sup> Brenda J. Boyd and Mary. R. Wandschneider, "Washington State Child Care Career and Wage Ladder Pilot Project, Phase 2 Final Evaluation Report," Department of Human Development, Washington State University, March 2004. Referred to as "WSU-E."
- <sup>20</sup> Economic Opportunity Institute analysis of the Washington State evaluation, "The Early Childhood Education Career and Wage Ladder: A Model for Improving Quality in Early Learning and Care Programs," by Jennifer Moon and John R. Burbank, July 2004, [www.eoionline.org](http://www.eoionline.org).
- <sup>21</sup> Economic Opportunity Institute analysis of the Washington State evaluation, "The Early Childhood Education Career and Wage Ladder: A Model for Improving Quality in Early Learning and Care Programs," by Jennifer Moon and John R. Burbank, July 2004, [www.eoionline.org](http://www.eoionline.org).
- <sup>22</sup> In fiscal year 2003, the state spent \$3,272,986 on the wage ladder in wage subsidies and administration; 120 centers participated. To calculate the average cost per child, EOI assumed 10 teachers per center and 8 children per teacher in any one day. The cost then is \$340 per child per full year FTE (this could be an average of six hours a day, with some children in care 7 - 6 and others from 7 - 12 Noon and others from 12 Noon to 6 PM).
- <sup>23</sup> Erin Speck, "Beyond the Mandate: An Analysis of a Survey of School District Early Learning Programs in Washington State," Economic Opportunity Institute, October 2004.
- <sup>24</sup> Erin Speck, "Beyond the Mandate: An Analysis of a Survey of School District Early Learning Programs in Washington State," Economic Opportunity Institute, October 2004.
- <sup>25</sup> Office of Superintendent of Public Instruction, "Early Learning Tool Kit," July 2004, <http://www.k12.wa.us/EarlyLearning/EarlyLearningToolkit/index.html>.
- <sup>26</sup> Office of Superintendent of Public Instruction, "Early Learning Tool Kit," July 2004, <http://www.k12.wa.us/EarlyLearning/EarlyLearningToolkit/index.html>.
- <sup>27</sup> Office of Superintendent of Public Instruction, "Early Learning Tool Kit," July 2004, <http://www.k12.wa.us/EarlyLearning/EarlyLearningToolkit/index.html>.

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- <sup>28</sup> Office of Superintendent of Public Instruction, "Early Learning Tool Kit," July 2004, <http://www.k12.wa.us/EarlyLearning/EarlyLearningToolkit/index.html>.
- <sup>29</sup> Reported in "Focus on Early Learning," Economic Opportunity Institute, January 2004.
- <sup>30</sup> The New School Foundation, "Report to the Community," 2004.
- <sup>31</sup> Office of Superintendent of Public Instruction, "Early Learning Tool Kit," July 2004, <http://www.k12.wa.us/EarlyLearning/EarlyLearningToolkit/index.html>.
- <sup>32</sup> Office of Superintendent of Public Instruction, "Early Learning Tool Kit," July 2004, <http://www.k12.wa.us/EarlyLearning/EarlyLearningToolkit/index.html>.
- <sup>33</sup> U.S. Department of Health and Human Services Administration for Children and Families, <http://www.acf.dhhs.gov>. and Washington State Department of Community, Trade and Economic Development (<http://www.cted.gov.wa>).
- <sup>34</sup> Washington State Governor's Head Start-State Collaboration Office, "Head Start, Early Head Start and Early Childhood Education and Assistance Programs in Washington State, 2001-2002 State Profile," Department of Social and Health Services, Division of Child Care and Early Learning.
- <sup>35</sup> Public Knowledge Inc., "A Review of the Washington State Training and Registry System," Division of Early Learning and Care, Department of Social and Health Services, February 2005, <http://www1.dshs.wa.gov/pdf/esa/dccel/0502PubKnowReport.pdf>.
- <sup>36</sup> Public Knowledge Inc., "A Review of the Washington State Training and Registry System," Division of Early Learning and Care, Department of Social and Health Services, February 2005, <http://www1.dshs.wa.gov/pdf/esa/dccel/0502PubKnowReport.pdf>.
- <sup>37</sup> NAEYC, [www.naeyc.org](http://www.naeyc.org).