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ABSTRACT

Noting a growing consensus that inadequate compensation contributes to turnover among child care teachers and providers, and undermines the quality of services available to children through the state of California, this report presents compensation guidelines developed as a means for Title 5 child care centers and others in California to assess their staff compensation packages. Following an executive summary, the report details the reasons for developing compensation guidelines, outlines the history of compensation initiatives in California, and delineates guiding principles for the development of the guidelines. The report also presents the Child Development Permit Matrix, a career ladder for teachers and administrators in Title 5 programs, articulating the minimal and alternative educational and training requirements for the array of positions within a child care center, and providing the foundation for the salary guidelines. The Self-Sufficiency Standard details self-sufficiency wages for a range of family sizes and compositions for each county in California. The report then explains the structure of the compensation guidelines, details challenges and resources for implementing the guidelines, describes initiatives for gaining statewide support for the guidelines, and discusses ways to adapt the guidelines for individual communities. The report's six appendices include information on creating and revising salary schedules, model benefits for teaching staff in center-based child care, and a worksheet for assessing program salaries and goals. (KB)

Child Care Staff Compensation Guidelines for California 1998

Prepared for the California Department of Education,
Child Development Division
by the Center for the Child Care Workforce

Center for the Child Care Workforce
Washington, D.C.

Child Care Staff Compensation Guidelines for California 1998

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The Center for the Child Care Workforce (CCW) was founded in 1978 as the Child Care Employee Project, and was known as the National Center for the Early Childhood Work Force from 1994 to 1997. CCW is a non-profit research, education and advocacy organization committed to improving child care quality by upgrading the compensation, working conditions and training of child care teachers and family chid care providers. CCW coordinates two major efforts to promote leadership and career advancement for teachers and providers: the Worthy Wage campaign and the Early Childhood Mentoring Alliance. CCW is based in Washington, D.C., and has offices in California, Wisconsin and North Carolina.

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EXECUTIVE SUMMARY

INTRODUCTION

There is a growing consensus that inadequate compensation fuels turnover among child care teachers and providers, and undermines the quality of services available to children throughout the state. Yet while there is widespread agreement that child care pay is too low, there is a lack of clarity about what would constitute a fair and decent level of compensation. Programs or communities that wish to assess their current salaries and benefits usually lack concrete information and tools for doing so. Wage and benefit data, which profile the average compensation package now being offered to child care staff, are available for some California counties. Although useful about the status quo, they offer little guidance about the kind of wage scales that would truly retain skilled staff and promote quality programs. Salary guidelines, in contrast to market data on current wages and benefits, provide a goal to strive toward as part of a broader effort to improve child care jobs and services. The compensation guidelines offered in the full report are intended to provide a framework for child care programs or communities to assess their current wages and benefits and set goals for upgrading them.

Recently, improving child care salaries has become an even more urgent need, due in part to changes beyond the control of California's child care community. Because of class size reduction in elementary schools, child care workers with Bachelor degrees and above now have significant incentives and opportunities to move out of child care into better-paying elementary teaching jobs. At the same time that many skilled teachers are leaving child care, welfare reform is bringing new child care workers (often with limited education and training) into centers, family child care homes, and in-home arrangements exempt from licensing that offer few prospects for earning a family-sustaining wage. This instability of child care staffing also coincides with

WHY COMPENSATION GUIDELINES MATTER

Most teaching staff in California child care centers earn unacceptably low wages. Many teachers with substantial college training earn significantly less than $20,000 a year, often with minimal benefits.

- Centers that pay better wages attract better qualified staff who provide better environments for children.
- Centers that pay higher wages have less turnover and are more successful in improving quality.
- Children in centers with less turnover fare better developmentally.

a relatively robust economy and low unemployment rates, making it even more difficult than usual for many centers to recruit qualified substitutes or temporary employees, not to mention permanent staff.

The impact of these economic trends and policy changes on the child care workforce is now receiving attention because of the increasing demand for child care services. Gradually, the child care workforce is being recognized for its important role in the California economy, not only allowing parents to work and helping prepare children for later learning in school, but also because it is a major industry in the state. Counting only those who provide licensed care in family child care and center settings, the California child care workforce numbers slightly more than 100,000 people, and the demand for new teachers and providers is likely to expand even further over the next ten years.

If child care jobs continue without a career path that is linked to improvements in salaries and benefits, however, it will become even more difficult to recruit and retain qualified people to perform this essential service.

PURPOSE OF GUIDELINES

In 1997, the California Department of Education contracted with the Center for the Child Care Workforce to develop compensation guidelines as a means for contracted (Title 5) child care centers to assess their staff compensation packages. Although this document has been prepared specifically for Title 5 programs, it has been written with an eye toward other programs as well, and we encourage private centers or those which receive other kinds of subsidies to consider its implications. The Department has requested that the Child Development Permit Matrix—the statewide career ladder system that all Title 5 programs are required to adopt, and which in some cases has been voluntarily adopted by other programs—be used as the basis for these guidelines.*

The absence of child care salary guidelines to date—in California as in other states—reflects concerns about resources. Salary guidelines immediately raise the issue of funding. Most programs will require additional resources to meet the guidelines articulated here. Higher wages require funding sources well beyond current parent fees, since the majority of families using child care are working families who already spend 10 to 30 percent of their income for child care. Statewide initiatives that reward child care staff for increases in education, such as the TEACH (Training, Education, And Compensation Help) program begun in North Carolina and now operating in several states, or the proposed California CARES (Compensation and Retention Encourage Stability) legisla-

* As a result, the guidelines focus on center-based care, but it is our strong belief that family child care providers who meet the requirements of various positions on the Matrix or equivalent qualifications should ideally receive the same levels of compensation.

tion, hold out the greatest promise for child care programs who wish to improve staff compensation. These initiatives draw on public and/or private funds in order to help close the gap between what parents can afford to pay and salary levels that would more appropriately reflect the true value of child care work. For further information on such policy initiatives, see also *Making Work Pay in the Child Care Industry: Promising Practices for Improving Compensation* (See Appendix E on page 51 for information about how to order).

GUIDING PRINCIPLES

Developing these guidelines proved to be more difficult than we had anticipated. The advisors to the project agreed that there is a clear need for standards if improvements in compensation are to be made in California, yet wanted to ensure that the guidelines would be a positive tool for programs to use, rather than a frustrating reminder of the limitations of their budgets. While we recognized that many programs cannot afford to implement the recommended salaries, we also felt that the development of standards could encourage centers to work individually or in partnership with others to make positive strides in improving salaries. The following principles guided the development of the guidelines:

- Wages and living costs vary widely in California, making it unfeasible to propose a single statewide set of compensation guidelines.

- Compensation guidelines should define an entry-level salary or "floor" that offers a self-sufficiency wage for at least a single adult. At minimum, child care staff should earn wages and benefits that allow them to achieve independence from public assistance.

- The educational accomplishments of child care teaching staff should be rewarded appropriately. Those with an education equivalent to that of public elementary school teachers, for example, should be compensated at a comparable level.

- Programs that already meet or surpass these proposed guidelines should not have their salary schedules undermined by the guidelines. Sufficient flexibility should be built into them to provide direction and support for programs able to pay higher wages.

- The guidelines should not be viewed as a salary "ceiling," but rather as a statement of goals for the majority of child care programs that have not been able to put such salaries into place. By necessity, this document speaks most directly to programs paying lower salaries, who are unable to attract or retain skilled teaching staff. Nonetheless it remains desirable for programs to surpass the guidelines if possible, given that they represent a substantial improvement over the status quo but remain modest.

THE COMPENSATION GUIDELINES ARE

- designed to give program directors and staff a tool for communicating with funders, policy makers and parents about the need for improved compensation in child care.
- developed to help make our professional demands for improved compensation more specific. For example, they can provide a vision for improved salaries, set goals for making incremental improvements over time, and help publicly funded programs calculate how much higher reimbursement rates should be to allow centers to compensate staff for their valuable work.
- designed to articulate goals for improved salaries for all members of the California child care workforce.
- intended to provide goals for the future, even if a program cannot currently meet them, and establish the rationale for increased public investment to build a skilled and stable child care workforce.

HOW THE COMPENSATION GUIDELINES ARE STRUCTURED

Foremost in our minds as we drafted the salary guidelines was to produce a standard that would be relevant in different parts of the state, and yet could be calculated in a consistent, straightforward manner.

The guidelines we have developed are benchmark figures for three child-care staff positions (Teacher's Aides, Master Teachers with a BA degree, and Program Directors) in five demographically diverse counties of the state: Humboldt, Kern, Los Angeles, Santa Clara and San Diego.

The basic structure of the salary guidelines establishes a floor for entry-level staff, and benchmarks for highly-trained staff in teaching and administrative roles. An Aide's salary, which marks the floor of the guidelines, is indexed to the self-sufficiency wage required for a single adult in her county. The benchmark for a Master Teacher with a BA degree plus a supervised practicum is a salary for a beginning public school teacher in her school district. The Program Director's salary is indexed to that of a more experienced public school teacher in her district.

Setting the Aide, Master Teacher, and Program Director Salaries

Entry-level employment should offer workers a self-sufficiency wage appropriate to their particular communities. But when we began to create the guidelines, it was not immediately clear which family size or composition should serve as a wage index. Ironically—especially in urban counties of California—public school salaries, which far exceed those offered to most child care teaching staff, are in fact lower than the self-sufficiency standard for families larger than one adult and one child.

Because of this problem, we chose to index the Aide's salary to the self-sufficiency standard for a single adult at this time, but not to tie other positions to the standard. However, we continue to hold as a goal that child care staff at the Associate Teacher level and above should be able to support themselves and two dependents. A self-sufficiency wage for an individual still may not be adequate to attract and retain child care staff with families. Measured against the self-sufficiency standard for families with two dependents in some counties, even public school salaries for beginning teachers fall short of what is necessary to support a family at the most basic level. This indicates to us that public school salaries, too, need to be raised in order to keep pace with the high cost of living in many parts of California. Nonetheless, those salary levels would represent a significant advance for many child care staff, and the analogy between BA-level teachers in public school and in child care programs remains an important one.

We set the Master Teacher's salary (with BA degree plus three units of supervised field work) at the level of the beginning public school teacher, with the understanding that although child care teachers are not required to have a teaching credential, they do work 12 months per year, in contrast to the 9.5 month calendar of public schools. Program Director salaries (with a BA plus 32 units) are indexed to public school teachers with 10 years of experience, in recognition of the Program Director's more extensive responsibilities.

HOW TO USE THIS DOCUMENT

Because of the various technical challenges and complexities involved in these guidelines, we have chosen not to include the specific numbers or charts in this Executive Summary. Rather, we urge readers interested in using these guidelines in their communities and programs to read the explanations provided in the full report. In addition to explaining in more detail our rationales and decisions for the particular guidelines, the full report also contains information on how to:

- set salaries between the parameters given in the salary guidelines (for example, how to set salaries between an entry level aide position, an associate teacher, etc., that value the education and experience of staff who fill these positions;
- set steps that reward ongoing professional development for teaching staff

in child care programs;

- factor benefit packages into a total compensation package;
- update the salary guidelines for inflation;
- explore alternative approaches to adapting the guidelines.

WHY CHILD CARE COMPENSATION GUIDELINES?

Comprehensive, large scale studies of child care quality have found that teacher/provider compensation is the most important predictor of program quality. Programs that offer better salaries employ better-trained staff, demonstrate lower turnover rates, have better adult/child ratios, and offer more sensitive, developmentally appropriate care to young children. Although decent compensation is not sufficient in itself to bring about quality outcomes, it is an essential component of a high-quality program, encouraging motivated and qualified staff to seek and continue employment.

Source: California Child Care and Development Compensation Study: Toward Promising Policy and Practice (1996)

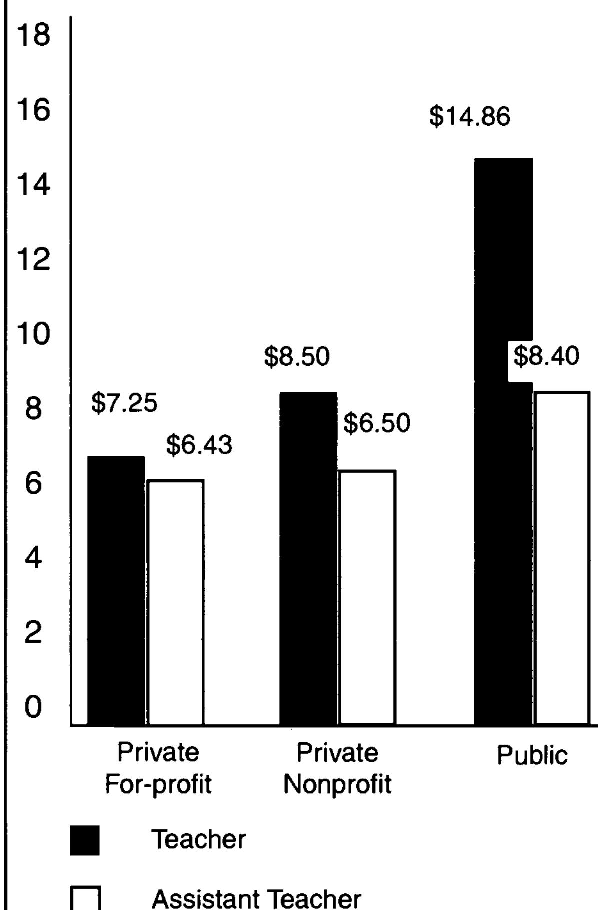
There is a growing consensus that inadequate compensation fuels turnover among child care teachers and providers, and undermines the quality of services available to children throughout the state. Yet while there is widespread agreement that child care pay is too low, there is a lack of clarity about what would constitute a fair and decent level of compensation. Programs or communities that wish to assess their current salaries and benefits usually lack concrete information and tools for doing so. Wage and benefit data, which profile the average compensation package now being offered to child care staff, are available for some California counties. Although useful about the status quo, they offer little guidance about the kind of wage scales that would truly retain skilled staff and promote quality programs. Salary guidelines, in contrast to market data on current wages and benefits, provide a goal to strive toward as part of a broader effort to improve child care jobs and services. The compensation guidelines offered here are intended to provide a framework for child care programs or communities to assess their current wages and benefits and set goals for upgrading them.

As indicated in Figure 1, most teaching staff in California child care centers earn unacceptably low wages. Recently, improving child care salaries has become an even more urgent need, due in part to changes beyond the control of California's child care community. Because of class size reduction in elementary schools, child care workers with Bachelor degrees and above now have significant incentives and opportunities to move out of child care into better-paying elementary teaching jobs. At the same time that many skilled teachers are leaving child care, welfare reform is bringing new child care workers (often with limited education and training) into centers, family child care homes, and in-home arrangements exempt from licensing that offer few prospects for earning a family-sustaining wage. This instability of child care staffing also coincides with a relatively robust economy and low unemployment rates, making it even more difficult than usual for many centers to recruit qualified substitutes or temporary employees, not to mention permanent staff.

The impact of these economic trends and policy changes on the child care workforce is now receiving attention because of the increasing demand for child care services. Gradually, the child care workforce is being recognized for its important role in the California economy, not only allowing parents to work and helping prepare children for later learning in school, but also because it is a major industry in the state. Counting only those who provide licensed care in family child care and center settings, the California child care workforce numbers slightly more than 100,000 people, and the demand for new teachers and providers is likely to expand even further over the next ten years. If child care jobs continue without a career path that is linked to improvements in salaries and benefits, however, it will become even more difficult to recruit and retain qualified people to perform this essential service.

The California Department of Education requested the development of compensation guidelines as a means for contracted (Title 5) child care centers to assess their staff compensation packages. In the fall of 1997, the Center for the Child Care Workforce, assisted by the Advancing Careers in Child Development Project of Pacific Oaks College, convened representatives from a variety of child care organizations and constituencies to advise us on developing these guidelines. Although this document has been prepared specifically for Title 5 programs, it has been written with an eye toward other programs as well, and we encourage private centers or those which receive

FIGURE 1
MEDIAN CALIFORNIA CHILD CARE TEACHING STAFF HOURLY WAGES BY PROGRAM TYPE



Source: California Child Care and Development Compensation Study: Child Care Survey. Center for the Child Care Workforce and American Institutes for Research. (1996)

other kinds of subsidies to consider its implications. The Department has requested that the Child Development Permit Matrix—the statewide career ladder system that all Title 5 programs are required to adopt, and which in some cases has been voluntarily adopted by other programs—be used as the basis for these guidelines. As a result, the guidelines focus on center-based care, but it is our strong belief that family child care providers who meet the requirements of various positions on the Matrix or equivalent qualifications should ideally receive the same levels of compensation.

Salary guidelines immediately raise the issue of funding. Most programs will require additional resources to meet the guidelines articulated here. For California Department of Education-funded programs that rely primarily on reimbursement rates, we explore changes in rates necessary to achieve these goals. Until higher reimbursement rates are available, and for other programs without sufficient resources beyond parent fees, we acknowledge that the compensation guidelines recommended here will be difficult to achieve. Our goal in articulating them, however, is not to further frustrate programs that are already keenly aware of their shortage of resources, but to recognize that without stating appropriate long-term goals, it is hard to overcome the inertia that currently characterizes child care funding.

These compensation guidelines, therefore, have also been developed as a way for programs to better articulate their staff compensation needs to funders, boards of directors, parents, elected representatives, and policy makers. Specifically, the guidelines can:

- provide vision for programs or communities to move forward in articulating their need for improved salaries, and setting goals for making incremental improvements over time;
- help administrators articulate their compensation needs to funders or fee-paying parents;
- help subsidized programs become leaders in the movement to raise salaries and standards for all child care programs;
- clarify and establish an entry-level "floor" and targets for child care salaries;
- elucidate the connections between wages and reimbursement rates;
- assist practitioners and advocates in making more specific economic demands on behalf of child care programs; and
- establish the rationale for increased public investment to build a skilled and stable child care workforce.

The absence of child care salary guidelines to date—in California as in other states—reflects concerns about resources. Higher wages require funding sources well beyond current parent fees, since the majority of families using child care are working families who already spend 10 to 30 percent of their income for child care. Statewide initiatives that reward child care staff for increases in education, such as the TEACH (Training, Education, And Compensation Help) program begun in North Carolina and now operating in several states, or the proposed California CARES (Compensation and Retention Encourage Stability) legislation, hold out the greatest promise for child care programs that wish to improve staff compensation. These initiatives draw on public and/or private funds in order to help close the gap between what parents can afford to pay and salary levels that would more appropriately reflect the true value of child care work. For further information on such policy initiatives, see also *Making Work Pay in the Child Care Industry: Promising Practices for Improving Compensation* (See Appendix E on page 51 for information about how to order).

HISTORY OF COMPENSATION INITIATIVES IN CALIFORNIA

These guidelines are rooted in a long-standing effort in California to upgrade child care salaries and benefits. As part of a 1990 statewide task force convened to plan the allocation of federal Child Care and Development Block Grant funds, California advocates and policy makers identified compensation as the key to recruiting and retaining well-trained teachers and providers, a finding which led to two significant statewide initiatives. The California Early Childhood Mentor Program, one of the first such programs in the country and now the largest, rewards senior teachers for their skills and commitment to the child care profession, while providing an intensive supervised practicum for novice practitioners. The Child Development Teacher Loan Assumption Program—recently reconfigured as the Child Development Teacher and Supervisor Grant Program—was designed to reduce the cost of higher education for committed child care staff. Beyond these specific programs, the statewide task force, along with the Center for the Child Care Workforce, the Worthy Wage Campaign, the California Association for the Education of Young Children, and the Advancing Careers in Child Development Project of Pacific Oaks College, has entertained more comprehensive proposals to improve child care compensation.

More recently, the California Child Care and Development Compensation Study, jointly authored in 1996 by the Center for the Child Care Workforce and the American Institutes for Research, documented the current economic status of California child care workers and generated a series of policy recommendations to improve child care jobs. Several of the recommendations have informed recent Department of Education projects. These include the present compensation guidelines; the TANF Recipient Training Child

Development Career Project; "Taking on Turnover," a series of director trainings on addressing the problem of staff turnover; and a study of child care teacher and provider health benefits. The central and most ambitious recommendation of the Compensation Study has been embodied in the proposed state legislation, California CARES, a child care training and compensation program that would reward child care teachers and providers who have invested in career development. The program would ensure a commitment of state funds that would make these compensation guidelines a more realistic possibility across all sectors of the child care community. The bill, which was passed by the legislature in 1998 but vetoed by the governor, is discussed in detail later in this report. It will be re-introduced in 1999.

GUIDING PRINCIPLES

Developing these guidelines proved to be more difficult than we had anticipated. The advisors to the project agreed that there is a clear need for standards if improvements in compensation are to be made in California, yet wanted to ensure that the guidelines would be a positive tool for programs to use, rather than a frustrating reminder of the limitations of their budgets. While we recognized that many programs cannot afford to implement the recommended salaries, we also felt that the development of standards could encourage centers to work individually or in partnership with others to make positive strides in improving salaries. The following principles guided the development of the guidelines:

- Wages and living costs vary widely in California, making it unfeasible to propose a single statewide set of compensation guidelines.
- Compensation guidelines should define an entry-level salary or "floor" that offers a self-sufficiency wage for at least a single adult. At minimum, child care staff should earn wages and benefits that allow them to achieve independence from public assistance.
- The educational accomplishments of child care teaching staff should be rewarded appropriately. Those with an education equivalent to that of public elementary school teachers, for example, should be compensated at a comparable level.
- Programs that already meet or surpass these proposed guidelines should not have their salary schedules undermined by the guidelines. Sufficient flexibility should be built into them to provide direction and support for programs able to pay higher wages.
- The guidelines should not be viewed as a salary "ceiling," but rather as a statement of goals for the majority of child care programs that have not been able to put such salaries into

place. The few programs that are able to pay teaching staff at higher levels should not see these guidelines as a sign that their salaries are too high. By necessity, this document speaks most directly to programs paying lower salaries, who are unable to attract or retain skilled teaching staff. Nonetheless it remains desirable for programs to surpass the guidelines if possible, given that they represent a substantial improvement over the status quo but remain modest.

COMPONENTS OF THE COMPENSATION GUIDELINES

The Child Development Permit Matrix: Rewarding Education and Training

The Child Development Permit Matrix (hereafter called the Matrix), which took effect in 1997, provides a career ladder for teachers and administrators in Title 5 programs. Developed by the Advancing Careers in Child Development Project at Pacific Oaks College, in collaboration with the Commission on Teacher Credentialing, this new career ladder articulates the minimal and alternative educational and training requirements for an array of job titles within a child care center. (See Figure 2 on page 19.) It also defines ongoing professional growth requirements, which can consist of formal or informal training or other activities. As the accepted standard of career development in Title 5 programs, and adopted voluntarily to some extent by other programs, the Matrix provides the most obvious foundation for creating statewide salary guidelines.

Our choice of the Matrix for the salary guidelines was also influenced by its emphasis on education and training as the basis for moving up the child care center career ladder. When compared with workers in the general labor force with comparable levels of education, child care teaching staff and directors are seriously underpaid for the substantial investments they make in their professional development. The Matrix defines the acquisition of credit-bearing education as the main means by which staff can become eligible to accept greater levels of responsibility in child care centers. Building on that structure, the salary guidelines add the component of economic reward for acquiring training. From a labor force perspective, credit-bearing education and training gives members of the child care workforce greater access to degree-based educational programs, as well as the opportunity to transfer their education to other occupations or to employment in other states over the course of their career.

In developing the guidelines, the Advisory Committee chose to reward the completion of an Associate or Bachelor degree in Early Childhood Education (ECE) or a related field with higher compensation. As it is currently

FIGURE 2
CHILD DEVELOPMENT PERMIT MATRIX

TITLE	EDUCATIONAL REQUIREMENT	EXPERIENCE REQUIREMENT	ALTERNATIVE QUALIFICATIONS	AUTHORIZATION	FIVE YEAR RENEWAL
ASSISTANT (OPTIONAL)	6 units* of Early Childhood Education (ECE) or Child Development (CD)	None	Accredited HERO program (including ROP); or CTC approved training.	Assist in the instruction of children under supervision of Associate Teacher or above.	105 hours of professional growth.
ASSOCIATE TEACHER	12 units of ECE/CD including core courses	50 days of 3+ hours per day within 2 years.	Child Dev. Associate (CDA) Credential; or CTC approved training.	May provide instruction and supervise Assistant.	Must meet teacher requirements within 10 years.
TEACHER	24 units of ECE/CD including core courses+16 GE units	175 days of 3+ hours per day within 4 years.	AA or higher in ECE or related field w/ 3 sem. units of supervised field exp. in ECE setting; or CTC approved training.	May provide instruction and supervise all above (incl. Aide).	105 hours of professional growth.
MASTER TEACHER	24 units ECE/CD including core courses + 16 GE units +6 specialization units; + 2 adult supervision units.	350 days of 3+ hours per day within 4 years.	BA or higher w/ 12 units of ECE + 3 sem. units of supervised field exp. in ECE setting; or CTC-approved training.	May provide instruction and supervise all above (incl. Aide). May also serve as coordinator of curriculum and staff development.	105 hours of professional growth.
SITE SUPERVISOR	AA (or 60 units) with 24 ECE/CD units (including core); + 6 units administration; + 2 units adult supervision.	350 days of 3+ hours per day within 4 years, including at least 100 days of supervising adults.	BA or higher w/12 units of ECE + 3 units of supervised field exp. in ECE setting. Teaching or Admin. credential w/12 units of ECE, + 3 units supervised field exp. In ECE setting, or CTC approved training.	May supervise single site program, provide instruction; and serve as coordinator of curriculum and staff development.	105 hours of professional growth.
PROGRAM DIRECTOR	BA with 24 ECE/CD units (incl. core) + 6 units administration; + 2 units adult supervision.	Site supervisor status and one program year of site supervisor experience.	Teaching or Admin. credential w/12 units of ECE + 3 units supervised field exp. in ECE setting; or CTC approved training.	May supervise multiple site program; provide instruction; and serve as coordinator of curriculum and staff development.	105 hours of professional growth

...nia term used to refer to college credit. Thus, six units equals six college credits.
HERO=Home Economics Related Occupations
ROP=Regional Occupational Program
CTC=Commission on Teacher Credentialing
Source: Commission on Teacher Credentialing (1997)
ADOPTED FEBRUARY 1, 1997

designed, the Matrix equates ECE or related degrees with the minimal specified units set forth for the positions of Teacher or Master Teacher. (See the Matrix in Figure 2 on page 19.) For example, a Bachelor degree in ECE or a related field, with three semester units in a supervised field setting, is described in the Matrix as an "alternative qualification" for a Master Teacher position that otherwise requires only a non-degree-based combination of units. In the salary guidelines, achievement of an ECE or related degree is assigned higher reward than the combination of non-degree-based units listed under the education requirements.

The reasoning behind this decision reflects findings about child care quality, as well as pragmatic concerns about child care workforce compensation. Teaching staff with formal education at the college level, particularly at the Bachelor degree level, have been found to offer care of higher quality than those without this level of training. This is not to say that staff without formal education or degrees cannot provide the highest-quality care, or that all staff with advanced formal education do provide such care, but rather that, on average, formal training and education within degree-based programs is correlated with better outcomes for young children. (See *Cost, Quality and Child Outcomes in Child Care Centers, Technical Report*, 1995, described in Appendix E on page 51.) Given these findings, it is appropriate to reward teaching staff who have made this significant investment in training. Further, unless the child care profession acknowledges such investment with financial reward, there is little incentive for highly-trained staff to continue to work in child care settings, as we have learned from the recent exodus of BA-level child care teachers to the public elementary schools, following the implementation of the class size reduction policy.

In the spirit of rewarding teaching staff for investments in training, we have also added two levels to the Matrix to recognize Master Teachers and Site Supervisors with a Master's degree, a change which will soon be reflected in the Matrix. Although only a small minority of Master Teachers and Site Supervisors may have Master's Degrees, it is appropriate that staff members with significant added responsibilities be recognized and rewarded for investing in this higher level of education, as they are in elementary and secondary school settings.

Informal training also plays a large and important role in child care workers' professional development in California. The Matrix recognizes the role of informal training by including it as an option, along with formal training and other professional activities, for child care staff to meet their ongoing required number of hours for professional growth. The salary guidelines similarly recognize the obligation to complete 105 hours of professional growth activities over five years by including recommendations for compensating staff for this ongoing activity.

Having linked the salary guidelines with the Matrix, we encourage child care programs to also consider other perspectives on rewarding employees for their educational achievements, experience or job performance. While the Matrix's educational and training requirements rightly serve as the basis for a system of reward in Title 5 programs, other skills and achievements—such as bilingual skills, specialized training in an area such as special education, or the completion of a particular special project—could also be recognized and rewarded through additional salary increases formally instituted by an individual child care program. Gaining staff input about the basis for reward in your center's own salary schedule is crucial to its success. For more information, see Appendix A: *Creating and Revising Salary Schedules* on page 41.

The Self-Sufficiency Standard: Setting the Floor

The movement of welfare recipients into child care employment has brought a new level of attention to the wages and benefits offered in such entry-level jobs as child care aide or assistant positions. With the decline of cash assistance and other public benefits, it is more important than ever that entry-level jobs in child care allow workers to support themselves and their dependents without subsidies. The Self-Sufficiency Standard for California, developed by Diana Pearce for Wider Opportunities for Women, is a county-by-county economic analysis of the minimal wage levels required for individuals and families to subsist independently of government assistance. (See Figure 3.) The Self-Sufficiency Standard was developed in part because federal and state minimum wage levels no longer meet this goal. The current minimum wage would need to be $7.33 to have kept pace with inflation since the late 1960s, the time period in which the minimum wage began to lose self-sufficiency spending power, according to the Washington-based Association of Community Organizations for Reform Now (ACORN).

The Self-Sufficiency Standard for California (1996) details the self-sufficiency wages for a range of family sizes and compositions for each county in California. For example, a single adult with one preschool-age child in Los Angeles County must work full-time at at least $14.50 per hour in order to have enough for adequate food, housing, child care, transportation, taxes, and other basic needs. The Standard assumes that families obtain housing at or below the 40th percentile (that is, the least expensive 40 percent of the housing market). The food budget is slightly more than the "Thrifty Food Budget" used for the poverty line, but is such that only about 30 percent of families with this amount of money are able to meet minimum federal nutritional standards. The self-sufficiency standard, therefore, ensures only the barest minimum that working family heads need to meet their basic needs, without public subsidies or private/family assistance.

Elementary School District Salaries: Setting a Goal for Master Teachers and Administrative Staff

Achieving parity with elementary school district salaries would represent a significant improvement for most child care teaching staff in California. Although the educational background of child care teaching staff is less consistent than that of school district teaching staff, who are required to have a BA, one-quarter of California's child care teachers do have a BA degree, and thus have achieved comparable levels of education or higher. School district teachers are also required to obtain a credential in addition to the BA degree. Because of the increasing demand for teachers in elementary school settings, some counties are waiving the credential requirement and instead are allowing teachers to work toward a credential after beginning in the classroom, while being paid at a full starting salary level. Child care teachers with a BA or above should not be paid lower salaries than elementary school teachers simply because they are educating and caring for younger children. Until this gap is bridged, teachers with BAs and above will have few incentives to remain in the child care profession.

HOW THE COMPENSATION GUIDELINES ARE STRUCTURED

Foremost in our minds as we drafted the salary guidelines was to produce a standard that would be relevant in different parts of the state, and yet could be calculated in a consistent, straightforward manner.

The guidelines we have developed are benchmark figures for three child care staff positions (Teacher's Aides, Master Teachers with a BA degree, and Program Directors) in five demographically diverse counties of the state: Humboldt, Kern, Los Angeles, Santa Clara and San Diego.

The basic structure of the salary guidelines establishes a floor for entry-level staff, and benchmarks for highly-trained staff in teaching and administrative roles. An Aide's salary, which marks the floor of the guidelines, is indexed to the self-sufficiency wage required for a single adult in her county. The benchmark for a Master Teacher with a BA degree plus a supervised practicum is a salary for a beginning public school teacher in her school district. The Program Director's salary is indexed to that of a more experienced public school teacher in her district.

Various technical challenges arose as we developed these specific guide-

FIGURE 3
The Self-Sufficiency Standard
Los Angeles-Long Beach, California

	One adult	One Adult, One Child		One Adult, Two Children
	Adult	Adult+ Infant	Adult+ preschooler	Adult+ preschooler+ school age child
Housing	$676.00	855.00	855.00	855.00
Child Care	0.00	324.75	435.00	705.00
Food	125.00	199.00	206.50	321.95
Transportation	114.16	117.31	117.81	117.81
Medical Care	77.35	158.13	139.03	157.68
Miscellaneous	99.25	165.56	175.33	215.24
Taxes	248.23	377.03	413.64	515.04
Earned Income Tax Credit (-)	0.00	0.00	0.00	0.00
Child Care Tax Credit (-)	0.00	(44.00)	(42.00)	(80.00)
HOURLY SELF-SUFFICIENCY WAGE, 1995	7.61	12.24	13.07	15.96
HOURLY SELF-SUFFICIENCY WAGE, adjusted 1997 dollars	8.24	13.25	14.15	17.28

Source: *The Self Sufficiency Standard for California*, Wider Opportunities for Women, Washington, DC, 1995.

The Self-Sufficiency Standard of California is a county-by-county economic analysis of the minimal wage levels required for individuals and families to subsist independently of government assistance.

lines, and in some cases, in order to maintain a consistent method of calculating the guidelines, we had to compromise on our initial vision. The following sections outline the rationale for setting these particular guideposts, and introduce some alternative approaches to adapting the salary guidelines.

Setting the Aide, Master Teacher, and Program Director Salaries

Entry-level employment should offer workers a self-sufficiency wage appropriate to their particular communities. But when we began to create the guidelines, it was not immediately clear which family size or composition should serve as a wage index. Research has indicated that child care teaching staff typically have two dependents, one of them of preschool age. (See the *National Child Care Staffing Study, 1990.*) In some cases, a spouse or partner provides additional income, but given the prevalence of divorce and single parenthood, we decided that the entry-level wage should be premised on an individual wage earner. We concluded that the first three levels of child care employment on the Matrix—Aide, Assistant, and Associate Teacher—should be indexed to a self-sufficiency wage for a family of one, two and three, respectively.

When we applied this approach, however, a problem immediately emerged. In several areas of the state—including Los Angeles, San Diego and Santa Clara Counties—the self-sufficiency standard for a family of three, which would be applicable to an Associate Teacher, was higher than the beginning salary offered by local school districts. Although we were committed to the self-sufficiency standard, we had to abandon it for the larger family sizes if we were to continue to use public school salaries as a goal for better-educated child care staff. Ironically—especially in urban counties of California—public school salaries, which far exceed those offered to most child care teaching staff, are in fact lower than the self-sufficiency standard for families larger than one adult and one child.

Because of this problem, we chose to index the Aide's salary to the self-sufficiency standard for a single adult at this time, but not to tie other positions to the standard. In some communities, however, particularly in less populated parts of the state, the wage levels of the Assistant, Associate Teacher and Teacher could be pegged to self-sufficiency wages for larger families. In the interest of creating guidelines that could be applied across the state, we abandoned the initial plan, but continue to hold as a goal that child care staff at the Associate Teacher level and above should be able to support themselves and two dependents. (See Figure 3.) We encourage counties to adopt these standards if they are feasible because most child care workers live in families of three or more. A self-sufficiency wage for an individual still may not be adequate to attract and retain child care staff with dependents.

While public school salaries and benefits represent an almost impossible dream to many in the child care workforce, it was disturbing to discover that, when measured against the self-sufficiency standard for families with two dependents in some counties, even public school salaries for beginning teachers fell short of what is necessary to support a family at the most basic level. This indicates to us that public school salaries, too, need to be raised in order to keep pace with the high cost of living in many parts of California. Nonetheless, those salary levels would represent a significant advance for many child care staff, and the analogy between BA-level teachers in public schools and in child care programs remains an important one.

The California Federation of Teachers collects teacher salary data in school districts throughout California at four points: at entry level, after 10 years of service with a Bachelor's degree plus 60 units of continuing education, at the highest schedule salary offered, and the average salary actually paid. We set the Master Teacher's salary (with a BA degree plus three units of supervised field work) at the level of the beginning public school teacher, with the understanding that although child care teachers are not required to have a teaching credential, they do work 12 months per year, in contrast to the 9.5-month calendar of public schools. Program Director salaries (with a BA plus 32 units) are indexed to public school teachers with 10 years of experience, in recognition of the Program Director's more extensive responsibilities. Note that the school district salary data are defined by specific school districts, rather than the county as a whole. It is possible to construct a weighted county-wide average. For more information contact CCW (See Appendix E on page 51.)

Setting Salaries Between the Parameters Given in the Salary Guidelines

The self-sufficiency standard and school district salaries operate as parameters within the salary guidelines, allowing centers to make decisions about appropriate wage levels for those other employees whose education and training lie between entry level and a Bachelor degree. The question of how to reward teaching staff whose salaries fall between these parameters is an important one: the level of compensation a program offers Assistants, Associate Teachers and Teachers, for example, reflects the value placed by the organization on these positions, and the level of education attained by the staff who fill them. Initially, it was our intention to provide salary information for all job titles on the Matrix, using the self-sufficiency approach described above. Because of inconsistencies between the self-sufficiency standard and school district salaries in counties across the state, however, we realized that we could not provide uniform percentages for all positions.

Having acknowledged the limits of setting a uniform standard for the state using the self-sufficiency model, we encourage readers to review the incremental rewards by position that have been set by U.S. Army Child Development Programs and by the publication for child care administrators, *Child Care Information Exchange* (CCIE). (See Figure 4 .) We selected the Army's salary schedule because of its emphasis on improved compensation for increasing levels of education, and because it is used across many different types of communities. (The Army's salary schedule for centers in Los Angeles County is included in Appendix B on page 46 as an example.) CCIE reviewed salary schedules in 200 public and private child care programs and calculated an average system of reward by position; we include it here to document how many centers set intermediate salaries.

Establishing compensation increases for Assistant Teachers, Associate Teachers and Teachers at various educational levels will require programs to

FIGURE 4
INCREMENTAL SALARY INCREASES BY POSITION: A COMPARISON

Position		Educational Qualifications	Army	CCIE
Aide		none	100%*	100%*
Assistant Teacher		6 units ECE/CD or HERO	109%	
Associate Teacher	A)	12 units ECE/CD or 12	122%	120%
	B)	CDA credential	137%	na
Teacher	A)	24 units ECE/CD plus 16 General Ed		
	B)	AA in ECE/CD or related with 3 units supervised field experience		
Master Teacher	A)	24 units ECE/CD (including core courses) plus 16 General Ed units plus 6 specialization units plus 2 units adult supervision		
	B)	BA with 12 units of ECE/CD plus 3 units supervised field experience	170%	150%
	C)	MA with 12 units of ECE/CD plus 3 units supervised field experience		
Site Supervisor	A)	AA Degree (or 60 units) with 24 ECE/CD (including core) plus 6 units Administration plus 2 units adult supervision	207%	230%
	B)	BA Degree with 12 units ECE/CD plus 3 units supervised field experience		
	C)	BA and Teaching or Administrative Credential with 12 units of ECE/CD plus 3 units supervised field experience		
	D)	MA Degree with 12 units ECE/CD plus 3 units supervised field experience		
Program Director	A)	BA Degree with 24 ECE/CD units (including core) plus 6 units Administration plus 2 unit adult supervision	250%	320%
	B)	BA and Teaching or Administration Credential with 12 units of ECE/CD plus 5 units Administration plus 3 units supervised field experience		
	C)	MA and Teaching or Administrative Credential with 12 units of ECE/CD plus 6 units Administration plus 3 unit supervised field experience		

*100% = The starting salary for the lowest paid teaching staff position. For example, if an aide earns $16,073 a year, an associate teacher (or a caregiver in Army schedule) would earn 122% of that or $19,609. A master teacher with a BA would earn 170% of $16,073 or $27,324.

Note: Because the Matrix, the Army, and the Child Care Information Exchange (CCIE) survey vary to some degree in how they label positions and define qualifications, here we present our best judgment of equivalent jobs and educational background required for each. Note shaded boxes appear where either CCIE or the Army did not have equivalent positions to each other or to the Matrix.

Sources: Child Care Information Exchange, Issue Number 16, May/June 1994. US Army Salary Schedule for Los Angeles, California.

consider at what points in the career ladder they particularly want to reward staff. Our Advisory Committee agreed that Teachers with 24 units should receive a significant increase over Associate Teachers with 12 units, since 24 units represents a considerable educational achievement, and the Teacher is the first position of the Matrix for which staff are required to meet professional growth requirements. As discussed earlier, the self-sufficiency wage in some counties for a single adult with one or more dependents could provide incremental increases for the Assistant, Associate and Teacher.

When considering how to reward staff with more education and responsibility—such as Master Teachers and Site Supervisors with Master's degrees—programs may want to consider annualizing public school district salaries. To annualize a salary of $30,000 for 9.5 months of work, for example, you would multiply 30,000 by 12 and divide the total by 9.5, for a 12-month salary of $37,895.

Another question that emerges is how great the salary difference should be between the entry-level and highest-paid staff within a particular organization. There was a general consensus on the Advisory Committee that the Army's salary scale was a more equitable system of reward than CCIE's, because the increases for higher-level staff were more gradual. (See also *Creating and Revising Salary Schedules*, in Appendix A on page 41.)

Setting Steps: A Reward for Ongoing Professional Development

The Salary Guidelines provide only the first component of a recommended salary schedule. Many salary schedules include steps as a way of rewarding tenure or ongoing professional development. Cost-of-living increases may also be offered on a regular basis to ensure that staff salaries keep pace with inflation.

We recommend that all staff receive no less than a 1.5 percent increase over the base salary of their position for each year of service, but also recommend that the incremental step increases be doubled for staff who complete ongoing professional development hours. After completing 21 clock hours of professional development in a year, one fifth of the professional development hours required for a 5 year renewal of the Matrix, for example, a staff person would receive a step increase of 3 percent of her base salary. See Figure 6 for an example of how this would appear in the salary schedule of one county. A program may set a higher standard for ongoing professional development than required by the Matrix, which could be reflected in higher rewards. As staff gain more education and responsibility, the number of steps they can advance is increased, in recognition of the desirability of retaining staff in these positions. By including 15 steps for the Master Teacher, for example, we acknowledge the value of this teacher's expertise in the classroom. Entry-level staff salaries can increase based on seniority, but the schedule offers less incentive to remain without obtaining more education.

We recommend that all staff receive annual cost-of-living increases, and that salary schedules reflect these increases so that salaries across the board reflect the rising cost of living.

Updating the Salary Guidelines for Inflation

These salary guidelines are based on currently available self-sufficiency wage and public school salary informa-

FIGURE 5
CHILD CARE COMPENSATION GUIDELINES FOR CALIFORNIA: SALARY BENCHMARKS FOR FIVE COUNTIES FOR TEACHER'S AIDES, MASTER TEACHERS WITH A BA DEGREE, AND PROGRAM DIRECTORS

Positions	Educational Qualifications	Salary Index	Kern Step 1	Humboldt Step 1	San Diego Step 1	Los Angeles Step 1	Santa Clara Step 1
Teacher's Aide	None	Self-Sufficiency Wage	12,363	12,272	15,547	17,136	18,194
Assistant Teacher	A) 6 units ECE/CD						
Associate Teacher	A) 12 units ECE/CD or 12						
	B) CDA Credential						
Teacher	A) 24 units ECE/CD plus 16 General Ed						
	B) AA in ECE/CD or related with three units supervised field experience						
Master Teacher	A) 24 Units ECE/CD (including core courses) plus 16 General Ed units, six specialization units, and two adult supervision units						
	B) BA with 12 units ECE/CD plus three units supervised field experience	Elementary School Starting Teacher	29,036	23,335	30,842	28,705	26,553
	C) MA with 12 units of ECE/CD plus three units supervised field experience						
Site Supervisor	A) AA Degree (or 60 units) with 24 ECE/CD (including core) units. six administration and two adult supervision units						
	B) BA Degree with 12 units ECE/CD plus three units supervised field experience						
	C) BA and Teaching or Administrative Credential with 12 units plus three units supervised field experience of ECE/CD						
	D) MA Degree with 12 units ECE/CD plus three units supervised field experience						
Program Director	A) BA Degree with 24 ECE/CD units (including core), plus six administration units and two adult supervision units	Elementary School Experienced Teacher	42,473	37,335	46,533	52,247	46,693
	B) BA and Teaching or Administrative Credential with 12 units of ECE/CD, plus six administration units and three units supervised field experience						
	C) MA and Teaching or Administrative Credential with 12 units of ECE/CD, plus six administration units and three units supervised field experience						

Source: The Child Care Staff Compensation Guidelines for California 1998 by the Center for the Child Care Workforce.
*Salaries listed here are based on calculations described in this report. They do not represent current salaries paid in these communities.
Shaded areas represent the benchmarks of salary guidelines. Programs should use discretion in setting other salaries not included here. See pages 34 and 36 for a discussion of how to set other salaries.

tion. But because the self-sufficiency data are not updated annually, and available school district salary data are two years out of date, they must be updated to reflect the annual rate of inflation. The salaries presented in these guidelines are in 1997 dollars, the last complete year for which the inflation index is available. The U.S. Bureau of Labor Statistics provides Consumer Price Index information that can help you make adjustments for currently available data. (See *Adjusting the Data Using the Consumer Price Index* on page 38).

Health Benefits and Pension Plans

The salary guidelines describe wages, but benefits are also an important part of the overall compensation package offered to child care teaching staff. The range of health coverage that child care employers provide varies significantly in California. The California Child Care and Development Compensation Study found that to cover a single employee exclusive of dependents, publicly-operated child care programs spend an average of $382 per month on health benefits, whereas for-profit programs spend $96 and independent nonprofits spend $138. A Living Wage Ordinance recently passed in Los Angeles requires employers to pay an additional $1.50 per hour to employees to whom they do not offer health insurance.

The guidelines were developed with the assumption that all positions should include health and retirement benefits. Vacation, sick leave and holidays are also basic necessities for all employees. The benefit levels detailed in the recent Center for the Child Care Workforce publication, *Creating Better Child Care Jobs: Model Work Standards for Teaching Staff in Center-Based Child Care,* described in Appendix E on page 51, can be considered as one essential component of a high-quality child care work environment.

RAISING SALARIES: CHALLENGES AND RESOURCES

Implementing the Compensation Guidelines Within Your Center

The salary guidelines are a statement of the level of compensation that child care programs need to offer in order to build a skilled and stable workforce. Establishing a concrete goal can be energizing, because it helps to define a shared vision, but it can also be intimidating to discover the difference between the goal and what your program is offering staff at the current time. We recommend that you approach the guidelines step by step, to avoid being overwhelmed. As a starting point, this document is a tool to help you assess where your center currently stands in compensating staff, and to define the amount of funding your program would need to meet these guidelines. After assessing your program's status, it is helpful to differentiate between what is possible in the short term versus the long term. What degree of change can you hope to accomplish in the near future? Virtually all child care programs will need funding beyond their current sources in order to accomplish major change.

Focusing on the steps that your program can take on its own, we recommend exploring whether your current compensation policy is internally equitable. As an individual workplace, you will probably not be able to address the "external inequity" between child care worker salaries and those of other comparably-educated workers in our society, but you do have the opportunity to explore whether staff who perform equivalent or comparable jobs within your program are compensated equitably. Are infant-toddler teachers paid comparably to preschool teachers, and are staff with similar levels of education paid comparably? It is important not to underestimate the value of internal equity in creating a positive work environment; publicly posting your salary schedule can also help establish a sense of fairness. See Appendix A on page 41 for more information about salary schedules.

Opening up the decision-making process about the budget in your program is another strategy for building a more positive work environment. It is helpful for all staff to be aware of budgetary surpluses and shortfalls, and to have a voice in decisions affecting the allocation of resources. Even if you are not able to increase staff salaries, for example, a one-time-only surplus might be spent on an additional paid professional day or a staff bonus, rather than on program supplies. Bringing staff into a conversation about salaries ensures that the available resources are allocated for goals that staff take part in prioritizing. Even the funds that you have planned for staff activities, such as teacher recognition parties or a program retreat, might be allocated differently if staff were able to voice their preferences. For more information about how to involve staff in decision making, see *Taking on Turnover: An Action Guide for Child Care Center Teachers and Directors*, described in Appendix E on page 51.

The Salary Guidelines can also be useful in helping you to define your program's financial needs to parents, boards of directors and funders. As noted earlier, once you have assessed the gap between where you are and where you would like to be, it is easier to initiate a conversation about the need for improved compensation. See *Talking with Parents* on page 34 for more information. The information can be a way of spurring parents to write letters to their representatives, or encouraging them to put more energy into a fundraising effort dedicated to staff salaries. The Guidelines can help stakeholders in your center realize that the program needs everyone's help in order to fix the compensation problem.

Gaining Statewide Support for the Compensation Guidelines

As long as child care center directors, teachers and parents view the financial shortfalls of their programs as individual workplace problems that they have to address on their own, our field will be limited in the amount of progress we can make toward better compensation. The more that stakeholders are able to understand and define low compensation for child care teachers and high child care costs for parents as community-wide problems, the closer they can come to addressing child care quality and access issues on a larger scale.

Several small public initiatives in California provide support or incentives for staff to gain additional education and training, and thus are important for staff and centers to access. For example, the Child Development Teacher and Supervisor Grant Program is a source of funding for child care teachers and providers that helps defray the cost of child development related education. This program, which grew out of the under-utilized Child Development Teacher Loan Assumption Program, should be more widely publicized and promoted by advocates across the state to ensure that eligible staff are able to take advantage of this funding source. The California Child Development Training Consortium also offers grants to teachers and providers throughout the state to help them meet the training requirements introduced by the Matrix.

The California Early Childhood Mentor Program, which was designed to support and retain experienced teachers and enlist them in the training of novice caregivers, also provides stipends to mentors in recognition of the contribution they make in their mentoring roles. By extending the career ladder for committed teachers, providers, and directors, this program has become an important initiative for boosting child care compensation in California.

Yet these limited programs do not help centers address salaries for staff per se. In fact, a number of policy issues beyond individual centers influence each program's ability to compensate its staff adequately. For Title 5 programs, reimbursement rates are the key to these centers' compensation levels because they make up the main source of program funding. The reimbursement rates established for different programs reflect historic inequities based on when contracts began, how well negotiated the contracts were initially, and the source of funding for these contracts. Within the same geographical area, Title 5 programs have different reimbursement rates, and reimbursement rates around the state are not regularly updated to reflect cost of living increases and thus can be lower than prevailing market rates.

Salary guidelines can be used to determine a reimbursement rate that would allow for adequate wages. In Kern County, for example, the program reimbursement rate would have to be $21.90 per day per child to allow programs to compensate staff at the step one level on the pay scale recommended in the salary guidelines. Few programs in that community will pay all staff at the lowest step, so in most cases the reimbursement rates would have to be increased beyond this to support staff with experience and increasing levels of training. Because child care costs and wages vary by community, the necessary reimbursement rate to meet these guidelines requires separate calculations.

Other state policies also inadvertently work against improving staff salaries and providing better professional opportunities. Currently, carry-over funds, those funds which are unspent at the end of a fiscal year, cannot be used on personnel-related costs, which limits programs' sources of funds for staff compensation. Centers also cannot close for professional days because of strict obligations to remain open for a minimum number of days per year—a policy sharply in contrast with that of public school districts, in which schools are frequently closed for teacher professional development activities. Finally, California does not offer higher reimbursement rates to programs that meet higher-quality standards (such as NAEYC accreditation or Model Work Standards), as has been done in at least sixteen states. See *Making Work Pay in the Child Care Industry*, in Appendix E on page 51, for more information.

For non-funded programs or those which receive vouchers for only a few children, parent fees are the primary source of funding. Although most parents are paying a high proportion of their income for child care and thus cannot provide additional funding for wages, programs that rely on parent funds can calculate the additional fees they would need to pay staff at the level set by the Guidelines.

A recent legislative proposal, California CARES, articulated a child care training and compensation program which grew out of a central recommendation of the California Child Care and Development Compensation Study. It would reward staff employed in public and private programs (as well as in family child care) for their investment in child development related education. CARES would establish a corps of child care teachers and family child care providers receiving annual stipends or pension funds ranging between $500 and $6,500 depending on their educational level (including bilingual skills), and their commitment to continue their professional development and to provide child care services for a specified period of time. CARES was designed to provide additional support to child care programs through differential reimbursement rates and/or quality improvement grants to assist private and public programs in improving staff retention and salaries via accreditation and other strategies. The legislation passed the Assembly and the Senate at a level to support two counties, but it was not signed into law by the governor in 1998, and it will be reintroduced in 1999. On a smaller scale, the city of Berkeley recently developed a program of "Commitment

Grants" to reward teachers and providers for longevity of service.

These current and proposed programs are important strategies to stabilize the child care workforce, but they are not sufficient in themselves to adequately compensate California's child care workforce. Additional funding sources are needed to improve reimbursement rates for funded programs, create new supports for private programs, and reward the skill and commitment of the child care workforce.

TALKING WITH PARENTS ABOUT BETTER COMPENSATION FOR CHILD CARE STAFF

The effort to increase child care funding from sources other than parent fees is driven by the fact that most parents cannot afford to pay more for child care services. Working parents, in many cases, need assistance in paying for child care.

The Worthy Wage Campaign slogan, **"Parents Can't Afford to Pay; Teachers and Providers Can't Afford to Stay; There's Got to Be a Better Way,"** reflects the challenge of talking with parents about the need for better child care staff compensation. Knowing that many parents are hard pressed to pay child care fees at current levels, many of us in the profession worry that they will become concerned about how they could afford any increases. Part of the key to breaking through the silence with parents on compensation issues is to let them know, from the beginning, that funding to improve salaries in most cases will need to come from other sources. Policy makers, funders and employers will need to get involved to solve the pressing problem of high staff turnover and high costs to parents.

The first step to enlisting parents in efforts to improve compensation—whether writing letters to elected officials or spearheading a fund-raiser—is to educate them about the effect of low wages on the quality of child care programs and the care that their children receive. The following information written for parents and adapted from the 1998 Worthy Wage Action Packet, may be helpful in sensitizing them to these issues.

- If you are like most parents working outside the home, child care is the fourth largest expense in your family's budget, after food, housing and taxes. Many working families spend as much as one quarter of their income on child care. It is easy to assume that child care work is well-paid because child care is expensive for you.

- Excellent child care costs more than what most parents can afford. It is expensive because young children need close attention and supervision in order to thrive and grow when they are away from you. This means a small number of children are assigned to each adult caregiver, who must be trained in the skills and responsibilities of providing good care. Thus personnel costs constitute the greatest costs for child care.

- Although most of your child care dollars are used to pay personnel costs, teachers are not earning a self-sufficiency wage. Child care workers earn less than parking lot attendants and data entry keyers. Even highly educated child care teachers with college degrees earn less than $20,000 per year. In real dollars, according to a recent study, the highest-paid teachers have increased their salaries by only $1.30 per hour over the past 10 years, or 13 cents per hour each year. (See *Worthy Work, Unlivable Wages: The National Child Care Staffing Study, 1988-1997*, listed in Appendix E on page 51.)

- Low wages lead to high staff turnover. Roughly one-third of teachers will leave their jobs this year, most often to earn a better living elsewhere. As a result of this high turnover in the field, the quality of care that children receive suffers tremendously.

THE COMPENSATION GUIDELINES ARE...

- designed to give program directors and staff a tool for communicating with funders, policy makers and parents about the need for improved compensation in child care.

- developed to help make our professional demands for improved compensation more specific. For example, they can help us calculate how much higher reimbursement rates should be to allow centers to compensate staff for their valuable work.

- designed to articulate goals for improved salaries for all members of the California child care workforce.

- intended to provide goals for the future, even if a program cannot currently meet them.

HOW TO ADAPT THE COMPENSATION GUIDELINES FOR YOUR COMMUNITY

As we noted above, wages and living costs vary widely throughout California, making it unfeasible to propose a single statewide set of compensation guidelines. Instead, we have selected a geographically and economically diverse sample of five California counties—Humboldt, Kern, Los Angeles, Santa Clara and San Diego—to serve as examples of how to calculate guidelines for your own community. (See Figure 5.) Following are step-by-step instructions on where to obtain the necessary information for defining locally appropriate salary guidelines.

Defining the Aide's Salary

The entry-level Aide's salary is indexed to the self-sufficiency wage for the county. The county-by-county guide to self-sufficiency wage levels in California, published by Wider Opportunities for Women, will allow you to obtain these figures for your county. In California the report can be ordered for $25.00 (including shipping and handling) from:

Equal Rights Advocates
1663 Mission Street, Suite 550
San Francisco, CA 94103
415-621-0672

Defining the Master Teacher's and Program Director's Salary

The Master Teacher's salary (requiring a BA degree plus three units of supervised fieldwork) is indexed to the average starting salary offered by the local public school district. The Program Director's salary is indexed to the average school district salary for a teacher with 10 years of experience, a BA degree, and 60 units of continuing education. To obtain such information about your local school district, contact:

California Federation of Teachers
Research Office
104 Walnut, Suite 203
Santa Cruz, CA 95060
408-425-2341

Please send a written inquiry including the name of your school district and a request for the average starting salaries of a BA-level teacher and of a BA-level teacher with 10 years of experience plus 60 units. Include a self-addressed stamped envelope.

Defining Steps

The salary figures listed in Figure 5 indicate the first step of the salary schedule, and should increase in subsequent steps. Typically, staff begin with this first step and progress through the scale, receiving salary increases as they increase their tenure in the organization or pursue ongoing professional development. Step increases may occur annually, biannually, or on some other schedule. Some employers may also choose to start a new staff member at a

FIGURE 6
RECOMMENDED SALARY GUIDELINES STEP INCREASES
[KERN COUNTY, CALIFORNIA†]

STEPS	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
AIDE tenure[1]	12,363	12,548	12,733	12,918	13,103										
AIDE tenure + professional growth hours[2]	12,363	12,733	13,103	13,473	13,843										
MASTER TEACHER tenure[1]	29,038	29,474	29,910	30,346	30,782										
MASTER TEACHER tenure + professional growth hours[2]	29,038	29,909	30,780	31,651	32,522	33,393	34,264	35,135	36,006	36,877	37,748	38,619	39,490	40,361	41,232
PROGRAM DIRECTOR tenure[1]	42,473	43,110	43,747	44,384	45,021										
PROGRAM DIRECTOR tenure + professional growth hours[2]	42,473	43,747	45,021	43,295	47,569	48,843	50,117	51,391	52,665	53,939	55,213	56,487	57,761	59,035	60,309

EDUCATIONAL QUALIFICATIONS
AIDE: None.
MASTER TEACHER: BA with 12 units ECE/CD + 3 units supervised field experience.
PROGRAM DIRECTOR: BA with 12 units ECE/CD + 3 units supervised field experience.

Source: The Child Care Staff Compensation Guidelines for California 1998 by the Center for the Child Care Workforce.
Note:
†All wages in 1997 dollars. These salaries are based on the Kern County self-sufficiency wage and local public school salaries. These are not actual salaries paid to Kern County child care workers.

1 For all positions each step of tenure is rewarded by a 1.5% increase over the base salary, i.e. step 1.
2 For all positions each step of tenure plus professional growth hours is rewarded by a 3% increase over the base salary, i.e. step 1. Professional growth hours=a minimum of 21 clock hours per year, and must meet requirements of Child Development Permit Matrix.

After an employee reaches the final step for a position, an agency may decide to give bonuses or stipends in addition to COLAs in recognition of employee commitment.

second-or third-level salary step in recognition of years of experience, levels of achievement or other characteristics. Figure 6, for example, demonstrates how the Aide's salary in Kern County would increase in five different steps, using a 1.5 percent increase over the original, step-one salary as the annual increase for tenure. Alternatively, we include a three percent increase for teaching staff who have completed one year of tenure plus 21 clock hours of professional growth activities.

Weighting Elementary School District Wages for Your County

There are two ways to index Master Teacher and administrative staff salaries to school district salaries in your county. The first, shown here in Figure 5, indexes salaries to individual school districts. We list district salaries because they are readily available from the California Federation of Teachers (CFT). There are instances, however, in which having access to a county-wide average might be preferable. In this case, we recommend calculating a weighted average salary for the county, using information from all districts in the county. We would advise drawing on your local planning council, university, or college for assistance in making these calculations. For more information contact CCW. See Appendix E on page 51.

Adjusting the Data Using the Consumer Price Index

The self-sufficiency and elementary school district salary data are based on 1996 dollars. However there is a calculation that will allow you to update the numbers using the rate of inflation which we will describe here. In the case of the self-sufficiency data, the information was compiled in 1995 and there are no immediate plans to conduct this research again. The elementary school district salary data, while updated annually, is reported approximately one year after it is collected. The lag between data collection and reporting is common in salary research, and there is a standard approach to factoring in the cost of living increases that occur between the time of data collection and reporting.

We adjusted the self-sufficiency and elementary school district salaries using the Consumer Price Index (CPI), as reported by the U.S. Bureau of Labor Statistics, to convert the salaries to 1997 dollars. We selected 1997, rather than 1998, because 1997 was the most recent year for which complete CPI data was available. For example, to adjust the 1995 self-sufficiency wage of $7.61 for Los Angeles/Long Beach into 1996 dollars, multiply $7.61 by the 1996 CPI of 4.5 percent, and add the total (34 cents) to equal $7.95. To adjust the 1996 salary into 1997 dollars, repeat this procedure by multiplying $7.95 by the 1997 CPI of 3.6 percent and adding 29 cents to equal $8.24. It is important to update the salary data cumulatively for each intervening year between the date of collection and the last complete CPI year.

This same procedure can be used to update the elementary school district salary data. Because wage packages are negotiated by the CFT and school districts at different points in the calendar year, one recommended approach is to update the 1997-98 data in January 1999 by using the inflation increase that occurs between 1998 and 1999.

As of January 1999, the wage data included in this guide should be converted into 1998 dollars, using the rate of inflation between 1998 and 1999. To obtain the most current CPI through the internet, log onto the Bureau of Labor Statistics homepage at http://stats.bls.gov/cpihome.htm. CPI information is also available by phone by calling 415-975-4350.

CONCLUSION

Transforming child care center employment from a low paid, undervalued occupation to a career in which professional education and training are honored and rewarded will involve challenging the values, belief systems and funding priorities of our society. The consequences of failing in this task are profound for people who rely on child care: business, employers and parents as well as child care workers, but most importantly for children who suffer in low quality arrangements.

This document is part of a broader effort to argue that child care teachers and providers, like all working adults, deserve to earn wages that can decently sustain themselves and their families. It is also a tool that child care center staff, advocates and policy makers can use to estimate the true cost of a high-quality child care system, one that is staffed by a skilled, stable and well-compensated workforce. We hope these guidelines will help child care programs set short- and long-term goals and strategies for improving salaries, recognizing that for most programs, a significant increase in available funding will be necessary in order to achieve such goals.

The Compensation Guidelines presented here are a preliminary effort that will surely benefit from further discussion and dialogue in early childhood education forums across the state. Please join this dialogue on increasing child care staff compensation in California by sharing your responses and offering your perspectives. We echo the conclusion of the California Child Care and Development Compensation Study:

Improving child care jobs today will make a difference in the lives of thousands of California children. By offering young children better-quality care at the beginning of their lives, we are ensuring a better foundation for their future, and a better future for the entire state.

As a state, our failure to grapple with child care compensation will undermine our efforts at professional development in early care and education as well as broader school reform, and render our investments of scarce resources ill-spent.

APPENDIX A: Creating and Revising Salary Schedules

A salary schedule is a formal statement of a program's system of compensation and reward. It classifies jobs according to their level of responsibility and complexity, and establishes a method to award salary increases consistently and fairly. Ideally, a salary schedule clearly expresses a program's priorities and values with regard to education, ongoing training, seniority, merit and other factors. It should be readily available to all center staff.

If your center has a salary schedule, but it is out of synch with your program priorities, you may be sending a confusing message to employees which could stand in the way of attracting and retaining the staff you would like. If you don't have one, staff lack a blueprint about how to advance in the organization, which could undermine the sense of fairness and equity that is essential for fostering teamwork and high staff morale. Recent events, including the introduction of California's Child Development Permit Matrix, also make this an appropriate time to review and revise your center's salary schedule.

Creating a Salary Schedule

1. Conduct a task analysis for each job in the center.

Staff input is critical here. All employees should provide a detailed list of the tasks which comprise their jobs, and the frequency with which they perform each. Include any decision-making responsibilities. These analyses should be reviewed with each staff person to determine whether any duties should be changed.

2. Develop job descriptions for each position.

A job description defines a task within the center that needs to be done, not the individual who holds the job. Again, staff input is essential; no one knows a job better than the one who does it. When writing job descriptions, be sure to take into account: a) knowledge and skill required for the job; b) training and experience required; c) degree of responsibility; d) supervision given to others; e) supervision received; and f) contact with the public.

3. Establish a job classification system.

Next, compare jobs in relation to each other and group them according to difficulty, regardless of dissimilar functions. These categories should then be ranked in order of their complexity, level of responsibility, and amount of training and education required. Five to seven categories usually allow for enough diversity without being too cumbersome. It is more manageable to set salary ranges for entire categories than for individual positions within a center. Under such a system, each job in a given category would have the same dollar value as every other in that category.

The size of the gaps between starting salaries should accurately represent how positions fit into the agency structure. An unreasonable gap (e.g., directors earning twice as much as head teachers) will be reinforced over time if raises are based on a percentage. For example: an annual 3% raise would amount to $1,200 for someone earning $40,000 per year, but only $600 for someone earning $20,000. People on the lower end may resent the substantially lower dollar amounts of their raises

On the other hand, if increases are given as fixed amounts (such as an annual $300 raise), the ratios between categories will change and the gap will be narrowed, but those who have reached the higher end of the scale may be dissatisfied with raises that reflect a lower percentage of their salary than those for staff with less experience, seniority and responsibility. When choosing the type of increase to be offered, aim for salary differentials that are fair reflections of the nature of the work.

Because both types of raises have certain drawbacks, you might wish to alternate which type you use, and review your policy periodically to make sure that it feels equitable to all.

4. Assess how center wages compare to the cost of living in the community.

Typically, most industries look at the "going rate" for labor in their communities in order to establish competitive wage scales. You can conduct your own informal wage survey by checking the newspapers, telephoning other centers, and looking at job announcements at local agencies. There may also have been a salary survey completed in your community in recent years; check with your local child care resource and referral agency or early childhood association.

In child care, however, the status quo is usually not an adequate wage. Comparability to other child care programs will do you little good if other centers are also having difficulty attracting and keeping qualified staff. In fact, in a recent study of NAEYC-accredited centers, we found that only those accredited programs that paid substantially more than others in their communities—an average of $2.00 more per hour—were able to retain their most skilled teachers and therefore maintain a high level of quality.

As discussed elsewhere in the report, the research and advocacy group Wider Opportunities for Women has compiled data on wage levels required for self-sufficiency, organized by family size and accounting for differences in the cost of living among regions and communities. Their data, along with information gathered by local Living Wage Campaigns, could offer better guidance on appropriate salary ranges for child care jobs.

Ultimately, the goal of a fair and decent compensation policy in a child care center should be to establish both internal and external equity for all employees—that is, to set wage scales that are fair to everyone within the center, and that are commensurate with what others in the community earn with comparable levels of education and responsibility.

5. Establish a step system for each job classification.

A step system establishes variations in pay, and an upper limit, for each job category on the salary schedule. The base or beginning salary for a position can be offered to an applicant who meets the minimum level of education and experience for the job, while a more qualified applicant might be offered the position at a higher salary.

To ensure fairness, limit the maximum number of steps above the base salary which will be offered to new job candidates, no matter how qualified they are. (The maximum might be two or three steps.) In addition, re-examine your program's policy on promoting from within. Perhaps the commitment to offering job advancement to existing staff can be strengthened, giving employees the opportunity to learn new skills and assume greater responsibility without leaving the agency.

Base salaries and raises should be reviewed annually, and adjusted to reflect the changing marketplace, even if the classification system remains the same.

Salary Increases: When and Why

Most salary increases occur annually, although every six months is also possible. What matters most is that all staff members know when to expect a review and/or increase, and that the procedure should take place on time.

Most organizations opt for one of four systems for awarding salary increases—rewards for length of service, cost-of-living adjustments, rewards for professional development, or merit raises—or a combination of these. Each has its pros and cons.

A system based on length of service offers automatic increases—usually one step in a salary range—every six to twelve months, based on the premise that the worth of employees increases as they gain skills, knowledge and experience with passing time. Some programs may find that it is more difficult to weed out unsatisfactory employees with this type of system. A comprehensive evaluation system, kept separate from raises, could be a more effective way to monitor and improve professional growth. Automatic increases, however, do assure staff that their value is noted and will be acknowledged in predictable increments at predictable times. In an historically underpaid field such as child care, automatic increases acknowledge the importance of upgrading salaries for all who work in the field.

Cost-of-living raises might best be used to supplement an existing system of salary increases, rather than as an exclusive means. While such raises are desirable, staff members who rely on them may find that their amount is often unpredictable. Nor is this a very equitable pay increase system, as not everyone is equally affected by changes in the cost of living. Programs that wish to respond to the changing economy might either give lump sum awards to staff, exclusive of their annual salary increases, or adjust base salaries and corresponding steps to reflect changes in the cost of living.

Rewards for professional development can also be used as a supplementary system. Not every staff member has equal opportunities to obtain additional education, regardless of their desire to do so. If additional training is a priority for the position, the center can encourage participation by offering in-service training, release time to attend classes, or tuition stipends for staff.

In California, the new Child Development Permit Matrix now requires those who work in publicly-funded child care centers to complete a certain number of professional development hours each year in order to maintain their teacher certification. Unless centers, and the child care field as a whole, also establish appropriate financial rewards for such professional development, however, these requirements could place an undue burden on teachers and even lead to more job turnover, thus undermining the best intentions of the Matrix system. Professional and economic advancement should go hand in hand.

Merit raises are often used in the private sector, but can be applied to other settings. Merit systems use financial reward as an incentive to continue good performance and to encourage others to work toward their maximum potential. Theoretically, employees who are performing below par would be denied increases until they improve, and raises would be given periodically only to the deserving.

A merit system demands a lot of attention to effective supervision and feedback. Supervisors need to be well-trained in evaluation, observation and communication. Staff members who fail to receive merit raises will justifiably want clear guidance on how to secure a raise in the future. An employee must be given very specific instructions which will allow his or her improvement to be measurable. Some agencies develop objective criteria as the basis for merit increases in order to eliminate potential bad feelings about evaluation.

As with most systems which rely on human judgment, evaluations and merit systems are always open to question. Performance standards should reflect staff input, and should be understood and accepted by all.

Every child care program will need to determine the type of salary plan and salary increase system that best fits its needs, and should appoint one person and/or a committee to establish, review, maintain and operate the salary system. An added benefit of a clear and effective salary schedule is that it can clarify to parents and the community the true costs of providing high-quality care, and can help the center enlist support in obtaining greater resources for child care in order to make services more affordable to parents, and jobs more livable for staff.

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Resources and Further Reading:

Bloom, P.J. "'But I'm Worth More Than That!: Implementing a Comprehensive Compensation System." Washington, DC: National Association for the Education of Young Children. Young Children, May 1993, pp. 67-72.

Center for the Child Care Workforce. *Creating Better Child Care Jobs: Model Work Standards for Teaching Staff in Center-Based Care.* Washington, DC: Center for the Child Care Workforce, 1998.

Pearce, D. *The Self-Sufficiency Standard.* Washington, DC: Wider Opportunities for Women, 1996.

Whitebook, M., Sakai, L., and Howes, C. *NAEYC Accreditation as a Strategy for Improving Child Care Quality: An Assessment.* Washington, DC: Center for the Child Care Workforce, 1997.

For information about Living Wage Campaigns, contact: Jobs With Justice, 501 Third St. NW, Washington, DC 20001-2797; (202) 434-1106.

APPENDIX B: US Army Child Care Salary Schedule for Los Angeles, California

Los Angeles

	Step	1	2	3	4	5	6	7	8	9	10
	GS-1	14,296	14,773	15,248	15,721	16,199	16,478	16,946	17,419	17,439	17,886
Beginning Caregiver	GS-2	16,073	16,456	16,989	17,439	17,633	18,152	18,670	19,188	19,707	20,225
Caregiver after 6 mo. of satisfactory performance, and completion of demonstrated competence	GS-3	17,538	18,123	18,707	19,292	19,877	20,461	21,046	21,631	22,215	22,800
Caregiver after 18 mo. of satisfactory performance and completion of demonstrated competence	GS-4	16,688	20,344	21,001	21,657	22,314	22,970	23,626	24,283	24,939	25,595
	GS-5	22,028	22,762	23,497	24,232	24,966	25,701	26,436	27,170	27,905	28,640
Roomlead or Education Technician with CDA or AA required	GS-6	24,553	25,371	26,190	27,008	27,827	28,645	29,464	30,282	31,101	31,919
Teacher and Assistant Director with required BA	GS-7	27,284	28,193	29,102	30,011	30,920	31,829	32,738	33,647	34,556	35,465
	GS-8	30,217	31,224	32,231	33,239	34,246	35,253	36,260	37,267	38,274	39,281
Director and Training and Curriculum Specialist	GS-9	33,376	34,490	36,603	36,716	37,829	38,943	40,055	41,168	42,281	43,394
	GS-10	36,755	37,981	39,206	40,432	41,657	42,883	44,109	45,334	46,560	47,785
	GS-11	40,383	41,729	43,075	44,421	45,767	47,112	48,458	49,804	51,150	52,495
Child and Youth Coordinator	GS-12	48,400	50,013	51,627	53,241	54,855	56,469	58,083	59,696	61,310	62,924
	GS-13	57,555	59,474	61,392	61,310	65,229	67,147	69,065	70,983	72,902	74,820
	GS-14	68,013	70,280	72,546	74,813	77,080	79,347	81,614	83,881	86,148	88,415
	GS-15	80,002	82,670	85,337	88,004	90,672	93,339	96,006	98,673	101,341	104,008

For more information, the address for the Army Salary Schedule is:
http://www.federaltimes.com/general_schedule.html or http://www.federaltimes.com/paynbene.html
Source: 1998 Federal GS Locality Pay Tables. Military Child Development System-Building.

APPENDIX C: Child Care Center Staff Compensation Data in California

Current data on child care workers in your community is an important complement to the salary guidelines, in that it will help you define the distance between current conditions and your community's goal. Data on salaries, benefits, working conditions, staff turnover and demographic characteristics of the child care workforce, such as education and training, can also help you identify specific needs of your community.

How to Obtain Published Surveys

The Center for the Child Care Workforce (CCW) has conducted surveys in California since the mid-1980's. California communities surveyed since 1995 include:

Alameda County, 1999, 1995, 1992, 1990
Los Angeles County, 1995
Sacramento County, 1990
San Francisco County, 1997

These reports are available by order from CCW. Data collected prior to 1995 in selected communities in California are also available from CCW upon request, for communities interested in tracking trends in salaries over time. Summaries of these survey findings, together with a complete list of surveys conducted in the United States and Canada since 1990, are available from CCW in *Current Data on Child Care Salaries and Benefits in the United States* (1998).

In 1995, CCW, together with the American Institutes for Research, conducted a statewide survey of California child care center compensation. The findings were published in the *California Child Care and Development Compensation Study: Towards Promising Policy and Practice*, which provides detailed salary and benefits information by program auspices (e.g. nonprofit, for-profit, and publicly subsidized) for the entire state.

Salary data are also reported in two additional CCW studies conducted in California: *The Potential of Mentoring: An Assessment of the California Early Childhood Mentor Teacher Program (1995)*, and *NAEYC Accreditation as a Strategy for Improving Child Care Quality (1997)*.

Information about how to order all of these studies described above is included in "Resources", in Appendix E on page 51.

How to Conduct a Survey in Your Community

CCW offers a comprehensive salary survey service, including sample selection, survey instruments, data entry, data analysis and report. CCW, which has a history of working collaboratively with local groups and organizations, will design a survey and report that reflects the concerns of your community, at the same time insuring that the survey will be comparable with other state and national data sources. Survey instruments for directors, teaching staff, and providers are available. For more information on the survey service and/or instruments, contact CCW.

If you are in the process of conducting a survey or have already collected child care compensation data, we encourage you to share your findings with CCW. CCW acts as a clearinghouse for child care compensation data collected in the United States and Canada and publishes an annual summary entitled *Current Data on Child Care Salaries and Benefits in the United States.* In exchange for any accepted submission, CCW will provide you with complimentary copies of the publication.

APPENDIX D: Model Benefits For Teaching Staff in Center-Based Child Care

Benefits	High Quality	Striving Level
Health Benefits	Full-time employees receive 100% employer-paid health insurance, including prescription coverage. Health insurance for part-time employees is pro-rated.	Full-time employees receive 75% employer-paid health insurance. Health insurance for part-time employees is pro-rated.
Child Care and other Benefits	A negotiable package equivalent to 10% of salary is available for child care, family member health coverage, short and long term disability insurance, dental insurance, optical insurance or life insurance.	Negotiable package equivalent to 5% of salary is available for child care, family member health coverage, short and long term disability insurance, dental insurance, optical insurance or life insurance.
Pension	A pension plan is available with an employer contribution, which equals 5% of salary and includes an option for employee contributions.	A pension plan is available with an employer contribution, which equals 2% of salary and includes an option for employee contributions.
Sick Leave	Staff receive at least 15 paid sick/personal days per year, which can be taken to care for sick family members as well.	Staff receive at least 12 paid sick/personal days per year, which can be taken to care for sick family members as well.
	At least one year's worth of unused sick days can be carried over to the following year.	At least one year's worth of unused sick days can be carried over to the following year.
Holidays	A minimum of 11 holidays are paid each year. Staff and employer together determine days closed for holidays. When holidays fall on a weekend, the day before or after is the paid holiday.	A minimum of 8 holidays are paid year. Staff and employer together each determine days closed for holidays. When holidays fall on a weekend, the day before or after is the paid holiday.
Personal Leave	Employees may use personal or vacation time for religious or cultural holidays for which the center is not closed.	Employees may use personal or vacation time for religious or cultural holidays for which the center is not closed.

These Model Benefits are reprinted from *Creating Better Child Care Jobs: Model Work Standards for Teaching Staff in Center-Based Care.* © Center for the Child Care Workforce, 1998. The Model Work Standards describe the components of a high quality work environment for teaching staff employed in child care centers. (See Appendix E on page 51 for more information).

Benefits	High Quality	Striving Level
Vacation Leave	During the first year of employment, employees accrue vacation time of at least 10 days per year.	During the first year of employment, employees accrue vacation time of at least 5 days per year.
	During years two through four, employees accrue vacation time of at least 15 days per year.	During years two through four, employees accrue vacation time of at least 10 days per year.
	After five years, employees accrue vacation time at the rate of 20 days per year.	After five years, employees accrue vacation at the rate of 15 days per year.
	Part-time employees earn vacation on a pro-rated basis.	Part-time employees earn vacation on a pro-rated basis.
	Up to 10 days of vacation time may be carried over into the following year.	Up to 5 days of vacation time may be carried over into the following year.
Leave of Absence	There are written policies describing the conditions under which an unpaid leave of absence may be taken by employees.	There are written policies describing the conditions under which an unpaid leave of absence may be taken by employees.
Unpaid Leave	Up to 12 weeks of unpaid leave is allowed each year for the birth or adoption of a child, acceptance of a foster child, or employee or family member illness. The employee is guaranteed continued health coverage and his/her job back at the same rate of pay and benefits as prior to the leave.	Up to 8 weeks of unpaid leave is allowed each year for the reasons given in the adjacent column. Provisions to stay on the current health care plan, and to be re-assigned to a job with the same rate of pay and benefits as prior to the leave, are guaranteed.

Source: *Creating Better Child Care Jobs: Model Work Standards For Teaching Staff in Center-Based Child Care.*

APPENDIX E: Resources

***California Child Care and Development Compensation Study: Toward Promising Policy and Practice* (1996), Center for the Child Care Workforce and the American Institutes for Research.**
This report profiles the wages and benefits of California's center-based child care workforce and provides a comprehensive analysis of current and potential policies to improve child care compensation in the state. The components of the study include: a review of research literature on compensation, quality, and affordability, a survey of compensation arrangements in a sample of California child care programs, a review of promising practices in other states and organizations to increase child care compensation, and policy recommendations for California. The full report is available from the California Department of Education for $17.00 by calling 1-800-995-4099, or writing, California Department of Education, Bureau of Publications, Sales Unit, PO Box 271, Sacramento, CA 95812-0271.

***The California Professional Growth Manual for the Child Development Permit* (1996), Commission on Teacher Credentialing.**
This manual defines the ongoing professional growth activities for Child Development Permit holders in the State of California in English and Spanish. The eleven categories of acceptable activities for Child Development Permit holders are listed, and include, but are not limited to, college courses, conferences, service in a leadership role, educational research and innovation, and creative endeavors. The Professional Growth Advisor eligibility criteria, role and responsibilities are also fully defined. Sample forms are included to verify hours spent on professional growth and to record the professional growth plan. Available free of charge from the Commission on Teacher Credentialing (CTC) by calling 916-445-7254 or writing CTC, Certification Correspondence, 1812 Ninth Street, Sacramento, CA 95814-7000.

***Caring for California's Children: A Career Guide for Students, Job Seekers and Their Counselors*, (1997), Jessica Mihaly.**
A comprehensive manual written to orient prospective child care workers to career opportunities in California's centers and family child care homes. Includes detailed information about the recommended and required qualifications to care for young children in California, including university and college degree based programs, child development permits, and informal training. Advice for the job seeker and child care center employee is included, as well as information for the prospective family child care provider interested in starting her own business. Available for $25.00 from the Children's Council of San Francisco by calling 415-864-1881 or by writing to 1 Second Street, 4th floor, San Francisco, CA 94105.

***Competencies for the Various Levels of the Child Development Permit* (1997), Advancing Careers in Child Development Project, Pacific Oaks College.**
The competencies describe the knowledge and skills designated on the Child Development Permit Matrix: Assistant, Associate Teacher, Teacher, Master Teacher, Site Supervisor, and Program

Director. The purpose of these competencies is to provide a blueprint for individual professional growth as well as guidelines for training and education programs that will meet the needs of the professional in the field. Available for $10.00 from Pacific Oaks College by calling 626-397-1389.

***Cost, Quality and Child Outcomes in Child Care Centers: Public Report* (1995), Cost, Quality, and Child Outcomes Study Team, Economics Department, University of Colorado at Denver.**
This study documents the quality of center-based child care and the costs associated with operating a child care business in four states: California, Colorado, Connecticut, and North Carolina. Child care center staff compensation, education, and turnover are analyzed by state and program auspices, including nonprofit and for profit programs. The influence of public and corporate subsidies on child care quality and cost is also explored. Available for $15.00 from the University of Colorado at Denver by calling 303-556-4934.

***Creating Better Child Care Jobs: Model Work Standards for Teaching Staff in Center-Based Child Care* (1997), Center for the Child Care Workforce.**
This guide to model working conditions for child care centers is a tool for organizing, assessment and public awareness activities at child care centers and in the community. Compiled by CCW in conjunction with the Worthy Wage Campaign, the Model Work Standards demonstrate that a truly high quality child care program must include a high quality working environment for the adults caring for and educating young children. Areas covered include wages and benefits, time off, job descriptions and evaluations, hiring and promotions, grievance procedures, professional development, supervision, decision-making, communication, diversity, the physical setting, health and safety, and professional support. Available from CCW for $10.00.

***Current Data on Child Care Salaries and Benefits in the United States* (March 1998), Center for the Child Care Workforce.**
This compendium of the most recent available child care workforce data includes information on average center-based salaries in all 50 states compiled by the US Bureau of Labor Statistics; more detailed information from state and local surveys of centers and family child care conducted by CCW and others since 1995; and references to other state and local surveys not updated since the early 1990's. Available from CCW for $5.95.

***Making Work Pay in the Child Care Industry: Promising Practices for Improving Compensation* (1997), Center for the Child Care Workforce.**
This report on child care compensation is the result of a CCW survey of promising policy initiatives now underway across the country. *Making Work Pay* analyzes structural and social barriers to investing in decent-paying child care jobs; profiles a wide range of federal, state, and local initiatives to increase child care compensation; and outlines a recommended agenda for further action by states and communities. Available from CCW for $19.95.

***NAEYC Accreditation as a Strategy for Improving Child Care Quality* (1997), Center for the Child Care Workforce.**
In recent years millions of public and private dollars have been directed toward helping centers become accredited by the National Association for the Education of Young Children. This study focuses on three communities over a two-year period. It examines the extent to which centers seeking and achieving NAEYC accreditation improve in quality, assesses the level of quality achieved by NAEYC accredited centers, and explores the extent to which NAEYC accreditation contributes to a skilled and stable workforce. Available from CCW for $10.00.

***The Potential of Mentoring: An Assessment of the California Early Childhood Mentor Teacher Program* (1995), Center for the Child Care Workforce.**
This report assesses the California Early Childhood Mentor Program, the largest mentoring program in the United States. The program, now in operation at 50 colleges throughout the state, was designed to support and retain experienced teachers and enlist them in training novice caregivers. This report documents the program's success in developing a pool of diverse, skilled teachers as adult trainers and compares the training they provide with that offered on college campuses. Available from CCW for $20.00 (full report) or $5.00 (executive summary).

Salary Improvements for Head Start: Lessons for the Early Care and Education Field (1995), Center for the Child Care Workforce.
The 1990 Head Start Expansion and Quality Improvement Act recognized staff compensation as a key element in assuring better-quality Head Start services. Since the passage of the Act and its reauthorization in 1994, nearly $500 million has been allocated to increase salaries for approximately 100,000 Head Start personnel. Using quantitative data and interviews with Head Start administrators and teachers, this report evaluates the salary improvements initiative and identifies features of the process, and of the structure of Head Start agencies, that facilitated or hindered it. Available from CCW for $8.95.

***Taking On Turnover: An Action Guide for Child Care Center Teachers and Directors* (1998), Center for the Child Care Workforce.**
Taking On Turnover is a guide for center-based child care teachers and directors on managing and lessening the increasingly serious issue of job turnover in our profession. Contains hands-on activities for directors and teachers, and a list of resources for further reading and action. Topics include: calculating what turnover is currently costing your center; managing turnover whenever it happens at your center, to maximize stability for children and reduce stress

for staff; reducing turnover in your center by improving compensation, hiring practices and the work environment; creating a workable substitute system for your center and community; and taking action on turnover beyond your center, including advocacy and public awareness activities on the need to stabilize the child care workforce. Available from CCW for $19.95.

Worthy Work, Unlivable Wages: The National Child Care Staffing Study 1988-1997 **(1998), Center for the Child Care Workforce.**
This study is the culmination of nine years of research by CCW. In 1997, nine years after the original National Child Care Staffing Study, we interviewed directors at the centers still in operation to assess changes in wages, benefits and turnover; whether increases in public investment for child care have benefitted the child care workforce; and the extent to which former welfare recipients are employed in center-based child care. Available from CCW for $12.95.

Contact Organizations:

Wider Opportunities for Women
815 Fifteenth Street, NW, Suite 916
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202-638-3143

Equal Rights Advocates
1663 Mission Street, Suite 550
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415-621-0672

California Federation of Teachers
Research Office
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408-425-2341

To order a CCW publication, contact us at:

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APPENDIX F

WORKSHEET FOR ASSESSING YOUR PROGRAM'S SALARIES AND GOALS

Position	Educational Qualifications	Salary Guidelines Index	Current Wage	Salary Goal
Teacher's Aide	A) None			
Assistant Teacher	A) 6 units ECE/CD			
Associate Teacher	A) 12 units ECE/CD or 12			
	B) CDA Credential			
Teacher	A) 24 units ECE/CD plus 16 General Ed			
	B) AA in ECE/CD or related with three units supervised field experience			
Master Teacher	A) 24 Units ECE/CD (including core courses) plus 16 General Ed units, six specialization units, and two adult supervision units			
	B) BA with 12 units ECE/CD plus three units supervised field experience			
	C) MA with 12 units of ECE/CD plus three units supervised field experience			
Site Supervisor	A) AA Degree (or 60 units) with 24 ECE/CD (including core) units, six administration and two adult supervision unit			
	B) BA Degree with 12 units ECE/CD plus three units supervised field experience			
	C) BA and Teaching or Administrative Credential with 12 units plus three units supervised field experience of ECE/CD			
	D) MA Degree with 12 units ECE/CD plus three units supervised field			
Program Director	A) BA Degree with 24 ECE/CD units (including core), plus six administration units and two adult supervision units			
	B) BA and Teaching or Administrative Credential with 12 units of ECE/CD, plus six administration units and three units supervised field experience			
	C) MA and Teaching or Administrative Credential with 12 units of ECE/CD, plus six administration units and three units supervised field experience			

Source: The Child Care Staff Compensation Guidelines for California 1998 by the Center for the Child Care Workforce.

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