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Beyond Homes and Centers:

The Workforce in Three California Early Childhood Infrastructure Organizations

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Beyond Homes and Centers:
The Workforce in Three California Early Childhood Infrastructure Organizations

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Executive Summary

Staff working in early childhood infrastructure organizations play critical roles in the design and implementation of the early care and education system. They represent the field to the public and policy makers, provide education and professional development to those working directly with children, and serve as the liaisons between families and the many services and programs upon which they depend. Yet, until now, only minimal attention has been focused on those who work in these organizations in such roles as adult trainer or educator, referral counselor for families, program developer, and/or advocate or policy analyst.

The staff in infrastructure organizations demands our attention, particularly at a time when the organizations in which they work are looked to as leaders in efforts to improve the quality of early childhood services. Many questions arise: what are the characteristics and backgrounds of those who fill these positions, do they have access to professional preparation and development appropriate to the skills and knowledge needed for their jobs, and how similar or different are they from those working directly with young children?

In 2009, we surveyed a population of 1,588 persons who work in three types of early childhood infrastructure organizations in California – child care resource and referral programs, local First 5 commissions and as child care coordinators.[1] All of these infrastructure organizations receive public dollars and at least one of each type is found in every county of the state.

[1] For a description of these organizations, see Appendix A of the full report. For information about the study response rate, see the survey methodology section in the full report. http://irle.berkeley.edu/cscce

Findings

Who Constitutes this Workforce?

Gender and age. Staff responding to the survey were predominately female and middle-aged. Nearly one-third were 50 years or older, and less than one-fifth were 29 years or younger.

Ethnicity and language. Staff responding to the survey were ethnically diverse, with approximately one-half people of color. Virtually all staff reported being able to speak, read and/or write English and one-third reported being able to speak, read and/or write Spanish.

Job history and tenure. The majority of staff who responded to the survey reported working in their organizations for more than five years, with nearly one-quarter reporting tenure of more than 10 years.

Career history. Staff responding to the survey reported diverse job backgrounds, with half reporting experience working directly with young children in center- or home-based early care and education settings, about a quarter with backgrounds in social services, and the remainder drawn from other fields.

Earnings. Among infrastructure staff with a BA or higher degree, the average hourly wage was $28.61, with a range of $21.86 to $42.97 depending on job role and organizational type. These earnings are considerably higher salaries than those working directly with children in licensed child care centers, even when taking level of education into account. The highest and lowest wage for a center teacher with a BA or higher degree was $18.28 and $15.57 respectively.[2]

What is Their Level of Educational Attainment and Early Childhood Related Training?

Overall education. Infrastructure staff responding to the survey were well-educated, with nearly two thirds having earned a BA or higher degree. Educational attainment varied by ethnicity with 81 percent of Asian/Pacific Islander, 70 percent of White, non-Hispanic, 68 percent of African American and 53 percent of Latina staff, 81 percent reported they had completed a four-year or higher degree.

Early childhood or child development specialized education. Slightly less than one-quarter of infrastructure staff responding to the survey reported completing degrees related to early childhood or child development, although two-thirds of those with degrees in other subjects had completed some college-level coursework in child development or early childhood education.

What are Their Professional Development Needs and Aspirations?

Job preparation. The majority of staff responding to the survey reported satisfaction with their current level of job skills.

Desired training. While the majority of staff responding to the survey reported satisfaction with their current level of jobs skills, nearly half reported desiring additional knowledge in the area of child development. More than one-third classified as supervisors/managers reported that additional knowledge in the areas of management and supervision would be helpful for their current job.

Educational and career aspirations. Slightly more than half of infrastructure staff responding to the survey reported they planned to be working in the early childhood field in five years. Among those engaged in or interested in pursuing additional education to expand and improve their abilities and to help them advance in their careers, finances and lack of sufficient time while working full time were reported to be substantial barriers to their continuing education.

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[2] Whitebook et al., (2006). Mean hourly wages per center have been adjusted for cost of living increases between 2005 when data were collected, and 2009, Bureau of Labor and Statistics (2009).
Mean wage data for infrastructure staff were for each staff person. Data for center-based teachers and assistants were collected by center.

Discussion and Recommendations

In reflecting upon these findings, we noted how this sector of the early care and education workforce is both similar and different from those working directly with young children each day. While predominately female and ethnically and linguistically diverse like those working in center- and home-based programs, staff in infrastructure organizations as a group have achieved higher levels of education and earn considerably higher salaries, even when taking level of education into account. One-half of infrastructure staff reported previous experience working directly with young children. Among those, the need for earning a higher salary was the most common reason reported for no longer working in the child care center classroom or a family child care homes.

Similar to their counterparts who work in center- and home-based early care and education programs who are seeking educational degrees while working full-time, staff in infrastructure organizations report that financial support and more flexible work schedules would be helpful to their pursuit of education (Whitebook et. al., 2008). Staff working in these infrastructure organizations, in contrast to their counterparts who work in center- and home-based programs, did not report academic challenges as barriers to pursuing or completing higher degrees (Whitebook et al., 2008).

Finally, while there is education and role stratification by ethnicity within the three types of infrastructure organizations in this study, it is less pronounced than in early care and education centers. Indeed, infrastructure organizations appear to be a leadership pipeline for the early care and education workforce, a place where those from diverse ethnic background and/or those who have worked in center- and home-based programs can find a wage commensurate with their education and assume new job roles in the early childhood field.

Recommendation 1:

Include early childhood infrastructure staff in early childhood workforce data systems

Additional information about the workforce in the full complement of infrastructure organizations is needed to develop an in-depth portrait of this sector of the early care and education workforce. Because of the expense involved in conducting workforce surveys, we recommend that infrastructure organizations be included in the workforce component of the early care and education integrated data systems, such as registries, that are being developed in response to the federal charge to states through their Early Learning Advisory Councils.[3]

Recommendation 2:

Develop competencies for roles in infrastructure organizations and other early childhood leadership positions

Each day across the state, staff in infrastructure organizations guide families, prepare and support teachers and providers, and make decisions about how public resources are spent. In addition, many infrastructure organizations serve as the training ground for the field's established and emerging leadership. As states develop and improve their professional development systems, the extent to which infrastructure staff in various roles need to know about child development, early childhood pedagogy, public health and social welfare issues and/or to understand the early childhood system, and policy developments at the local, state and federal level, adult learning theory, and various aspects of management and administration should be determined.

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[3] For more information about integrated early childhood data systems, see the Data Quality Campaign website. http://www.dataqualitycampaign.org/resources/830
For more information about early childhood workforce registries, see The National Registry Alliance, http://www.registryalliance.org/

Recommendation 3:

Commit public resources to the expansion of higher education programs focused on building a linguistically and ethnically diverse workforce

The information collected in this study documents that many members of the workforce in infrastructure organizations seek additional education and training opportunities. We urge higher education institutions and other training organizations to heed the interdisciplinary nature of the jobs performed by staff in infrastructure organizations, as well as their varied career backgrounds from different sectors and jobs roles within and beyond the early childhood field. These programs should be designed to integrate child development theory and pedagogy, policy and research, and adult and organizational development. Because so many in the early care and education workforce across settings and roles are likely to be full-time working students, education and professional development experiences must include tuition assistance and be offered online, and in locations and at times that are convenient. Given the financing crisis in public higher education, public resources are essential to developing and/or revamping such programs (Whitebook et al., 2008; Whitebook & Austin, 2009).

Recommendation 4:

Improve compensation for those working with young children in centers and homes

While it is promising that infrastructure organizations function as a haven for many who have worked directly with young children and want to remain in the field, it is troubling, though not surprising, that the major reason cited for leaving the classroom was the desire for better pay. At a time when Head Start and many preschool programs are raising educational qualifications for teachers, the continued low pay signals a growing crisis as these better educated teachers are likely to follow other educated teachers out of the classroom.

Attention to the infrastructure staff is essential to the health of the early care and education field. The reform required to ensure a well-functioning, effective early learning system rests in no small measure on the skills and knowledge of infrastructure staff. As states are called upon through the Early Learning Advisory Councils to develop their early learning professional development systems, the workforce in infrastructure organizations can and should be a focus. This study is intended to begin the overdue examination of this essential sector of the early childhood community.

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Introduction

The phrase "early care and education workforce" typically refers only to those working as teachers, assistant teachers and directors in child care centers and providers and assistants in home-based settings. While many others perform important jobs that contribute to the care and education of young children, only minimal attention is focused on those who work indirectly with children in such roles as adult trainer or educator, referral counselor for families, program developer, and/or advocate or policy analyst. Yet, these staff, working in what we refer to as "infrastructure organizations," play critical roles in the design and implementation of the early childhood system. They most often represent the field to the public and policy makers, provide much of the education and professional development available to those working with children each day, and serve as the liaisons between families and the many services and programs upon which they depend.

Considered from the perspective of the essential functions they perform, this segment of the workforce demands our attention, particularly at a time when the organizations in which they work are looked to as leaders in efforts to improve the quality of early learning services. At present, however, there is a dearth of information about the characteristics and backgrounds of those who fill these positions, and whether they have access to professional preparation and development appropriate and relevant to the skills and knowledge needed for their jobs. Thus, the two-fold purpose of *Beyond Homes and Centers: The Workforce in Three California Early Childhood Infrastructure Organizations* is to:

1. describe the characteristics of the workforce in three major types of infrastructure organizations in the state and to develop an in-depth portrait of this sector of the early care and education workforce; and
2. document the educational and training aspirations of this workforce to inform higher education reform and leadership development in the state.

We are using the term "infrastructure organization" to describe organizations which serve as the "connective tissue" for the early care and education system and perform a variety of functions that link children and families and direct service organizations to each other and to the supports they need. For example, we would include organizations and programs that provide child care resources and referrals, subsidy payment to families, workforce supports and training, and engage in policy development and implementation, research and evaluation, and advocacy. We distinguish early childhood education (ECE) infrastructure organizations not only from direct service providers, such as licensed or license-exempt homes, centers and schools, but also from ancillary services which constitute systems in and of themselves, such as, higher education, public health, mental health, family support or social services, and the K-12 system where it functions without a link to services for children birth to five years old. Infrastructure organizations often connect families and those providing direct early care and education services with these ancillary service systems.

We focused this study on three types of infrastructure organizations in California: child care resource and referral programs, local First 5 commissions, and child care coordinators and their staff, most of whom are responsible for staffing Local Planning Councils for child care. These organizations receive all or a portion of their funding from public dollars and every county has at least one organization of each type. (See descriptions in Appendix A.)

While these organizations vary in function, size and history, given their ubiquity and influence, it is striking how relatively recently they have emerged in the field of early care and education. At the turn of the last century, child care centers and family child care homes, then referred to by different labels such as day nursery or baby sitter, comprised the early care and education landscape. Although only a few communities provided them with public dollars, these early nurseries and homes are recognizable as the "an-

cestors" to today's array of direct service programs. In contrast, the infrastructure organizations which play such a pivotal role in our current system have been in existence for much less time, three decades for resource and referral programs, and less than two decades in the case of Local Planning Councils and First 5 commissions. It is likely that such organizations as these will be a permanent feature of the early care and education system.

Two events prompted interest in examining the workforce in early care and education infrastructure organizations. First, the *California Early Care and Education Workforce Study* (Whitebook et al., 2006a, 2006b) provided an in-depth picture of the licensed center- and home-based workforce and its release prompted questions about the other key players in the early care and education field. Second, the 2006 statewide proposition for universal preschool (Proposition 82) stimulated interest in the degree of demand for early childhood-related higher education programs. Although Proposition 82 failed, other developments including the CARES[1] program and new Head Start teacher standards led some institutions of higher education to continue to explore the demand for new or expanded upper division and graduate early childhood-related programs. The question of whether those in infrastructure organizations might be interested in such options remains pertinent.

There is also concern about an impending "leadership" vacuum in the field. A substantial proportion of those holding designated leadership positions are approaching retirement age, and the current leadership lacks the linguistic and ethnic diversity of the workforce as a whole and the children and families it serves. The lack of a clear "leadership pipeline" with sufficient higher education programs and professional development opportunities further contributes to worry about the leadership development in the field (Whitebook & Austin, 2009). Many view staff in infrastructure organizations as the source of the field's current and next generation of leaders, underscoring concern about how to ensure their access to relevant education and professional development.

This concern is concrete and immediate. Each day across the state, staff in infrastructure organizations guide families, prepare and support teachers and providers, and make decisions about how public resources are spent. The reform required to ensure a well-functioning effective early learning system rests in no small measure on the competencies of infrastructure staff. As states are called upon through the Early Learning Advisory Councils to develop their early learning professional development systems, the workforce in infrastructure organizations can and should be a focus. This study is intended to begin the overdue examination of this essential sector of the early care and education community.

[1] Comprehensive Approaches to Raising Educational Standards (CARES) is a financial incentive program designed to promote, reward, and encourage educational attainment and professional development among early educators through financial rewards, support programs, and efforts to address systemic challenges faced by early educators. CARES programs have been supported by multiple funding sources, including Local First 5 Commissions, First 5 California, the California Department of Education and other local funding sources. CARES programs currently operate in 18 counties but until recently operated in over 40 counties across the state.

Survey Methodology

The Survey Population

This study sought information about staff working in three types of early care and education infrastructure organizations: local child care resource and referral programs (R&Rs), local First 5 Commissions, and local child care coordinators and their staff.

Because the study is exploratory in nature, and because it was neither a random sample nor a complete census of the workforce in each type of organization, its results cannot be generalized to all staff employed in each type of organization. As not all infrastructure organizations were sampled, the results also cannot be generalized to the infrastructure sector as a whole. However, a sufficiently robust response rate (see Survey Completion and Response Rate) provides us with confidence that the findings can still inform workforce/leadership development in California.

Because of the variability among these organizations, the workforce has been categorized according to job levels versus specific job titles, as described on page 5. In general, our findings focus on the sample as a whole, noting differences across job functions. Only notable variations among types of organizations are reported.

The California Child Care Resource and Referral Network, the California First 5 Association of California and the California Child Care Coordinators Association provided the research team with a list of email addresses for the staff in their respective local organizations. This list of email addresses served as the survey population. The survey population included:

1. all child care coordinators and staff who coordinate local child care planning councils and child care coordinators who primarily provide child care services for local city and county governments. We did not include city or county staff who provide a broad range of services including some child care services;
2. staff working in 57 of the 58 local First 5 Commissions. One local commission declined to participate in the study; and
3. staff working in 56 of the 61 R&R programs:
    a) Within some organizations, the R&R program is integrated with the Alternative Payment (AP) program which provides services to providers and families eligible for child care subsidies. For these organizations, the survey population included staff with both R&R and AP responsibilities. In the organizations where the R&R and AP programs were separate, staff who only provided R&R services are not included in the survey population.
    b) Five R&R programs, representing six counties and a portion of a seventh county declined to participate in the study.

The survey population included 1,588 staff: 87 child care coordinators and their staff; 454 local First 5 Commission staff; and 1,047 R&R staff. Our goal was to conduct a census and complete interviews with all staff in the survey population. As described in detail in the Survey Completion and Response Rate section below, 1,091 employees, representing 69% of the survey population, completed the survey.

The Survey Instrument

The survey was conducted on-line, using SurveyMonkey.com, an on-line survey tool. The survey questions were developed in collaboration with the three statewide infrastructure organizations. Prior to data collection, the survey was approved by the Committee for the Protection of Human Subjects at the University of California at Berkeley and then pretested by potential respondents. The survey included primarily closed-ended questions and was conducted in English.

The questions in the survey addressed:

Job level: Respondents were asked to select a predefined job level that matched their level of job responsibility

Demographics: age; ethnicity; language capacity; gender

Job history and tenure: previous experience working directly with young children; tenure in the ECE field; tenure in current position; tenure in current organization

Employee characteristics: wages; hours worked per week/per month

Job duties: tasks related to direct client services; research, planning and policy; administration

Levels of education and training: highest level of education; type of degree, if any; college credits related to ECE; non-college credit training related to ECE and other job responsibilities; current participation in a degree program including challenges and desired resources to address challenges

Assessment of current job skills: satisfaction with skill level; preferred methods of attaining new skills and knowledge

Educational aspirations: interest in pursuing additional formal education; challenges; resources needed

Career aspirations: five-year career goals; assessment of skills needed to meet career goals

Data Collection Procedures

Prior to launching the on-line survey, we emailed a notification letter to all the potential respondents. The letter described the purpose of the survey, encouraged participation, and informed the respondents about their rights as research subjects. We then sent a second email to each subject with a link to the online survey. Respondents could complete the survey during the work day, in the evenings, and/or on the weekends. The survey was available between January 22, 2009 and March 20, 2009 for the First 5 staff and the child care coordinators and between April 14, 2009 and May 8, 2009 for the R&R staff.

We made many efforts to encourage staff to respond to the survey, including emailing weekly reminders to all potential respondents and working directly with the directors of individual organizations to encourage their staff to participate in the study. In addition, the three statewide organizations frequently encouraged staff in their member organizations to participate in the study. The research team also worked closely with the three statewide organizations to fix any incorrect email addresses. The research team was available to respond to email and telephone requests for assistance in completing the survey. The survey took approximately 15 minutes to complete.

Comparing Staff across Organizational Types: Identifying Job Levels

Due to the diverse organizational mission and functions among the three organizational types and even within individual organizations, staff reported a wide variety of responsibilities and job titles. In order to create a variable that we could use to compare staff in a consistent way across organizational type, a survey question asked respondents to select a “job level that comes closest to what you do.” As discussed in the Data Analysis section, all the data were also analyzed by this job level variable. And, as discussed in the Survey Completion and Response Rate section, we used the job level variable as one way to assess how representative the survey respondents were to the entire universe of staff working in the three organizational types.

The four job levels were:

Administrative/technical/program support – *I provide administrative, program or computer support to a department(s) or to the agency, for example, filing, data entry, backing up computers, or answering the phones. Usually, my daily tasks are assigned to me and I do not have any supervisory or management responsibilities.*

Professional – *I implement a project, program, or agency function. Although I am supervised, I decide which tasks I will complete each day. I problem solve and think about the best ways to conduct my job. I do not have any supervisory or management responsibilities.*

Supervisor/manager – *I supervise other staff and/or manage a program(s) or department(s). For example, I assign tasks, develop timelines, and develop and monitor project budgets.*

Director – *For the analysis we combined the two director categories: Assistant director – I play a primary role in the management of the entire organization. I report to my director/executive director; and Director/executive director – I have primary responsibility for all aspects of my agency. If I work for a non-profit agency, I report to my Board of Directors.*

Survey Completion and Response Rate

We received a total of 1,639 email addresses from the R&R Network, the Child Care Coordinators Association and the First 5 Association. After cleaning the email lists for duplicates, deleting email addresses for staff no longer employed, and adding additional staff identified during the survey period, our eligible survey sample included 1,588 staff. Of the eligible sample, 69% of staff completed the survey. The response rate ranged from 63% for First 5 staff, 70% for R&R staff, and 79% for the child care coordinators and their staff (see Table 1).

Because the First 5 Commission and R&R program staff work within individual organizations, we also looked at the response rate for individual organizations within these two organizational types. Within organizations, the response rates varied from 0% to 100%. However, for almost 60% of both R&R programs and First 5 Commissions, the response rate among the staff was 75% or higher (see Table 2).

Table 1. Survey Response Rate: Number of Staff (Percent)

Organizational Type	*Eligible Sample*	*Refusal*	*Bounced email*	*No response*	*Completed interviews*	*Response rate*
Child Care Coordinators and staff	87	0 (0%)	1 (1%)	17 (20%)	69	79%
First 5 staff	454	21 (5%)	7 (2%)	141 (31%)	285	63%
R&R staff	1,047	24 (2%)	1 (0%)	285 (27%)	737	70%
Total	1,588	45 (3%)	9 (1%)	443 (28%)	1,091	69%

Table 2. Percentage of Organizations with Various Survey Response Rates

Organizational Type	*< 25% response rate*	*25% - 49% response rate*	*50% - 74% response rate*	*75% - 99% response rate*	*100% response rate*
First 5 (n=57)	5%	16%	21%	28%	30%
R&R (n=56)	5%	8%	28%	43%	16%

Table 3. Distribution of Job Levels for Participants Employed at Resource and Referral Programs

	Respondents	*Survey Population*
Administrative/ technical/support	19%	26%
Professional	47%	44%
Supervisor/manager	23%	19%
Assistant director/ Director	8%	9%
Other	4%	2%
n	717	1,035

Table 4. Distribution of Job Levels for Participants Employed at First 5 Commissions

	Respondents	*Survey Population*
Administrative/ technical/support	18%	26%
Professional	34%	32%
Supervisor/manager	27%	23%
Assistant director	20%	18%
Other	1%	1%
n	279	420

We attempted to collect responses from all staff (census) instead of a random sample of staff. Because we did not attain a 100% response rate, we cannot statistically estimate how representative our sample of respondents is of the entire universe of staff working in the three organizational types. However, we felt it would be helpful to assess the distribution of job level in our sample compared to the survey population of First 5 and R&R staff. We did not conduct this analysis of the child care coordinators because of their high response rate (79%). The two statewide organizations worked with the directors of the local organizations to code the job level of the staff who did not respond to the survey. We then compared the distribution of staff at different job levels in our sample to the survey population.

We were able to collect the job-level information for all the R&R staff who did not respond to the survey and for 85 percent of the First 5 staff who did not respond. As displayed in Table 3 and Table 4, the distribution of job levels for the respondents in both types of organizations paralleled the distribution of job levels for all staff, with the exception of the administrative staff. There was a slightly higher percentage of administrative staff in the population than our sample of respondents.

Data Analysis

Data analyses were completed in several steps. First, SurveyMonkey.com provided a spreadsheet that included each participant's coded responses for all questions. Next, using PASW Statistics 17.0, we computed frequencies of all questions for participants at each job level, for participants employed at each of the three infrastructure organizations, and for the entire sample. The final step involved performing inferential statistical tests (e.g., chi-square analyses) to examine trends in the data. All significant results are reported at a *p* value of .05 or better.

Findings

Who constitutes the workforce in three California early childhood infrastructure organizations?

To what extent is the workforce in the infrastructure organizations similar demographically to those working directly with children in child care centers and family child care homes? Up until now, only impressions or anecdotes were available to answer this question. What emerges from the survey is a more detailed picture of the similarities and differences among the direct and indirect service sectors of the early childhood field.

Gender

Similar to the workforce in child care centers and licensed family child care homes, the workforce in the early childhood infrastructure organizations that participated in this study was overwhelmingly female. More than nine out of 10 respondents (92%) identified themselves as female when asked to report their gender on the survey. Gender varied somewhat by job level. As shown in Table 5, a greater percentage of directors were male (16%) compared to staff in other positions. The percentage of male staff also varied by place of employment. Sixteen percent of First 5 staff were male compared to 8% of child care coordinators and their staff and 5% of staff employed by R&R programs.

Table 5. Gender Distribution of the Workforce in Three Types of Infrastructure Organizations, by Job Level

	Female	*Male*	*N*
Administrative staff	91%	9%	173
Professional staff	95%	5%	426
Supervisors/ Managers	91%	9%	254
Directors	85%	16%	110
Other	93%	7%	27
All infrastructure staff	92%	8%	990

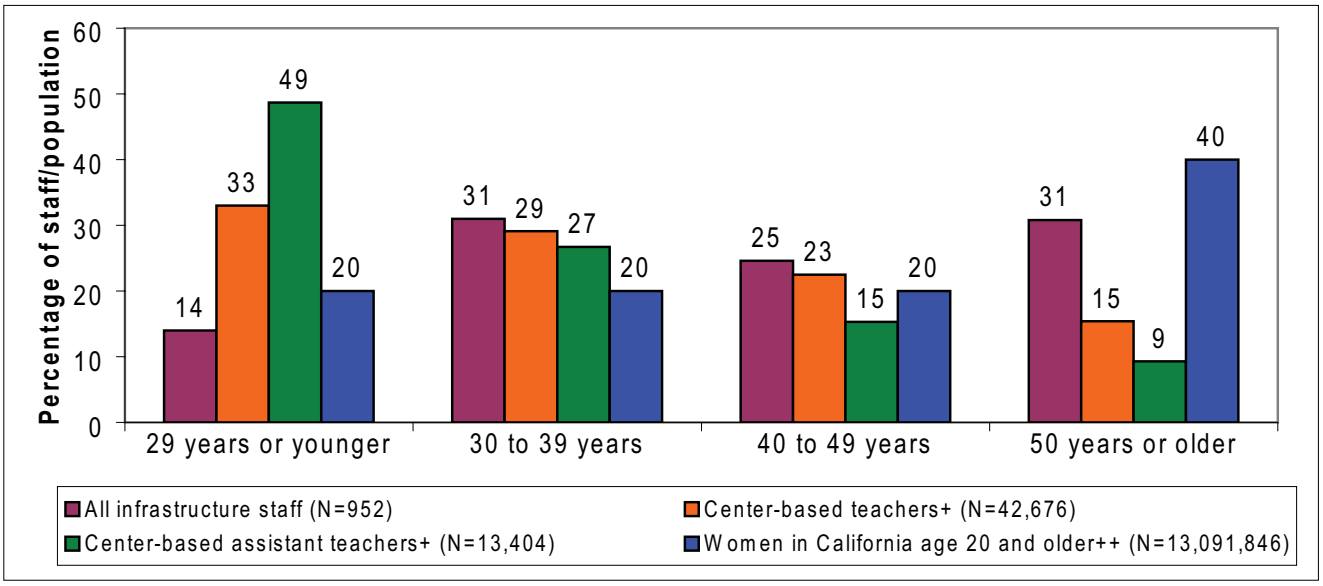
Age

Participants were asked to report their date of birth which allowed us to calculate their age at the time they completed the survey. Only 14% of study participants were under 30 and 31% were 50 years or older. As shown in Figure 1, compared to women in California, the workforce in the three infrastructure organizations participating in this study were less likely to be younger than 30 years old or 50 years or older, and more likely to be between 30 to 49 years-old. Compared to teachers and assistants who work directly with children in center-based early care and education programs, those participating in the study were less likely to be younger than 30 years old and more likely to be 50 years or older (Whitebook et al., 2006a), (see Figure 1).

The age distribution of the workforce in the sample differed by job level. As shown in Figure 2, directors were more likely to be 50 years or older than other staff, while staff in administrative and professional job levels included a greater proportion of staff 40 years or younger. More than a quarter of administrative staff (29%) was under 30 years old, compared to 18% of professional staff and only 3% of supervisor/managers. None of the directors reported being younger than 30 years old.

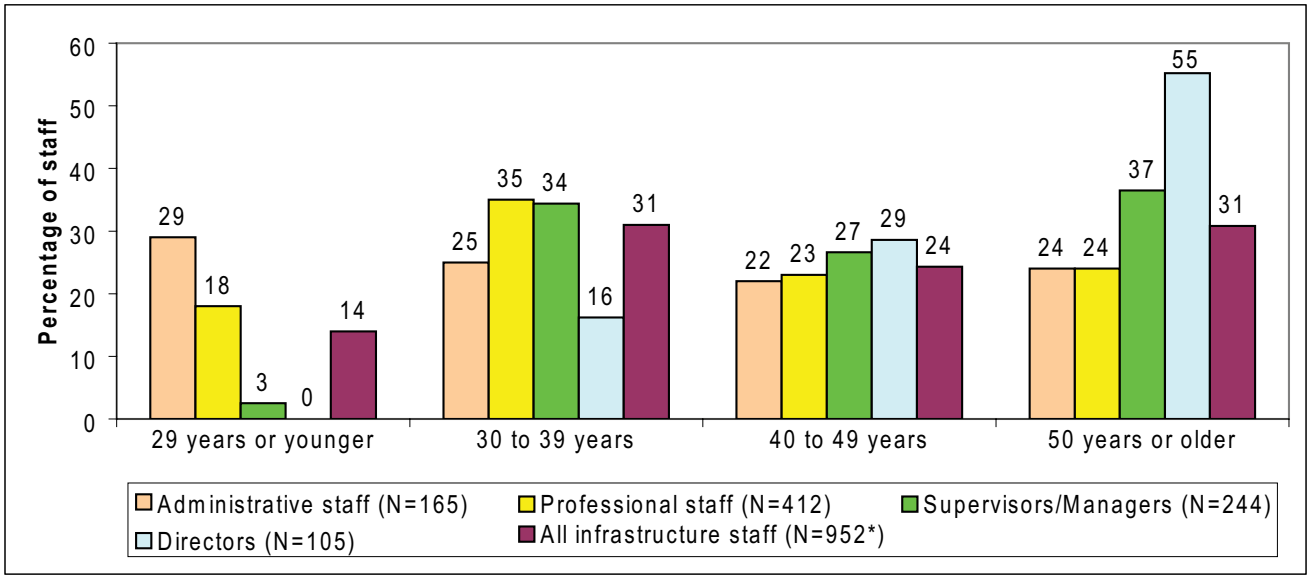
The age distribution of the workforce employed in the infrastructure organizations in the sample also differed by place of employment (see Figure 3). Child care coordinators were less likely to be under 30 years of age and more likely to be 50 years or older than their counterparts at First 5 commissions or R&R programs. On average, child care coordinators were older (M = 49 years of age) than staff in First 5 commissions (M = 44 years of age) who, in turn, were older than staff in R&R programs (M = 41 years). Nearly half (49 percent) of staff in R&R programs were 40 years or younger.

Figure 1. Age Distribution of the Workforce in Three Types of Infrastructure Organizations, Compared to Child Care Center-based Teaching Staff and Women in California



+Whitebook et al., (2006a).
++ U.S. Census Bureau, (2008a).

Figure 2. Age Distribution of the Workforce in Three Types of Infrastructure Organizations, by Job Level



*N includes a small number of staff who reported “other” job level.

Figure 3. Age Distribution of the Workforce in Three Types of Infrastructure Organizations, by Place of Employment

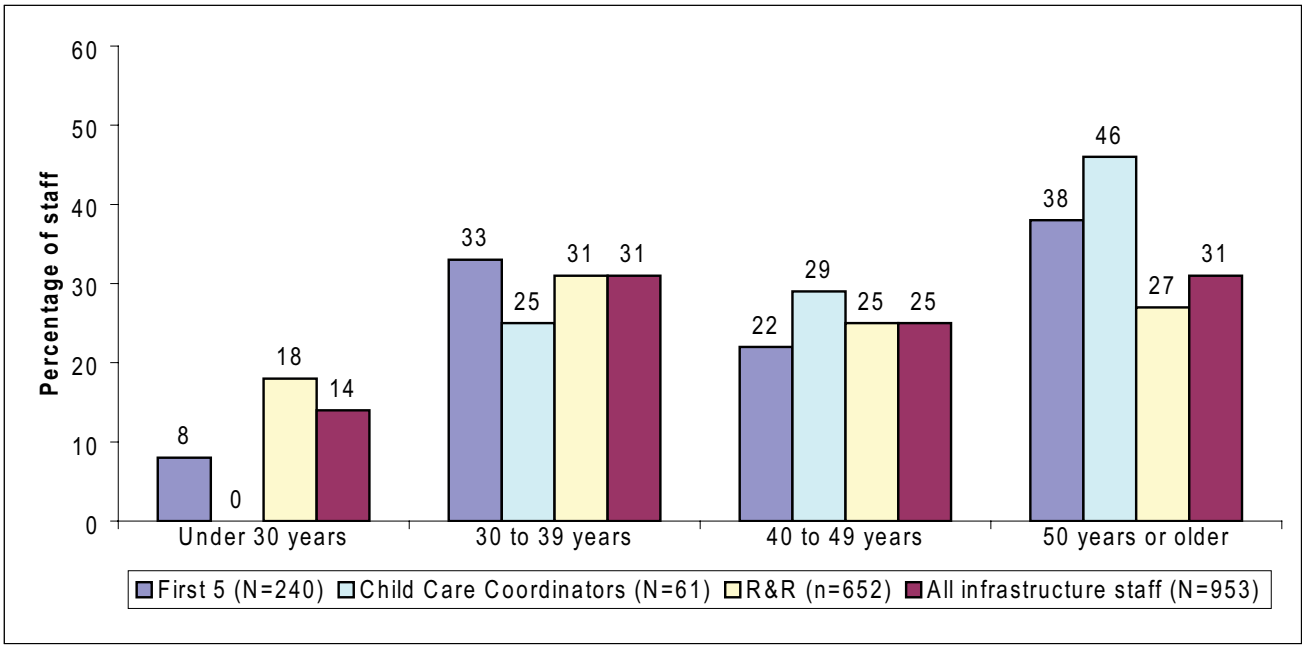
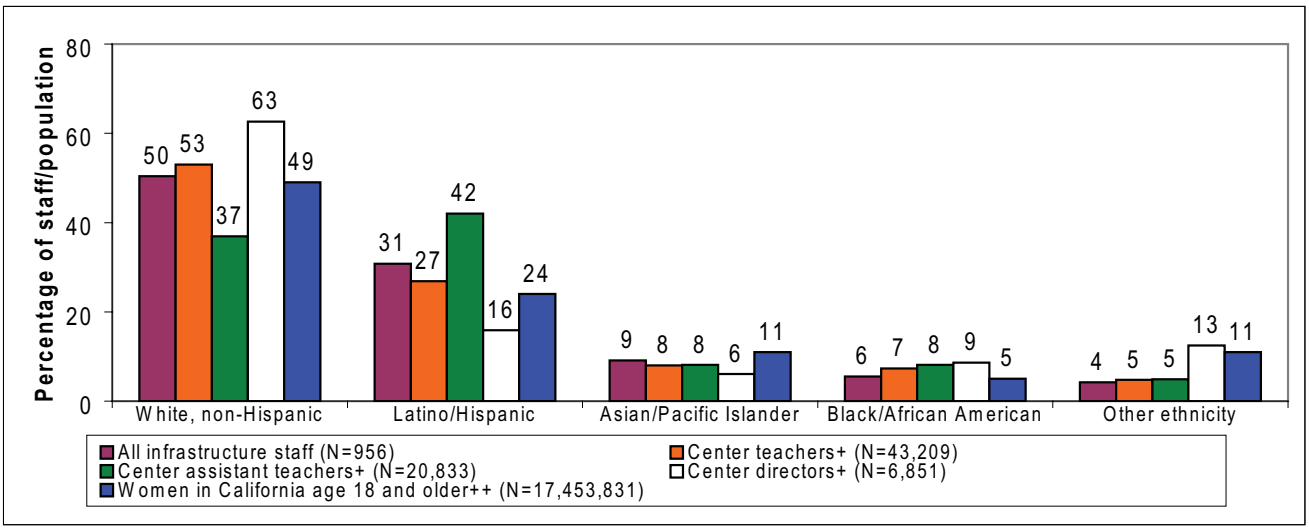


Figure 4. Ethnic Distribution of the Workforce in Three Types of Infrastructure Organizations, Compared to Child Care Center-based Teaching Staff and Directors and Women in California.



+Whitebook et al., (2006a).
++U.S. Census Bureau (2008b).

Ethnic Background

Similar to the adult female population in California, the workforce employed in the infrastructure organizations in our sample is ethnically diverse (see Figure 4). Survey participants were asked to select the ethnic categories that best described their identity. We found that infrastructure staff surveyed were approximately one-half White, non-Hispanic and one-half were people of color. After White, non-Hispanics (50%), Latinos comprised the second largest racial/ethnic group (31%).

Figure 4 also shows the ethnic distribution of infrastructure staff compared to the ethnic distribution of California's center-based teachers, assistant teachers and directors as reported in the *California Early Care and Education Workforce Study: Licensed Child Care Centers. Statewide 2006* (Whitebook et al., 2006a). Overall, the ethnic distribution of the workforce representing infrastructure organizations in this study is similar to that of center-based teachers.

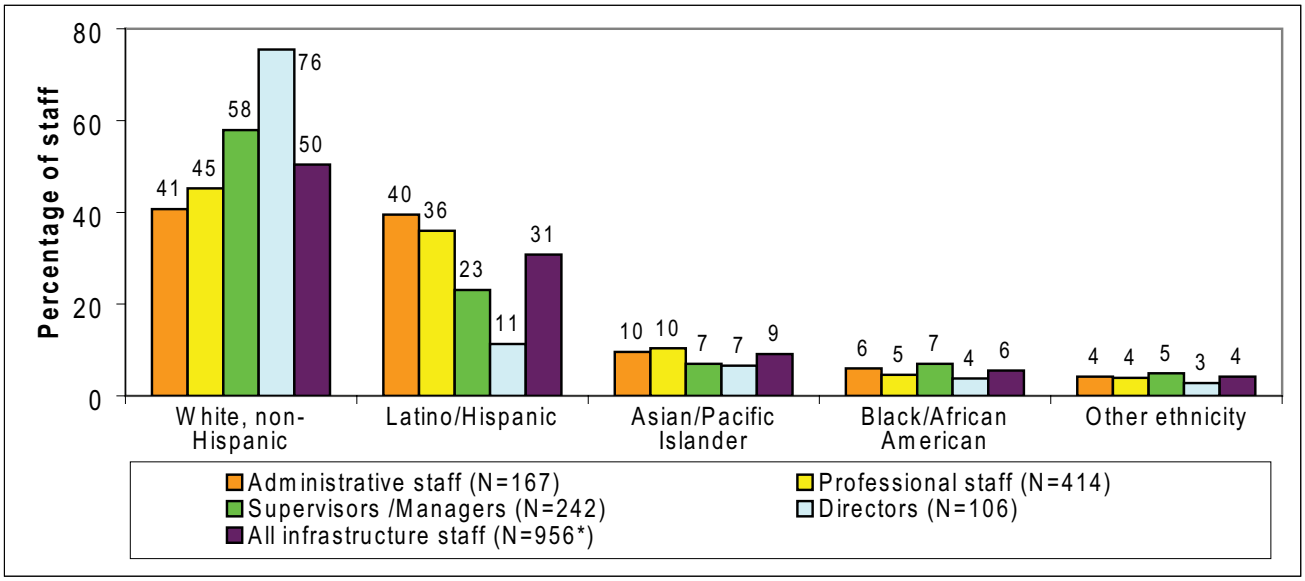
Across job levels as shown in Figure 5, directors were the least ethnically diverse group, and administrative, technical and support staff were the most diverse. This distribution pattern reflects a similar stratification found in the center-based early care and education workforce with those in director roles being less ethnically diverse than others staff. However, those categorized as supervisors/managers were both younger and more ethnically diverse than other staff. If future directors are drawn from among the supervisors/managers, there may be a start towards greater diversity in top leadership positions.

Ethnic distribution among the workforce also varied by infrastructure organization. As shown in Figure 6, R&R programs employed the most diverse pool of staff. More than one-half (56%) of staff at R&R programs were people of color compared with 40% of staff in First 5 Commissions and 24% of the child care coordinators.

Linguistic Background

Survey participants were asked which language(s) they could speak, read and/or write fluently. As shown in Figure 7, virtually all staff (98%) reported being able to speak, read and/or write English and one-third (33%) reported being able to speak, read and/or write Spanish. Less than one percent of staff reported being able to speak, read and/or write a language besides English or Spanish. The workforce represented by the infrastructure organizations in this study was more linguistically diverse than center directors and teachers, but less linguistically diverse than assistants teachers, as described in the *California Early Care and Education Workforce Study: Licensed Child Care Center. Statewide 2006* (Whitebook et al., 2006a) and shown in Figure 8.

Figure 5. Ethnic distribution of the Workforce in Three Types of Infrastructure Organizations, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 6. Ethnic Distribution of the Workforce in Three Types of Infrastructure Organizations, by Place of Employment

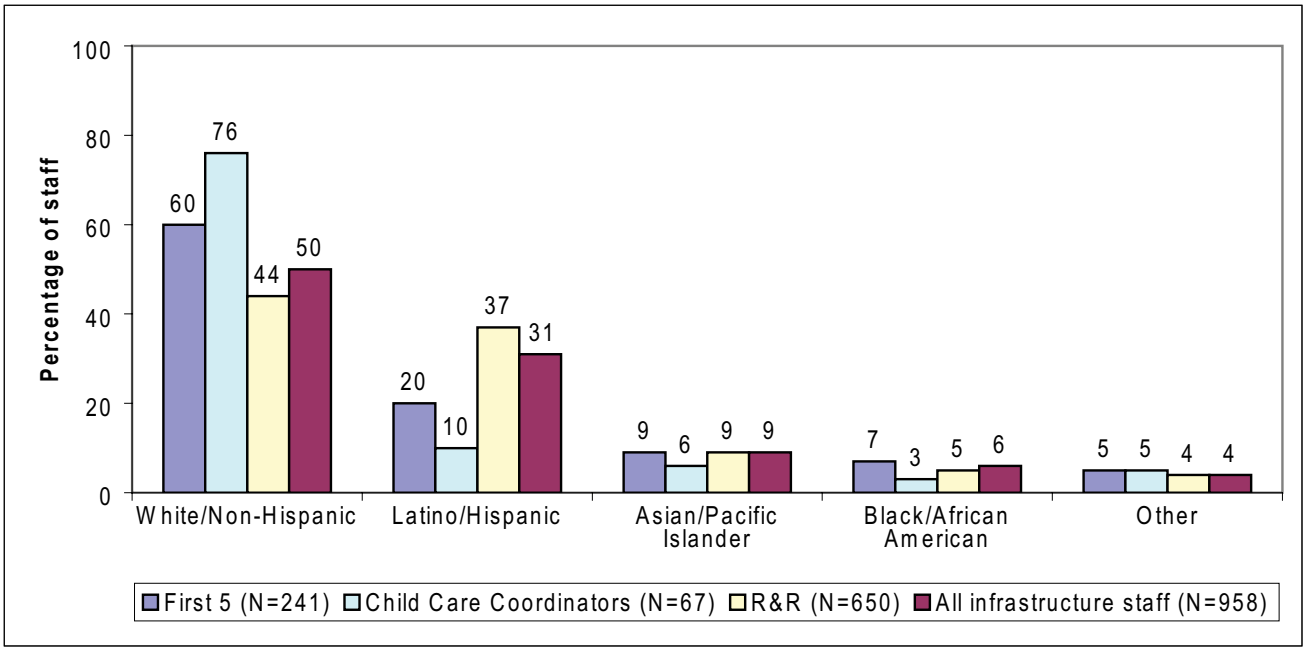
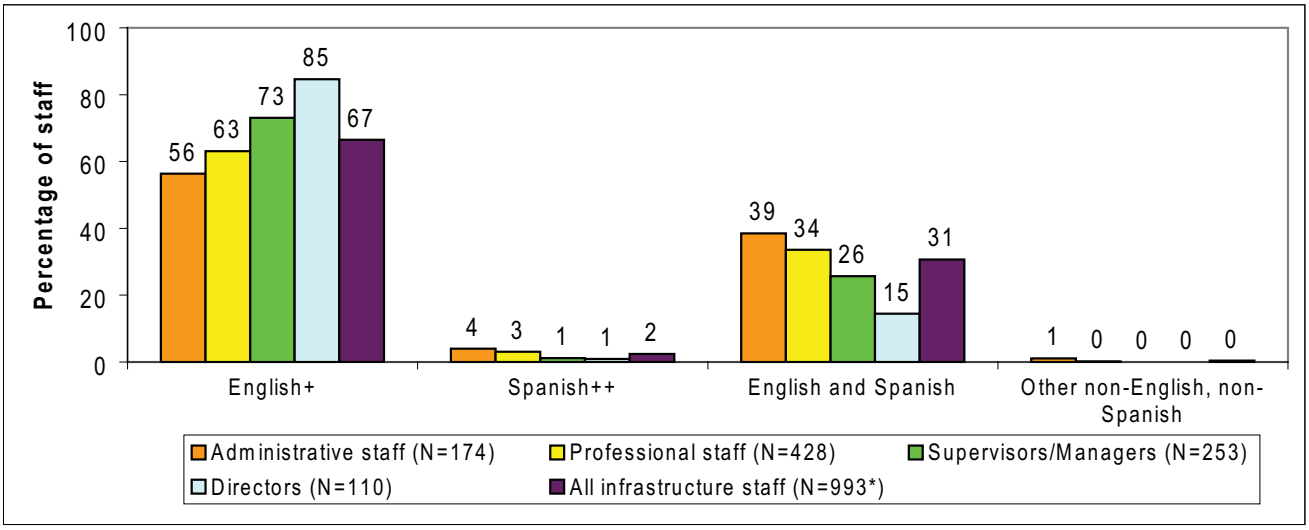
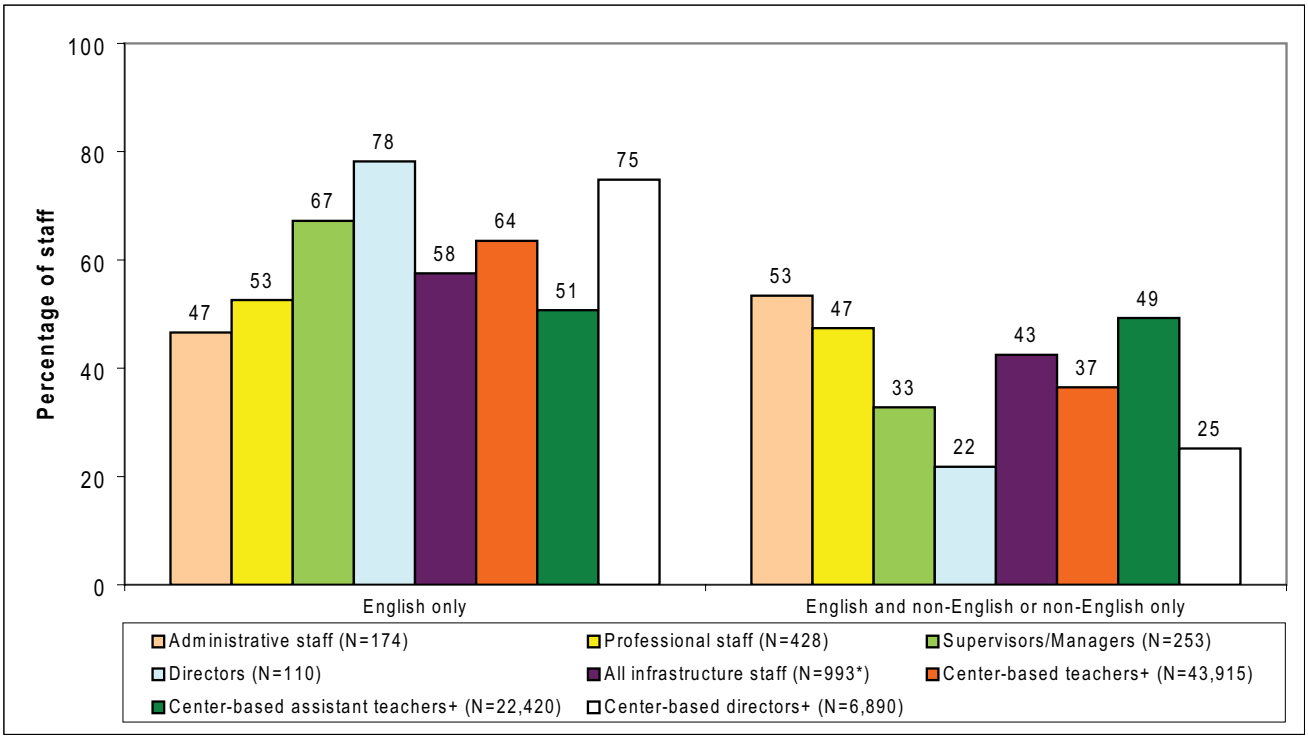


Figure 7. Language Distribution of the Workforce in Three Types of Infrastructure Organizations, by Job Level



+English and English/Other non-English language, non-Spanish language
++Spanish and Spanish/Other non-Spanish, non-English language
*N includes a small number of staff who reported “other” job level.

Figure 8. Language Distribution of the Workforce in Three Types of Infrastructure Organizations, Compared with Child Care Center-based Teaching Staff and Directors with the Capacity to Communicate in a Language Other Than English, by Job Level



+ Whitebook et al., (2006a).
*N includes a small number of staff who reported "other" job level.

Language capacity varied by job level as shown in Figure 8. Directors emerged as the least and administrative staff as the most linguistically diverse group. About one-fifth of directors (22%), 33% of supervisors/managers, 47% of professional staff and 53% of administrative staff had the capacity to speak, read and/or write a non-English language. This language capacity pattern reflects a similar stratification by job found among the early care and education center-based workforce. Center-based Directors were the least linguistically diverse, followed by teachers who were less linguistically diverse than assistant teachers.

Linguistic capacity of the workforce varied by the type of infrastructure organization. More than one-third of the R&R staff (38%) reported being able to speak Spanish, compared to about one-quarter of First 5 staff (26%) and 10% of child care coordinators and their staff.

Professional Background, Experience, and Compensation

Because the workforce in early care and education infrastructure organizations has seldom been the focus of research, many questions about the professional background of its members have been unanswered. For example, to what extent is this workforce comprised of people with direct experience working with young children in center- and/or home-based early care and education settings? Are members of this workforce "passing through" the field or does their tenure reflect years of investment in programs related to young children and families? To explore these questions for the workforce in the three infrastructure organizations in this study, we asked participants about their tenure in their current position and organization, their job history in the field, and their experience providing direct services to children birth to five in an early care and education setting.

Tenure in the organization workplace and current position. The infrastructure organizations represented in this study appear to have a relatively stable workforce and provide internal job opportunities for their employees. Survey participants were asked when they began working at their current organization and when they began working in their current position. As shown in Table 6, infrastructure staff reported longer job tenure than center-based teaching staff who work directly with children. In 2005, 61% of teachers and 71% of assistant teachers had been employed at their centers for five years or less (Whitebook et al., 2006a), whereas less than half of the workforce (46%) employed in infrastructure organizations participating in this study had been working at their organizations for five years or less. Almost one-third (30%) of the workforce in the infrastructure organizations had been at their organization for six to ten years, and nearly one-quarter (24%) had been working in their organization for 11 or more years.

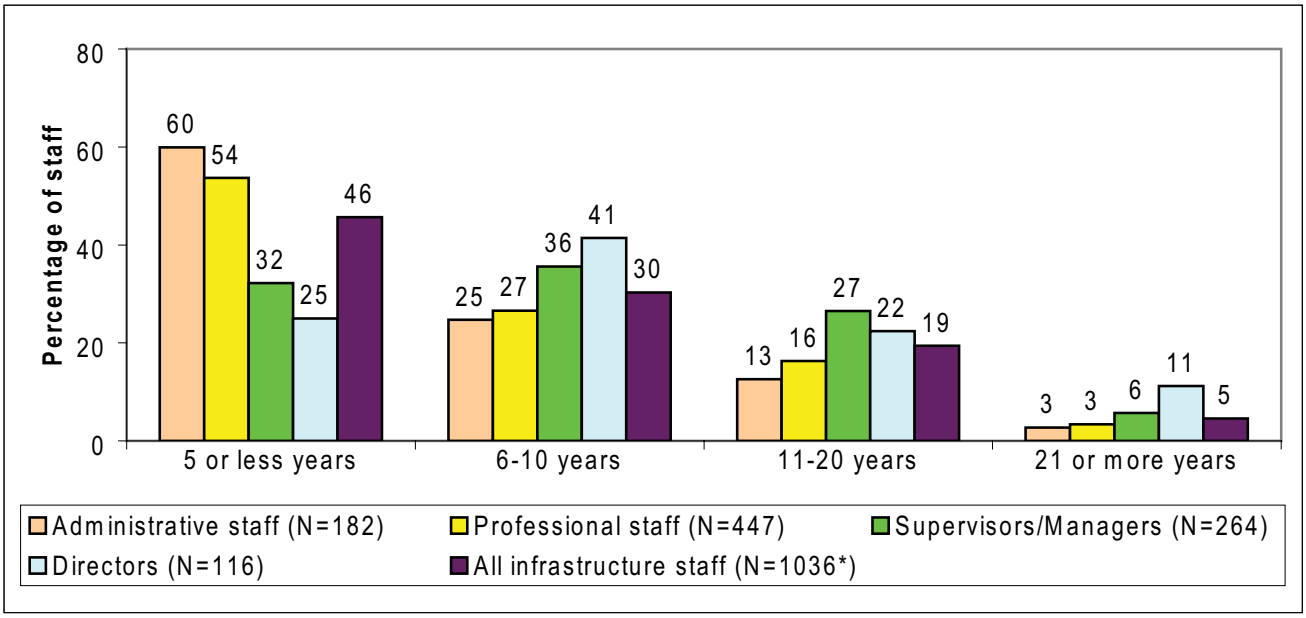
Among those working in infrastructure organization, tenure varied by job level. More than one-half of administrative and professional staff have been at their place of employment for five years or less compared with one-third of supervisors/managers and one-quarter of directors. Less than one-fifth of professional and administrative staff have been employed at their current work place for 11 or more years compared with one-third of staff at all other job levels (see Figure 9).

Table 6. Percentage of the Workforce in Three Types of Infrastructure Organizations with Different Rates of Tenure at Place of Employment Compared with Child Care Center-based Teaching Staff and Directors

	5 or less years	*6-10 years*	*11-20 years*	*21 or more years*	*N*
All infrastructure staff	46	30	19	5	1,036
Center-based teacher+	61				43,915
Center-based assistant teachers+	71				22,420
Center-based directors+	42				6,890

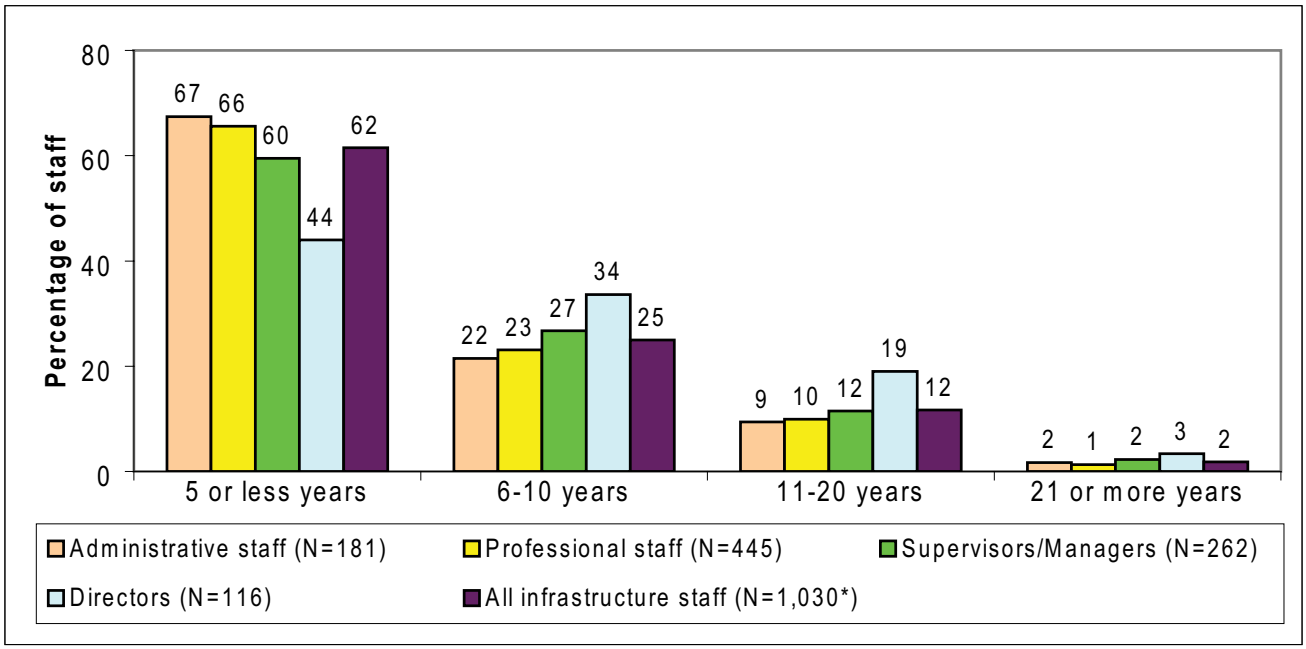
+Whitebook et al., (2006a)

Figure 9. Percentage of the Workforce in Three Types of Infrastructure Organizations with Different Rates of Tenure at Place of Employment, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 10. Percentage of the Workforce in Three Types of Infrastructure Organizations with Different Rates of Tenure in their Current Position, by Job Level



*N includes a small number of staff who reported "other" job level.

As shown in Figure 10, across positions, a higher percentage of the workforce in the infrastructure organizations in the sample reported being in their current position (versus employed in the organization) for five years or less. Although we did not ask survey participants about opportunities for advancement within their organizations, this finding suggests there is some mobility within the organizations, particularly for administrative and professional staff. In future studies, the issue of opportunity for advancement within infrastructure organizations could be explored more directly.

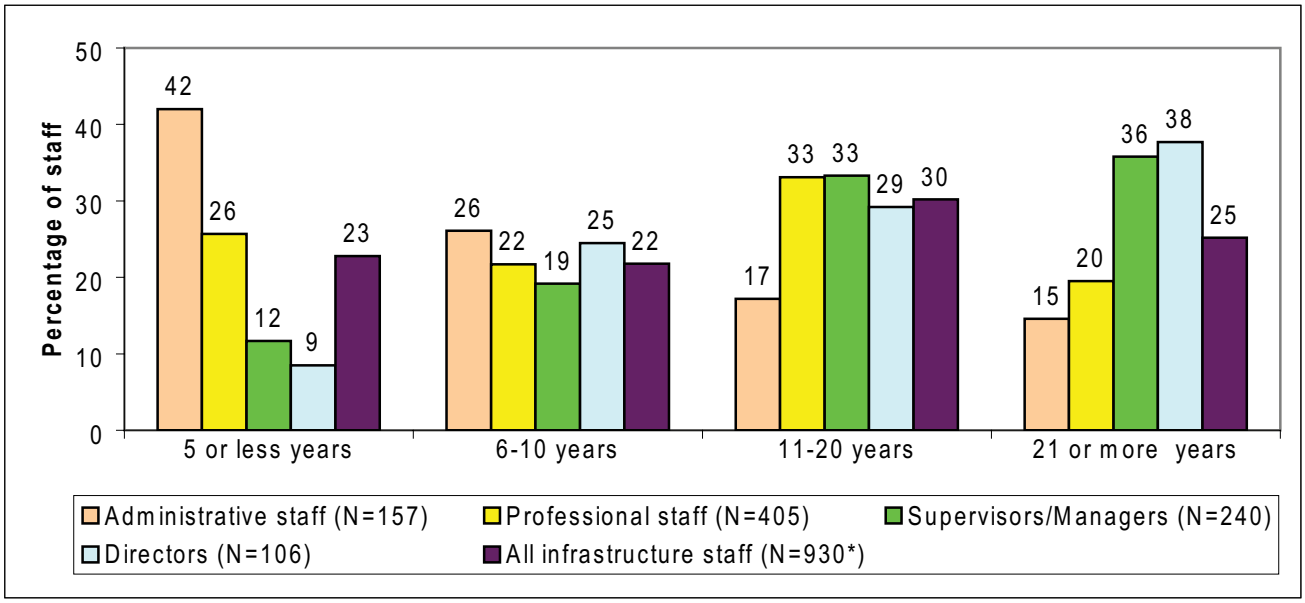
Tenure in the field. Slightly more than three-quarters (77%) of the workforce in the infrastructure organizations in this study reported working in the early care and education field for more than five years. Among various job positions, supervisors/managers and directors were the most stable group of employees followed by professional and administrative staff (see Figure 11). Approximately three-quarters of professional staff have worked in the early care and education field more than five years ago compared with 58% of administrative staff.

Job history in the ECE field. To ascertain more about this segment of the early care and education workforce's professional background, we asked survey participants to describe their job history by indicating whether they had worked continuously in the field, moved in and out of early childhood related jobs, worked mostly in other social service fields or worked mostly in other fields. As shown in Figure 12, 43% worked consistently in the ECE field and 23% worked mostly in other social service fields. Only 18% reported working mostly outside of early childhood and 14% reported working in and out of the ECE field.

Less than half of survey participants reported working consistently in the ECE field, but the distribution of job history varied somewhat by job level. A higher proportion of administrative staff (32%) reported working mostly outside of ECE compared with infrastructure staff at other job levels. A higher proportion of directors worked mostly in other social service fields (33%) compared with other infrastructure staff (see Figure 12).

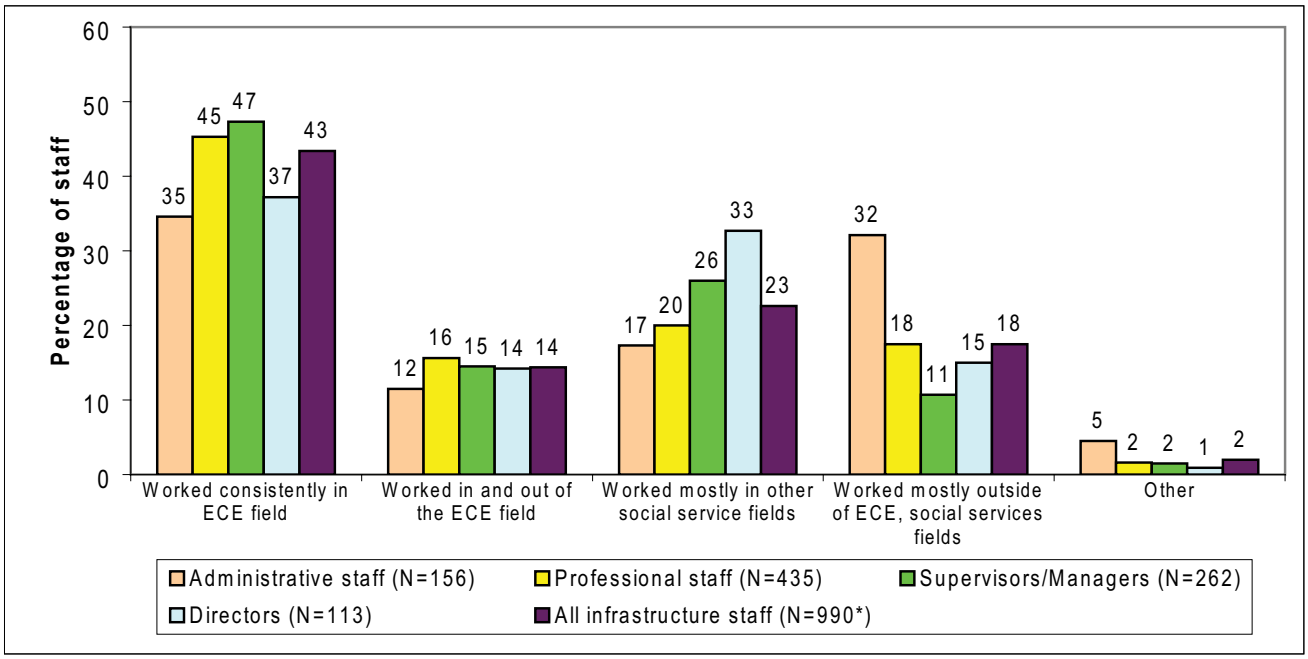
Employment providing direct services to young children. Many members of the workforce employed in the infrastructure organizations represented in this study had experience working directly with young children, often for many years. To further explore job history, we asked survey respondents whether as an adult, they had ever worked for pay providing direct services to children birth to five in an early care and education setting. One-half (51%) reported having done so. Experience working directly with young chil-

Figure 11. Percentage of the Workforce in Three Types of Infrastructure Organizations with Different Rates of Tenure in the Early Care and Education Field, by Job Level



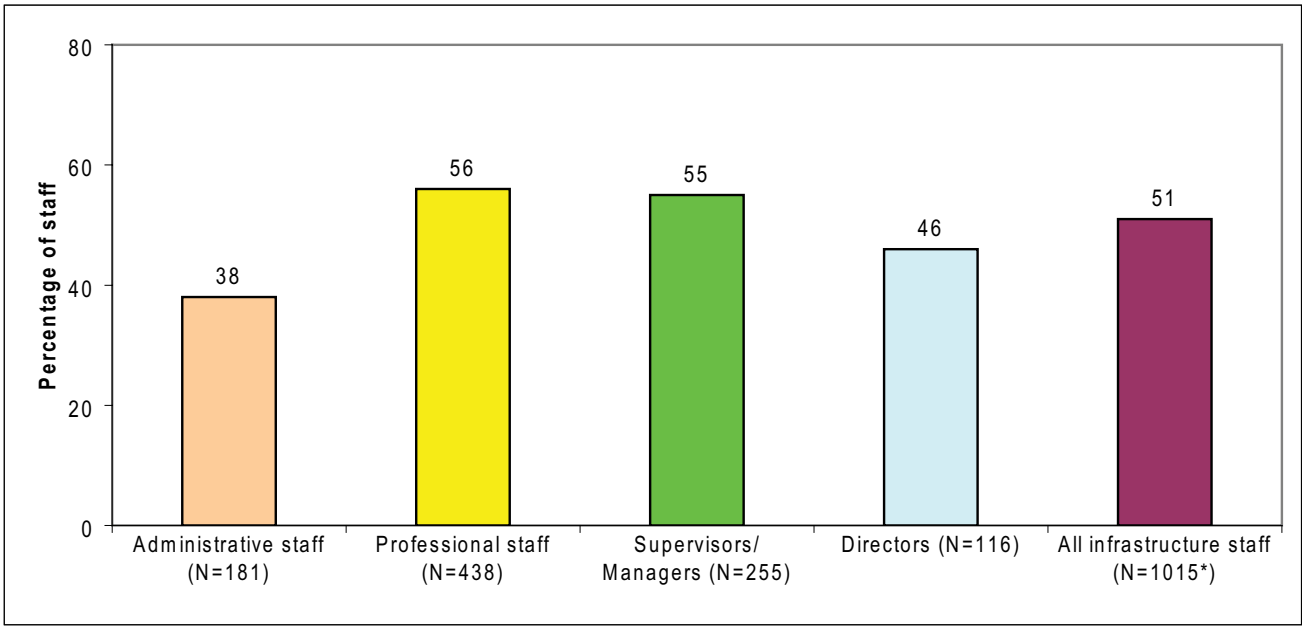
*N includes a small number of staff who reported "other" job level.

Figure 12. Percentage of the Workforce in Three Types of Infrastructure Organizations Who Worked In and Out of the ECE Field, by Job Level



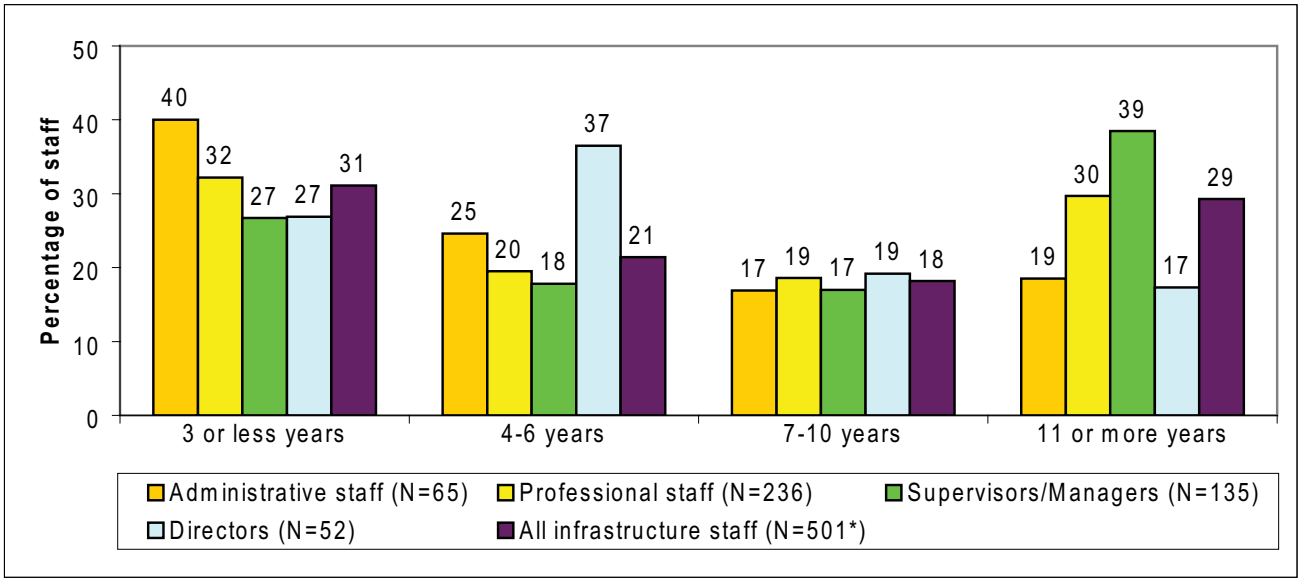
*N includes a small number of staff who reported "other" job level.

Figure 13. Percentage of the Workforce in Three Types of Infrastructure Organizations with a History of Working Directly with Young Children, by Job Level



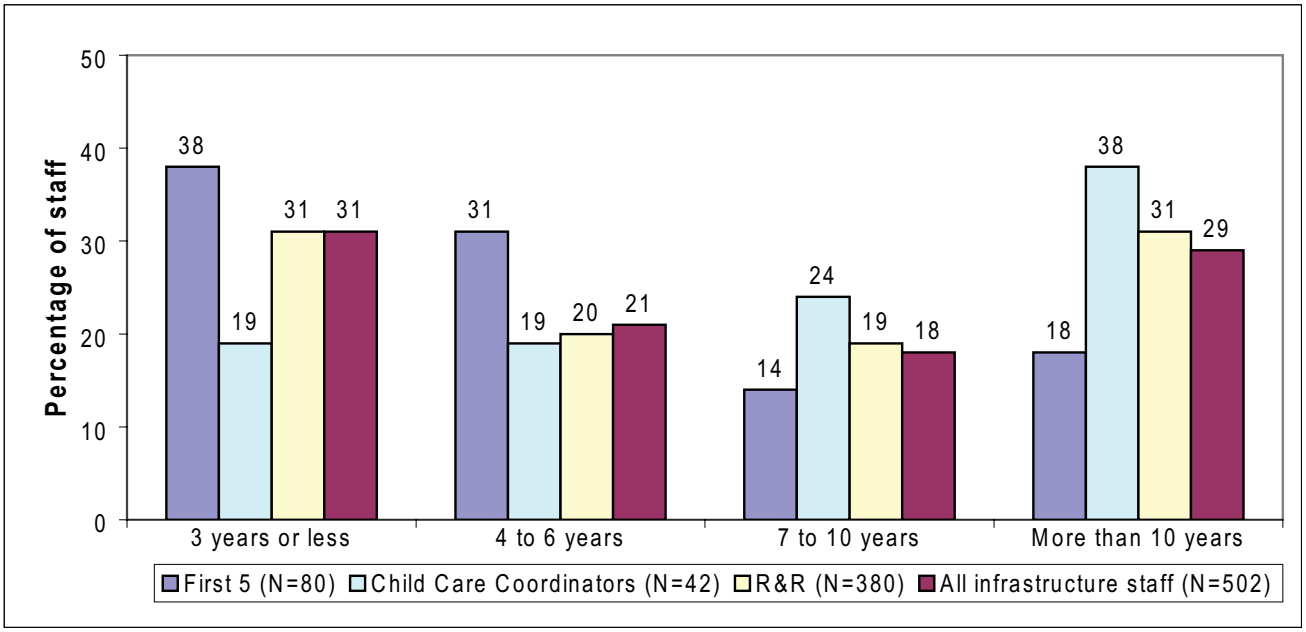
*N includes a small number of staff who reported "other" job level.

Figure 14. Percentage of the Workforce in Three Types of Infrastructure Organizations with Different Rates of Tenure Providing Direct Services to Young Children, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 15. Percentage of the Workforce in Three Types of Infrastructure Organizations with Different Rates of Tenure Providing Direct Services to Young Children, by Place of Employment



dren in an early care and education setting varied by job level, with those in administrative, technical and program support positions being less likely to have done so (see Figure 13). Experience working directly with young children in an early childhood setting varied by type of organization. Child care coordinators (62%) and R&R staff (58%) were more likely to report having worked directly with young children compared to staff in First 5 commissions (32%).

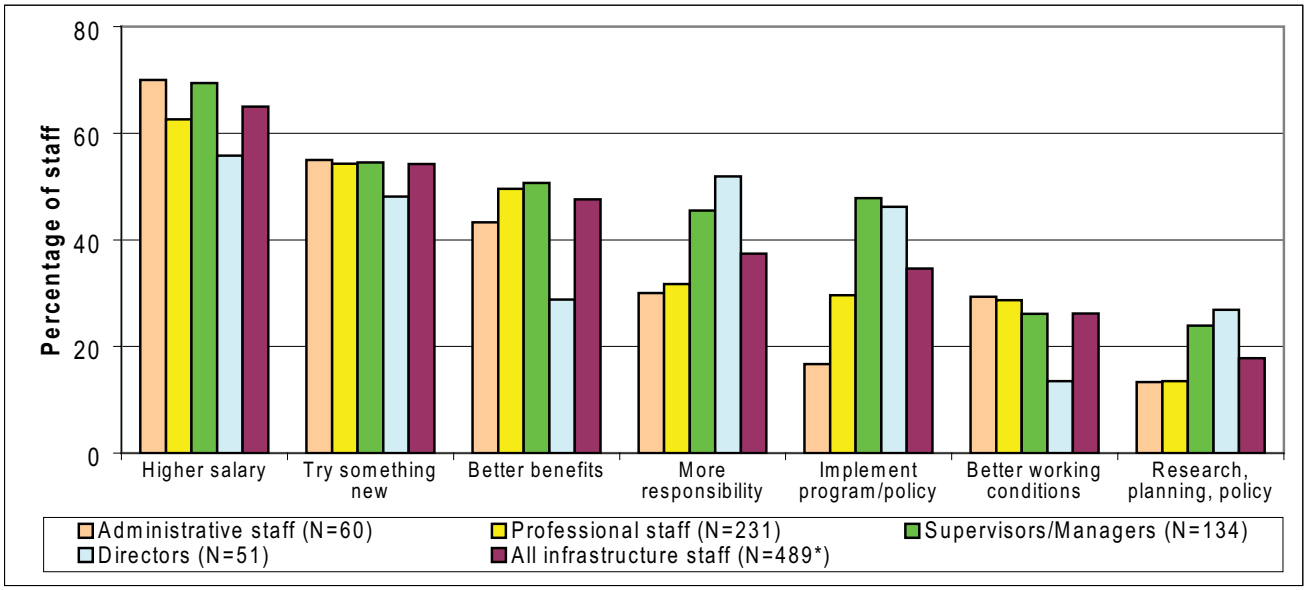
About one-half of all staff who had worked directly with young children reported having done so for seven or more years (see Figure 14). This distribution varied somewhat by job level with administrative staff most likely to report providing direct services for young children for six or less years. Across organizations, a higher proportion of those employed as child care coordinators reported providing direct services for young children for 11 or more years compared with respondents employed in First 5 commissions and R&R programs (see Figure 15).

Survey respondents who reported working with young children in an early care and education setting were asked to provide reasons why they stopped doing so. As shown in Figure 16, the most common reason, reported by about two-thirds of respondents, related to the ability to earn higher salaries. About one-half of staff reported wanting to try something new or the opportunity for better benefits as reasons they had stopped working directly with young children. One-third mentioned the opportunity for more job responsibility or the opportunity to develop or implement programs or projects, and one quarter mentioned the opportunity for better working conditions as the reason they had stopped working directly with young children.

The reasons staff stopped working directly for young children varied by job level. Directors were less likely to identify a 'higher salary' and more likely to cite 'more responsibility' as reasons for no longer providing direct services to young children. A smaller proportion of directors cited better benefits or working conditions compared with staff with less responsibility. A higher proportion of directors and supervisors/managers cited the opportunity to develop or implement programs and policies or the opportunity to participate in ECE research, planning or policy compared with administrative and professional staff.

Compensation. The workforce in infrastructure organizations participating in this study earns higher salaries than do those teaching in early care and education centers. We asked survey respondents to provide us information about their current annual salary or hourly

Figure 16. Reasons the Workforce in Three Types of Infrastructure Organizations Stopped Working Directly with Young Children, by Job Level



*N includes a small number of staff who reported "other" job level.

wage. Table 7 provides average hourly wages paid to all infrastructure staff as well as hourly wages by job level. The average hourly wage reported by staff was $25.64, which translates to an annual salary of $53,290 based on a 40 hour work week (4.33 weeks per month; 12 months per year).

The California Early Care and Education Workforce Study: Licensed Child Care Centers, Statewide 2006 (Whitebook et al., 2006a) reported average hourly wages per center for highest- and lowest-paid center-based teachers with a BA or higher degree and the highest-paid center-based assistant teachers. As shown in Table 8, staff with a BA or higher degree working in the infrastructure organizations in this study, at all job levels, earned more, on average, than the highest paid teachers and assistants working directly with children. Average earnings for directors of infrastructure organizations with a BA or higher degree were $24.69 per hour more than the highest paid teachers with a BA or higher degree (or $51,316 more per year). Administrative, technical and support staff with a BA or higher degree earned less per hour than staff in their organizations with more responsibility, but earned $3.58 per hour more than the highest paid teachers with a BA or higher degree, $6.29 per hour more than the lowest-paid teachers with a BA or higher degree, and $10.57 per hour more than the highest paid assistant teachers. This represents an annual salary difference ranging from $7,441 to $21,969 for those working directly with young children compared to those working in infrastructure organizations.

As seen in Table 7, wages for staff in the infrastructure organizations varied considerably by job level. Administrative, technical and support staff we surveyed were paid less, on average, than staff at all other job levels. Directors earned more, on average, than staff with less responsibility. A comparison of average wages for directors ($42.01 per hour or $87,314 per year) and administrative staff ($19.02 per hour or $39,531 per year) results in an annual salary difference of $47,783.

Wages also varied across types of infrastructure organizations. Across all job levels, staff in First 5 commissions reported the highest hourly wage on average ($33.37) followed by the child care coordinators ($30.28) and the R&R staff ($22.40).

Table 7. Mean Hourly Wages Paid to the Workforce in Three Types of Infrastructure Organizations, by Job Level

	Mean hourly wage	*SE*	*Number of staff*
Administrative staff	$ 19.02	0.76	141
Professional staff	$ 22.13	0.51	387
Supervisors/Managers	$ 29.27	0.62	225
Directors	$ 42.01	1.43	94
All infrastructure staff+	$ 25.64	0.41	872

+ Includes infrastructure staff who did not provide job level information but did provide information on wages and a small number of staff who reported 'other' job level.

Table 8. Mean Hourly Wages Paid to the Workforce in Three Types of Infrastructure Organizations with BA or Higher Degrees, By Job Level and Compared to Child Care Center-Based Teaching Staff

	Mean hourly wage	*SE*	*Number of staff +++*
All assistant teachers, highest wage, statewide++	$ 11.29	0.8	4,758 centers
Teachers with BA or higher degree, lowest wage, statewide++	$ 15.57	0.2	3,754 centers
Teachers with BA or higher degree, highest wage, statewide++	$ 18.28	2.5	3,700 centers
Administrative staff	$ 21.86	1.4	47
Professional staff	$ 23.96	0.7	249
Supervisors/managers	$ 30.11	0.6	183
Directors	$ 42.97	1.5	85
All infrastructure staff+	$ 28.61	0.5	573

+ Includes infrastructure staff who did not provide job level information but did provide information on wages and educational attainment. Includes a small number of infrastructure staff who reported 'other' job level.
++ Whitebook et al., (2006a). Mean hourly wages per center have been adjusted for cost of living increases between 2005 when data were collected, and 2009, Bureau of Labor and Statistics (n.d.).
+++ Mean wage data for infrastructure staff were for each staff person. Data for center-based teachers and assistants were collected by center.

What job functions does the workforce in three California early childhood infrastructure organizations perform?

While the level of skill needed to work directly with children and families in homes and centers is consistently underestimated by the public, most people carry a mental picture of the job of caring for and educating children each day. But a picture of the job functions performed by those working in infrastructure organizations does not readily come to mind, even among those working in the field itself. The relatively recent emergence of the infrastructure organizations participating in this study, and the variations in mission across organizations, poses challenges in describing what individuals performing these jobs are expected to know and be able to do. However, in order to understand the professional development and educational needs of this influential and growing segment of the early childhood field, developing a vocabulary for discussing competencies for this portion of the workforce is necessary.

Here we begin to describe categories of job functions performed by the survey respondents working at First 5 commissions, R&R programs and as child care coordinators. It is our hope that this information will begin to form a picture of the variety of skills and knowledge needed to work in these organizations and can inform efforts to develop and implement appropriate preparation and ongoing professional development for those seeking and filling these jobs.

To acquire a rudimentary picture of the job functions and responsibilities of infrastructure staff, we asked survey participants whether they performed any of the following duties as part of their job:

> *Client services to parents, providers, and organizations:* child care referrals, training, responding to questions, case management, administering provider subsidies, and/or site visits
>
> *Early care and education research, planning, and policy development:* coordinating Local Planning Councils, performing needs assessments, conducting research and data collection, participating in professional and community meetings, and/or providing information and services to government agencies, business, media etc.
>
> *Administrative tasks:* accounting, managing budgets, grants, and contracts, human resources, clerical assistance, managing databases, providing computer support, marketing, and/or overall agency management

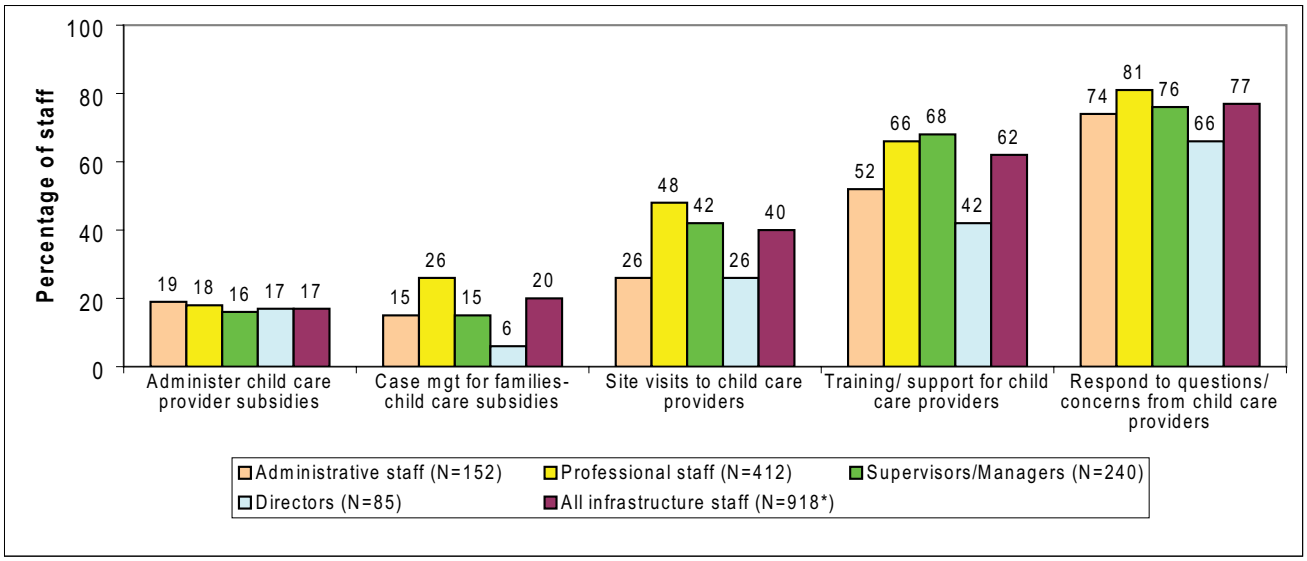
The vast majority of the workforce in the infrastructure organizations perform duties related to all three general areas. This is particularly true for child care coordinators who often function without direct co-workers and staff. Overall, 87% of those surveyed reported providing direct client services, 71% reported engaging in tasks related to early care and education research, policy and planning, and 68% reported performing some administrative or management functions. Specific tasks within the three general areas varied, as would be expected, by job level and organization. Below we examine each of the three general areas of job function more closely, describing differences among job levels and across organizations for each.

Duties Related to Direct Client Services

Nearly nine out of 10 survey respondents reported providing some direct client services, either to families, organizations or early care and education providers. As shown in Figures 17 and 18, these job functions varied by job level, with some direct client responsibilities being performed by a small proportion of staff while others were performed by the majority. For example, substantially more than half of all staff, regardless of job level, reported that part of their job included responding to questions and concerns from families and from child care providers. However, while more than half of supervisors/managers and directors provided training and support for organizations, only 27% of administrative staff reported providing training and support for organizations. About one-half of administrative and professional staff and one-third of supervisors/managers reported child care referrals and counseling to be part of their job responsibilities, but only 13% of directors did so.

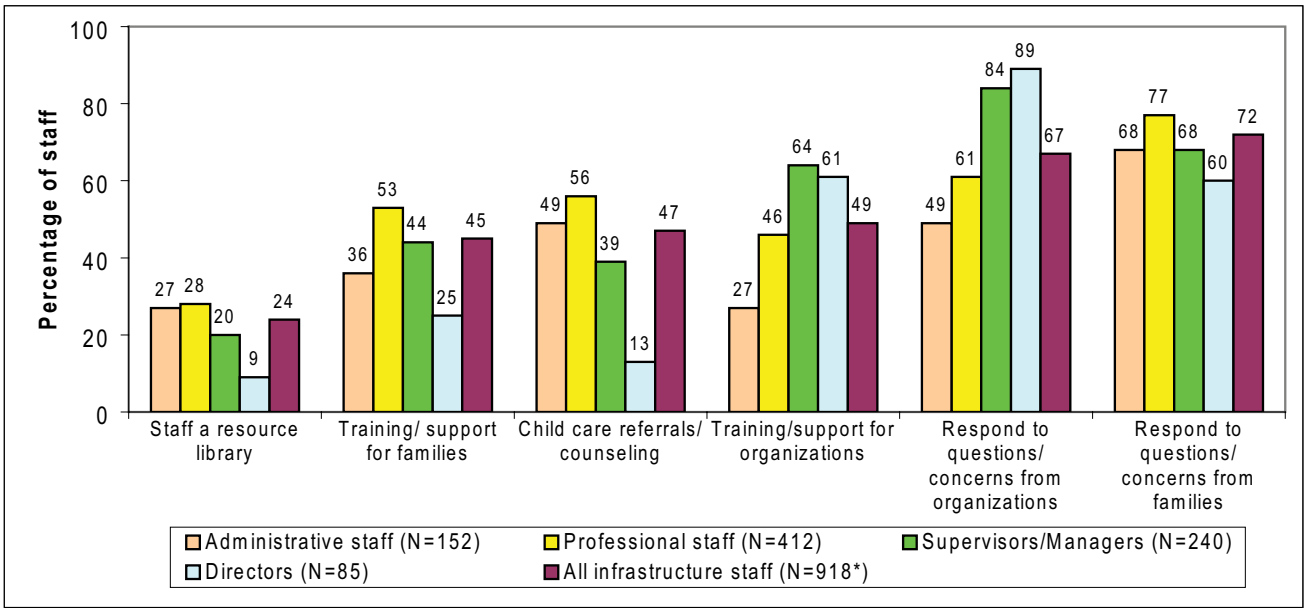
Less than 20% of staff across all job levels administered child care provider subsidies as shown in Figure 17. As described below, this function varied by orga-

Figure 17. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Direct Client Services for Child Care Providers, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 18. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Direct Client Services for Families and Organizations, by Job Level



*N includes a small number of staff who reported "other" job level.

nization as well, reflecting in large part differences in structure across the types of organizations. (See the methodology section for a discussion of organizations providing subsidies to families that are not included in this study. Additional research is needed on these and other important infrastructure organizations).

Staff responsibilities also varied by place of employment, in part a reflection of the goals, structure and purpose of the organizations and programs. Overall, a greater percentage of R&R staff reported providing direct services to families than did First 5 staff or child care coordinators, while a greater percentage of staff from the latter two organizations reported providing services to other organizations in the community (see Figures 19 and 20). R&R staff and child care coordinators were more likely to report providing direct services to child care providers than First 5 staff.

Duties Related to Policy, Planning, and Research

Nearly three-quarters (71%) of survey respondents reported performing job duties related to research, policy and planning. With the exception of research and data collection duties which were similarly distributed across jobs levels, performance of various research, policy and planning functions varied by job level with those in supervisory/management and director roles more likely to report duties in these areas. For example, attendance at community ECE-related meetings varied by job level (see Figure 21). The percentage of staff whose job duties included ECE-related policy development, informing the public about ECE-related activities, and ECE-related advocacy all increased with increased levels of job responsibility (see Figure 22).While more than one-half of supervisors/managers (62%) and directors (69%) reported that their job involved sharing ECE-related information with the public, only 31% of administrative and 42% of professional staff did so.

Research, policy and planning duties also varied across organizations, in part a reflection of the goals, structure and purpose of the organizations and programs. A greater percentage of child care coordinators reported participating in all policy and planning tasks than did First 5 or R&R staff as shown in Figures 23 and 24.

Duties related to Administration and Management

The majority (86%) of the workforce responding to this survey, regardless of job level or organization, reported performing administrative duties. Those duties varied, as would be expected, by job level. While only about one-third of professional staff, supervisors/managers and directors reported providing administrative support to staff, three-quarters of administrative staff did so. Supervisors/managers and directors, instead, were more likely to report managing grants, contracts, budgets, or program management as part of their job. A higher proportion of directors also reported job responsibilities that included fund development, human resources, and agency management compared with infrastructure staff at other job levels (see Figures 25 and 26).

We found limited variation across organizations related to specific administration and management functions. As shown in Figures 27 and 28, a higher proportion of First 5 staff and child care coordinators reported managing grants, contracts and budgets, and programs as part of their job duties compared to staff working in R&R. These differences may reflect differences in organizational mission. For example, both First 5 commission and Local Planning Councils, which child care coordinators staff, typically oversee community programs and/or make grants to local organizations.

Figure 19. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Direct Client Services for Child Care Providers, by Place of Employment

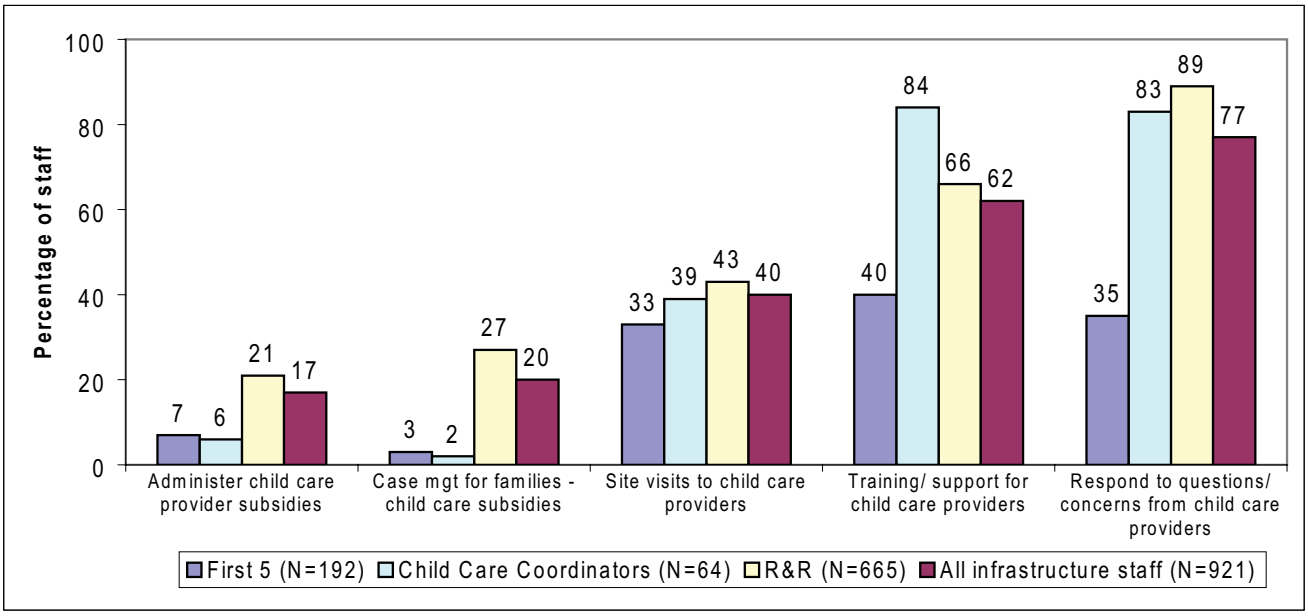


Figure 20. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Direct Client Services for Families and Organizations, by Place of Employment

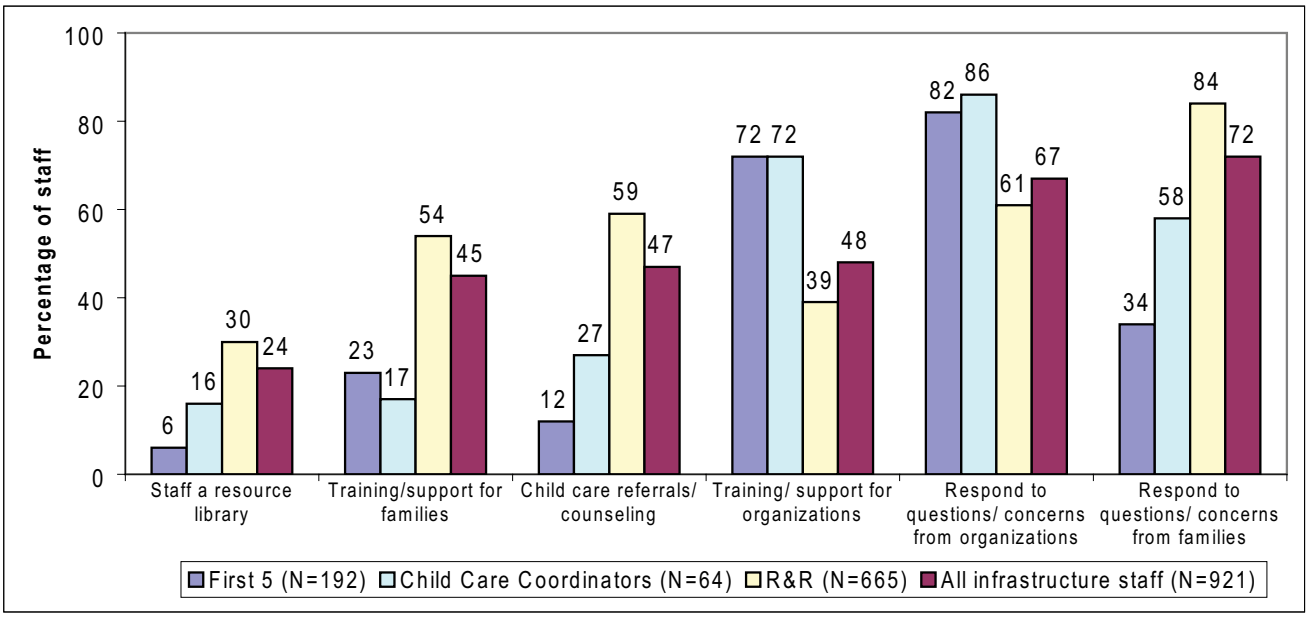
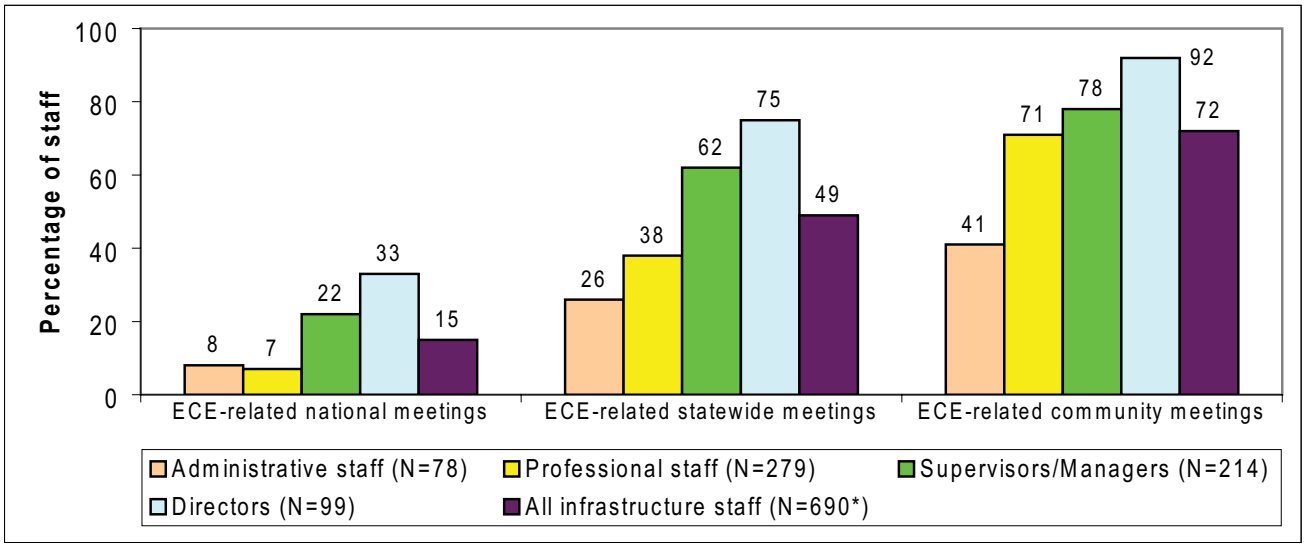
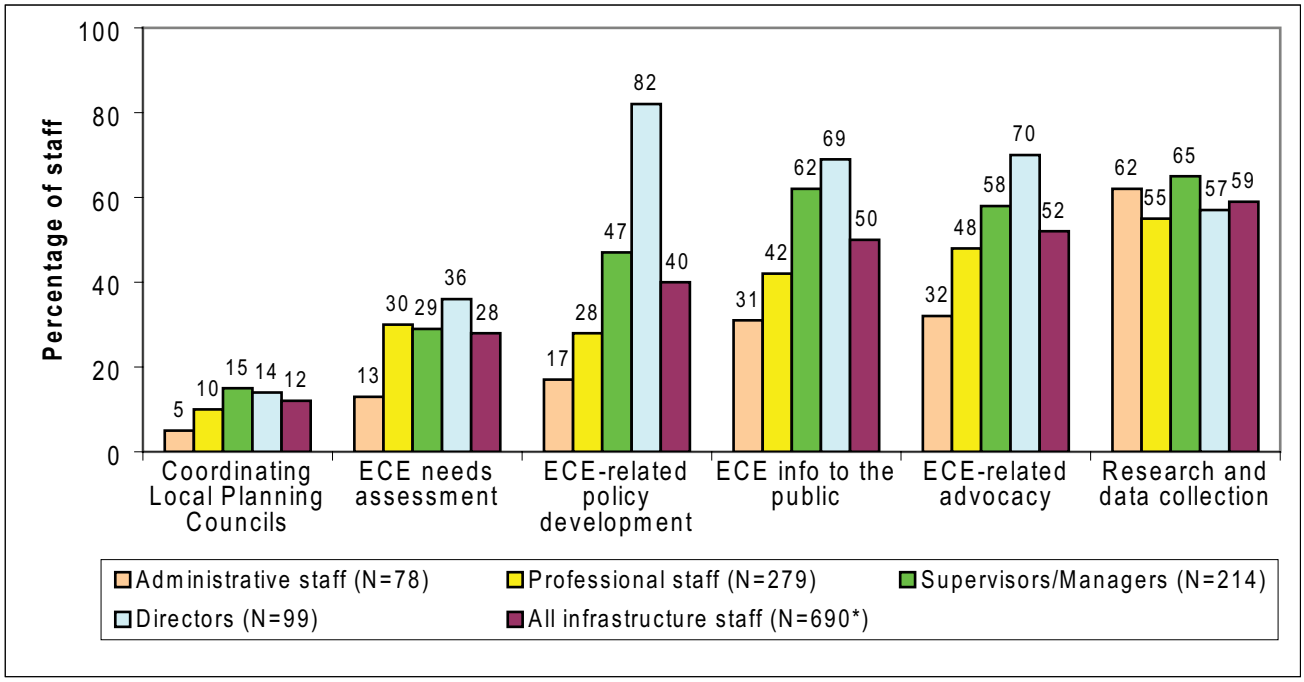


Figure 21. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Policy, Planning and Research: Attending Meetings, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 22. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Policy, Planning and Research: Policy and Planning, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 23. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Policy, Planning and Research: Attending Meetings, by Place of Employment

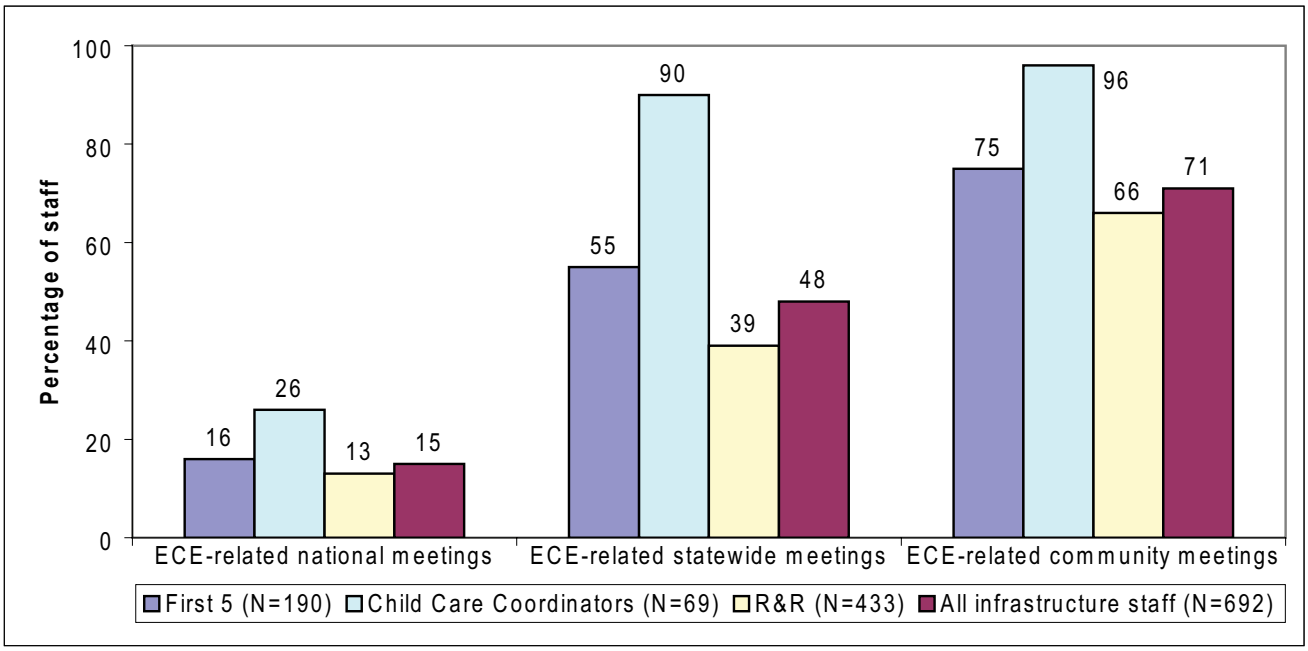


Figure 24. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Policy, Planning and Research, by Place of Employment

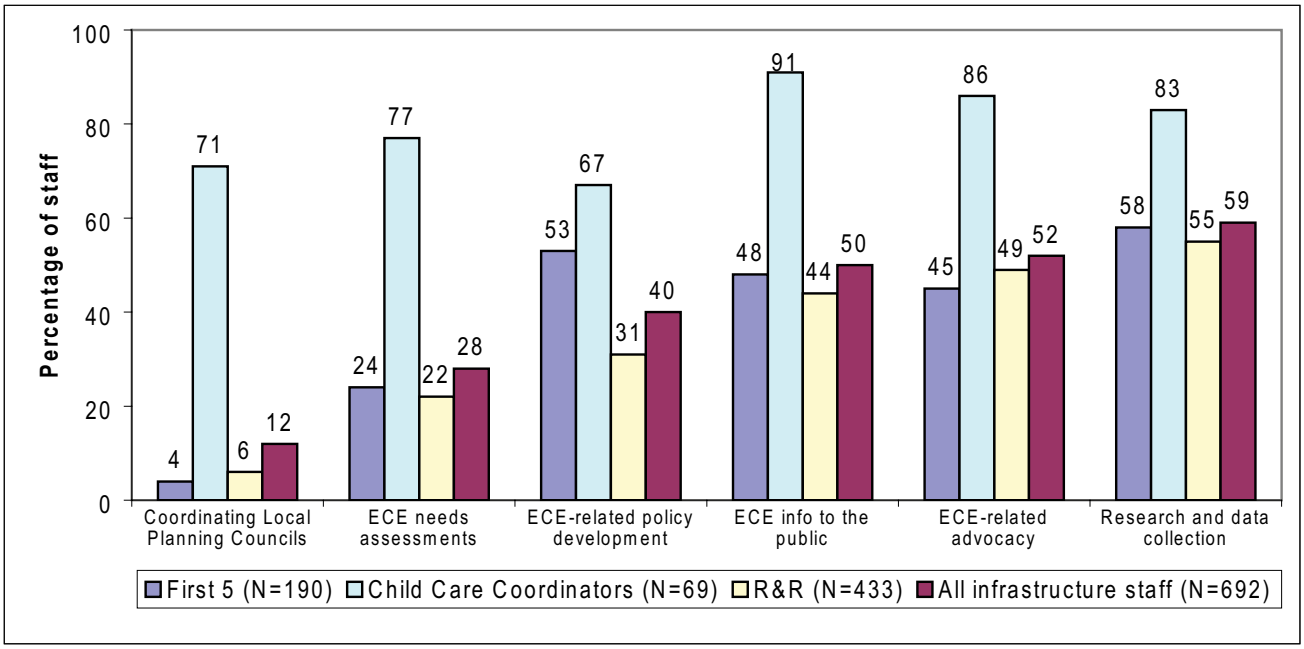
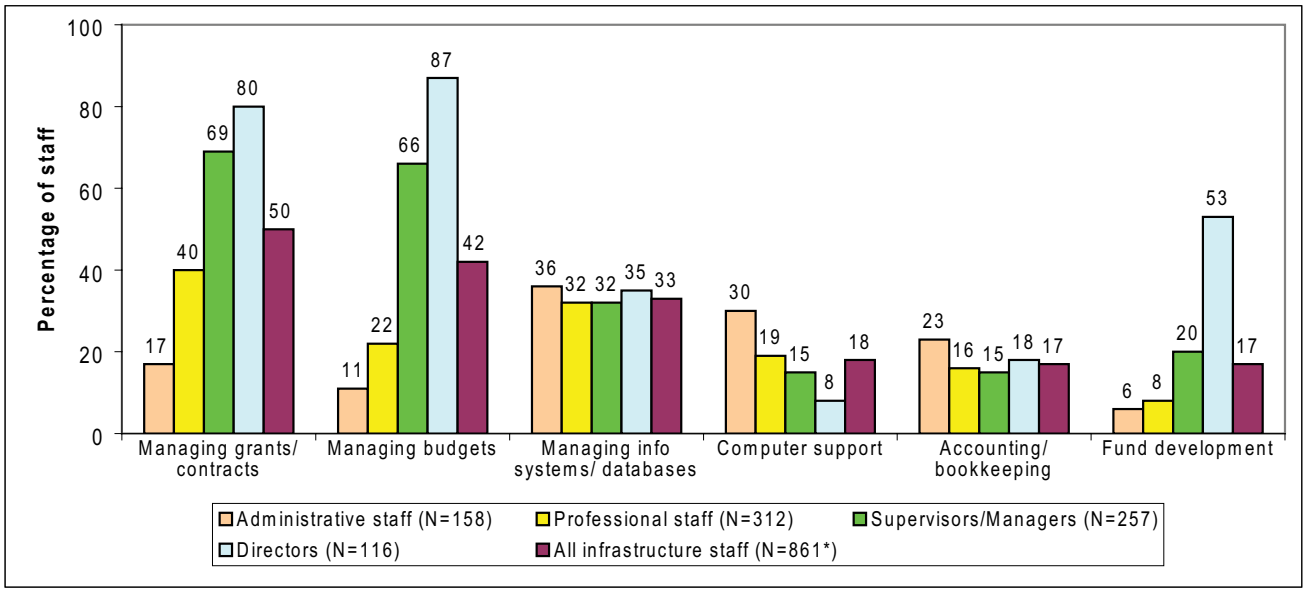
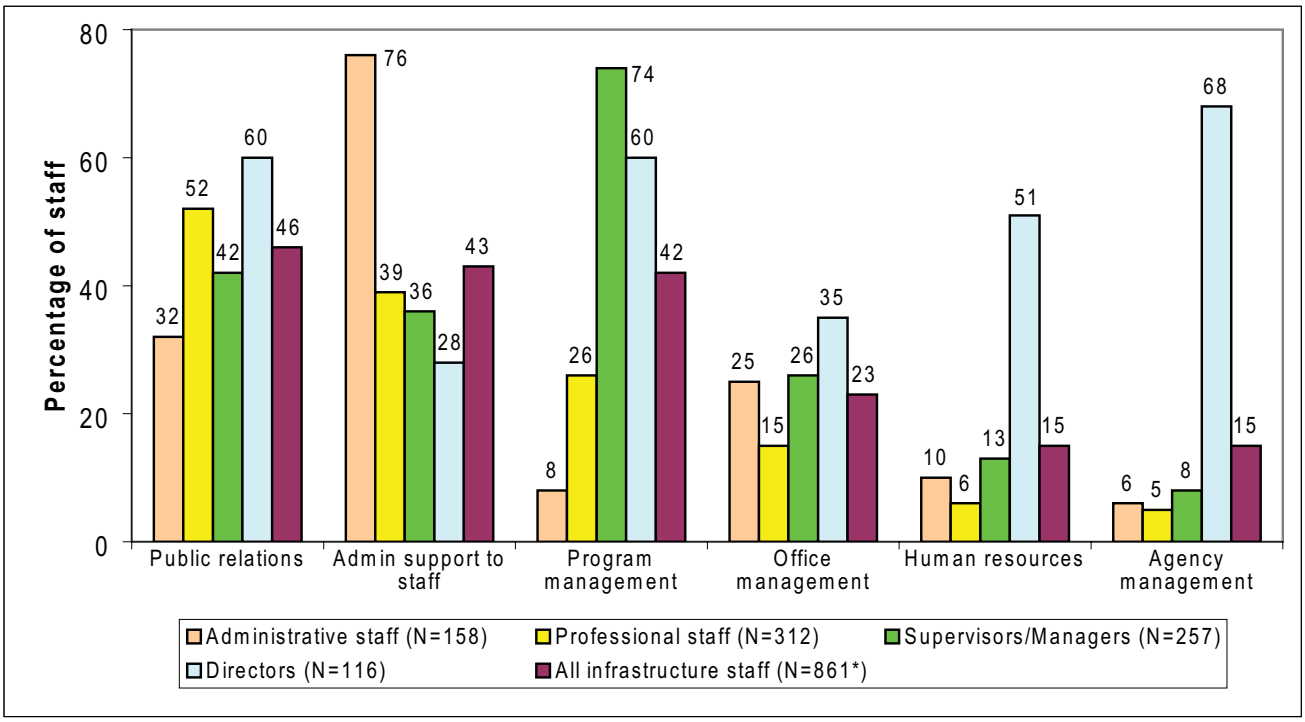


Figure 25. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Administration and Management: Fiscal and Computer, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 26. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Administration and Management: Management and Support, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 27. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Administration and Management: Fiscal and Computer, by Place of Employment

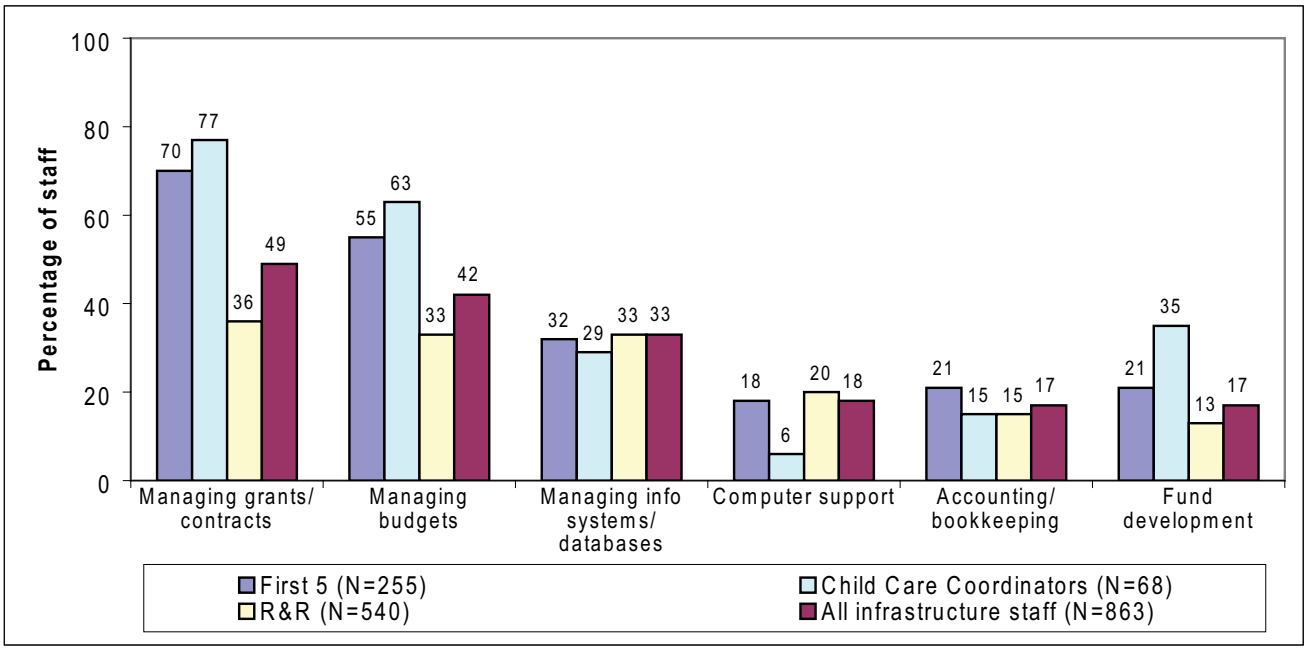
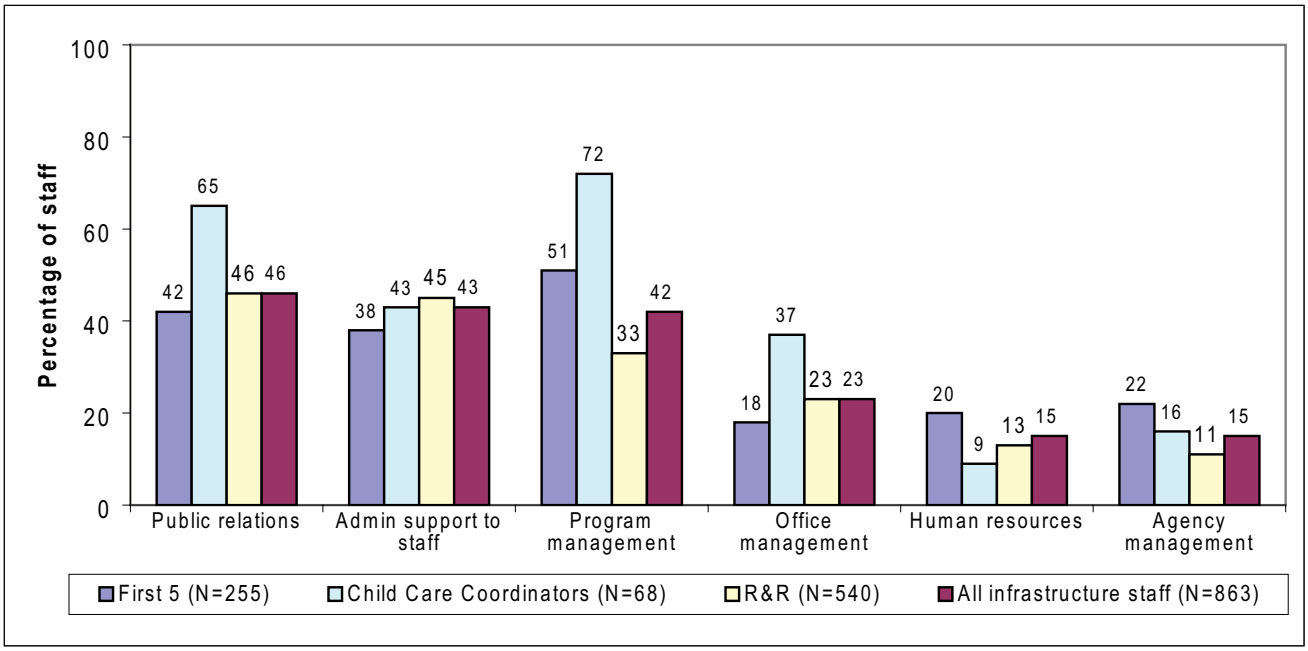


Figure 28. Job Responsibilities of the Workforce in Three Types of Infrastructure Organizations Related to Administration and Management: Management and Support, by Place of Employment



What is the level of educational attainment and early childhood development-related training among the workforce in three California early childhood infrastructure organizations?

Infrastructure organizations play a pivotal role in California's early childhood services through their provision of direct services to parents, providers and other organizations and their involvement in research, policy, and planning. As these organizations have developed across the state, there has been little attention to the necessary skills and knowledge needed for various job roles within these organizations, or to the professional preparation and development needs of this workforce. Here we begin by describing the educational backgrounds of those who participated in the study.

Overall Education

The infrastructure organizations represented in this study employ highly-educated staff. Nearly two-thirds (65%) of all staff participating in the study had completed a BA or higher degree (see Figure 29). Members of this predominately female workforce are much more likely to have completed a four-year or higher degree than the average adult female, age 25 years or older, in California (29%) or early childhood education center-based teachers working directly with young children (25%) (Whitebook et al., 2006a). Almost one-quarter (24%) of infrastructure staff in this study had completed a MA or higher degree. One-third of supervisors/managers (31%) and one-half (54%) of directors had completed a MA or higher degree.

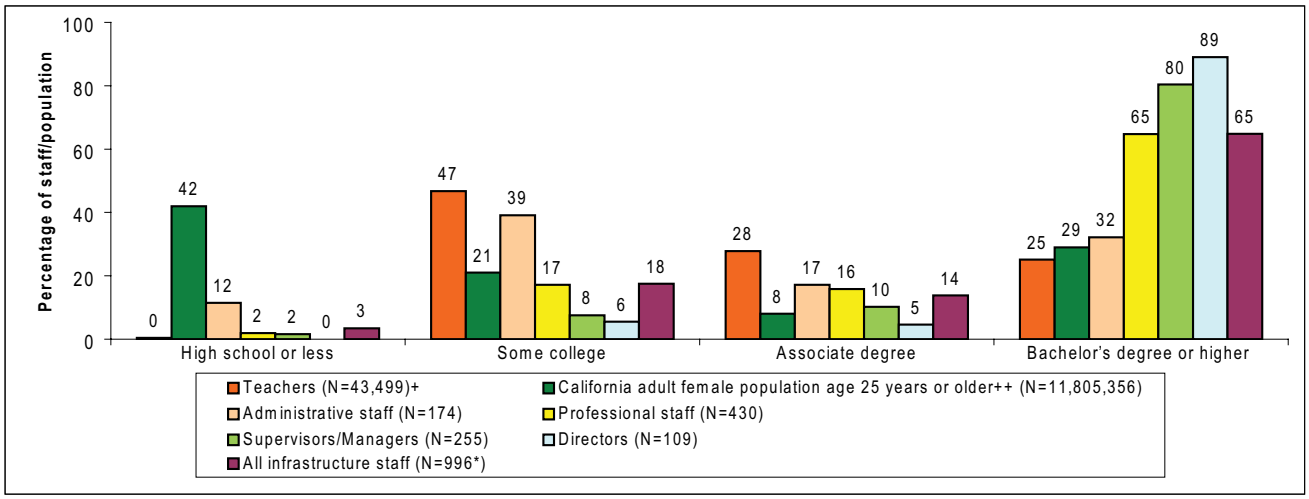
Educational attainment among staff working in the infrastructure organizations surveyed in this study varied somewhat across job levels. As shown in Figure 29, most professional staff (65%), and nearly all supervisors/managers (80%) and directors (89%) had completed a four-year degree compared to about one-third of administrative staff (32%).

Overall Educational Attainment, by Place of Employment. We found that the pattern identified for all surveyed infrastructure staff also applied within the three organizations in this study: infrastructure staff at all job levels were more likely than other adult women in California to have obtained at least a four-year degree (see Figure 30). The percentage of staff with a BA or higher, both across and within organizations was more than double the BA or higher degree attainment of adult females in the state. Staff in R&R programs were less likely to have completed a four-year degree and more likely to have completed a two-year degree than First 5 staff or child care coordinators.

Overall Educational Attainment, by Ethnicity and Language. The sector of California's early care and education workforce that in licensed centers and homes is significantly "stratified" by educational level and job title—that is, its ethnic and linguistic diversity is disproportionately concentrated in some areas of the field more than others (Whitebook et al., 2006a, 2006b). In both family child care homes and child care centers, diversity is stratified by educational level: the higher the educational level of a given group, the less ethnically and linguistically diverse it is. In child care centers, diversity is also stratified by job role, which is, in part, a reflection of one's level of education. These variations carry major implications for workforce development, higher education programming and student support, the composition of the field's leadership, and the ability of ECE programs to address the needs of California's diverse population of young children and families.

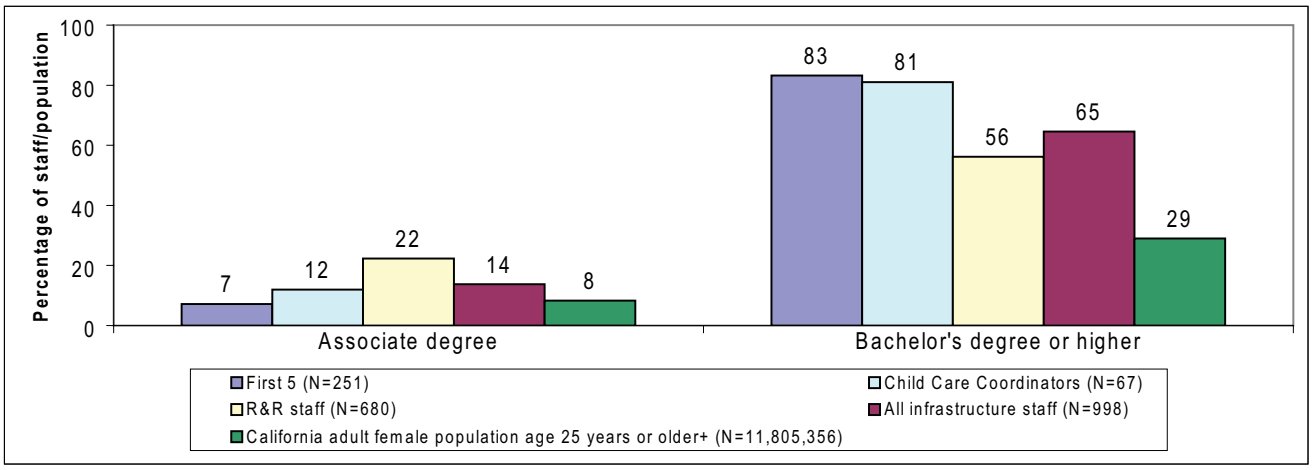
As mentioned earlier, the infrastructure organizations represented in this study employ an ethnically and linguistically diverse workforce. Across all ethnic groups, although educational attainment was relatively high, there was considerable variation with 70% of White, non-Hispanic, 53% of Latina, 68% of African American and 81% of Asian/Pacific Islander staff reporting they had completed a four-year degree or higher. Here we examine whether despite the high levels of educational attainment among this workforce, education was stratified by ethnicity. As shown in Figure 31, the ethnic distribution of the early childhood infrastructure workforce varied across levels of educational attainment. White, non-Hispanic staff comprised 51% of all surveyed staff and 65% of staff with a MA or higher degrees. Latinas comprised 31% of surveyed staff but only 12% of staff with a MA or higher degrees. Latina staff comprised almost one-half (45%) of infrastructure staff with no degree.

Figure 29. Educational Attainment of the Workforce in Three Types of Infrastructure Organizations Compared to the Child Care Center-based Teachers and the California Female Adult Population, by Job Level



+Whitebook et al., (2006a).
++ U.S. Census Bureau (2008c).
*N includes a small number of staff who reported "other" job level.

Figure 30. Percentage of the Workforce in Three Types of Infrastructure Organizations with a College Degree, Compared to California's Adult Female Population, by Place of Employment



+ U.S. Census Bureau (2008c).

We examined the percentage of infrastructure staff at different educational levels who had the capacity to read, speak, and/or write fluently in a language other than English. Across all educational levels, 43% of staff reported the ability to read, speak, and/or write fluently in a language other than English. The ability to communicate in a language other than English decreases with additional formal education. Respondents with no degree (50%) were somewhat more likely to speak a language other than English followed by staff with an Associate degree (44%), Bachelor's degree (44%) and Master's degree or higher (34%).

At each level of education, staff in R&R programs were the most likely to report the capacity to read, speak, and/or write fluently in a language other than English, followed by staff working at First 5 commissions who were more likely to have this linguistic capacity than were child care coordinators. For example, among staff that had completed a BA or higher degree 49% of those at R&R program reported the capacity to read, speak, and/or write fluently in a language other than English, compared to 39% of those employed as First 5 commissions and 9% of the child care coordinators.

Education and Training Related to Child Development and Early Childhood Education

Because the three types of infrastructure organizations participating in this study focus on services, training, policy and planning issues related to children in the first years of life, we were interested to know whether the staff had completed education with a focus on child development and early childhood education. We approached this issue by asking survey participants:

1. whether they had completed a two-year or four-year degree related to early childhood education or child development;
2. if they had completed a two-year or higher degree *not* in early childhood education, whether they had taken college courses related to early childhood education or child development;
3. if they had *not* completed a two- or four-year degree related to early childhood education, whether they had taken college courses related to early childhood education or child development; and
4. whether they had participated in any non-college credit training in early childhood education, child development or other areas related to their job regardless of education level or the focus of their degree.

Degrees related to early childhood education or child development. *The California Early Care and Education Workforce Study: Licensed Child Care Centers. Statewide 2006* (Whitebook et al., 2006a) reported that 64% of teachers with a BA or higher degree and 83% of teachers with an AA degree had obtained an early childhood-related degree. Only 23% of staff working in the three types of infrastructure organizations in this study reported that their degree was in early childhood education or child development. Those working in infrastructure organizations with a bachelor's or higher degree were more likely to have completed that degree in a field related to psychology, education or policy (BA: 43%; MA or higher degrees: 53%) than in early childhood education or child development. In contrast, staff with an AA degree were more likely to have completed that degree in early childhood education or child development (36%) or business, math, science or health (29%). This pattern also applied to degrees by job levels (see Figures 32 and 33).

Type of degree, however, varied by organization. A greater percentage of child care coordinators (27%) and R&R staff (28%) had obtained a degree with an early childhood focus than First 5 staff (9%). This is not surprising considering that First 5 Commissions are responsible for a broader range of early childhood issues, such as child health and early intervention (see Figure 34).

College credits related to early childhood education among infrastructure staff with non-ECE college degrees. We were interested in knowing the extent to which infrastructure staff with a non-ECE focused AA or higher degree had participated in specialized early childhood or child development-related education (ECE/CD). Nearly two-thirds (65%) of survey respondents, with a degree in a subject other than ECE/CD, had completed some college credits in ECE/CD (see Figure 35). Nineteen percent of staff reported earning between one and 11 credits and almost half (46%) reported receiving 12 credits or more. Professional staff and supervisors/managers were more likely to have at least one credit related to early childhood education compared with administrative staff and directors.

College credits related to early childhood education among infrastructure staff with no college degrees. Only one-fifth of infrastructure staff participating in this survey (21%) did not have a two-year degree or higher. Of these staff members, almost all (98%) had earned at least one college credit in early childhood education or child development. The highest percentage of staff without a two-year or higher degree filled administrative, technical and support roles within their programs. As shown in Figure 36, almost one-fifth (18%) of these staff had earned between one and 11 college credit in ECE or child development, one-fifth had earned between 12 and 23 college credits in ECE and 60% had earned 24 or more ECE credits. Seventy percent of professional staff and 68% of supervisors/managers without a college degree also had earned 24 or more college credits in early childhood education or child development.

Participation in non-college credit professional development. We asked survey respondents to indicate whether they had participated in any non-college credit training related to their jobs and to indicate whether the training focused on child development/ early childhood education or not. Overall, 75% of staff had participated in non-college credit training related to their jobs. ECE or child development was the most commonly reported training topic (62%), followed by training related to other areas of the job (51%), and training related to both ECE/child development and other areas related to their job (39%). Administrative staff were least likely to participate to participate in non-college credit training whether ECE-related or job-related (see Figure 37).

Survey respondents who participated in any non-college credit training related to early childhood education or child development were asked how many hours of training they had received in the last 12 months. Slightly more than three-quarters of respondents who had participated in training (76%) received at least one hour of early childhood-related non-college credit training in the last 12 months (see Figure 38).

Figure 31. Ethnic Distribution of the Workforce in Three Types of Infrastructure Organizations, by Educational Attainment

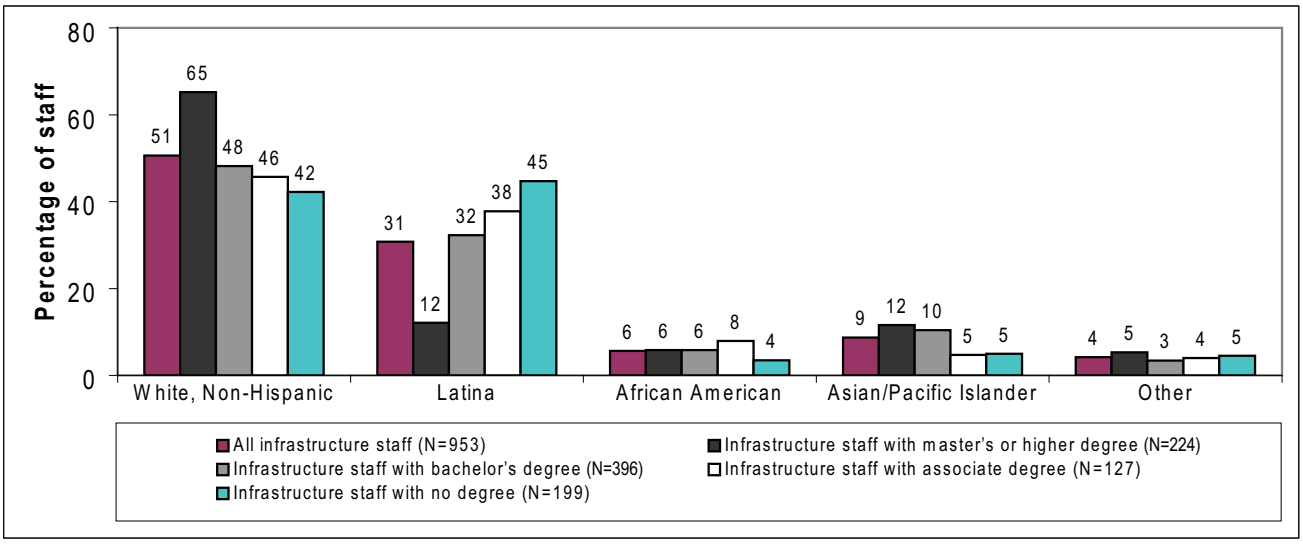


Figure 32. Percentage of the Workforce in Three Types of Infrastructure Organizations with a College Degree, by Type and Subject of Degree

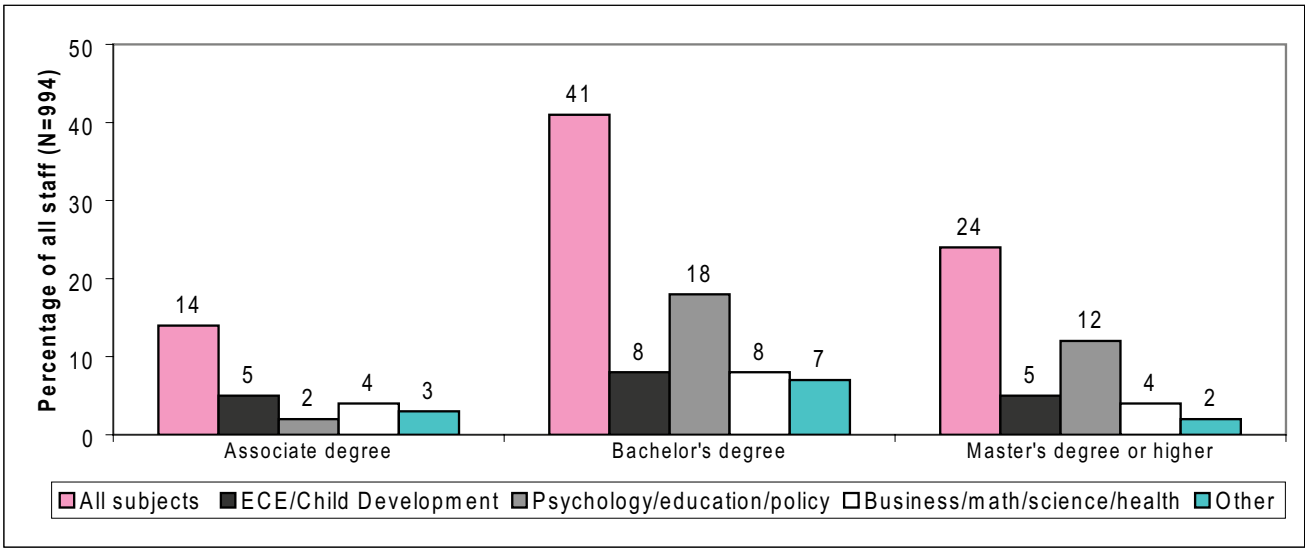
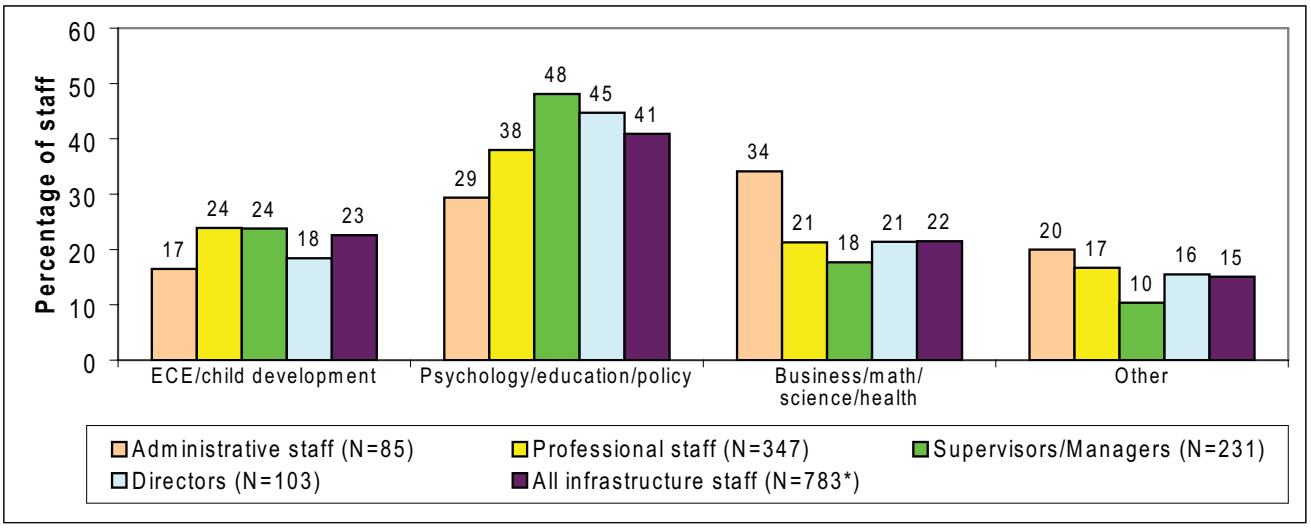


Figure 33. Subject of College Degree Attained by the Workforce in Three Types of Infrastructure Organizations, by Job Level



*N includes a small number of staff who reported “other” job level.

Figure 34. Percentage of the Workforce in Three Types of Infrastructure Organizations with an Associate's or Higher Degree in Early Childhood Education or Child Development, by Place of Employment

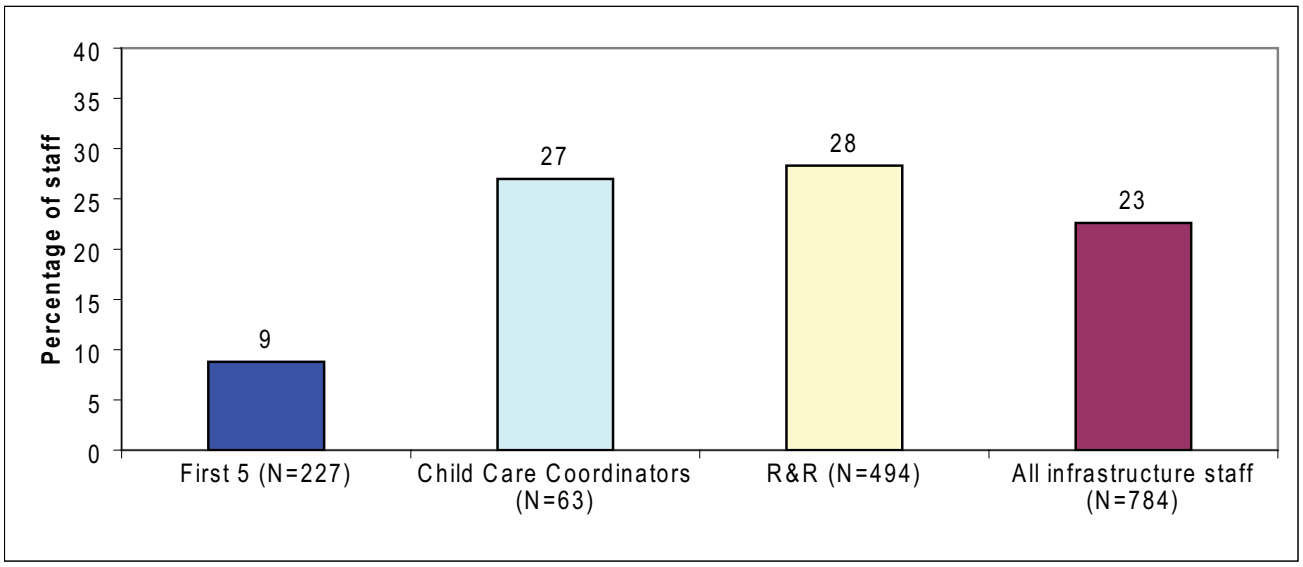
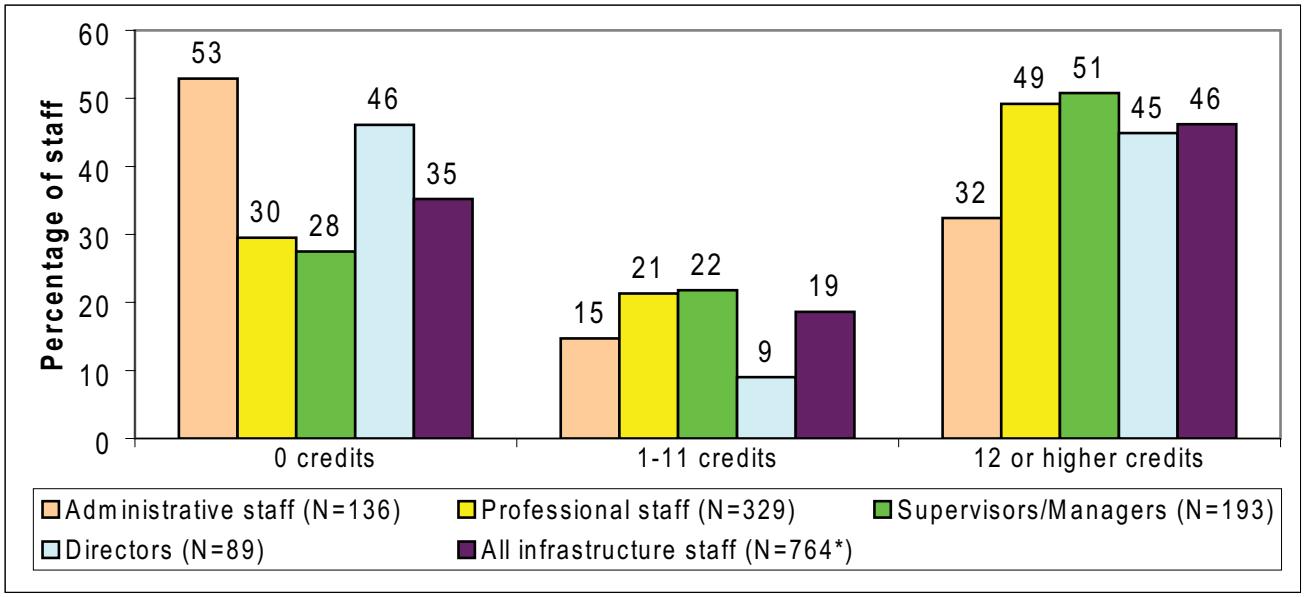
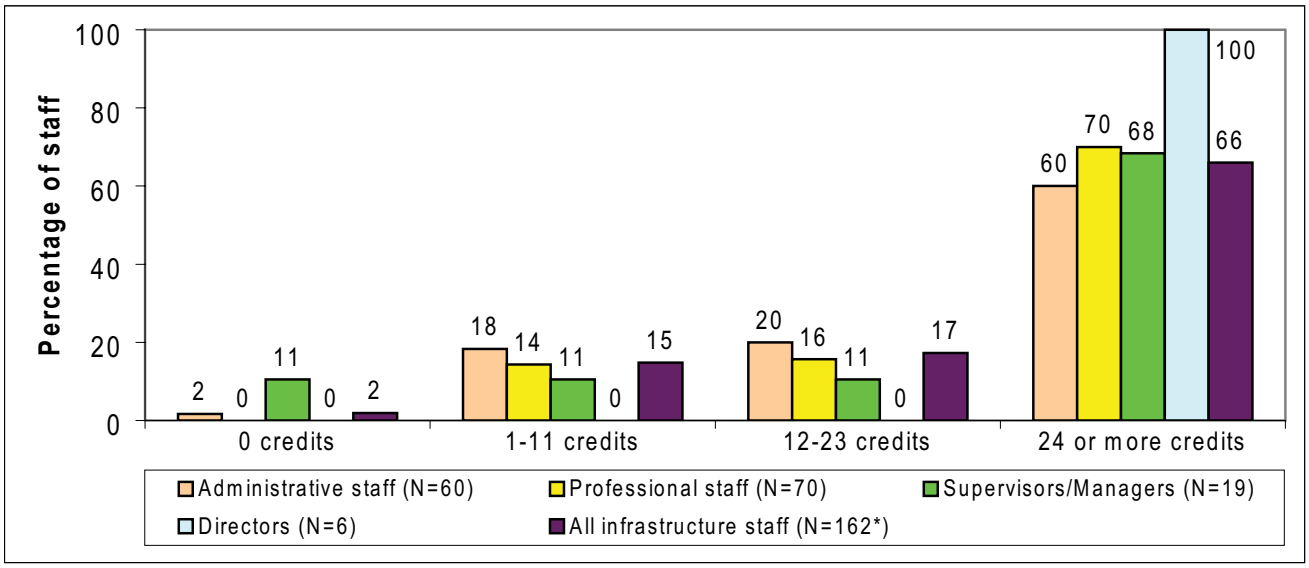


Figure 35. Number of College Credits Related to Early Childhood Education (ECE) attained by the Workforce in Three Types of Infrastructure Organizations with Non-ECE College Degrees, by Job Level



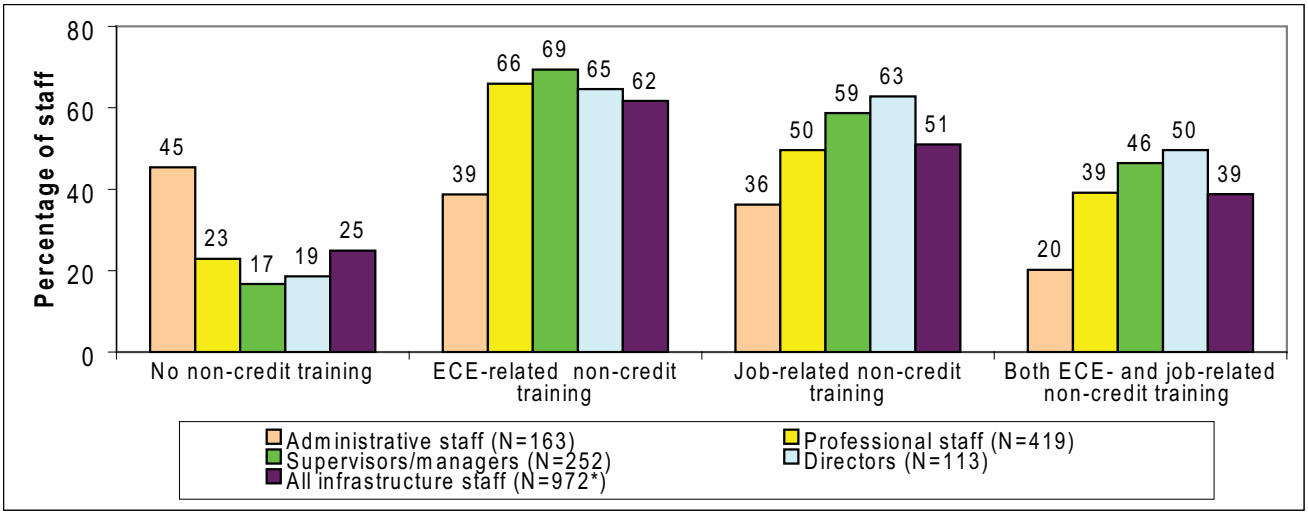
*N includes a small number of staff who reported "other" job level.

Figure 36. Number of College Credits Related to Early Childhood Education Attained by the Workforce in Three Types of Infrastructure Organizations who do not have College Degrees, by Job Level



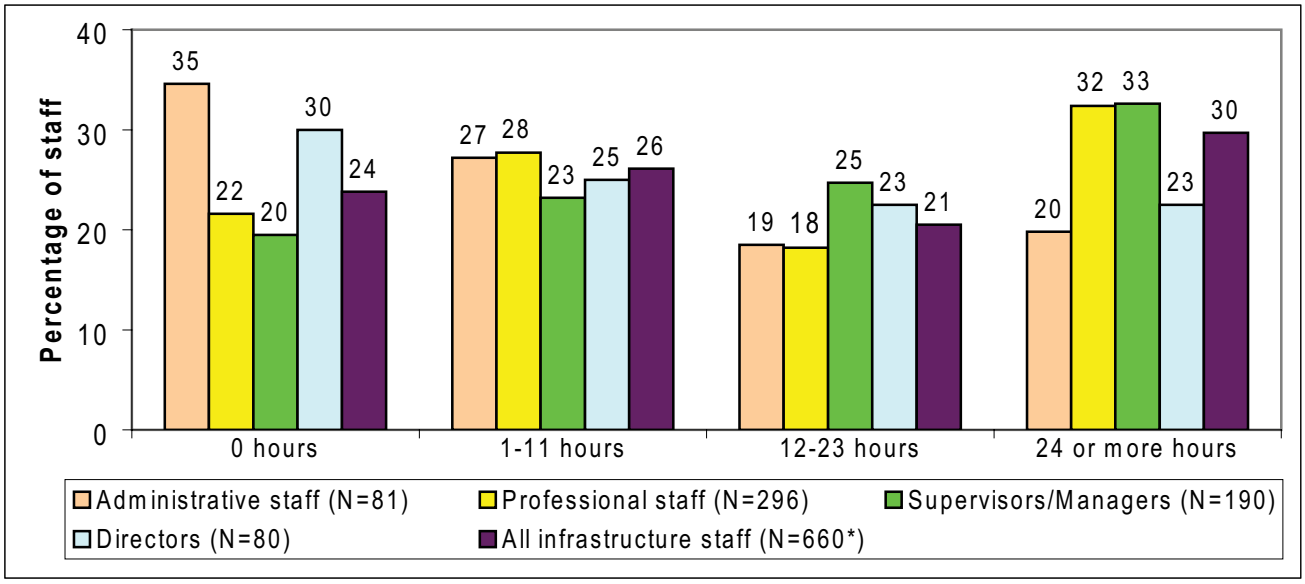
*N includes a small number of staff who reported "other" job level.

Figure 37. Percentage of the Workforce in Three Types of Infrastructure Organizations with Non-College Credit Training in Early Childhood Education, Child Development or Other Job-Related Areas, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 38. Number of Non-College Credit Training Hours Related to Early Childhood Education attained by the Workforce in Three Types of Infrastructure Organizations, by Job Level



*N includes a small number of staff who reported "other" job level.

What are the professional development needs, educational aspirations, and future employment plans of the workforce in selected infrastructure organizations in California?

To inform workforce development for the infrastructure segment of the early childhood field, survey participants were asked to respond to a series of questions about their satisfaction with their current skills, their desire for specific types of training, their continuing education activities and aspirations, and their career plans.

Skills for Current Job and Desired Training

For each job level, we have listed the top few skills respondents reported as necessary for their jobs. For each, we report respondents' level of satisfaction with their skills and whether they reported a desire for additional training as shown in Table 9. Across job levels staff reported a high level of satisfaction with their skills. Of note, less than half of professional staff reported satisfaction with their level of child development expertise and nearly half reported desiring additional knowledge in this area. Of the professional level staff whose job skills includes some child development expertise, those staff without a early childhood related degree were more likely to want additional knowledge related to child development compared with staff who had completed a degree with an early childhood focus. More than one-third of super-

Table 9. Skills Reported as Most Applicable to their Current Job and Satisfaction with Skill Level among the Workforce in Three Types of Infrastructure Organizations, by Job Level

	Satisfied with skill level for current job	*Additional knowledge would be helpful for current job*	*Not applicable for current job*	*N*
Percentage of administrative staff				
Working with providers	63	17	20	164
Working with organizations	50	22	28	157
Working with families	58	13	30	159
Percentage of professional staff				
Working with providers	70	21	9	416
Working with organizations	61	29	10	412
Child development expertise	41	46	13	417
Percentage of supervisors/ managers				
Management and supervision	62	37	1	253
Working with organizations	76	21	3	247
Facilitating meetings	73	22	5	247
Public speaking	66	29	6	249
Percentage of directors				
Budgeting	72	27	1	110
Public speaking	78	21	1	104
Facilitating meetings	85	12	4	104
Working with organizations	78	17	5	106

visors/managers reported that additional knowledge would be helpful for their current job in the areas of management and supervision.

Preferred methods of attaining new skills and knowledge. We asked study participants how they prefer to attain new skills and knowledge. As seen in Table 10, overall the greatest percentage of staff reported they preferred 'on-the-job-training' (48%) and 'workshops/seminars/conferences in the community' (43%). One-quarter (24%) preferred on-the-job mentoring.

Preferred methods of attaining new skills and knowledge varied somewhat by job level. For example, administrative staff were less likely to prefer attaining new skills and knowledge through workshops in the community or offered by membership organizations. They were more likely to prefer workshops at their workplace and on-the-job training.

Few staff surveyed expressed interested in college-based education to attain these specific job skills, either through taking a class for credit but not as part of a degree program (10%) or participating in a degree program at a college or university (15%). Another 13% were interested in online courses.

Continuing Education and Educational Aspirations

We asked survey participants whether they were currently participating in any educational degree program and if so:

1. the level of degree they would receive at completion of the program, their anticipated graduation date, and whether the degree focused on early childhood or child development;
2. why they decided to pursue a degree;
3. what challenges they faced as they pursued their degree; and
4. what resources would make it easier to complete their degree.

Table 10. The Preferred Methods of Attaining New Skills and Knowledge Reported by the Workforce in Three Types of Infrastructure Organizations, by Job Level

	Percentage of Administrative Staff	*Percentage of Professional staff*	*Percentage of Supervisors/ Managers*	*Percentage of Directors*	*Percentage of all infrastructure staff*
On the job training	64	52	40	30	48
Workshops, seminars, conferences in community	27	45	48	49	43
On the job mentoring	22	24	29	24	24
Workshops, seminars, conferences, conferences offered by my membership organization	13	21	24	36	22
Workshops/seminars at workplace	35	22	16	12	22
Participating in degree program at college or university	20	16	15	7	15
On-line courses	17	14	11	11	13
Reviewing/studying on-line material and resources	9	11	13	16	11
Taking classes for credit but not in a degree program	11	12	7	6	10
Reviewing/studying written material and resources	6	10	8	17	9
n	176	432	255	110	1001*

*n includes a small number of staff who reported "other" job level.

If staff were not currently pursuing a degree, we asked them if they would be interested in participating in an educational degree program in the next three years and if so:

1. what type of degree they would like to attain and whether the degree would be in early childhood or child development;
2. why they would like to earn this degree;
3. what challenges they anticipated they could face if they returned to school; and
4. what resources might make it easier for them to return to school.

Infrastructure staff currently participating in a degree program.

Type of degree. Overall, only one-sixth (14%) of staff reported currently participating in a degree program. Of these staff, 17% were pursuing an AA/AS degree, 34% a BA/BS degree, 42% a MA or higher degree, and 7% another type of degree. Pursuit of a degree varied little by organization, but differed to some degree across job level. Nineteen percent of administrative staff, 14% of professional staff, and 13% of supervisors/managers reported currently participating in a degree program compared to only 6% of directors and executive directors. This may be a reflection of the higher levels of education already earned by directors. Fifty percent of staff currently pursuing a degree anticipated completing their degree within one year of participating in the survey. About one-fifth (18%) anticipated receiving their degree within two years and one-third (32%) anticipated receiving their degree within three or more years of participating in the survey. Almost one-half (47%) of infrastructure staff currently participating in a degree program reported pursuing a degree in psychology, education, or policy. Twenty-eight percent were pursuing a degree in early childhood education or child development, 19% in a subject related to math, business, science or health, and 7% in some other liberal arts or in combination degree program.

Reasons for pursuing a degree. As shown in Figure 39, staff reported many reasons for pursuing a degree. More than half (59%) were pursuing a degree to 'increase my job opportunities in the ECE field,' 50% to 'help me do a better job in my current position,' 48% to 'increase my job opportunities in another field,' and 41% to 'increase my salary.'

Challenges related to pursuing a degree. Overall, the two biggest challenges reported by staff pursuing a degree were inadequate financial resources (76%) and not enough time, due to work schedules (82%) and family responsibilities (62%). Less than 10% of staff currently pursuing a degree reported challenges related to academic skills, technology, or language barriers (see Figure 40). In contrast, staff

Figure 39. Reasons for Currently Participating in a Degree Program Reported by the Workforce in Three Types of Infrastructure Organizations

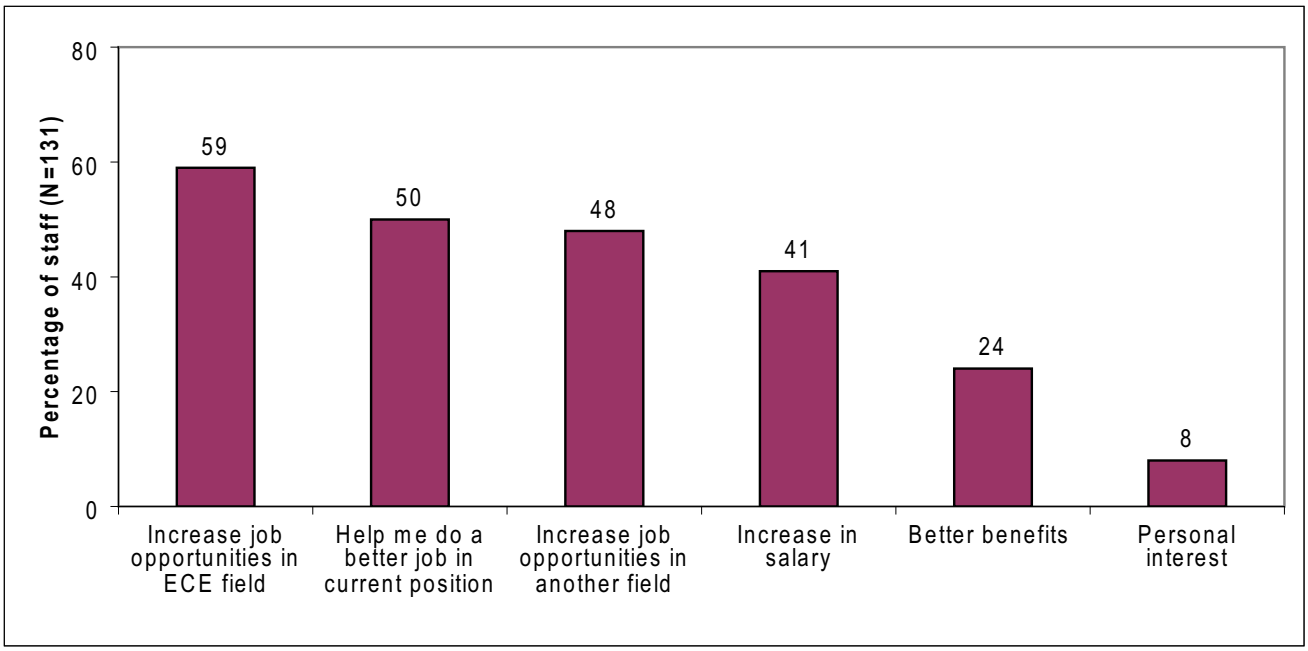


Figure 40. Challenges of Currently Participating in a Degree Program Reported by the Workforce in Three Types of Infrastructure Organizations

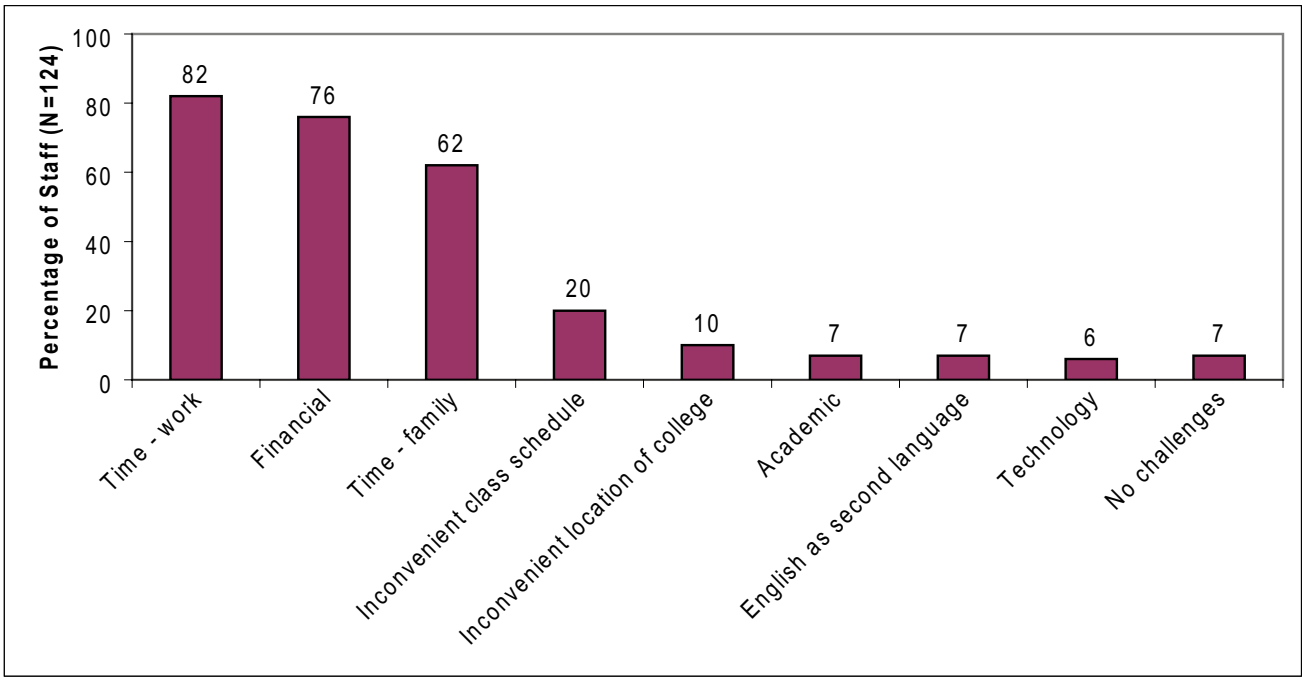
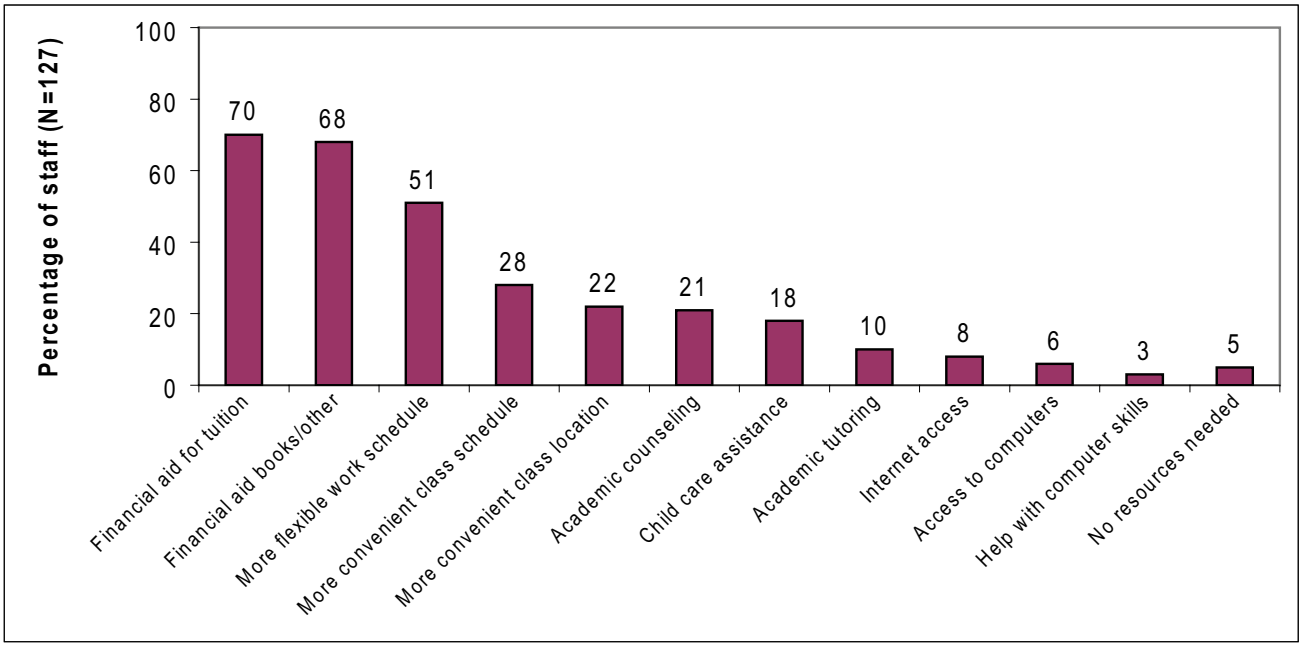


Figure 41. Helpful Resources for Currently Participating in a Degree Program Reported by the Workforce in Three Types of Infrastructure Organizations



directly working with young children who are pursuing degrees often report challenges related to academic skills, technology and language barriers, in addition to those related to inadequate financial resources and insufficient time due to work and family responsibilities, as barriers to degree completion (Whitebook et al., 2008).

Desired resources. Staff participating in degree programs were asked to identify resources that would be most helpful to them as they pursue their degrees. As shown in Figure 41, financial aid for tuition (70%), financial aid for books and other items (68%), and more flexible work schedules (51%) were most commonly mentioned. Academic tutoring and assistance with computer-related technology was cited by 10% or less of staff currently in a degree program.

Infrastructure staff interested in but not currently participating in a degree program.

Most infrastructure staff were not pursuing a degree at the time of the survey. These staff were asked the following question: "Putting challenges and obstacles aside, would you be interested in participating in an educational degree program in the next three years?" About two-thirds of staff (64%) who were not currently participating in a degree program expressed interested in doing so. Staff interest in participating in a degree program varied little by job level with one exception. Directors and executive directors were generally not interested.

About two-thirds (64%) of staff members interested in participating in a degree program identified a MA or higher degree as their educational goal. Supervisors/managers (77%) were more likely to report an interest in earning a MA or higher degree than professionals (62%) and administrative/technical/program support staff (45%). About one-half of the staff (52%) reported interest in pursuing a degree related to psychology, education or policy, but only about 20% mentioned interest in pursuing an ECE/CD degree or a degree related to business, math, science, or health. Child care coordinators were more likely to report interest in pursuing an ECE/CD degree (32%) than First 5 staff (14%) or R&R staff (21%). None of the child care coordinators reported interest in a degree related to business, math, science or health, compared to 24% of First 5 staff and 21% of R&R staff.

Overall, staff who reported an interest in participating in a degree program earned less on average ($23.92 per hour) than staff with no interest in participating in a degree program ($31.79 per hour). Both professional staff and supervisors/managers interested in participating in a degree program earned approximately $5.00 less per hour than their counterparts who were not interested in participating in a degree program. The difference was most pronounced for directors. Directors interested in a degree program reported earning $37.73 per hour on average compared with directors not interested in a degree program who earned $45.41 per hour on average.

Reasons for pursuing a degree. For staff interested in participating in an educational degree program, we asked why they would like to get a degree. These staff reported many reasons for wanting to pursue a degree, which mirrored the sentiments of those currently enrolled in school. As shown in Figure 42, the two most frequently mentioned reasons were: 'it will help me do a better job in my current position' (54%) and 'it will increase my job opportunities in the ECE field' (54%). Nearly as many (48%) said that it will 'increase job opportunities in another field" and it will 'lead to an increase in salary' (47%).

Reasons for interest in pursuing education varied by type of organization. A greater percentage of R&R staff mentioned an increase in salary (51%) than First 5 staff (39%) and the child care coordinators (34%), not surprisingly, as R&R staff were paid the least, on average, among all of the three types of organizations. R&R staff were also more likely to mention better benefits (26%) as a reason for wanting to pursue a degree compared to First 5 staff (13%) and child care coordinators (13%). Child care coordinators were less likely to report that a degree would increase job opportunities in another field (25%) compared with First 5 commission (56%) and R&R program staff (47%).

Challenges going back to school. Like their counterparts currently pursuing a degree, infrastructure staff interested in participating in an educational degree program reported that inadequate financial resources (86%), and insufficient time due to work schedules (79%) and family responsibilities (60%)

Figure 42. Reasons for Wanting to Participate in a Degree Program in the Next Three Years Reported by the Workforce in Three Types of Infrastructure Organizations

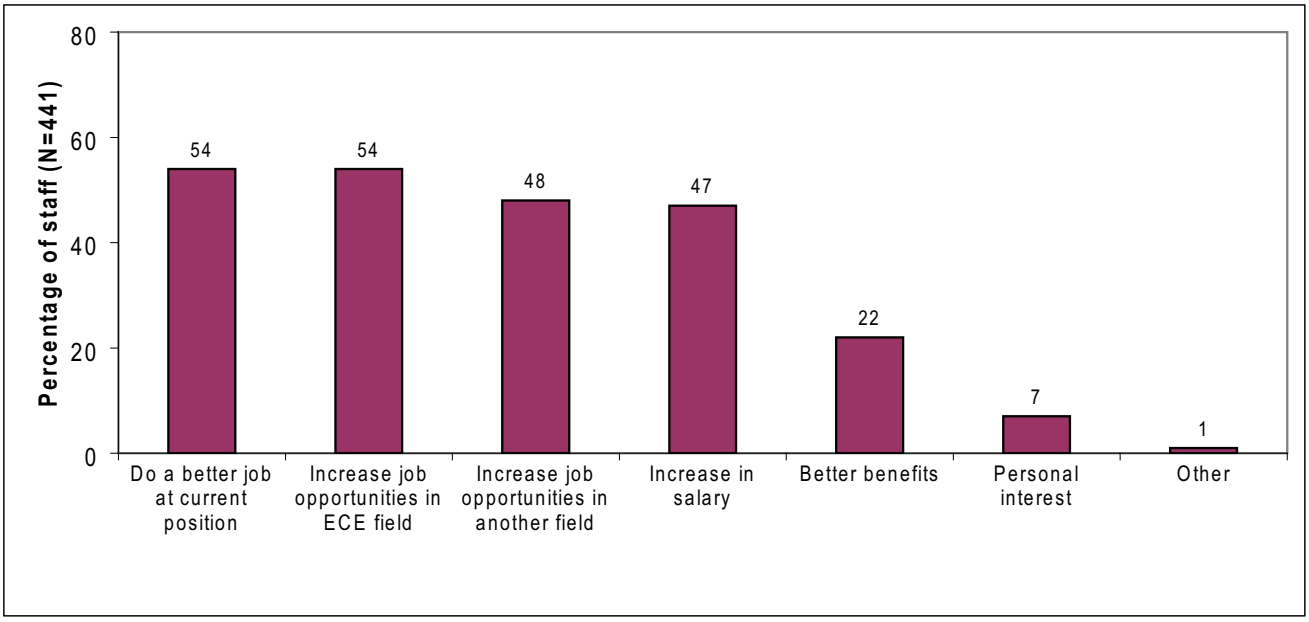
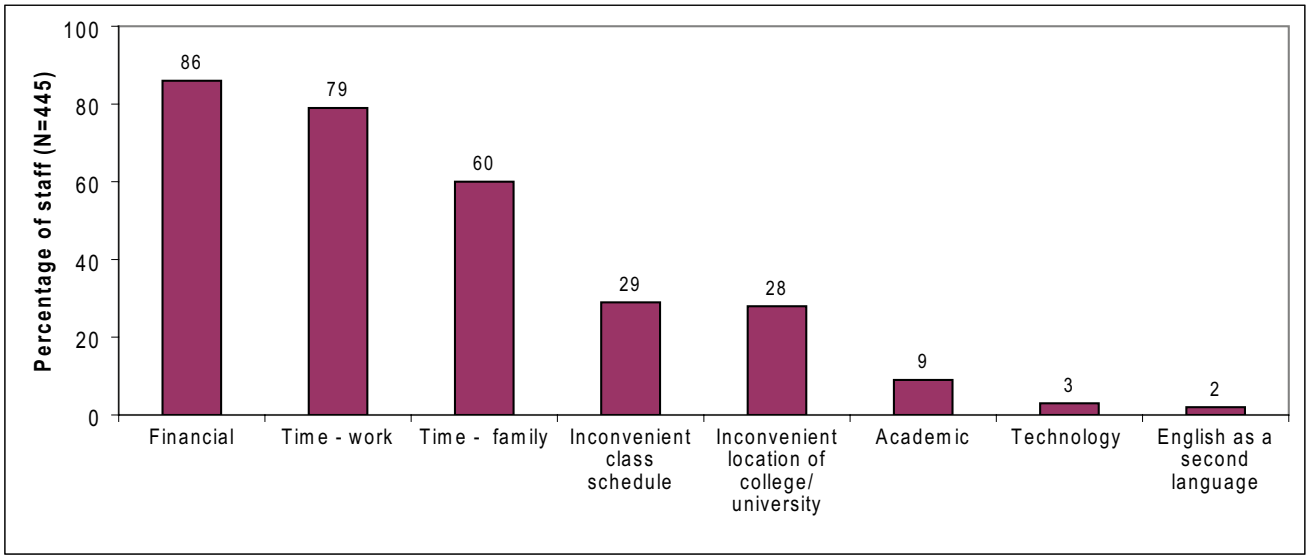


Figure 43. Challenges of Participating in a Degree Program in the Next Three Years Reported by the Workforce in Three Types of Infrastructure Organizations



were the biggest obstacles to attaining a degree in the future. Less than 10% of these students reported challenges related to academic skills, technology, or language barriers (see Figure 43).

Resources. We asked infrastructure staff interested in participating in an educational degree program what resources might make it easier for them to return to school. Financial assistance for tuition, books and other expenses was most often reported by these infrastructure staff interested in pursuing more education (see Figure 44). A more flexible work schedule, and issues related to program access (e.g., convenient class schedule and location) were also mentioned by many staff members interested in participating in a degree program. Academic assistance (e.g., counseling, tutoring, and computers) was not reported as important in helping infrastructure staff return to school (see Figure 45). These results mirror the assistance reported by staff currently in a degree program.

Future Plans of Infrastructure Staff.

The early childhood field is plagued by high levels of job and career turnover, particularly among those working directly with children. As discussed earlier in this study, staff tenure within the infrastructure organizations represented in this study is relatively high.

To examine turnover and career pathways of infrastructure staff, we asked survey participants if they thought they would be working in the ECE field in five years. As shown in Figure 46, more than one-half of staff (56%) replied 'Yes' and only 14% said 'No.' Almost one-third of staff (30%) reported that were uncertain as to whether they would still be working in the ECE field in five years. There was some variation in response by job title, with administrative staff least likely to think they would be in the field five years hence.

Skills helpful to meet future career goals. To acquire a picture of the expertise infrastructure staff might need in careers in future years, survey participants were asked the following question: " Besides the skills you already have, what additional skills do you think might be helpful for you to meet your career goals in the next five years?" Staff identified many skills and areas of knowledge areas that would be helpful to them. Overall, the five most frequently identified topics reported by respondents were: management and supervision (49%), fund development (35%); budgeting (33%); managing grants and contracts (32%); and public policy (30%).

As shown in Figure 47, skills that would be helpful in the future identified by respondents varied by job level. About one-half of administrative, professional and supervisors/managers reported that skills involving management and supervision would be helpful to meet their career goals in the next five years compared with only one-quarter of directors. One third of administrative and professional staff reported that public speaking would be helpful to them compared with 22% of supervisor/managers and 11% of directors. We are unable to determine if staff did not find certain skills to be helpful because they already possess these skills or because the skill itself is not important to their future career goals.

Figure 44. Helpful Resources for Participating in a Degree Program in the Next Three Years related to Finances and Logistics Reported by the Workforce in Three Types of Infrastructure Organizations

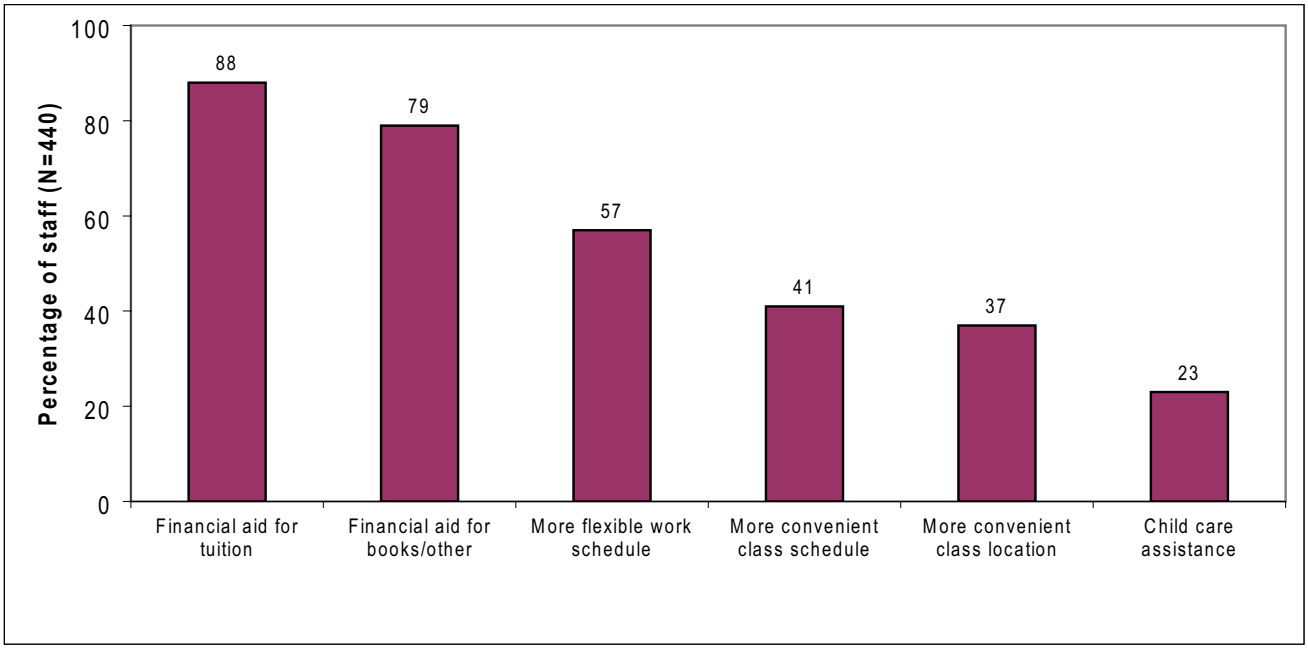


Figure 45. Helpful Resources for Participating in a Degree Program in the Next Three Years related to Supports and Services Reported by the Workforce in Three Types of Infrastructure Organizations

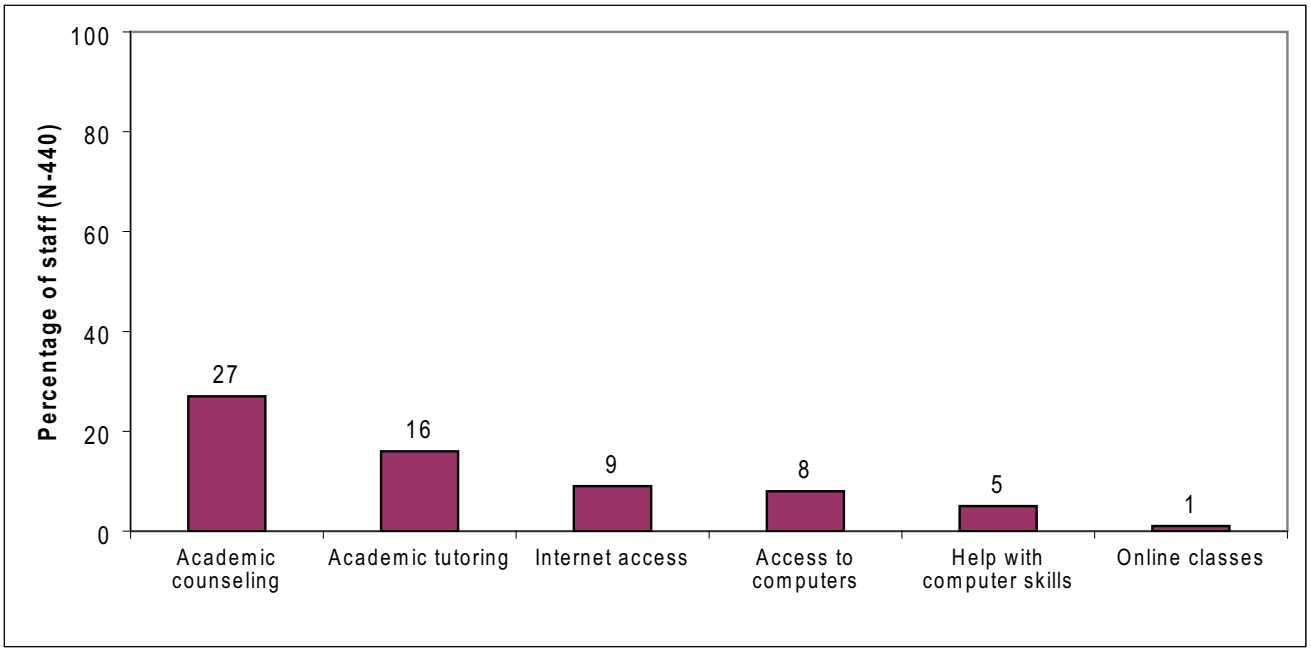
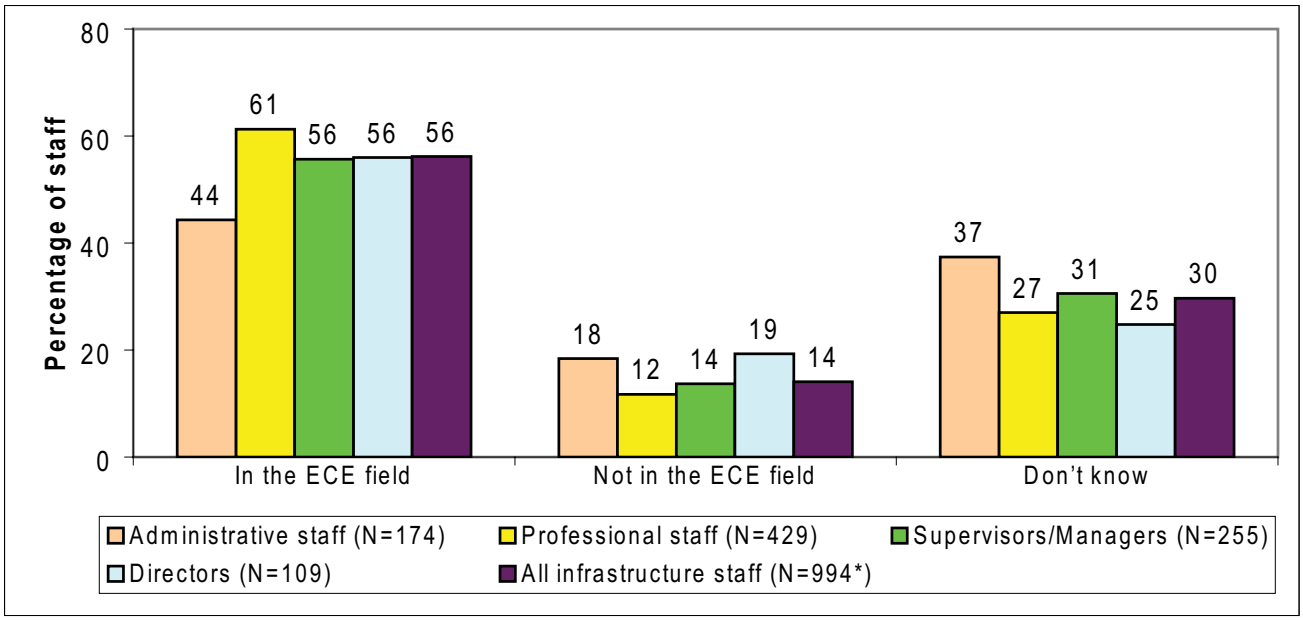
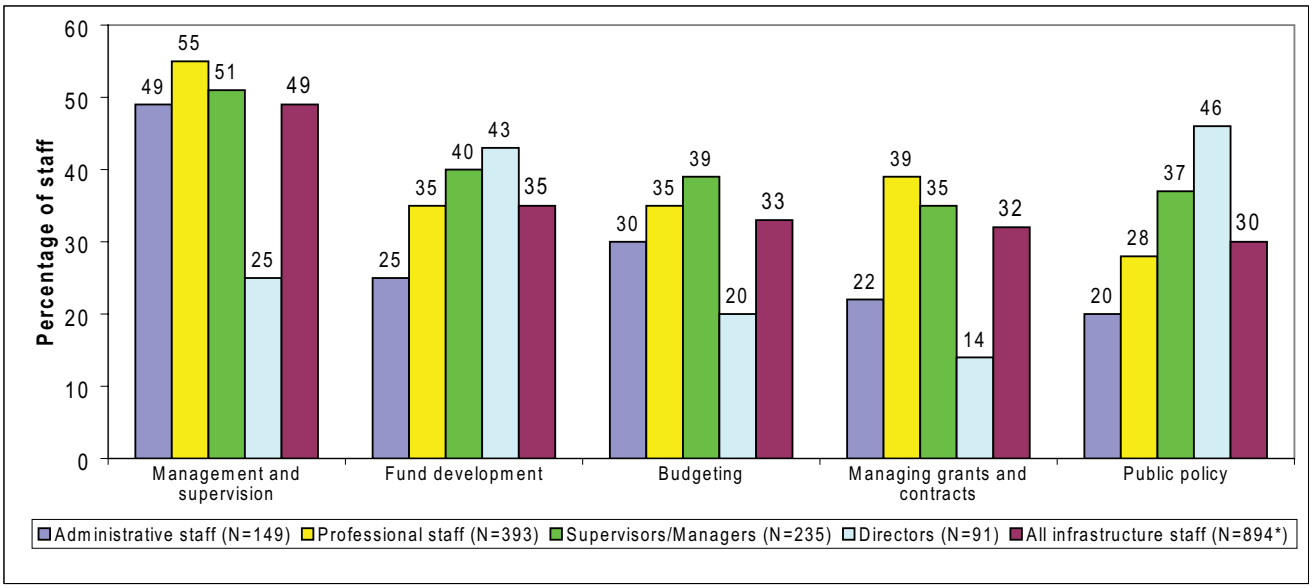


Figure 46. Percentage of the Workforce in Three Types of Infrastructure Organizations who Report they will be Working in the ECE Field in Five Years, by Job Level



*N includes a small number of staff who reported "other" job level.

Figure 47. Additional Skills Needed for Future Career Reported by the Workforce in Three Types of Infrastructure Organizations, by Job Level



*N includes a small number of staff who reported "other" job level.

Discussion and Recommendations

Discussion

The three types of California infrastructure organizations represented in this study – R&R programs, First 5 commissions, and city and county child care coordinators – employ a mostly female, ethnically diverse, and well-educated staff. Most of those who responded to the survey have been working in their organizations for more than five years, and many plan to remain in the early care and education field. Across job levels, the majority of staff perform diverse functions; most are called upon to provide services to families, providers, and other organizations; engage in early care and education research, planning and policy development; and carry out administrative functions. The career backgrounds of staff in the three types of infrastructure organizations also reflect diversity, with half reporting experience working directly with young children in center- or home-based early care and education settings, about a quarter with backgrounds in social services, and the remainder drawn from fields other than early childhood or other social services. The majority of staff responding to the survey reported satisfaction with their current level of job skills and, despite their relatively high levels of education, many are engaged in or interested in pursuing additional education to expand and improve their abilities and to help them advance in their careers.

In reflecting upon the findings, we noted how this sector of the early care and education workforce is both similar and different from those working directly with young children each day. While predominately female and ethnically and linguistically diverse like those working in center- and home-based programs, staff in infrastructure organizations as a group have achieved higher levels of education and earn considerably higher salaries, even when taking level of education into account. One-half of infrastructure staff reported previous experience working directly with young children. Among those, the need for earning a higher salary was the most common reason reported for no longer working in the child care center classroom or a family child care homes.

Similar to their counterparts who work in center- and home-based early care and education programs who are seeking educational degrees while working full-time, staff in infrastructure organizations pursuing or interested in more education find finances and lack of sufficient time to be substantial barriers to their continuing education. They report that financial support and more flexible work schedules would be helpful to their pursuit of education (Whitebook et. al., 2008). Staff working in these infrastructure organizations, in contrast to their counterparts who work in center- and home-based programs, did not report academic challenges as barriers to pursuing or completing higher degrees (Whitebook et al., 2008).

Staff working in infrastructure organizations also appear to experience considerable job mobility in their current organizations; many reported having changed positions within their organizations as indicated by their longer tenure in their organizations than in their current positions.

Finally, while there is some education and role stratification by ethnicity within the three types of infrastructure organizations in this study, it is less pronounced than in early care and education centers. Indeed, infrastructure organizations appear to be a leadership pipeline for the early care and education workforce, a place where those who have worked in center- and home-based programs can find a wage commensurate with their education and those from other fields can learn new skills and advance their careers.

Recommendations

Recommendation 1:

Include early childhood infrastructure staff in early childhood workforce data systems

Additional information about the workforce in the full complement of infrastructure organizations is needed to develop an in-depth portrait of this sector of the early care and education workforce. Because of the expense involved in conducting workforce surveys, we recommend that infrastructure organizations be included in the workforce component of the early care and education integrated data systems, such as registries, that are being developed in response to the federal charge to states through their Early Learning Advisory Councils.[2]

Recommendation 2:

Develop competencies for roles in infrastructure organizations and other early childhood leadership positions

Each day across the state, staff in infrastructure organizations guide families, prepare and support teachers and providers, and make decisions about how public resources are spent. In addition, many infrastructure organizations serve as the training ground for the field's established and emerging leadership. As states develop and improve their professional development systems, the extent to which infrastructure staff in various roles need to know about child development, early childhood pedagogy, public health and social welfare issues and/or to understand the early childhood system, and policy developments at the local, state and federal level, adult learning theory, and various aspects of management and administration should be determined.

Recommendation 3:

Commit public resources to the expansion of higher education programs focused on building a linguistically and ethnically diverse workforce

The information collected in this study documents that many members of the workforce in infrastructure organizations seek additional education and training opportunities. We urge higher education institutions and other training organizations to heed the interdisciplinary nature of the jobs performed by staff in infrastructure organizations, as well as their varied career backgrounds from different sectors and jobs roles within and beyond the early childhood field. These programs should be designed to integrate child development theory and pedagogy, policy and research, and adult and organizational development. Because so many in the early care and education workforce across settings and roles are likely to be full-time working students, education and professional development experiences must include tuition assistance and be offered online, and in locations and at times that are convenient. Given the financing crisis in public higher education, public resources are essential to developing and/or revamping such programs (Whitebook et al., 2008 Whitebook & Austin, 2009).

[2] For more information about integrated early childhood data systems, see the Data Quality Campaign website. http://www.dataqualitycampaign.org/resources/830 For more information about early childhood workforce registries, see The National Registry Alliance, http://www.registryalliance.org/.

Recommendation 4:

Improve compensation for those working with young children in centers and home

While it is promising that infrastructure organizations function as a haven for many who have worked directly with young children and want to remain in the field, it is troubling, though not surprising, that the major reason cited for leaving the classroom was the desire for better pay. At a time when Head Start and many preschool programs are raising educational qualifications for teachers, the continued low pay signals a growing crisis as these better educated teachers are likely to follow other educated teachers out of the classroom.

Attention to the infrastructure staff is essential to the health of the early care and education field. The reform required to ensure a well-functioning, effective early learning system rests in no small measure on the skills and knowledge of infrastructure staff. As states are called upon through the Early Learning Advisory Councils to develop their early learning professional development systems, the workforce in infrastructure organizations can and should be a focus. This study is intended to begin the overdue examination of this essential sector of the early childhood community.

Appendix A:
Description of infrastructure agencies

Local R&R Programs

From the California Child Care Resource and Referral Network (CCCRRN): http://www.rrnetwork.org/about/what-is-a-childcare-r-and-r.html (California Child Care Resource and Referral Network, n.d.).

Child Care Resource and Referral (R&R) programs are located in every county in California. Over the last two decades, R&R services have evolved from a grassroots effort to help parents find child care, to a well-developed system that supports parents, providers, and local communities in finding, planning for, and providing affordable, quality child care. The state, through the California Department of Education, Child Development Division (CDD), has supported these efforts since 1976.

Local resource and referral programs:

- *help parents find child care that best meets their family needs,*
- *document parents' requests for child care services,*
- *maintain comprehensive databases of child care providers in their communities, including licensed family child care homes and child care centers,*
- *track providers' licensing status, the languages they speak, the age groups they serve, the schedules they offer, and the number of spaces available in centers or family child care homes,*
- *work with providers to improve the quality of child care and to maintain and expand the supply of child care in each county,*
- *provide training and other services that help providers stay in business,*
- *compile and disseminate information on the statewide supply and demand for child care, and*
- *educate local communities and leaders to understand child care issues and to plan effectively to address child care needs.*

R&R services are free and available to all parents and child care providers.

Last year California R&Rs received $23,035,000 in public funding from the Child Development Division (CDD) for their basic services. Other R&R related projects, the Child Care Initiative Project, Trustline, and the California Exempt Care Training Project, also received additional funding from CDD. R&R programs are housed in different types of agencies. For example, some are free-standing non-profit organizations, and others reside in the County Office of Education. Many of these programs also administer Alternative Payment and/or CalWORKS subsidy programs. There are 61 R&R programs – some programs provide services in more than one county and some counties are served by more than one R&R program. R&R programs across the state vary in the size of their staff, ranging from 1 to 109.

Child Care Coordinators

Child care coordinators typically staff Local Planning Councils and/or are responsible for child care issues within county or city government. Nine cities in California also fund child care coordinators.

From the Child Development Division, California Department of Education:
http://www.cde.ca.gov/sp/cd/re/lpc.asp (California Department of Education, n.d.).

The primary mission of the Local Child Care and Development Planning Councils (LPCs) is to plan for child care and development services based on the needs of families in the local community. LPCs are intended to serve as a forum to address the child care needs of all families in the community for all types of child care, both subsidized and non-subsidized. There are currently LPCs representing each county in California.

LPCs responsibilities include but are not limited to the following:

- *Conduct an assessment of child care needs in the county no less than once every five years.*
- *Prepare local comprehensive countywide child care plans designed to mobilize public and private resources to address identified needs.*
- *Identify local funding priority areas for child care services for General Child Care and Development Programs and the State Preschool Program for new state and federal funds.*
- *Conduct local forums to encourage public input in the development of local priorities.*
- *Foster local partnerships with subsidized and non-subsidized providers, local and state children and families commissions, county welfare departments, human service agencies, regional centers, job training programs, employers, parent organizations, early start family resource centers, family empowerment centers on disability, local child care resource and referral programs, and other interested parties.*
- *Coordinate part-day programs, including state preschool and Head Start, with other child care and development services to provide full-day child care.*
- *Design a system to consolidate local child care waiting lists. (Note: Nine LPCs participated in a pilot project regarding the development of a centralized eligibility list in 2001 to 2003.)*
- *Collaborate with local First 5 Commission and other entities to carry out child care staff retention initiatives.*

The California Department of Education, Child Development Division (CDD), has supported the LPC's since 1991. In 1997, following the passage of Welfare Reform, funding for the LPCs was increased and their duties and responsibilities were expanded. Last year $6,637,000 in public dollars were available to LPCs across the state for their basic services. Child care coordinators are typically housed in organizations such as the County Offices of Education, a city or county government, or in R&Rs. Usually, the child care coordinator is the only staff to the LPC, although some coordinators work with an administrative assistant. LPC members are appointed from the community and serve as volunteers. Local city funding supports the city child care coordinators in those communities that have city coordinators.

Local First 5 Commissions

The California Children and Families Act, passed by voters in 1998, called for the formation of a State Commission (known as First 5 California) and a new local governmental entity in each county – the county Children and Families or First 5 Commission – to oversee and support the funding of education, health and child care programs for children ages zero to five and their families.

County First 5 commissions have been established in each of California's 58 counties through an ordinance passed by the county Board of Supervisors. The local commissions are responsible for developing and funding programs for young children that are tailored to the needs of their local community. Approximately half the commissions are independent public agencies, similar to special districts, and half are set up within the county structure, either in the county health and human services agency or as small departments reporting directly to the Board of Supervisors. The Board of Supervisors makes all appointments to the commission and has ultimate control over how the commission operates. Responsibility for commission funding decisions, however, lies with the commission itself. Every commission is required to include a member of the Board of Supervisors and at least two county department heads. Commissions may have as few as five or as many as nine members.

County First 5 commissions function similarly to community foundations but with all the requirements of a public agency (e.g. all meetings and decisions must occur in public, all materials must be publicly available, all public contacting laws apply, independent audits must be presented publicly, etc.). State law requires every commission to perform a needs assessment and develop a strategic plan, which it reviews annually, to address the identified needs. All funding decisions must be consistent with the strategic plan, and funding must be linked to specific outcomes with measurable indicators. Commissions fund in the areas of improved child health, improved child development (ECE), improved family functioning, and changing systems to better serve young children and their families.

Commission staff are responsible for program planning and development to support commission decisions, convening and coordinating stakeholders, interfacing with the media and members of the public, and serving as contract managers overseeing contractor compliance and performance. Most staff has expertise in specific subject areas as well as backgrounds in program administration, research and evaluation, or contract management. Commission staff range in size from one to 67.

The amount of revenue from the tobacco tax that went to county commissions in 2008-09 was $424,449,499 (80% of the total collected). The total expended by the county commissions was approximately $558,105,741. That amount includes matching funds and expenditures that drew from prior year fund balances.

Other infrastructure organizations in CA

We worked in collaboration with three statewide organizations, the California Child Care Resource and Referral Network, the California Child Care Coordinators Association and the First 5 Association of California, to design and implement this study. We restricted the number of organizations involved because of limited funding and because we were piloting a web-based survey methodology to see if we could garner a meaningful response rate. However, we recognize that there are other important infrastructures organizations operating in the state which have not been included in this study, and should be examined in future research. Below is a partial list of such organizations:

- Independent alternative payment programs or APPs in the same agency but not closely integrated with a resource and referral program. APPs provide subsidies to parents for child care services, enroll providers in nutrition programs, and offer training for providers and classes for parents within the subsidized system, and assist families seeking employment and accessing health care;
- County offices of education carry out significant policy initiatives related to pre-kindergarten and other programs. In some counties, county offices of education house the R&R programs and child care coordinators. In these cases only R&R staff and/or child care coordinators were included in the study;
- Professional development projects/organizations receiving public dollars, such as the California Preschool Information Network, the Child Development Training Consortium, the Early Childhood Mentor Program, and WestEd programs including the Desired Results Field Training, the Faculty Initiative Project, and the Program for Infant Toddler Care;
- Policy development and advocacy organizations, such as the Advancement Project, the California Child Care Coordinators Association, the California Child Care Resource and Referral Network (CCCRRN), Preschool California, the Children's Collabrium, Children Now, the First 5 Association of California, and the Low Income Investment Fund; and
- Privately-funded training and professional development organizations.

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