

Salary Scales

EARLY CHILDHOOD EDUCATION AND CARE WORKFORCE



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Introduction

In order to create a robust early childhood education and care (ECEC) system, the ECEC system needs a highly qualified workforce of early educators that is valued and supported through access to higher education, professional development, and, most fundamentally, compensation commensurate

with their skills and responsibilities. Nationally, the ECEC system has historically relied on its workforce earning significantly 'below market average' wages for their level of education and skill due to systemic underfunding. During the COVID-19 pandemic, an already precarious workforce faced severe job losses due to the increased pay floors for entry-level employees in other sectors. Currently, more than two years after the start of the pandemic, child care employment nationally is still 8.4% below employment levels from what it was in February 2020, pre-pandemic.

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CELFE recognizes the workforce issues that plague ECEC systems and is currently working, with states to address their workforce shortages. One financing tool employers use in many other industries to help stabilize the workforce is a salary scale. A salary scale provides the workforce a transparent tool to have pre-established credentials and a base wage for both the employer and provider. A salary scale also provides employers with a helpful budget planning tool while also ensuring objective criteria are aligned with the given job categories. Overall, a salary scale can help retain and attract employees. ^{iv}

This report details why states should develop and use a salary scale. The report also offers a process to use to develop a salary scale and a matrix of key decision points stakeholders will have to address before and during the creation of a salary scale.



It is important to note while a salary scale only addresses wages, CELFE recognizes pay alone does not meet full compensation parity with K-12 educational educators, and moving forward, plans to examine benefits more thoroughly. CELFE also firmly recognizes a salary scale is only one part of a state's ECEC financing model and would need to fit into a larger strategic plan for any state's visioning and eventual whole-system transformation.

Why a Salary Scale?

A salary scale is a pre-determined compensation table based on role, qualification, experience, tenure, etc. Salary scales have the potential to promote career growth while creating livable wage floors. ^v A salary scale may be designed to reward educators' and more clearly outline the qualifications expectations associated with wages for current and future educators. Lastly, a more universal salary scale has the potential to decrease competition across settings and geographic areas of a given locality.

Proposed Methodology

The below framework offers a proposed methodology for how to go through the exercise of creating a salary schedule. This methodology may change depending on the context and necessary completion date.

- 1. **Create a working group.** The issue of compensation requires many different thought leaders and stakeholders to come together to make concerted policy decisions. Stakeholders may include those with expertise in early childhood programs, ECEC budget and finance, quality rating improvement systems, ECEC credentials, higher education, and overall labor trends.
- 2. Set guiding parameters. Each working group will be different in what parameters they choose to guide their work. For example, it may be a working group is building a salary scale strictly for center-based providers and not home-based providers due to a lack of data on the part of home-based providers. Or it may be the scope of for the salary scale is limited to teachers and assistant teachers, and not for administrative, leadership, or support staff. Setting these parameters from the start will help set expectations for what the salary scale is and who it will serve.
- 3. **Conduct background research.** For most localities, ECEC workforce and compensation have been studied previously in great depth. Therefore, use existing research and interview relevant subject-matter experts. Additionally, review data outside of ECEC to understand market trends (i.e., living wage standards, K-12 compensation, and similar credential-based, interest-based, and low barrier-to-entry markets). For reference, it may be helpful for the working group to assess other state's salary scale and the assumptions they built into their model.
- 4. **Create a table shell.** Once the working group has synthesized the data and research, the next step should be to create a table shell to flesh out the built-in assumptions for the salary scale. For example, how much more should a teacher with a bachelor's degree earn than their counterpart with an associate degree? Would an additional credential merit increased pay? What about specialized credentials such as an ESL/Bi-Lingual endorsement? How will the lowest point of the salary scale move with inflation or changes in state's minimum wage law over time?
- 5. **Review with relevant stakeholders.** For any salary scale to be adopted by a given locality, stakeholder buy-in is crucial. Meeting with relevant stakeholders prior to the scale's

completion is also critical as the working group can adopt changes to the scale per the recommendations by said stakeholders.

6. Implementation. While some working groups may be responding to state/city legislation regarding wage, other entities may be working proactively to push the state or other locality to move towards a salary scale as a tool to strengthen the ECEC workforce. Nonetheless, the working group should be mindful of the implementation plan as it will inform the short and long term needs of the salary scale. Lastly, it's important that those involved in implementation also be part of the working group for continuity.

Key Decision Matrix

This report will go through the considerations for each of the following key decision points stakeholders will have to answer when building a salary scale.







Parity

Does the scale aim to meet equivalency with any other system/entities?



Economic Indicators

Years of Experience

How will the system be anchored to or responsive to the of service? Should the scale cost current and future economy?

Should the scale address years out yearly adjustments?



Geographic Boundaries

Will the scale serve the entire boundary, or will there be geographic distinctions?



Eligibility

Who will qualify? Will the scale apply to both center-based and home-based providers?



Additional Specializations

Will the scale have any adjustments for additional qualifications?



Decision Points

Parity

The term parity has become commonplace vernacular for those in ECEC policy and finance. For some, parity may be indicating equal compensation to K-12 teacher or K-3 teachers while other times parity may refer to equal compensation in for center-based providers and home-based providers. Also, does parity mean just equal and comparable wages or does parity refer to wages and benefits? The working group must define parity in concrete terms and be realistic in what is achievable in both the short- and long-term plan for eventual implementation. For a helpful understanding of the distinctions between types of parity, see Table 1. ^{vi}

Table 1: Compensation Parity & Related Forms of Compensation Improvement: A Framework						
		Components of Compe	nsation	-		
Type of	Sa	lary		Payment for		
Compensation	Starting Salary	arting Salary Salary Schedule Ber		Professional		
Improvement	Starting Satary	Satary Schedule		Responsibilities		
Parity (defined as equivalent)	Same, prorated for day length and number	Same, prorated for day length and number	Same package, same options for coverage for health, retirement, and vacation/holiday/sick leave	Same menu of supports and dosage for non-child contact responsibilities (e.g., planning time, professional development days)		
Partial Parity (defined as equivalent for select components)	Same, prorated for day length and number	Not same or absent	Equivalent options for some benefits, but not full package of benefits	Equivalent options for some supports, but not full menu of supports		
Sub-Parity (defined as similar but not equivalent)	Same, not prorated	Same, not prorated or not same/absent	Same package of benefits, not equivalent value	Same menu of supports, not equivalent value		
Alternative Forms of Compensation Improvement	Strategies that improve pre-K compensation in order to close the gap with teachers of older children but fall well short of parity. In theory, compensation improvement strategies could also set goals higher than earnings of K-12 teachers in public schools, though in practice this is rare.					

Source: Whitebook, M. & McLean, C. (2017). In Pursuit of Pre-K Parity: A Proposed Framework for Understanding and Advancing Policy and Practice. Berkeley, CA: Center for the Study of Child Care Employment, University of California, Berkeley and New Brunswick, NJ: The National Institute for Early Education Research.

Economic Indicators

To calculate a salary schedule for early childhood educators, there are various methods in which to "anchor" salaries to the broader labor market and economy to account for inflation and other fluctuations that would trigger changes in wage. The indicators below are what states who have developed a salary scale have used:



- ALICE (Asset, Limited, Income Constrained, Employed) Essentials Index- measures the change over time in the costs of the essential goods and services that households need to live and work in the modern economy (i.e., only essential household items including, housing, child care, food, transportation, health care, and a smartphone plan). The tool works with partner states, to assess economic factors as stated above, to then produce an ALICE Threshold- the average income a household needs to afford the basic necessities for each county in Illinois. vii viii
- *Living Wage-* is an alternative measure of basic needs. It is a market-based approach drawing upon geographically specific expenditure data related to a family's likely minimum food, childcare, health insurance, housing, transportation, and other basic necessities (e.g. clothing, personal care items, etc.) costs. The living wage draws on these cost elements and the rough effects of income and payroll taxes to determine the minimum employment earnings necessary to meet a family's basic needs while also maintaining self-sufficiency.^{ix}
 - States using this method:
 - North Carolina. North Carolina's compensation collaborative decided since most of the state's early education teachers are currently not being paid a living wage (as wage is more closely aligned with minimum wage), living wage would be an appropriate goal. The salary scale starts with the Lead Teacher salary scale and the Infant/Toddler or Preschool Certification, their minimum credential, (i.e., they use a bottom-up approach) and aligns with the "statewide average of a living wage" of \$11.98/hour, determined by MIT's Living Wage Calculator. The collaborative did not distinguish by locality. In other words, they have constructed a state-wide salary scale. ×
 - Minnesota. Minnesota's Early Childhood Workforce Compensation Committee chose to use living wage for a single person living in the state and align the figure with ECE paraprofessionals at the base level (i.e., those entry level professionals with a high school diploma). Then the scale goes up from the bottom with an ECE Level 1 (i.e., a Child Development Associate certification) matching the living wage for a family of three with one adult working full time, one adult working part time and one child (which is the most typical family structure in Minnesota). The wage for each increasing level increases by 25%. ^{xi}
- *Minimum Wage-* is the minimum amount of remuneration an employer is required to pay wage earners for the work performed during a given period, which cannot be reduced by collective agreement or an individual contract ^{xii}
 - States using this method:
 - Oregon. The Early Learning Division (ELD) considered two options for salary scale methodology. One option was a two-region salary zone that develops salary targets differentiated for two regions of Oregon (Standard and Non-

Urban zones) based on the minimum-wage zones. This methodology closely aligns with an existing two-region geographic analysis currently used in their system (for their Employment Related Day Care program subsidy). The salary scale starts with Assistant Teacher and their minimum credential, registry step less than 7, and bases salary on the minimum wage requirements (i.e., they use a bottom-up approach). The second option uses statewide salary zone where Oregon would develop one salary target. The ELD recommended the state adopt the second option as they determined it would be too difficult to require differential salary minimums across the state. Further, the ELD cited that any variation in salary should be providers' decision, allowing for national regional variation on an individual program basis. ^{xiii}

- D.C. The D.C. commission aims to achieve parity with DC public schools. In this work, the Early Childhood Educator Equitable Compensation Task Force used minimum wage for their target hourly wage floor. With their salary schedule in hand, D.C. has performed cost modeling work to estimate true costs of service delivery. In this, additionally the commission looks to the Bureau of Labor Statistics (BLS) Occupational Employment Statistics Occupational Employment and Wage Estimates for the Metropolitan Washington Area for salary estimates for other positions. xiv
- Rhode Island. The Rhode Island task force specifically focused on the salary scale for the Infant/toddler subsection of the Early Childhood workforce. In this target wage scale, they use the minimum wage as a basis for their scale. In other words, for their Level 1 educator level (with a CDA credential or 3 ECE credits), the target hourly wage floor is \$1 more than the minimum wage of \$15/hour (i.e., they use a bottom-up approach) and their Level 6 (with a bachelor's degree & 24 ECE credits) is equivalent to the starting Kindergarten teacher salary in Rhode Island adjusted to a 12-month schedule. **

See examples of each of the salary scales in the Appendix.

Years of Experience

Another consideration as part of salary is years of experience. For most K-12 public school teachers, their union contract dictates a salary table with different steps and lanes to categorize the years of experience and the degree attainment. Other salary scales may include salary bands, establishing a minimum, midpoint, and maximum pay range for the position to account for years of experience. Regardless of the option, the working group must consider the implications this will have on providers to manage and dictate their own business and hiring practices.



Geographic Boundaries

methodologically sound choice.

Depending on the scope of the locality, there may be a need for the working group to consider whether there needs to be different scales depending on if there are high variability in cost of living between areas. For example, Oregon considered having two different scales: Standard and Non-urban zones. Given the ELD wanted to align ECEC salaries with kindergarten teachers, they assessed that kindergarten teachers in Zone 2 earned approximately 14% more than the counties in Zone 1 making a tiered salary scale a more

Additionally, the working may want to consider the zones already tied to a state's Child Care Assistance Program (CCAP) subsidy or licensing region. For those providers that participate in the subsidy program, this may be an easier and more familiar geographic distinction.

Eligibility

Working groups must consider at the onset, who can participate. The salary scale could be applicable to all ECEC educators or could be limited to certain educators. Many current salary scales only apply to Pre-K educators even though other states have plans to implement more universal salary scales. This is a crucial step in defining the scope of the scale.

By increasing wages, educators may be faced with changing eligibility for public benefits. As any working group is considering increasing wages, this is a unintended consequence that must be considered at the onset.

Additional Specializations

Recognizing the ECEC field has a wide range of skills and subsequently additional specializations, working groups should consider addressing enhanced credentials with a commensurate pay bonus to incentivize additional training for needed skills. Examples of specializations and associated pay increases are below:

- Pay increases
 - ESL/Bi-lingual Endorsement: \$1.00/hourly increase
 - Infant/Toddler Credential: \$0.5/hourly increase 0

Additional credential bonuses may be a powerful policy lever to ensure the current or incoming workforce may match current demand.







Appendix

Below are other state examples for salary scales.

North Carolina

B-K LICENSE PUBLIC SCHOOL						
Hourly Salary	Monthly Salary	Annual Salary (10 mo.)	Annual Salary (12 mo.)			
\$20.19	\$3,500	\$35,000	\$42,000			
	BA/BS	ECE/Child Dev. ¹				
\$19.18 ²	\$3,325		\$39,900			
	AAS	ECE/Child Dev.				
\$15.14 ³	\$2,625		\$31,500			
	Infant/Toddler or Preschool Certificate ⁴					
\$11.98 ⁵	\$2,044		\$24,523			

Minnesota

ECE Level	Educational Requirement	Role	Hourly Wage	Annual Wage		
Base level	High School Diploma	Entry level	\$15.00	\$31,200		
ECE I	CDA Certificate	Support	\$18.20	\$37,856		
ECE II	Early Childhood-related Associate Degree	Lead in birth - age 5 settings; Guide practice of ECE I	\$22.75	\$47,320		
ECE III	Early Childhood Ed BA	Lead birth - age 8 settings; Guide practice of ECE I & II	\$28.44	\$59,072		
	*CDA - Childhood Development Associate certificate					

Oregon

Option A: Statewide Salary Zone

LEAD TEACHER SALARIES: OREGON PREKINDERGARTEN AND PRESCHOOL PROMISE

		TARGET SALARY			MINIMUM SALARY		
ION A)	QUALIFICATION LEVEL	10 MO. SALARY	HOURLY	% OF AVERAGE KINDERGARTEN TEACHER SALARY	ANNUAL	HOURLY	% OF CORRESPONDING TARGET SALARY
r (OPTION	Bachelor's Degree (BA)/ Registry Step 10	\$63,000	\$36	100%	\$44,000	\$25	70%
Teacher	Associate Degree (AA)/ Registry Step 9	\$54,000	\$31	85%	\$38,000	\$22	70%
Lead T	Child Development Associates (CDA) Credential / Registry Step 8	\$41,000	\$24	65%	\$32,000	\$18	75%

TEACHER ASSISTANT SALARIES: OREGON PREKINDERGARTEN AND PRESCHOOL PROMISE

F			TARGET SALARY			MINIMUM SALARY		
(OPTION	QUALIFICATION LEVEL	10 MO. SALARY	HOURLY	% OF CORRESPONDING LEAD TEACHER TARGET	ANNUAL	HOURLY	% OF CORRESPONDING TARGET SALARY	
Assistant	Child Development Associates (CDA) Credential or above / Registry Step 7 or above	\$38,000	\$22	60%	\$27,000	\$16	70%	
Teacher /	Registry Step Less than 7	\$32,000	\$18	50% of Lead Teacher BA/Step 10 Target	\$21,000	\$12	Based on minimum wage requirements	

Option B: Two Salary Zones

LEAD TEACHER SALARIES: OREGON PREKINDERGARTEN AND PRESCHOOL PROMISE

		TARGET SALARY			MINIMUM SALARY		
Zone	QUALIFICATION LEVEL	10 MO. SALARY	HOURLY	% OF AVERAGE KINDERGARTEN TEACHER SALARY	ANNUAL	HOURLY	% OF CORRESPONDING TARGET SALARY
1	Bachelor's Degree (BA)/ Registry Step 10	\$58,000	\$33	100%	\$41,000	\$24	70%
	Associate Degree (AA)/ Registry Step 9	\$49,000	\$28	85%	\$35,000	\$20	70%
	CDA / Registry Step 8	\$38,000	\$22	65%	\$29,000	\$17	75%
2	Bachelor's Degree (BA)/ Registry Step 10	\$67,000	\$39	100%	\$47,000	\$27	70%
	Associate Degree (AA)/ Registry Step 9	\$57,000	\$33	85%	\$40,000	\$23	70%
	CDA Credential / Registry Step 8	\$44,000	\$25	65%	\$34,000	\$20	75%

TEACHER ASSISTANT SALARIES: OREGON PREKINDERGARTEN AND PRESCHOOL PROMISE

			TARGET SALARY			MINIMUM SALARY		
Zone	QUALIFICATION LEVEL	10 MO. SALARY	HOURLY	% OF CORRESPONDING LEAD TEACHER TARGET	ANNUAL	HOURLY	% OF CORRESPONDING TARGET SALARY	
1	CDA Credential or above / Registry Step 7 or above	\$35,000	\$20	60%	\$25,000	\$14	70%	
	Registry Step Less than 7	\$29,000	\$17	50% of Lead Teacher BA/Step 10 Target	\$21,000	\$12	Based on minimum wage requirements	
2	Child Development Associates (CDA) Credential or above / Registry Step 7 or above	\$40,000	\$23	60%	\$28,000	\$16	70%	
	Registry Step Less than 7	\$34,000	\$20	50% of Lead Teacher BA/Step 10 Target	\$24,000	\$14	Based on minimum wage requirements	

D.C.

Schedule 1: Lead Teache	r, Pre-kin	dergarten		
Year of Full Time Teaching Experience, w/Degree Requirements	Step	BA	BA +15 Credits	MA or BA +30 Credits
1-3 years	1	48962	51410	53858
4 years	2	53858	56551	59244
5 years	3	55474	58248	61021
6 years	4	57138	59995	62852
7 years	5	58852	61795	64738
8 years	6	60618	63649	66680
9 years	7	62436	65558	68680
10 years	8	64310	67525	70740
11 years	9	66239	69551	72863
12 years	10	68226	71637	75049
Schedule 2: Assistant Tea	acher, Pre	-kinderga	rten	
Year of Full Time Teaching	Step	AA	AA +30	
Experience, w/Degree	-	AA	Credits	BA
Requirements	- 1	41863		BA 48962
• • • •	1		Credits	
Requirements 1-3 years	-	41863	Credits 44066	48962
Requirements 1-3 years 4 years	2	41863 46049	Credits 44066 48472	48962 53858
Requirements 1-3 years 4 years 5 years	2	41863 46049 47430	Credits 44066 48472 49927	48962 53858 55474
Requirements 1-3 years 4 years 5 years 6 years	2 3 4	41863 46049 47430 48853	Credits 44066 48472 49927 51424	48962 53858 55474 57138
Requirements 1-3 years 4 years 5 years 6 years 7 years	2 3 4 5	41863 46049 47430 48853 50319	Credits 44066 48472 49927 51424 52967	48962 53858 55474 57138 58852
Requirements 1-3 years 4 years 5 years 6 years 7 years 8 years	2 3 4 5 6	41863 46049 47430 48853 50319 51828	Credits 44066 48472 49927 51424 52967 54556	48962 53858 55474 57138 58852 60618
Requirements 1-3 years 4 years 5 years 6 years 7 years 8 years 9 years	2 3 4 5 6 7	41863 46049 47430 48853 50319 51828 53383	Credits 44066 48472 49927 51424 52967 54556 56193	48962 53858 55474 57138 58852 60618 62436

Schedule 3: Lead Teacher, DC State Certified					
Year of Full Time Teaching Experience, w/Degree Requirements	Step	BA	BA +15 Credits	MA or BA +30 Credits	
1 Year	1	51,539	53,256	54,975	
2 Years	2	51,716	54,099	56,242	
3 Years	3	52,777	55,210	58,699	
4 Years	4	54,725	57,147	61,158	
5 Years	5	56,655	59,087	63,611	
6 Years	6	58,599	61,032	66,078	
7 Years	7	61,068	63,496	69,132	
8 Years	8	63,517	65,957	72,171	
9 Years	9	65,985	68,414	75,232	
10 Years	10	68,431	70,879	78,273	

Rhode Island

Table 2: Compensation GoalsInfant/Toddler Educator Target Wage Scale, Rhode Island, 2019

LEVE	L EDUCATION	TARGET HOURLY WAGE FLOOR	12-MONTH TARGET ANNUAL SALARY FLOOR
1	CDA credential or 3 ECE credits	\$16	\$33,280
2	12 ECE credits	\$17	\$35,360
3	Associate's degree	\$19	\$39,520
4	Associate's degree & 24 ECE credits	\$20	\$41,600
5	Bachelor's degree	\$22	\$45,760
6	Bachelor's degree & 24 ECE credits	\$24.15	\$50,240

ⁱ Center for the Study of Child Care Employment (September 6, 2022), Child Care Sector Jobs: BLS Analysis. Retrieved from <u>https://cscce.berkeley.edu/publications/brief/child-care-sector-jobs-bls-analysis/</u>

SALARY SCALES: EARLY CHILDHOOD EDUCATION AND CARE WORKFORCE

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