

## Summary of the San Francisco Workforce Think Tank: *Coordinating Workforce Compensation Investments*

2008-2009

### ***Introduction***

The City and County of San Francisco has been an innovator and leader in creating and funding a number of initiatives that support the compensation and professional development of staff in early care and education (ECE) programs since the late 1990's. The county was the first in the state to fund a CARES (Comprehensive Approaches to Raising Educational Standards) program (\$1.5 million annually). The City's WAGES+ (Wage Augmentation Guaranties for Entry-level Staff) program (\$5.4 million) stands apart as one of the few efforts to directly address the low wages in child care with direct funding towards wages. More recently with the advent of a countywide Preschool for All - BA Bonus program (\$1.3 million annually), funding has been directed to reward and retain preschool teachers who have completed a bachelor's degree, ECE/child development units from accredited institutions of higher education. Each of these initiatives was developed to address serious concerns about compensation issues in early childhood programs and the ability of programs to provide quality programs and recruit and retain the most highly qualified staff.



Resources from ECE Joint Funders, representing three city departments/commissions, the Human Services Agency; the Department of Children, Youth and their Families; and the First Five Commission - totaling \$8 million are spent annually to support these efforts. These departments work closely together.

The San Francisco Early Childhood Education Workforce Think Tank (WFTT) was convened to inform a strategic approach to addressing the changing needs of San Francisco's early care and education workforce and to consider a rethinking of the investments. Human Services Agency (HSA) Program Manager, Michele Rutherford, chaired the WFTT process on behalf of the Early Care and Education Joint Funders -

HSA, the Department of Children, Youth and Their Families (DCYF), and San Francisco First 5. Each Department has workforce investments in early care and education field. Invitations were issued to 22 participants representing stakeholders in the early childhood field in San Francisco.

The “accordion” planning process was utilized to directly gather input and feedback from key stakeholder groups through presentations and discussions with the larger body (i.e. input gathered from a San Francisco Family Child Care Provider Association meeting was brought back for discussion). Members representing various stakeholder groups provided the conduit for input and feedback into strategies, options, and priorities. In addition, three “experts” outside of the SF ECE community were invited to participate and provided small stipends. All invitees were asked to commit to a 6-8 meeting planning process to work together to address the issues outlined below. Renu Nanda and Carol Stevenson facilitated six meetings, held between May 2008 and February 2009. See Attachment ii. ECE Workforce Think Tank Work Plan for the list of invited participants and page 4 below for meeting dates.



## **Goals, Guiding Principles, and Vision Statement**

### **Goals**

Prior to the first meeting, representatives from the public agencies funding workforce initiatives set the following overarching goals for the WFTT:

*To improve the supports for the San Francisco Early Care and Education workforce caring for children in licensed settings in order to ensure that public/private investments be strategic, efficient and effective in achieving the goals of improving educational attainment, recruitment and retention. This process is an opportunity to step back and:*

- Align city funded compensation programs
- Develop a joint vision for the future
- Analyze major issues
- Strategize innovative viable directions for longer solutions for change

### *Guiding Principles*

- ⇒ Seek to support the ECE workforce
- ⇒ Value the role of a diverse, culturally competent and well trained and well compensated child care workforce
- ⇒ Recognize the increasing demands of professional development and educational attainment with increased compensation
- ⇒ Achieve collective goals for the ECE workforce through establishment of common understanding
- ⇒ Investments are strategic, both effective and streamlined

### *Vision Statement*

To guide it's work and the public investments, the WFTT developed the following vision statement:

*All early care and education teachers are well educated, well compensated and culturally competent, providing San Francisco's children and families with high quality early childhood experiences and nurturing and caring relationships.*

The WFTT achieved consensus about the following overarching goals for public investment in early childhood workforce initiatives:

- \* **Professionalism** - increased professional status and recognition of the work of early childhood educators by the broader society
- \* **Retention** - keeping talented professionals working with children in the classroom and the field of early childhood education
- \* **Compensation** - adequate to ensure quality --including adequacy of wages, education, and rationalization of wages

### **Meeting Inputs**

In addition to the thoughtful input from the WFTT participants, a tangible benefit of this process was the compilation of detailed and analytical data about the participants and characteristics of each of the city's workforce initiatives. At each



meeting, data was presented and spurred further inquiry regarding the levels of benefits, the beneficiaries of each programs, and the outcomes regarding impact on professional development and program stability. Analysts from HSA WAGES+ Program and the Planning Department (Elise Crane and Sarah Crow), the San Francisco CARES Program at Wu Yee Children's Services (David Fleishman and Jason Sullivan) and First 5-*Preschool For All* Program (Gloria Corral and Wei-min Wang) should be commended for providing detailed, accurate, and insightful analysis into each of their programs. Listed below are the documents submitted to the group that provided a basis for the WFTT's work (*see attachments at end of document*).

- A. Overview of Child Care Center and Compensation Programs (5/16/08)
- B. Power point presentation on CARES, Wages +, and PFA Bonus (5/16/08)
- C. The Summary of Child Care Centers and Compensations Programs (6/23/08)
- D. Summary of the Early Care and Education Workforce in San Francisco (7/28/09)
- E. Power Point on Early Care and Education Workforce Statistics (7/28/08)
- F. Power Point - Follow up on Title 5 staff, Wages and Self-sufficiency, and Sample Wage Benchmarks (9/24/08)
- G. SF CARES: *Information for the San Francisco Workforce Think Tank* presentation on stipend awards and educational/permit level outcomes (9/24/08)
- H. Power Point - Early Care and Education Workforce Statistics - Revised (9/24/08)
- I. Potential Options for Compensation Initiatives in San Francisco (10/20/08)
- J. 2010 CARES Program Design Discussion (2/23/09)
- K. HSA Analysis of ECE Workforce WAGES + Budget Reduction Options (2/23/09)
- L. Initial Recommendations for Restructuring BA Bonus Program (DRAFT) (2/23/09)
- M. Draft Matrix of Strategies for SF Workforce Initiatives (2/23/09) [*Attachment i. on page 9*]

## **Workforce Think Tank Meetings Data Summary**

The Workforce Think Tank series intended to provide a data rich context within which innovation and/or programmatic change would emerge.

### ***May 16, 2008***

The initial meeting focused on providing a data rich context for understanding of beneficiaries of compensation initiatives funded in San Francisco.

The PowerPoint presentation handed out at this initial meeting contained three components:

- I. Overview of the San Francisco Workforce
- II. Local Initiatives
- III. Impact of Local Initiatives



San Francisco workforce participant numbers were utilized from the California Early Care and Education Workforce Study; Licensed Child Care Centers, San Francisco County 2006 and the California Early Care and Education Workforce Study; Licensed Family Child Care Providers, San Francisco County 2006 by Whitebook, Sakai, Kipnis, Lee, Bellum, with additional data from SF CARES, WAGES+, and PFA and publicly administered ECE programs (SFUSD, City College, Head Start SFSU). An overview of program design of each compensation initiative enabled each to highlight the ECE workforce population targeted and programmatic intent. These data sources provided WFTT participants a clearer understanding of the mapping of ECE workforce participants by employer type and/or compensation program participation and the impact of each initiative.

### ***June 23, 2008***

The Summary of Child Care Centers and Compensations Programs presented at the June meeting provided an overview of the types of licensed programs that are operated in San Francisco based on age groups served and compensation program participation. This analysis enabled the participants to see which licensed centers may or may not have staff that benefit from compensation initiatives and be targeted based on a 0-5 ECE strategy.

### ***July 28, 2008***

Two data rich documents were presented to the group in July; 1) *Summary of the Early Care and Education Workforce in San Francisco* and a PowerPoint on *Early Care and Education Workforce Statistics*. The *Summary of the ECE Workforce in San Francisco* provided data on center and family child care (FCC) providers and their staff based on data from the San Francisco Workforce Studies, cited above, and data gathered from SF workforce compensation initiatives. The *Statistics* provided graphical representations of the data contained in the *Summary* document and included examples of “typical wages” based on programmatic data to highlight impacts of participation in more than one compensation initiative (aka “*stacking effect*”) This analysis responded to stakeholders requests regarding the depth and breadth of the reach of the current program investments.

### ***September 24, 2008***

By September the WFTT participants requested data analysis to focus in on possible wage benchmarks and their relationship to established compensation levels in publicly administered programs and their relationship to compensation ordinances in the City/County of San Francisco and Self-Sufficiency benchmarks tied to income and family size. These follow-up items were composed of the following analyses:

- I. Estimated Title 5 Staff in the ECE Workforce
- II. Wages & Self Sufficiency
- III. Sample Wage Benchmarks

In addition, trend data from SF CARES program participants was introduced to highlight patterns of educational attainment and professional development based on job title, as well as changes in stipend levels, numbers of participants, demographics, and the impact of changes in program design.

**October 20, 2008**

Utilizing data over the course of ECE Workforce Think Tank meetings, provider meetings, and brainstorming and breakout groups, *Potential Options for Compensation Initiatives in San Francisco* was discussed with discussion about separating recommendations into short, mid, and long-term strategy matrix.



Option 1: Maintain the status quo with minor changes

Option 2: Focus on creating an SF ECE system that recognizes the BA teacher as the center or core of every classroom, and rewards assistants with AA's as a step toward achieving the BA.

Option 3: Focus in improving wages with goal of all early childhood professionals earning at the level of San Francisco's Minimum Compensation Ordinance (MCO).

Option 4: Focus all resources on workforce working in programs serving low-income children.

Considerations for ALL options:

- \* *Adequately and effectively addressing the unique position of licensed family child care*
- \*\* *Resources needed*
- \* *Importance of ease of administration for providers and program*
- \*\* *Unintended consequences*

**February 23, 2009**

The final ECE Workforce Think Tank meeting wrapped up analysis and incorporated many of the recommendations of the WFTT in programmatic changes in current compensation programs, which in part were spurred by the serious downturn in the economy resulting in millions of dollars of budget cuts to the early care and education field of City/County and state funding.

Recommendations from the WFTT were incorporated and presented for SF CARES, WAGES+ and the PFA - BA Bonus program. A more comprehensive draft of the immediate, mid and long-term strategies to address compensation of the early care and education work was developed into a Matrix of Strategies for SF Workforce Initiatives.

### ***Input from Providers and Programs***

In addition to inputs from WFTT participants, information gathered from a series of meetings with child care provider organizations was fruitful in raising important issues about the effectiveness and utilization of the city's initiatives.

Overall, there was great support for the continuation of the programs. The greatest concerns focused on equity - for family child care providers, for BA teachers who work in non-PFA programs, and for structuring incentives that are related to permit levels but which do not reflect classroom or program responsibilities.

WFTT facilitators and program staff gathered input at the following forums for providers:

- 8/13/08 CPAC Workforce Committee Meeting
- 9/08/08 SF Child Care Providers Association Meeting
- 9/17/08 SF CC Directors Meeting
- 10/20/08 SF Child Care Providers Association Meeting

The issues and concerns raised at these meetings were brought back to subsequent WFTT meetings and are reflected in the program changes initiated in early 2009.

### ***Shifting Landscape and Future Directions***

When the WFTT convened in May of 2008, the depth of the current economic crisis was not imagined. By the date of the final meeting in February 2009, each city department faced unprecedented budget cuts and state funding was equally precarious. The work of the WFTT helped to guide each of the programs as they grappled with declining revenue and competing demands. The data and input

gathered over the 10 months of the WFTT's work provided a framework to inform these difficult decisions and led to implementation of some of the recommendations, with special consideration for those that were voiced by the stakeholder groups.

It is hoped that this intensive work, and the sound data which the process generated, will guide future planning and program improvements for the early care and education field in San Francisco. The work of the WFTT has reaffirmed the value of local workforce initiatives, heightened the need for all parties to work collaboratively, and highlighted the on-going need to work closely with local institutions of higher education. Stakeholders agreed that increasing the professional status of teachers in early childhood is essential and support for teachers' professional development is a priority. Teachers must attain higher educational standards in order to receive commensurate pay; teachers must be paid more in order to retain those teachers that are boosted to higher educational qualifications. Funding to achieve increased wages must come from public and private sources. Private and foundation funding will not be sufficient, nor parent fees, to fund the increased standards for professional development, compensation, and quality of care. Participants agreed that early care and education is a public good and therefore a significant increase in public resources needs to be invested to sustain a quality early care and education system to meet k-12 professional and compensation parity. As San Francisco's Child Care Planning and Advisory Council moves forward with their strategic planning process, the work of the WFTT can provide a strong data and analysis framework for that effort.



**MATRIX OF RECOMMENDED STRATEGIES FOR SAN FRANCISCO WORKFORCE INITIATIVES  
FY 08-09 ECE Work Force Think Tank**

COMPENSATION STRATEGY	SHORT TERM/IMMEDIATE (0-3 YEARS)	INTERMEDIATE - “Post Crisis” (5 YEARS)	LONG TERM VISION (10 YEARS)*
<p><b>CARES Goals</b> Increase retention; Improve compensation; Increase educational achievement; Increase professional development and professionalization of the ECE workforce</p>	<ul style="list-style-type: none"> <li>• Collapse stipend levels for Master Teacher and Site Supervisor</li> <li>• Tie stipend level to role in program, not only education/permit level</li> <li>• Examine the impact of “stacking” benefits.</li> <li>• <i>Maximize use of financial aid and state funded education stipends/grants to improve access</i></li> <li>• <i>Continue to work to ensure pathways to G.E. courses and A.A. completion for non English speakers</i></li> <li>• <i>Address ELL needs in conjunction with child development classes (e.g., variation on cohorts approach)</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Explore additional supports for cohort models for AA, GE, Language, BA, MA—including advising, counseling, tutoring, remedial education, and learning communities</i></li> <li>• <i>Create an Institute for Professional Development in conjunction with CCSF and SFSU</i></li> <li>• <i>Support cost effective dual language models</i></li> <li>• <i>Address academic and non-academic educational access issues</i></li> <li>• <i>Increase mentoring support</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Develop and implement pilot programs that provide resources for education and professional development as part of a comprehensive, program-wide compensation and education plan for staff</i></li> <li>• <i>Pilot could focus on monolingual providers, and offer lessons to the state</i></li> </ul>

\* **LONG TERM VISION** = These objectives are tied to goals of education, professional development and adequate and equitable wages, not to specific programs.

NOTE: Education infrastructure strategies are italicized.

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FY 08-09 ECE Work Force Think Tank**

COMPENSATION STRATEGY	SHORT TERM/IMMEDIATE (0-3 YEARS)	INTERMEDIATE - “Post Crisis” (5 YEARS)	LONG TERM VISION (10 YEARS)*
<p><b>WAGES+</b> <i>Goals</i> Provide more livable wages; Increase retention and reduce turnover; Increase quality of care for low income children; Rationalize wages in the field; Professionalize the ECE workforce</p>	<ul style="list-style-type: none"> <li>• Increase wage levels to MCO <i>(not consensus on this item)</i></li> <li>• Require program salary scales that address education and experience <i>(tenure steps)</i></li> <li>• Require employees/or a % of them to participate in CARES</li> <li>• <i>Provide TA and support for employers to develop and implement rational compensation systems with salary rewards for BA teachers</i></li> <li>• <i>Investigate programs’ barriers to reaching MCO (w/o WAGES+) help</i></li> </ul>	<ul style="list-style-type: none"> <li>• Increase wage levels to a % of SFUSD salaries, comparable to Head Start salaries</li> <li>• Reward teachers working toward a BA</li> <li>• Establish additional wage levels for FCC and FCC assistants</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Increase wage levels to the K-12 level for SFUSD</i></li> </ul>

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FY 08-09 ECE Work Force Think Tank**

COMPENSATION STRATEGY	SHORT TERM/IMMEDIATE <i>(0-3 YEARS)</i>	INTERMEDIATE - "Post Crisis" <i>(5 YEARS)</i>	LONG TERM VISION <i>(10 YEARS)*</i>
<p><b>PFA Bonus Goals</b> Recruit and retain highly qualified individuals to teach in all Preschool for All sites</p>	<ul style="list-style-type: none"> <li>• <i>Create a minimum continuing education requirement</i></li> <li>• Expand to reach all teachers within the same PFA center employer</li> <li>• Expand to reach Title 5 teachers and family child care providers and assistants</li> <li>• Cap bonus for earners who achieve a maximum salary</li> <li>• Pro-rate stipend for part-time vs. full-time teachers</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Use resources to help create more BA teachers</i></li> <li>• Expand BA bonus to all ECE BA teachers, not just those in PFA classrooms (expand to WAGES+, Infant-Toddler Sustaining Grants, etc.)</li> <li>• <i>Address access issues to BA attainment - language, academic, non-academic</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Create a San Francisco ECE compensation system that requires and rewards a qualified BA teacher at the center of every classroom</i></li> </ul>

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NOTE: Education infrastructure strategies are italicized.

## OVERALL STRATEGIES

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- Work to “Unstack” the benefits of the compensation programs to ensure depth and breadth of the ECE field benefiting from compensation efforts.
- Create a universal application for individuals (for example CARES and PFA Bonus) and for centers/FCCs (for example WAGES+ and PFA) and work together to ensure that all programs and providers are aware of these supports
- Develop a workforce registry to track professional development and to assist in planning, analysis of impact, and program coordination (i.e. stacking and access to compensation initiatives).
- Design strategies and approaches that work for family child care.
- Work to seize opportunities in the ARRA stimulus bill to fund recommended strategies and to advance the professional development system.

## STATE POLICY ISSUES

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- Work with others to reform the permit matrix so that it is more rational regarding educational requirements and degree attainment.
- Identify and address permit matrix issues unique to family child care and adjust programs for greater FCC participation and equity.
- Continue to work on improving the SRR/RMR for programs serving children from low-income families.
- Ensure that any Quality Improvement Rating System addresses wages and rewards for educational attainment.

