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# ***Launching the Head Start Workforce: Lessons from Sector and Career Pathway Strategies***

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***The University of Texas at Austin***

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# Acknowledgements

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# Outline

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- Sector & Career Pathway Strategies: Features & Impacts
- Tulsa's *CareerAdvance* Program & Initial Impacts
- Challenges to Creating Child Development Career Pathways
- Lessons & Concluding Observations

# Sector Strategies Evolution

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Began in 1980s with Commonwealth Corp (Boston) & Center for Employment Training (San Jose) and 1990s with Casey's Jobs Initiative and other employer-driven models, e.g., QUEST (San Antonio), Wisconsin Regional Training Partnership, VIDA (South Texas), Capital IDEA (Austin).

- **Target specific industries** and/or clusters of occupations
- **Intervene through credible organizations** (e.g., workforce intermediaries)
- **Support workers** competing for quality job opportunities
- **Address employer needs and competitiveness**
- Create **lasting change in labor market systems helping both workers and employers**

# Sector Strategies

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**Address 3 main goals** simultaneously:

1. Increase worker skills
2. Improve productivity
3. Enhance regional competitiveness

Spread in 2000s through work of NGA, Aspen Institute's Sectoral Training Academy, National Network of Sector Partners, National Fund for Workforce Solutions.

By 2009, 1,000+ sector partnerships operating across the US:

- 227 organizations targeting 20 industries
- 39 local workforce boards funded by USDOL

# Common Career Pathway Elements

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- ***Targeted to regional labor markets, often on particular sectors.*** CP strategies aren't all sector based, and not all sector strategies feature CPs. But, CPs are increasingly being integrated into sector strategies.
- ***Provide frameworks for workforce development,*** helping to integrate services and resources of community colleges, workforce/social service agencies into structured sequences.
- ***May offer 3 levels of training***—basic skills, entry-level & upgrade training—plus ***paid internships***, e.g., Joyce Foundation's 2007 6-state *Shifting Gears Initiative*.
- Often ***feature occupationally contextualized 'bridge' programs*** to help raise low-skilled student proficiency for taking credit courses.

# Strong Emerging Evidence

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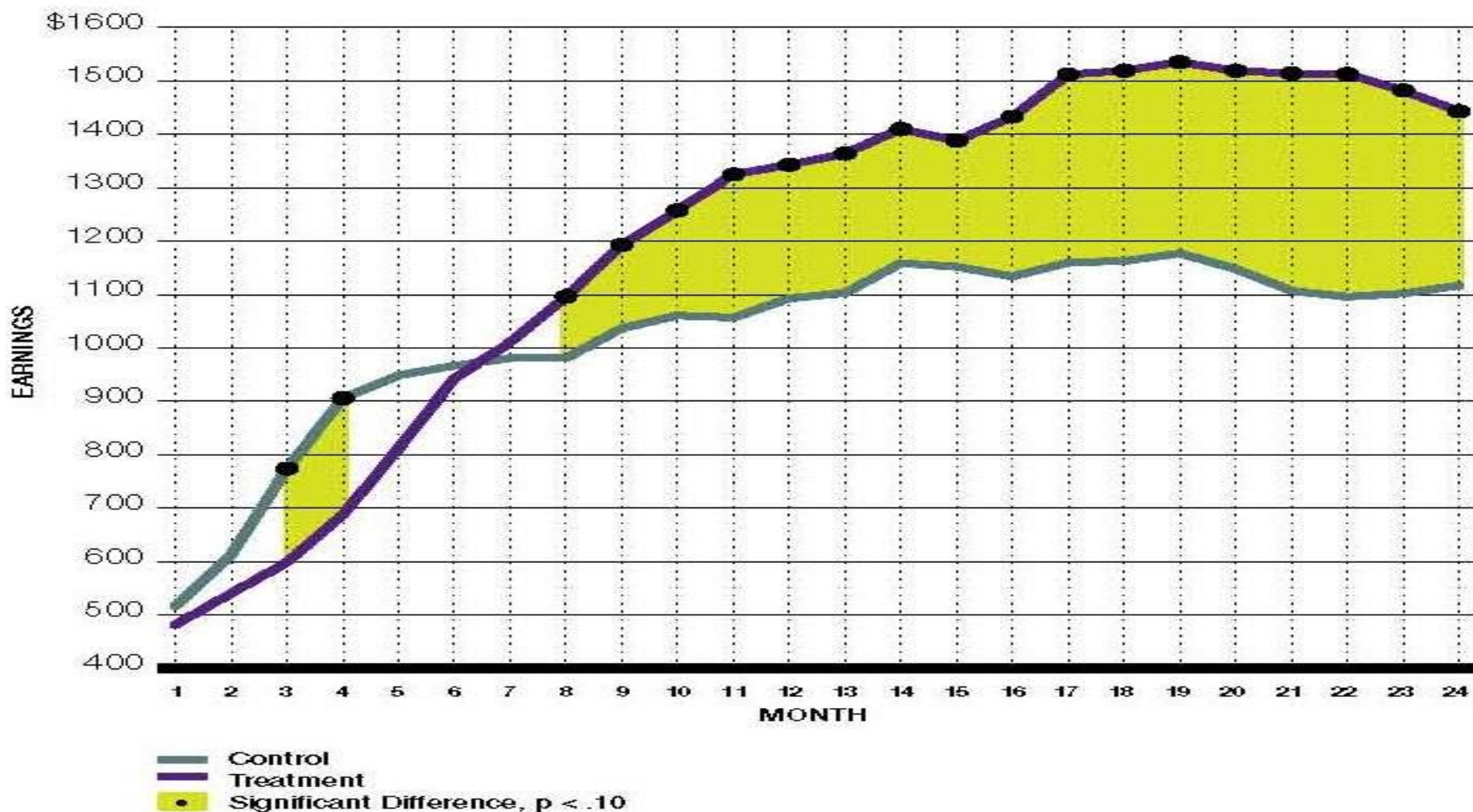
Rigorous impact evaluations have been conducted since the mid-2000s.

P/PV-Aspen (Maguire et al. 2009) estimated experimental 24-month impacts from 3 sectoral training (healthcare, IT) programs: Jewish Vocational Services (Boston), *Per Scholas* (NYC), and Wisconsin Regional Training Partnership (Milwaukee). Participants—

- Earned significantly more (\$4,500 or 18.3%) than controls over 24 months, fully 29.3% more in 2<sup>nd</sup> year post.
- Were more likely to work and work more consistently and, if employed, worked more hours and earned higher wages.
- Were more likely to work in jobs with employee benefits.

# Evidence (Maguire et al. 2009)...

**Figure 1: Total Earnings by Month**





# Evidence (Elliott & Roder 2017)...

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Economic Mobility's 6-year experimental evaluation of San Antonio's Project QUEST (healthcare etc.) found that:

- QUEST participants' earnings were significantly greater than controls in years 3-6 and earnings impacts were continuing to increase: earnings impacts were \$2,286 in year 3, rising to \$5,080 in year 6.
- QUEST participants worked more consistently and earned higher wages than controls in years 4-6.
- QUEST participants enjoyed significantly greater financial stability than controls by year 6.
- Earnings for QUEST participants were such that they were economically self-sufficient in San Antonio where almost all of them remained post-completion.

# Evidence (King, Smith et al. 2011, 2012)...

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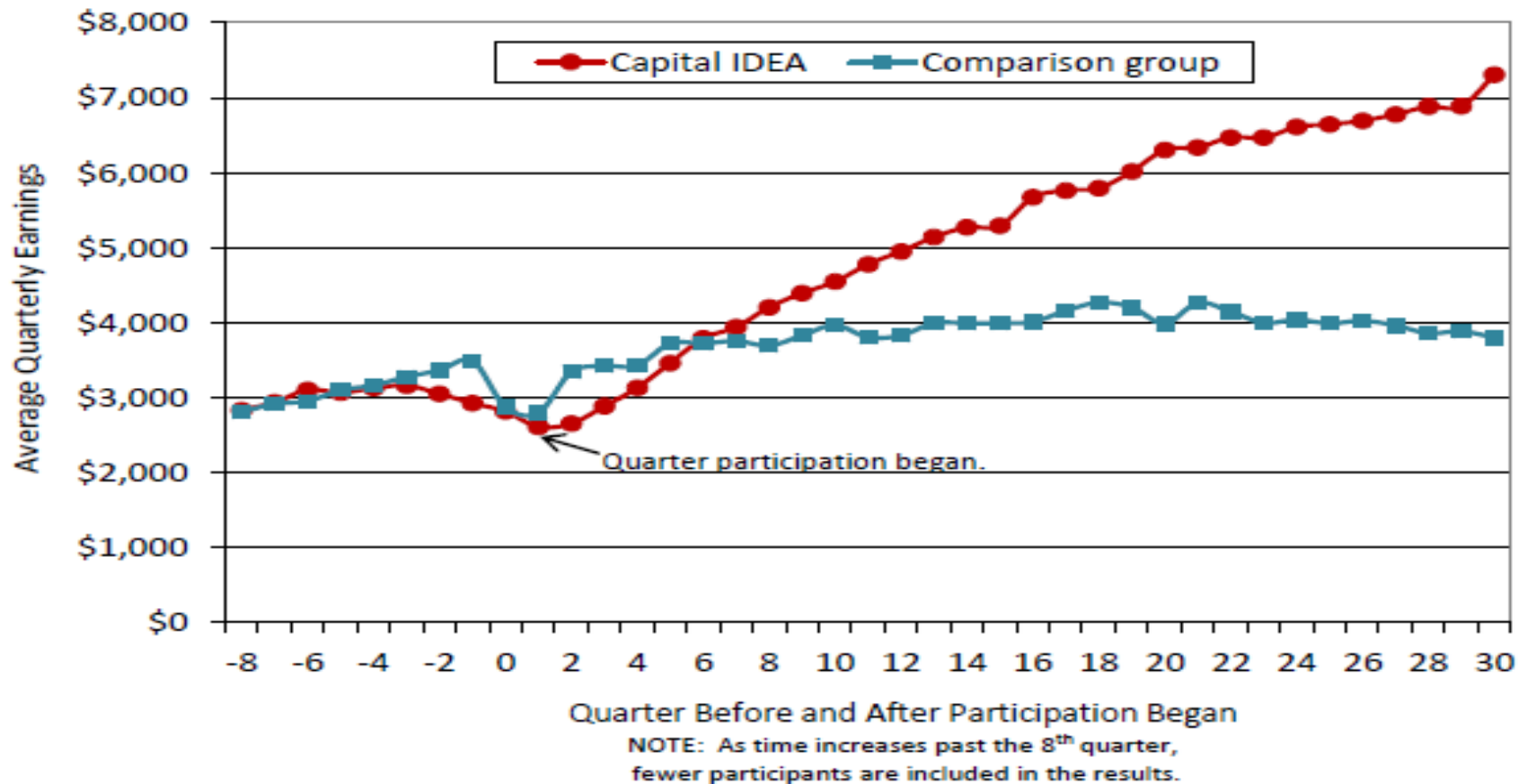
Ray Marshall Center longitudinal, quasi-experimental evaluation (King, Smith et al. 2011, 2012) found large, lasting, statistically significant impacts and high ROI for Capital IDEA (nursing, allied health, electrical trades, water/wastewater):

- Employment rates for all participants increased by 12.3 percentage points (to 74.3%) over all available quarters after participation, i.e., more than 7 ½ years.
- The share of participants monetarily qualified for UI benefits increased by 12.3 percentage points.
- Participants enjoyed a \$759 advantage in average quarterly earnings (11.9 percentage points) over the period.

There were no significant differences in rates of UI benefit filings.

# Evidence (King, Smith et al. 2011, 2012)...

Figure 14. Unconditional Earnings Over Time, Capital IDEA Participants vs. Comparison Group



# ROI Analysis

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- ROI analysis for early (2003-2004) Capital IDEA cohorts based on impacts and program cost data.
- Participants spent on average 1.5 years in program at an estimated cost of \$6,459/participant.
- Over the first 10 years, each dollar invested in Capital IDEA returns \$1.65 to taxpayers, for an annual rate (IRR) of 9%
- Over 20 years, each dollar returns \$5.01 to taxpayers, for an annual rate (IRR) of 17%

# Workforce Innovation & Opportunity Act

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Enacted in July 2014, WIOA fully embraced these strategies, among other things:

- Mandating that governors implement sectoral strategies statewide as part of their states' workforce development systems;
- Mandating that governors embrace evidence-based approaches to delivering remedial education services, e.g., I-BEST; and
- Encouraging governors and local workforce boards in their states to pursue career pathway approaches in order to deliver more effective services to jobseekers.

# Tulsa CareerAdvance<sup>®</sup>

Local  
Colleges

Sectoral  
Training/CPs  
Employers

Early Childhood  
Program

Career Coaches

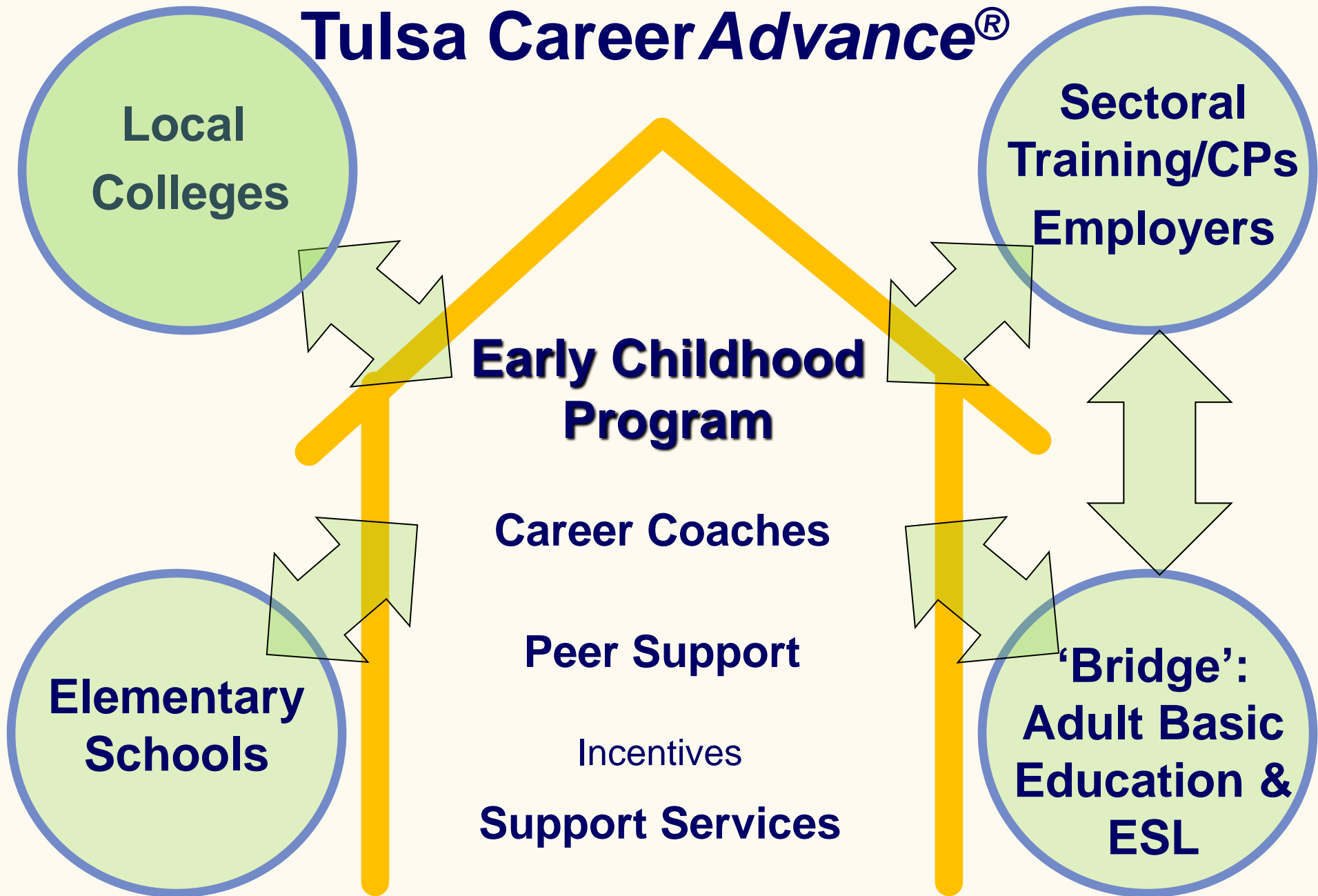
Peer Support

Incentives

Support Services

Elementary  
Schools

‘Bridge’:  
Adult Basic  
Education &  
ESL



# CAP Family Life Study

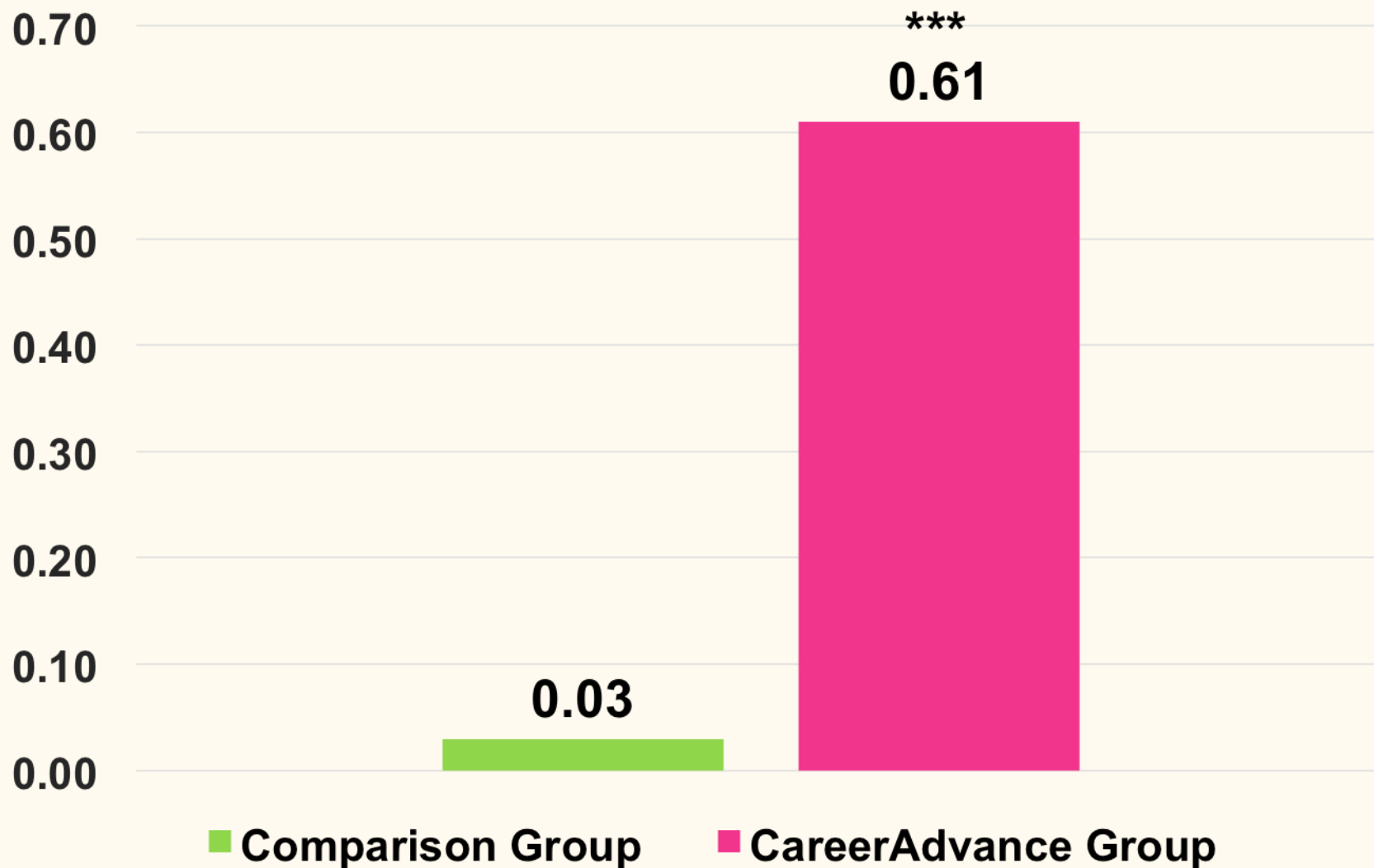
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**Three-year, quasi-experimental study — kudos to the Northwestern (lead), UT Austin, NYU, Columbia, Oklahoma State U research team** (P. L. Chase-Lansdale, T. Sommer, T. Sabol, E. Chor, J. Brooks-Gunn, H. Yoshikawa, C. King & A. Morris, March 2017).

- **Surveys, child assessments, focus groups, administrative data**
- **Sample of 253 participants: 141 in CareerAdvance<sup>®</sup> and 112 in the matched comparison group (propensity score matching)**
- **98% female, 30% single parents, average age 29 years, avg. household income \$15,372, only 30% white, 49% high school/GED or less**
- **62% of participants still enrolled at one year**

# 1-Year Impacts: Certification

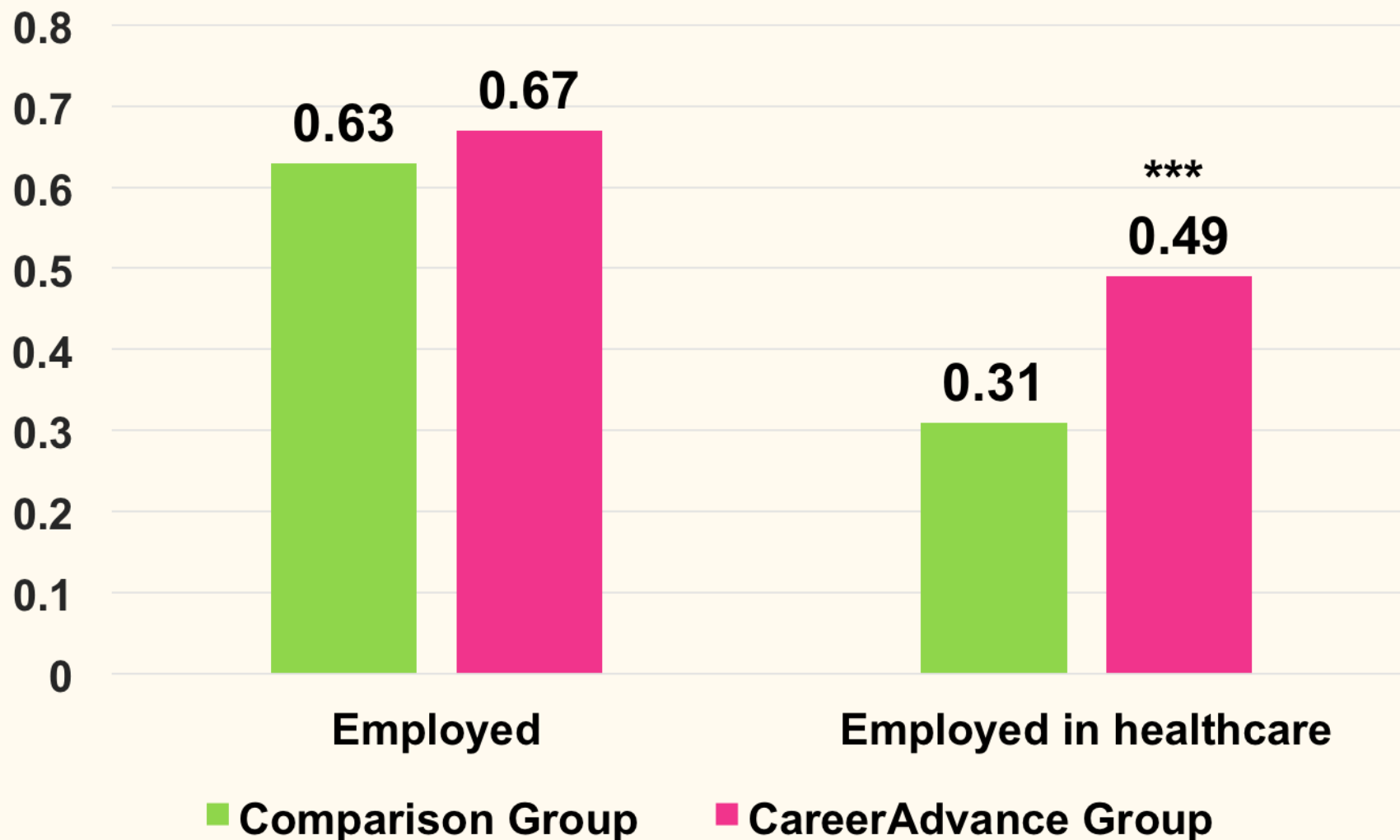
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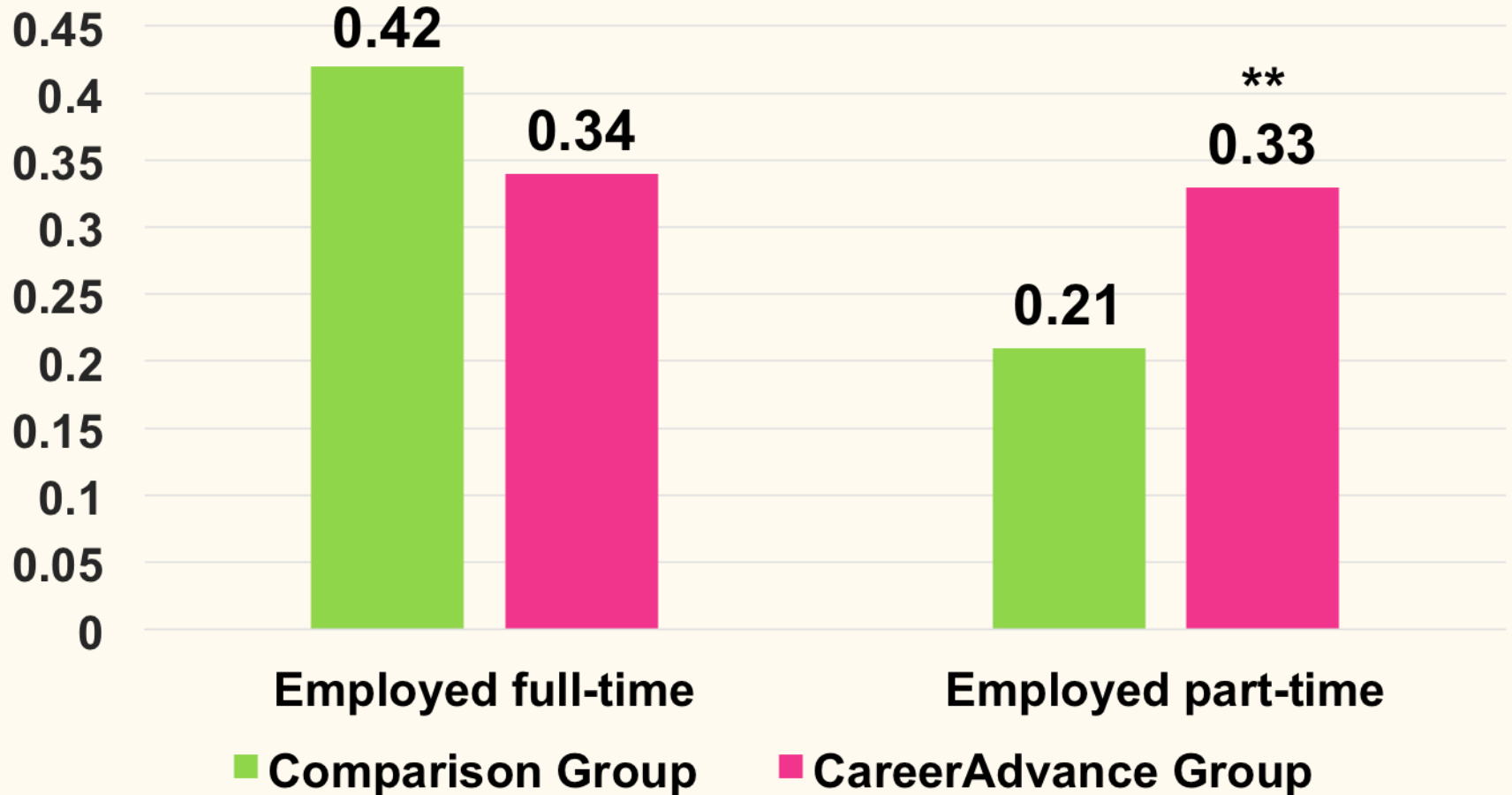
# 1-Year Impacts: Employment

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# 1-Year Impacts: Employment

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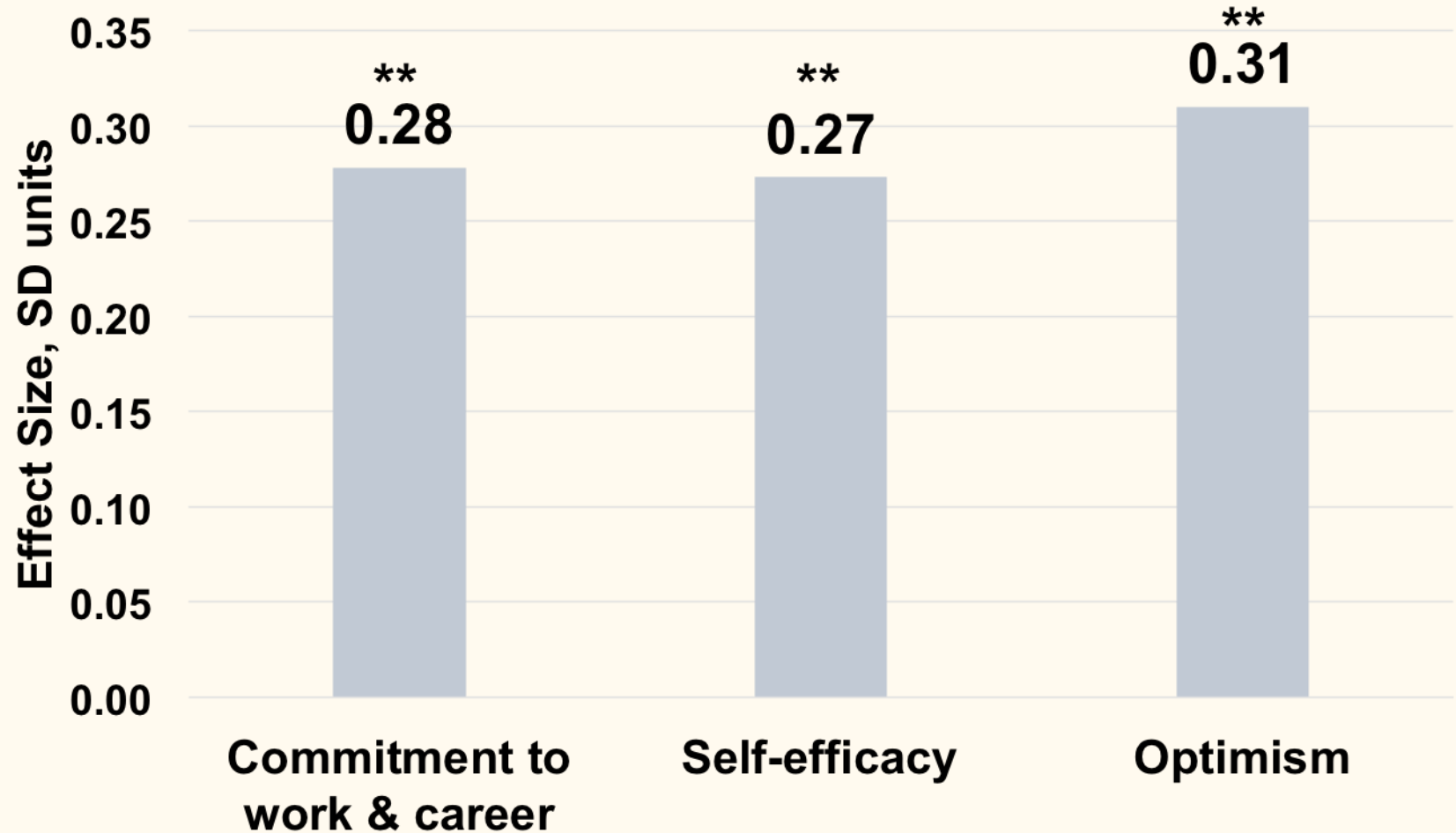
# 1-Year Impacts: Economic Well-Being

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- Participants experienced decreased earnings (\$2,045) while in school, but no increase in perceptions of material hardship
- They enjoyed average incentives and in-kind assistance in year 1 of \$2,560

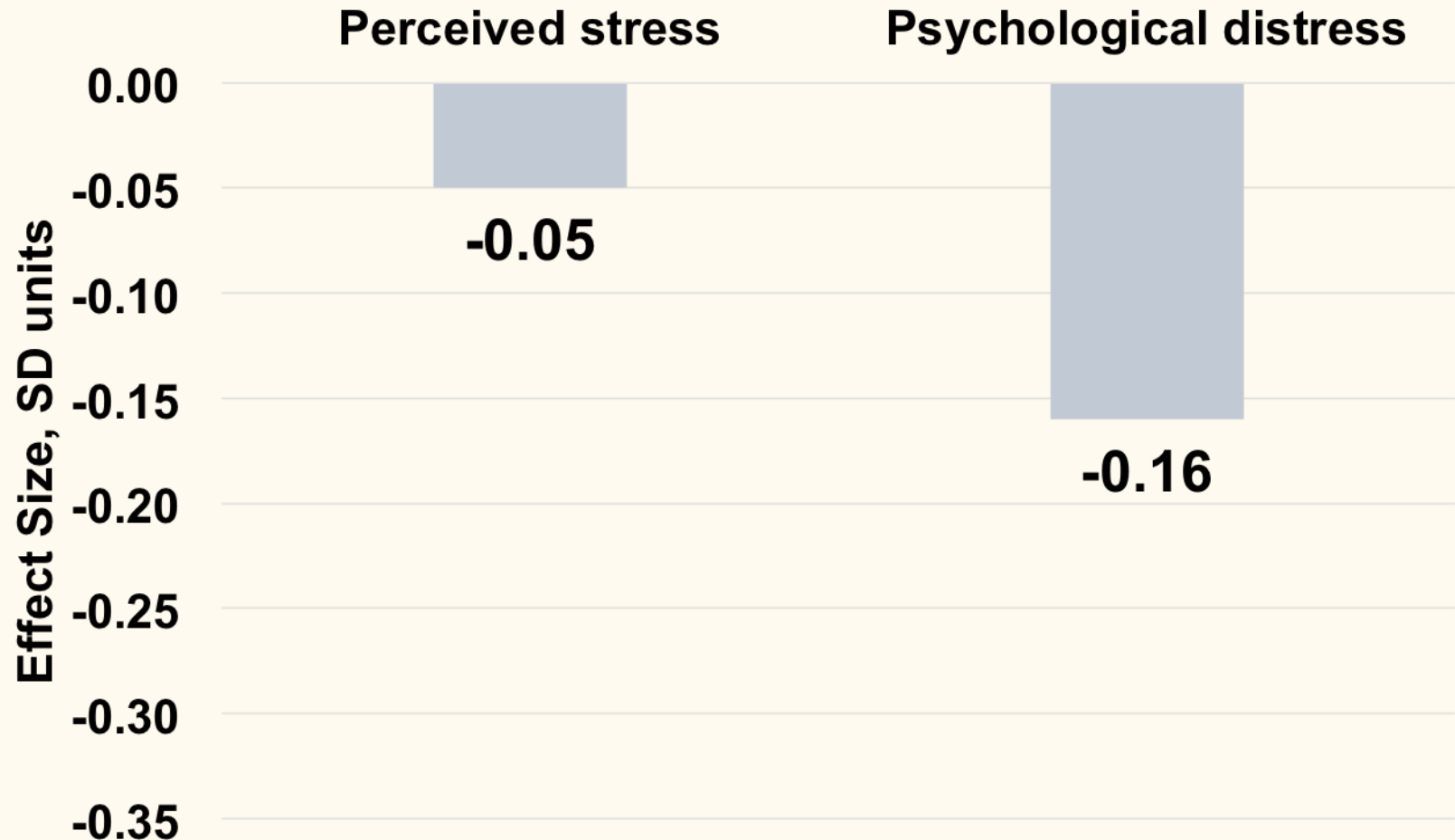
# 1-Year Impacts: Psychological Well-Being

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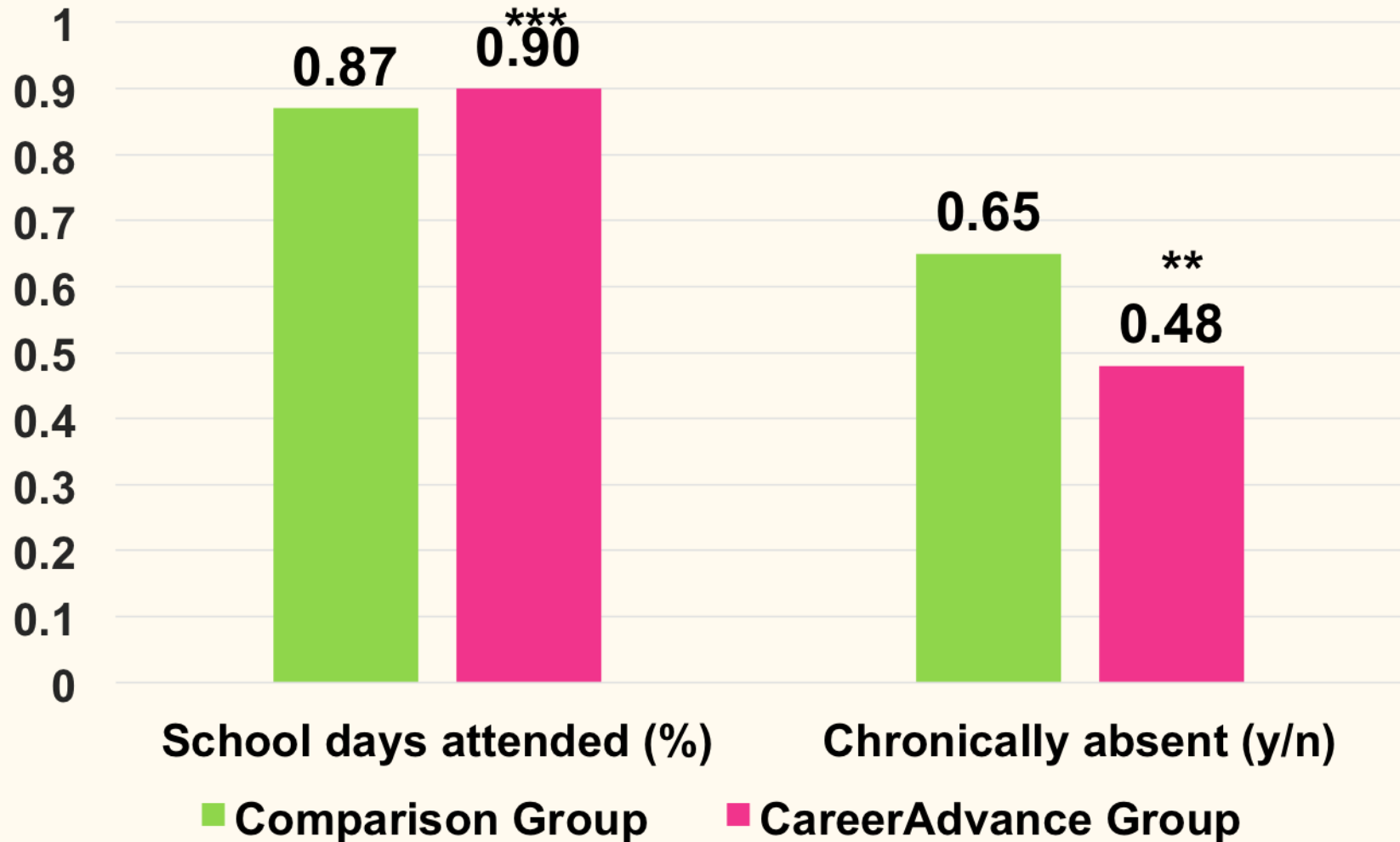
# 1-Year Impacts: Stress & Psychological Well-Being

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# 1-Year Impacts: Children's Head Start Attendance

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# Qualitative Evidence

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- Partner (e.g., Tulsa Community College, Tulsa Tech, Union Public Schools), CAP, CareerAdvance<sup>®</sup> and employer *interviews are very encouraging.*
- Participant focus groups and interviews since 2010 tell us CareerAdvance<sup>®</sup> *and its components are largely on the right track.*

# **Child Development Career Pathway Challenges Then & Now**

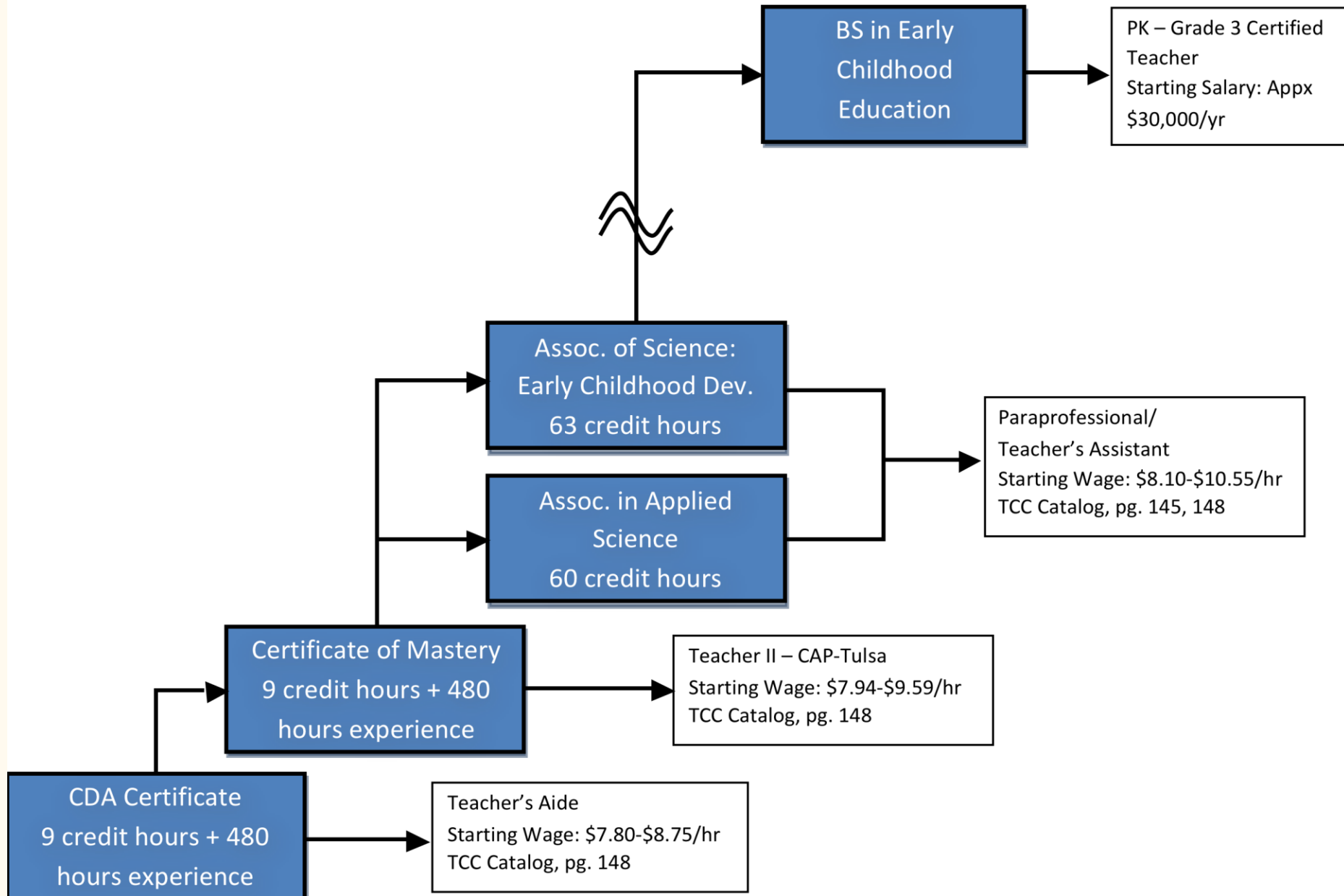
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CAP Tulsa and its funders considered pursuing a child development career pathway in 2009, but opted not to for several reasons, among them:

- 1. Entry points and opportunities for career advancement were limited** compared to alternatives.
- 2. Expected time between certification/degree levels and job progression was longer** than alternatives.
- 3. Employment demand was lower than alternatives** and most of the demand for early childhood teachers resulted from turnover, not new job growth.
- 4. Compensation for starting and intermediate career positions was well below levels required for family economic self-sufficiency.**



# Figure 1: Early Childhood Education Career Path



**Table 2: Starting Wage by Position, 2009**

	<b>Tulsa PS</b>	<b>Union PS</b>	<b>Broken Arrow PS</b>	<b>Jenks PS</b>	<b>Tulsa CAP</b>
<b>Teacher's Aide</b>	N/A	\$8.75/hr	\$7.80/hr	N/A	\$7.94/hr
<b>Teacher's Assistant/ Paraprofessional (48 hours college credit)</b>	\$8.81/hr	\$9.11/hr	\$8.10/hr	\$8.85/hr	\$9.59/hr
<b>Parateacher (60 hours college credit or AS)</b>	\$10.06/hr	\$9.57/hr	\$8.40/hr	N/A	\$10.55/hr
<b>Paraprofessional (Special Education)</b>	\$12.11/hr	\$9.11/hr	\$8.75/hr	N/A	N/A
<b>Certified ECE Teacher</b>	\$32,900/yr	\$31,600/yr	\$30,686/yr	\$32,760/yr	\$28,119/yr

Source: Salary schedules obtained from employer websites, CAP-Tulsa.

**Table 3: Fringe Benefit Offerings, 2009**

	<b>Tulsa PS</b>	<b>Union PS</b>	<b>Broken Arrow PS</b>	<b>Jenks PS</b>	<b>Tulsa CAP</b>
<b>Health Insurance</b>	5 options for employees, partly paid by State or ISD	3 options for employees; ISD paid	5 options for employees, partly paid by State or ISD	5 options for employees, partly paid by State or ISD	2 options for employees, partly paid by CAP
<b>Dental Insurance</b>	7 plans for employees; partly paid by State or ISD	1 plan offered	5 plans offered	7 plans offered	2 options for employees, partly paid by CAP
<b>Vision or FSA</b>	Offered, no details	Offered, optional	5 plans offered	Offered, no details	1 plan offered
<b>Life Insurance</b>	?	Min. \$20K offered	Offered	District provided, 20 hrs+/week eligible	1/yr salary covered by CAP; additional coverage available
<b>Accidental Death &amp; Dismemberment Insurance</b>	1.5X salary if working 25+ hrs/week	Min. \$20K employee coverage, ISD paid	?	1.5X salary, \$20K min. employee coverage	100% salary covered by CAP
<b>Long-term Disability Insurance</b>	ISD paid	ISD paid	Offered, no details	ISD paid	60% salary covered by CAP
<b>Paid Time Off</b>	10 days/yr. for 9-mo.; 12 days/yr. for 12-mo.	1 day of sick leave/month	1 day of sick leave/month, 30+hrs/week eligible	1 day of sick leave/month	18 days per year
<b>Personal Business Days</b>	3 days/yr. after 1 yr.	3 days/yr	2-3 days/yr	2 days/yr	1 day per year
<b>Retirement</b>	OK Teachers Retirement, 7% of salary	OK Teachers Retirement, 403(b) or 457 options	OK Teachers Retirement & 457 option for some	OK Teachers Retirement, 7% of salary & 403(b) and 457(b) supplemental retirement	403(b) 50% employer match up to 6%

# Lessons & Observations

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The need for and benefit from having greater numbers of well trained early childhood teachers are undeniable. But, conditions on both the demand and the supply side are sub-optimal.

## **Demand Side**

- Demand is driven too much by turnover
- Compensation — pay & benefits — is inadequate

## **Supply Side**

- Education and training progressions are inordinately long
- Too little credit is given to experience in the field

# Possible Actions to Consider

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- Expanded federal, state and local funding and compensation for early childhood teachers generally
- Expansion of refundable child tax credits
- Introduction of wage supplement programs for early childhood teachers
- Access to better work supports and mentoring for early childhood teachers
- Expanded credit-for-prior learning and related accelerated educational opportunities
- Improved education and training support from employers and better structured career progressions/ladders in early childhood workplaces

# Contact Information

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