On the Road to SAC
Professionalism
Emerging Models, Trends, and Issues in Credentialing:
A Working Paper

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Making the MOST of Out-of-School Time

On the Road to SAC Professionalism


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March, 1999

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Introduction & Acknowledgements

In the last 20 years, the profession of providing care for school-age children has undergone profound change. Once a "forgotten cousin" in the child care community, we in school-age care (SAC) are now finding our voice and place in discussions about our children. More and more of our nation's leaders are recognizing the importance of the time children spend outside of school, and the critical role that we play in ensuring the well-being of children, their families, and their communities.

At the National Institute on Out-of-School Time, we have been involved in many projects over the last 20 years that have given us a birds' eye view of this evolution. One of the most recent has been the MOST Initiative (Making the Most of Out-of-School Time). Three MOST cities (Boston, Chicago, and Seattle) have spent the last three years planning, implementing, and evaluating innovative approaches to both the direct care for children and the professional development of staff.

This report is an outgrowth of that work, as the MOST Initiative has raised a host of questions about the best way(s) to go about staff preparation and credentialing. As we will discuss at some length in this report, in using the term "credential," we mean a formal certificate, permit or document that certifies that an individual has mastered a set of skills and has demonstrated competence in caring for children. Credentials may be (and in fact are) offered by a wide range of entities—governmental agencies, professional associations, colleges, community organizations, or even employers. In both the MOST communities and in the SAC community nationally, there has been a great deal of discussion about whether the National School-Age Care Alliance (NSACA) or another body should establish a national SAC credential, similar to the Child Development Associate (CDA) credential for the early childhood field.

As a result, we have undertaken a survey of several hundred respondents involved in SAC to explore the current state of efforts toward establishing school-age credentials and to determine what "next steps" might be appropriate for local credentialing efforts and for national leaders. Key areas explored in the survey include:

- What kinds of credentials are being developed? (including the target group, settings, and use of college credit);
- What is being done to make credential useful and accessible for SAC workforce? (including issues around licensing, college credit, compensation, ensuring affordability, and job mobility);
- What is the process involved? (Including planning and administration issues, financing, staffing, and the connections of a SAC credential to other early childhood or youthwork efforts);
- What are the barriers to establishing credentials, and what are some strategies that can be
used to overcome those barriers? Is there a need for a national organization to undertake some activities in order to help address the barriers?

We have had the help of many individuals and organizations in compiling this information. First and foremost, thanks to the respondents to the survey and the thousands of SAC professionals they represent.

This report would not be possible without the support of the DeWitt Wallace-Reader’s Digest Fund. Their ongoing support of the MOST Initiative continues to bear fruit as we discover better ways to care for children and the professionals who care for them.

Our gratitude also goes to the “key informants” who helped shape the survey: Anne Bramlette, Judy Collins, Joan Costley, Diane Trister Dodge, Colleen Dyrud, Andi Genser, Elaine Johnson, Deborah Jordan, Gwen Morgan, Carole Brunson Phillips, Mary Ellen Pratt, Peggy Riehl, Sue Russell, Karen VanderVen, Jane Whitacre, Marcy Whitebook, and Sandy Tsubokawa Whittall.

Finally, thanks to Kate McGuire of the NJOST staff, who with patience, tact and administrative skill kept the wheels of the project turning smoothly.
Executive Summary

This report presents findings from a national survey on emerging credentialing programs for school-age care (SAC) providers. About 1/2 of the states report that a credential is already available, is being piloted, or is being planned. About 1/3 of the states do not have a credential, nor is one being planned.

21 credentialing programs were identified from 17 states. Common characteristics of the programs include:

• Nearly half are offered by a college;
• Most have minimal entry requirements;
• Approximately 3/4 offer college credit;
• Nearly all require candidates to pay some fee; other funding comes from a variety of sources;
• Planning for the credentials took an average of approximately 2 years;
• Many different stakeholders were involved in developing the programs;
• Most credentialing programs have some access to paid staff.

While the identified credentials take many different forms, the process used to develop them usually includes the following tasks:

• defining the core competencies;
• determining the administering agency;
• researching the workforce;
• designing college courses;
• signing agreements with colleges to ensure college credit.

Other tasks were undertaken by relatively few credentialing planning efforts:

• changing the licensing regulations to include the credential as either a requirement or an option;
• measuring the existing quality of school-age care;

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• designing non-credit training;
• developing a portfolio process;
• developing procedures for granting credit for prior learning;
• designing an observation instrument through which participants can demonstrate competency.

Key issues highlighted by this survey include:

• In many states, there is a profound lack of communication within the SAC, early childhood, and education communities about SAC credentials and other professional development issues. Of particular concern is the finding that many efforts have not engaged the public education sector at a time when the schools’ role as a provider is expanding in many states.

• Many credentialing efforts do not have a plan in place to collect information about the participants earning credentials, who is being left out of professional development initiatives, or the impact the credential has on the quality of care provided and children’s outcomes. Developing a sustainable professional development system in school-age care will require that this information be made available to public policymakers and parents;

• Many respondents report anxiety about funding for credentialing programs;

• For many efforts, the laxity of state licensing is seen as a hindrance to the use of credentials. Licensing agencies, meanwhile, often report that their primary focus is preventing harm to children, rather than ensuring professional development opportunities. Additionally, the growing number of programs operated by the public school system are usually not subject to licensing requirements.

The report concludes with a number of recommendations for local or state credentialing efforts. Additional recommendations for national SAC leaders include:

• further collection and dissemination of information about participants in credentialing programs and the effect of credentialing on program quality and child outcomes;
• consideration of standards and/or guidelines for credential programs.

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Preface: Do We Know What a Credential Is?

In this document (and in the survey referred to herein), we use the definition of credential proposed by Gwen Morgan of the Center for Career Development in Early Care and Education:

"the awarding of any certificate, permit, or other document which certifies that an individual has mastered a specific set of defined skills and knowledge and has demonstrated competencies to perform a role or different roles in out-of-school-time programs. A credential may be awarded by a professional association, state agency, higher education consortium, or other organization with a legitimate interest in the qualifications of individuals working in the field, and signifies a consensus by those groups of the validity of the standards set forth." (Morgan, 1998).

Because SAC is such a broad field, we wanted to learn about all the credentials being offered—not just those called "school age care credentials." Our survey asked for information about any credential appropriate for caregivers who work with school age children. As we learned in the process of conducting this survey, this definition still leaves room for a bewildering breadth of credentialing options. This spirit of innovation has produced many examples for potential replication, but it also raises questions for the school-age community.

For example, this report describes credentials that take less than a day to earn, and others that take nearly two years. Is there a minimum (or a maximum) time requirement for a certificate to be deemed a "credential?" Some credentials, such as the national CDA credential, are specifically designed for caregivers of children under 5 years, yet many states reported use of the credential with school-age staff. Does the use of a credential by the school-age community (even though the credential was never intended to be used in this way) make it in fact a school-age credential?

These and other questions indicate the discussions that lie before the school-age community as we nurture the growing professionalism that benefits the school-age workforce and the children and families in our communities. Our starting point, the discussion about "What is a credential, anyway?" is clearly not yet over. While this report cannot and does not answer this query, it does describe some of the many ways in which our colleagues across the country are answering the question.
Overview of Survey

Surveying Process

An 8-page credentialing survey was distributed by mail in July, 1998 to 265 potential respondents in all 50 states and the District of Columbia. Surveys were distributed to:

- NSACA affiliates
- State licensing officials
- Career development networks
- Community colleges
- Representatives of large SAC providers (YMCA, etc.)

The survey was designed with the input of 17 "key informants," SAC and career development experts from throughout the country. A phone interview was conducted with each informant, and a draft of the survey was circulated to all informants for further comment.

Follow-up phone calls were made to recipients from states still not represented in received surveys, in an attempt to have all states represented. In some cases, the original recipients of the survey indicated that someone else in their state would be more qualified to answer the survey, and a new copy was sent to that individual. As of March, 1999, 73 surveys were received from 39 states. A complete copy of the survey is included in Appendix 1.

Surveying Issues

One of the initial issues faced in designing the survey was determining the audience. Not every state has an NSACA affiliate, or even an active network of SAC professionals. State agencies' oversight of SAC programs is often restricted to safety and health issues, not training or credentialing. Career development efforts in many states have focused on early childhood, and may or may not be inclusive of SAC. Nevertheless, we hoped by "casting the net wide" to hear about most of the existing credentialing efforts.

We are not certain if we succeeded in this regard. In a few states, we did not receive a survey although we had heard of credentialing efforts underway and made multiple contacts in an effort to include a response from that state. In others, the contradictory information we received from respondents indicated that information about SAC efforts was not reaching all members of the child care community.

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We had hoped to be able to structure this report as a “State of the States,” with a definitive picture of what is happening in each state. However, the multiple surveys with differing perspectives received from some states illuminated a key finding—that news about SAC efforts is not reaching all members of the child care community. Because that finding in itself is telling, we have decided to keep (and report on) multiple responses received from the same state, where appropriate.

We asked respondents to tell us about credentials being used by SAC staff, even if the credential itself was not designed specifically for SAC. As noted in the preface, while we thought our definition was clear, responses indicate that some confusion still exists. Several respondents mentioned the national CDA credential, which certifies only caregivers of children under 5 years of age. More ambiguously, some respondents referred to traditional “early childhood education” degree programs, since many such programs aim to cover the span from 0-8 (or 0-12, in some cases). As those in the SAC community are well-aware, the degree to which these programs actually prepare caregivers to work with school-age children can vary widely. We also heard from several respondents about their “administrators’ credential.” A growing number of states are developing such programs, and in many cases the credential can be accessed by SAC as well as early childhood directors.*

Finally, we know that many credentialing efforts are centered in community colleges. With over 1,100 such colleges in the country, however, a complete survey was impractical, although we did survey some colleges where we knew efforts were underway. We did hear about many community college efforts from respondents, but we may have inadvertently missed others.

Results of Survey

Progress on Credentialing

Respondents were asked to indicate their state’s current progress on a SAC credential: whether a credential was available throughout the state (or some other locality), whether there was a pilot underway, whether a credential was being planned, or if there was no current involvement with a credential process. As Exhibit 1 illustrates, about 1/2 of the states report that a credential is already available, is being piloted, or is being planned. About 1/3 of the states still do not have a credential available, nor is one being planned, for their SAC professionals. Some of these states indicated that “stand-alone” college courses that are not part of a SAC credential are available, but we did not collect information about such courses from each state. Additionally, some national youthwork organizations have internal training programs leading to a credential, but these programs are likewise not included in this report (see Appendix 3 for information on these programs). A state-by-state listing of credentialing progress is included in Appendix 2.

* In this report, we do not address the issue of whether or not these credentials are in fact appropriate for SAC directors, as well as directors of early childhood programs. This question is an important one being raised by many in the SAC community.
**Exhibit 1: States' Progress in Developing Credentials for SAC Staff**
(number of states at each level)

Note: includes 50 states plus District of Columbia

![Pie chart showing states' progress in developing credentials for SAC Staff.](chart)

**Exhibit 2: Types of Agencies Issuing/Administering Credentials**
(includes planning states)

Higher Education
- AEYC
- Career Development Group
- SAC Assn.
- R&R
- State Agency
- National Assn.
- Not Yet Determined

![Pie chart showing types of agencies issuing/administering credentials.](chart)
**Issuing Agencies**

As expected, a wide variety of agencies are sponsoring credentialing efforts. In total, we received information about 21 “active” credentialing efforts; that is, credentials in operation or in pilot phases. The largest number (8) are being offered by colleges. Several credential efforts are administered through state agencies or AEYC’s. The balance are offered by SAC groups, resource and referral agencies or career development groups. One state has contracted with the national Council on Early Childhood Professional Preparation to make a school-age CDA credential available.

**Timelines**

We asked respondents from “active” and planning states to indicate when planning efforts began for credentials, when pilot projects were undertaken or planned, and when full implementation was underway. Our intention was to gain a sense of how long a credentialing effort generally took, and how much time states should allow for the planning process.

States with credentials “fully implemented” indicated an average length of 1.9 years from beginning of planning to pilot, and another year to full implementation. Only a few states with credentials in operation indicated planning periods of more than a few years.

States in the planning process reported an average of 2.3 years spent planning to date. However, the range of responses was broad: some efforts began in 1998, and several others have been planning for five years or more.

**Planning & Implementation Participation**

We asked respondents to describe which constituencies were involved in planning or implementing their credentials. Exhibit 3 summarizes our findings. SAC groups, of course, were heavily represented. Resource and referral agencies and higher education were also usually part of the process. Parents, the religious community, and Cooperative Extension were included only rarely. Surprisingly, public education was represented in only about one-third of the efforts. In general, efforts led by “cross-discipline” coalition groups (such as a career development group) included more constituent groups than efforts led by “single-discipline” groups (such as an NSACA affiliate or a community college).
Targeting the Participant Audience

Of the 21 credentials, 12 are specifically for caregivers working with school-age children. Only two are restricted to licensed SAC programs. Six are for any caregiver working with children 0-12. Two are administrators’ credentials designed for both early childhood and SAC directors. No credentials offer further “specializations,” such as for SAC professionals working with 5-8 year olds.

Components of Credentials

Planning Process. We asked respondents to tell us in some detail about various components of the process of planning a credential. We enumerated 16 “tasks” which are often part of credential planning and implementation, and asked respondents if they had already finished the task, were still planning to complete it but had not yet finished, or if it was a task they were not planning to include as part of their process.

As Exhibit 4 shows, there were several tasks that most “active” states had completed, particularly defining the core competencies, researching the workforce, and deciding which agency would administer the credential. Other tasks were ones that were commonly set aside until later, notably

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developing "credit for prior learning" procedures. Finally, some tasks were not envisioned as part of the process by a number of states, including measuring existing quality of SAC and changing licensing regulations.

**Requirements for candidates.** Credential programs ranged from one-day certificate programs to 2-year college programs. Requirements for candidates before beginning the program were usually minimal; minimum age (18) and high school diploma were required by most. Five required proof of English proficiency. A few programs had additional requirements, such as recommendations, previous training, or experience.

Once in the program, candidates are asked to complete a variety of components. College courses were the most common, but the range of requirements was quite broad, as shown in Exhibit 5.

**Incentives**

In designing the survey, SAC experts from around the country stressed the importance of building incentives into credentialing programs; that is, reasons for SAC staff to undertake credentials or for

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**Exhibit 4: Tasks Included in Credential Development**

<table>
<thead>
<tr>
<th>Task</th>
<th>Finished</th>
<th>Still to be completed</th>
<th>Won't be included</th>
</tr>
</thead>
<tbody>
<tr>
<td>Researched workforce</td>
<td>62%</td>
<td>5%</td>
<td>0%</td>
</tr>
<tr>
<td>Defined core competencies</td>
<td>71%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Identified available training</td>
<td>48%</td>
<td>19%</td>
<td>5%</td>
</tr>
<tr>
<td>Designed college courses</td>
<td>52%</td>
<td>19%</td>
<td>5%</td>
</tr>
<tr>
<td>Designed non-credit training</td>
<td>19%</td>
<td>14%</td>
<td>29%</td>
</tr>
<tr>
<td>Developed training approval processes</td>
<td>4.3%</td>
<td>19%</td>
<td>5%</td>
</tr>
<tr>
<td>Developed portfolio process</td>
<td>24%</td>
<td>14%</td>
<td>14%</td>
</tr>
<tr>
<td>Developed credit for prior learning procedures</td>
<td>10%</td>
<td>33%</td>
<td>14%</td>
</tr>
<tr>
<td>Signed agreements with college(s)</td>
<td>4.3%</td>
<td>24%</td>
<td>5%</td>
</tr>
<tr>
<td>Designed observation instrument</td>
<td>29%</td>
<td>14%</td>
<td>24%</td>
</tr>
<tr>
<td>Measured existing quality of SAC</td>
<td>10%</td>
<td>15%</td>
<td>35%</td>
</tr>
<tr>
<td>Decided on administering agency</td>
<td>62%</td>
<td>10%</td>
<td>0%</td>
</tr>
<tr>
<td>Finalized candidate process</td>
<td>4.8%</td>
<td>19%</td>
<td>5%</td>
</tr>
<tr>
<td>Trained advisors</td>
<td>29%</td>
<td>29%</td>
<td>14%</td>
</tr>
<tr>
<td>Changed licensing requirements</td>
<td>10%</td>
<td>14%</td>
<td>33%</td>
</tr>
<tr>
<td>Documented credential process</td>
<td>4.3%</td>
<td>19%</td>
<td>5%</td>
</tr>
</tbody>
</table>

*Note: totals do not equal 100%; some respondents did not indicate status of some or all items.*
programs to require credentials of their staff. Anecdotal evidence prior to this survey had indicated that credential programs have generally low participation rates because of a lack of incentives. The survey elicited responses about four different kinds of incentives:

**Licensing.** The role of licensing in encouraging credentialing arouses strong feelings in the SAC community. Only two states currently require a credential for any SAC role (California and North Carolina), and in both cases, the requirement is a general one for any licensed program serving children, not just SAC programs. In general, training requirements for SAC roles are fairly minimal. In most states, directors and group leaders do not need any training specifically related to working with school-age children, with the exception of first aid and CPR, which are required in many states. As reported in the section on “barriers,” a sizeable proportion of respondents feel that the laxity of licensing requirements is a major barrier to credentialing in their states.

At the same time, a surprising number (about two-thirds) of active credentialing efforts which report licensing to be a barrier to credentialing are not attempting to change licensing regulations to include the credential as a requirement or option.

**College Credit.** The recent emphasis on the importance of college credit for child care professionals has clearly had an impact on emerging credential efforts. As shown in Exhibit 6, college credit is available in most existing credentialing programs, and other states with planning underway report intentions to include college credit in their programs.

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Exhibit 6: What Credential Participants Receive

Compensation. Although programs such as the T.E.A.C.H. Early Childhood® Project* and research such as Cost, Quality, and Outcomes (see Appendix 3 for full citation) have emphasized the important role of adequate compensation in quality programs for early childhood, no SAC credentialing program reported including a compensation component (although a few reported that individual employers had increased employee's wages after they had earned credentials).

Reimbursement Rates & Subsidies. There has been growing discussion in the child care community about the use of variable reimbursement rates as a strategy for quality improvement (in this context, reimbursement refers not to assistance with training or education costs, but to the role of the state or local government in paying centers for the care of specific children). In this scheme, programs with higher quality, as measured by observations, staff training, or other mechanisms, would receive a higher subsidy or reimbursement rate from state or county agencies contracting to place children. This strategy would only affect centers which enroll children using such vouchers or "slots," of course.

Only two states, Oklahoma and Wisconsin, reported that their credentialing programs are linked to reimbursement rates.

* T.E.A.C.H. (Teacher Education and Compensation Helps) was developed in North Carolina but is now operating in a number of states. For more information, contact Day Care Services Association at (919) 967-3272.
**Funding**

Credentialing programs are being paid for through a variety of funding mechanisms (see Exhibit 7). Most programs have at least a minimal fee for candidates, ranging from $20 to $3,200. As reported in the section on barriers, funding for credentialing efforts is a major concern for many respondents, and several programs report that a lack of funding results in having to limit enrollment or raise candidate fees.

![Exhibit 7: Funding for Credential Programs](image)

**Staffing**

Most states with active credentialing efforts have one or more persons working on the program on a paid basis. Six states reported that their efforts have paid staff, and another six reported that staff from other agencies had been formally assigned to work on credentialing as part of their work duties. Only one state has an active program using volunteer coordination (Iowa); in that state, Concordia University provides the credential opportunities. By contrast, only four of the efforts in the planning stage (of 17) have dedicated or formally-assigned staff.

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Inclusiveness Issues

In our design of the survey, several informants raised a concern that we investigate the degree to which credentialing programs are fully accessible to all SAC professionals: both how the programs are being designed to be inclusive, and whether or not the SAC staff enrolled in the programs represent the diversity of their communities. Eight states reported that they have information available on the participants in their credential programs; it would be a fruitful follow-up to this study to investigate how fully the programs are being used by participants from traditionally under-represented communities (ethnic and/or linguistic minorities, low-income regions, and rural areas, for example).

We asked respondents to tell us what steps they are taking as part of their planning or implementation process to ensure a diverse group of participants, instructors, and others involved in credentialing. The survey did not address the question of how credentialing initiatives were insuring that the content of the credential was appropriate and relevant for a diverse participant pool.

Most states indicated that they were cognizant of the need to insure access to their credential and that they were working both to increase participant diversity and "leader" diversity (that is, diversity among advisors, trainers, validators, mentors, and others who might be working with participants as part of the credentialing process). The steps taken to pursue this goal included some well-known ones (including a diverse group in planning, using newspaper publicity, etc.) and well as some novel approaches (partnering with a tribal group, for example, in the case of Oklahoma). The use of various approaches is shown in Exhibit 8.
Barriers

The survey asked respondents to identify issues that were barriers to credentialing in their states. Exhibit 9 shows those factors identified as one of the top three barriers. We were particularly interested in the differences among states: are the perceived barriers in "active" states different than those in states which have not developed credentials? As Exhibit 9 illustrates, there are apparently significant differences. Active states identified licensing and funding as their most significant barriers. States without credential efforts were much more concerned about licensing as a barrier. They were also more likely to identify lack of college interest and the desire to work with early childhood career development efforts as barriers.

We also asked respondents to tell us which factors were not barriers. As Exhibit 10 shows, "active" states are much more clear about what factors have not been barriers—as one would expect. A number of states without credential efforts, in fact, could not (or did not) rule out any of the listed barriers.

Exhibit 9: Barriers to Credentialing

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Exhibit 10: Issues Not Presenting a Barrier to Credentialing
Key Issues Revealed by Survey

For all those interested in professional development and credentialing for SAC staff, four issues emerge as key:

- It is clear from the survey that in many states, credential efforts are being developed without all the “stakeholder” individuals’ and agencies’ involvement. This lack of partnership manifests itself in several ways. In several states, surveys were received from multiple respondents with quite different perspectives on the progress toward credentials. For example, a number of responses from state licensing agencies reported no activity in the state, when in fact there was significant progress toward the establishment of a credential. In other states, respondents reported the availability of a credential for SAC staff which had been developed without any participation by the SAC community.

Of particular concern is the lack of engagement with public education, even though the proportion of programs operated by the public schools is increasing. Necdotal evidence suggests that in many communities, public education is seen as a competitor, and many programs fear losing children to public programs (particularly when they are offered at low or no cost to parents). This fear no doubt inhibits collaboration. Additionally, the primary concern for public education is the extent to which school-age care enhances a child’s educational experience, a goal which may not be the primary one for others in the SAC community. While public education can be a strong (and well-funded) ally in working for increased professionalism, the SAC community needs to focus on building relationships with key decision-makers in public education at the local, state, and national level.

- There is a disturbing lack of objective, quantitative information about the need for a SAC credential in a community and the impact of the credential on both caregivers and programs. Only one-third of the programs include efforts to measure the existing quality of care, and fewer than half the active programs report that they are able to provide information on credential participants. Without this data, efforts cannot determine whether or not their credential is reaching any given target audience: staff from non-traditional SAC programs, for example, or staff from various ethnic communities. In addition, information about the effect of a credentialed staff on the quality of their programs will be vital to attracting and retaining funding for the credentialing programs. While funding an information-gathering mechanism can be costly, the cost of not collecting information is one that is too high for the SAC community to pay.

- No matter what the progress (or lack of progress) toward a SAC credential, the concern with funding emerged as a consensus among the states. While participants should be expected to make some contribution toward their own professional development, additional funding is necessary to ensure access for all interested SAC staff. In a climate of limited state and federal funding, creative solutions will need to be identified and developed to make the vision of a professional workforce a reality.

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Most states cite the lack of licensing incentives as a major barrier to developing credentialing programs. Licensing agencies, however, often identify their primary responsibility as ensuring that children are safe and not vulnerable to harm while in child care, rather than ensuring an optimal level of quality of care. The fact that several state agencies reported no credentialing available in their state (even when there were in fact one or more credentialing options) reflects this somewhat constrained focus. There is thus a significant difference in expectations with regard to the governmental role in encouraging professional development or other quality-related initiatives.

Even with more stringent license requirements, however, not all programs would be required to hire credentialed staff. Programs operated by the public schools, for example, are often not required to be licensed. The proportion of programs under public auspices is increasing, a trend that will continue as funding from initiatives like the 21st Century Community Learning program begins to reach local communities.

Other important issues are apparent in examining the three categories of states: those with active efforts, those in the planning stages, and those who report no involvement with credentialing. Among states with active credentialing efforts, the following concerns are noteworthy:

- The variety of credentialing efforts emerging is truly remarkable. As noted in the preface, while this breadth allows us to compare and contrast various approaches, it also raises a concern. Does “any” credential make a SAC caregiver a professional? Should there be different levels of credentials? Having learned from the variety of initial efforts, does the SAC community now need to come to some consensus about key elements of professional preparation?

- The part-time nature of SAC jobs continues to be a concern. There has been discussion within the SAC community about innovative approaches to this problem—for example, creating cross-disciplinary careers with other “caring” roles also suited to part-time work in order to create full-time positions—but these discussions remain mostly theoretical.

An examination of states in the planning stages reveals two additional findings:

- “Successful” states—that is, states with credentials in place and widely available—took only two years (on average) to plan their effort (although there had doubtless been a preliminary period of more informal discussion). This suggests that there may be such a thing as “too much planning.” A relatively short planning period of 12-30 months, if well-coordinated, may help preserve the momentum needed for success.

- Having some form of paid staffing appears critical to success, since it ensures that at least one stakeholder has made a financial commitment to the project. Paid staffing also makes possible the coordination necessary for a successful short planning processes. Paid staffing may be achieved through special funding for the credentialing effort itself, or through an
agreement with various stakeholders to formally assign their staff to the project as part of their regular duties.

Finally, the following issues are evident in examining states without current credentialing efforts underway:

- The status of career development efforts in the early childhood community appears to be a factor in states’ lack of credentialing opportunities. The nature of this barrier is unclear. Perhaps these states are ones in which the career development process is essentially inactive, and there is not much sentiment for any sort of discussion about professional development. Alternatively, early childhood career development efforts may be taking so much “energy” from the child care community that it does not seem feasible to propose an additional SAC-related effort.

- States without active credentialing efforts are much more likely to cite a lack of interest from higher education as a barrier. The fact that nearly all active credentialing efforts do offer college credit suggests that “active” states have been able to identify at least one interested college partner. How the SAC community can effectively engage higher education would appear to be a topic worth further investigation and reflection.
Credentialing Options for Consideration

While Appendix 1 includes information on all the credentials identified in this survey, here we present a brief profile of efforts to improve professional development for SAC in five states. They are presented not necessarily because they are “best practices” in developing a credential (one, in fact, is not a credential at all), but because they illustrate different approaches to various aspects of the professional development process.

Arizona: An Entry-Level Credential for All SAC Caregivers

The Maricopa County School Age Care Alliance (MCSACA) began offering its credential through the MCSACA Institute in 1994 as a way for all line staff to receive basic training in good practice with school-age children. The credential is earned by attending an eight-hour training day with six workshop blocks: five covering the indicators of quality (as outlined in ASQ), and a sixth on the legal aspects of caregiving. The credential is not mandatory in licensing requirements (no role in either early childhood or SAC requires any credential in Arizona), but some agencies require it as a condition of hiring. The cost is $25, which may be paid by either participants or by programs.

Oklahoma: Creative Partnership Strategies

Oklahoma is one of two states in which programs can receive a higher level of reimbursement for subsidized children if staff hold credentials. The state licensing program, called “Reaching for the Stars,” awards programs one, two, or three star rated licenses. The higher rates are earned by higher rates of compensation for staff and a higher proportion of staff members with CDA credentials or AA degrees. There is currently no SAC credential in Oklahoma; however, the directors’ credential in that state illustrates a creative approach to partnership that helps ensure a diverse participant pool and makes the project more financially sound. The American Indian Institute provides tribal funding as well as co-leadership for the project which is currently in a pilot phase. Other funding comes from state, federal, and private sources.

Iowa: Using Others’ Expertise

Sixteen AC professionals in Iowa received a School-Age Proficiency Certificate in 1998. However, there is no agency issuing a credential in Iowa. How, then, was a SAC credential offered? Instead of developing an “in-house program,” Concordia University was invited by the state SAC group to offer the certificate program in Iowa, in effect “out-sourcing” the credential process. The three-week (full-time) program was funded by the employing programs (at a cost of $1,500 per participant), and participants received college credit for their participation.

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Colorado: Extending the CDA Credential

Like Iowa, Colorado made the decision not to use resources developing a new infrastructure to administer a credential. Instead, the SAC community in Colorado wanted to take advantage of the experience of the Army, which works through the national Council for Early Childhood Professional Recognition to offer a CDA (Child Development Associate) credential in school-age care. Colorado contracts with the Council directly to administer their program as well, and 10 candidates are now completing their credential. The training uses the materials originally developed for the Army and then made available to the civilian community as “Caring for School-Age Children” (Teaching Strategies). Funding for this two-year pilot program comes through the Department of Education.

Oregon: Alternatives to Credentials

A few years ago, Oregon was one of several states in the discussion process about developing a credential. However, the state has chosen not to establish a credential, and instead has focused its efforts on the establishment of a professional development registry. Staff in both early childhood and SAC programs are certified at one of six different levels, based on their work experience, training and education, references, and completion of a portfolio, which includes requirements for reflective experience, professional action, and personnel attributes. The registry is administered by the Oregon Center for Career Development in Childhood Care & Education. Registering is not currently mandatory for any role in early childhood or SAC. The registry is relatively new (1998), and it is still unclear to what extent it will be used by SAC caregivers, particularly since SAC training opportunities are reported to be insufficient.
Recommendations

Our findings from the survey lead us to a number of preliminary recommendations for both local credentialing efforts and for national SAC leaders.

For Local Credentialing Efforts

- Planning efforts for credentials should include as many of the community stakeholders as possible. This inclusion needs to be a priority early in the process. Particularly important are public education, state agencies and higher education.

- If at all possible, seek funding to staff the planning process itself, either through a planning grant or in-kind funding from organizations freeing up staff to work on the project.

- Think creatively about the relationship with the state licensing agency. While the SAC community may see the low threshold of licensing as a barrier to credentialing, in most states the licensing function is focused on preventing harm to children. Licensing staff are, however, likely to be supportive of programs seeking to improve the care they provide. A productive relationship with licensors can incorporate two principles:

  - To the extent that credentialed staff contribute to a child care environment that is safe and free from harm for children, the agency will support credentialing;

  - Individual licensors are an effective liaison to the SAC programs in a community. While licensing may not require (or even encourage) credentialing, providing licensors with information and materials on credential opportunities for them to give to programs may be mutually beneficial: word about the credential gets out, and the licensor is seen by programs as a resource person, not just a "policeman."

For National Leaders

- As the number of credentialing efforts grows, it becomes important to gather information about the participants in such programs: who is getting credentialed? Are some groups of caregivers, particularly those from traditionally under-represented communities, "missing out" on credentialing? What is the impact of credentialing on program quality and child outcomes? Helping states collect data, compiling the information, and distributing findings in the SAC community and to policymakers is a task best-suited to a national effort.

- Some in the SAC community have advocated that NSACA itself take on the role of credentialing SAC staff, in much the same way that the Council for Early Childhood Professional Recognition does for early childhood. However, this would be a undertaking requiring enormous resources to develop a national infrastructure. Such a program would also conflict

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with and undermine the many innovative credentialing efforts that have emerged over the past decade.

At the same time, many in the SAC community have expressed a need for a common understanding of what SAC credentialing is, and what can be expected of a credentialled staffperson. NSACA should thus consider establishing standards and/or guidelines for credentialing programs. Such standards or guidelines could include:

- core competencies or areas of knowledge to be included;
- number of training hours;
- qualifications of instructors or trainers;
- method(s) of evaluation;
- alternatives for demonstrating knowledge and/or competence;
- provision for insuring access to the credential for a diverse workforce.

To the extent possible, the standards should be explicitly tied to the Advancing and Recognizing Quality (ARQ)* and NSACA accreditation processes, so that it is clear to programs how professional development can be part of a larger quality improvement process.

Because professional development is a continuum, standards may need to be developed for a set of credentials, from an entry-level certificate to a more comprehensive program for seasoned SAC professionals.

Certifying credential programs, rather than individuals, would allow local efforts the freedom to continue to experiment and innovate to meet unique needs of their communities. At the same time, credential programs meeting NSACA standards would be recognized as fulfilling a defined set of expectations.

* ARQ includes the ASQ (Assessing School-Age Quality) self-study process.
Appendix 1: Survey

Survey on School-Age Care Credentialing
July, 1998

This survey is an effort by the National Institute on Out-of-School Time (NIOT) to learn more about efforts around the country to credential SAC (school-age care) staff. We would appreciate your taking a few moments to complete the survey. If you feel that you are not qualified to answer the survey, please go to question 33 on the last page of the survey. Thank you for your help.

Definitions used in this survey:

SAC - school-age care: structured formal program of care for school-age children (5-13) in out-of-school hours (usually before or after school). May be in a school, a community center, an early childhood center, or a family child care home.

Credential - a certificate, permit, or document that certifies that an individual has mastered a set of skills and has demonstrated the competencies needed to care for a group of children. Please note for this survey, we are interested not just in credentials designed specifically for SAC staff. We are interested in any credential being used by caregivers who work in SAC programs.

Candidate - a SAC staff person who is working toward a credential.
Advisor/Trainer/Validator - person who works with candidates as a formal part of the credential process.
Director - staff person who directs one or more SAC programs in an on-site capacity.
Group Leader - staff person who supervises a group of children.
Assistant Group Leader - entry-level SAC position working with children.
Specialist - staff person who works in one curricular area with children (athletics, arts, etc.).

1. State Name: ____________________________

2. Which of the following best describes where your state is in the credential process?
   ______ There is a state/county/city/college credential process in operation
   ______ There is a group pilot testing a credential
   ______ There is a group planning a credential
   ______ There is no involvement with a credential
   ______ Other

   If your state is not involved with a credential, please go to question 29.

3. What is the credential’s name (if it has one)? ____________________________

4. What is the name of the agency that issues the credential? ____________________________

5. When (what year) did your state start planning efforts for a credential? ____________________________

6. When (what year) was the credential piloted? ____________________________ (or)
   ______ Have not yet piloted, plan to do so in ______ (year)
   ______ Did not do pilot, plan to pilot

7. When was the credential fully implemented? ____________________________ (or)
   Have not yet implemented, plan to do so in ______ (year)

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Page 1
8. Who is leading your credential effort (check all that apply)?

____ State SAC group/NSACA affiliate
____ Public schools
____ Youth work agency (e.g., Boys & Girls Clubs)
____ Early childhood group
____ Religious community
____ State regulators/licensors
____ Higher education
____ Resource & referral agency
____ Cooperative Extension
____ Other (please specify)

9. Who is involved in your planning efforts (please check all that apply, and place a * next to those groups who are "extremely committed" to the planning process)?

____ State SAC group/NSACA affiliate
____ SAC program directors
____ SAC teachers
____ Parents
____ Public schools
____ Youth work agencies (e.g., Boys & Girls Clubs)
____ Early childhood groups
____ Religious community
____ State regulators/licensors
____ Higher education
____ Resource & referral agency
____ Cooperative Extension
____ Representatives of under-represented communities (ethnic communities, non-English-speaking, rural etc.)
____ Other (please specify)

10. Is your credential for (please remember, we are interested in any credential being used by SAC staff):

____ Licensed SAC program staff only
____ Any caregiver working with children 5-13 in out-of-school time (SAC programs PLUS groups like the Boys & Girls Clubs, Parks & Rec programs and the like)
____ SAC staff and youthworkers
____ Any caregiver working with children 5-18 (could include youthworkers, workers in residential facilities, etc.)
____ Any caregiver working with children 0-12
____ Other (please specify)

11. Does your credential have "specializations," for example, a special credential for working with 5-8 year-olds, and another for 9-14 year-olds.

____ Yes (please explain below)
____ No
____ Not yet decided

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Page 2
12. Which of the following tasks have you completed in your planning process?

<table>
<thead>
<tr>
<th>Task</th>
<th>Not Started Yet (No)</th>
<th>Started Planning How to Do (Yes)</th>
<th>Started Doing (Yes)</th>
<th>Halfway Through (Yes)</th>
<th>Finished (Yes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Researched the current workforce</td>
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<tr>
<td>Defined core competencies or areas of knowledge</td>
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<tr>
<td>Identified available training</td>
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<tr>
<td>Designed new college course(s) for the credential</td>
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<tr>
<td>Designed new non-credit training for the credential</td>
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<tr>
<td>Developed an approval process for college training</td>
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<tr>
<td>Developed a portfolio process for candidates to use</td>
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<tr>
<td>Developed a process for candidates to earn credit for prior learning</td>
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<tr>
<td>Signed agreements with college(s) to ensure credentials will earn college credit</td>
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<tr>
<td>Designed an assessment instrument for a formal assessment of candidates</td>
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<tr>
<td>Measured existing quality of SAC in state</td>
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<tr>
<td>Decided which agency will administer the credential</td>
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<tr>
<td>Finalized the credential process candidates will go through</td>
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<tr>
<td>Trained advocacy/coalition members/trainers</td>
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<tr>
<td>Changed licensing requirements to include the credential</td>
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<tr>
<td>Written documentation of the credential process</td>
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<tr>
<td>Other (please specify)</td>
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</tbody>
</table>
13. Is the credential mandatory for any of the following SAC staff?

<table>
<thead>
<tr>
<th></th>
<th>Is not and will not be mandatory</th>
<th>There's legislation pending that would make it mandatory</th>
<th>The SAC community is advocating to make it mandatory</th>
<th>It's already mandatory</th>
</tr>
</thead>
<tbody>
<tr>
<td>Directors</td>
<td></td>
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<tr>
<td>Group Leaders</td>
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<tr>
<td>Specialists</td>
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<tr>
<td>Other (please specify)</td>
<td></td>
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</tbody>
</table>

14. Which of the following do credential holders receive when they finish the credential (check all that apply)?

- Certificate of achievement
- College credits
- College certificate
- College degree (please specify)
- Pay raise from employer
- Bonus from employer
- Bonus from credentialing agency
- Not yet decided
- Other (please specify)

15. Which of the following best describes the staffing of your state's credentialing efforts?

- Entirely volunteer-run
- Agencies have informally approved employees working on the credentialing effort as part of their work
- Agencies have formally assigned one or more staff to the credentialing effort
- The credentialing project has its own paid staff
- Other (please specify)

16. How are you funding the credentialing process (check all that apply)?

- Candidate fees
- Employing program fees
- Private funding
- State funding
- Federal funding
- Not yet decided
- Other (please specify)

17. How much does the candidate pay for the credentialing assessment? ______

18. How much does the candidate pay for training needed for the credential? ______

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19. How much does the employing program pay for the credentialing assessment?

20. How much does the employing program pay for training needed for the credential?

21. Do you have any of the following requirements for candidates before they begin the credential process (check all that apply)?
   - Age
   - High school diploma/GED
   - English ability
   - Length in the field
   - Recommendations from other professionals
   - Observation using standardized instrument
   - Prerequisite training
   - Still not decided
   - Other

22. Which of the following components are part of the credentialing process (check all that apply)?
   - Training for college credit
   - Non-credit training
   - Portfolio
   - Written essays, etc.
   - Resource file
   - Interviews
   - Written examination
   - Observation using standardized instrument
   - Recommendations
   - Being mentored
   - Participating in professional association
   - Parent questionnaires or other parent feedback
   - Still not decided
   - Other

23. How long does it take a candidate to finish the credential process (on average)?

24. Is your credential linked in any way to reimbursement rates or other funding systems?
   - Yes (please explain)
   - Still undecided
   - No

25. Do you have data on who is earning the credential in your state that you can share with us at a future date (educational background, length of time in field, ethnic background, etc.)?
   - Yes
   - No

---

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26. Which of the following statements best describe your efforts to attract and/or retain a diverse group of candidates for your credential (please check all that apply)?

- Including under-represented communities in planning process
- Mailings
- Newspaper articles
- Recruiting advisors/trainers/validators from under-represented communities
- Holding trainings in diverse settings
- Making credential available to non-English-speaking caregivers
- Still undecided
- Other (please specify)
- The SAC field is not diverse in our state, so our efforts are limited

27. Which of the following statements best describe your efforts to attract and/or retain a diverse group of advisors/trainers/mentors/validators for your credential (please check all that apply)?

- Including under-represented communities in planning process
- Mailings
- Newspaper articles
- Holding trainings in diverse settings
- Still undecided
- Other (please specify)
- The SAC field is not diverse in our state, so our efforts are limited

28. On what level is your credential administered?

- Community
- County
- State
- Regional
- National
- Other (please specify)

29. Are training requirements in your licensing regulations:

- Same as the early childhood regulations
- There are separate SAC regulations

30. Is a credential required in your state for any of the following early childhood roles?

<table>
<thead>
<tr>
<th>Role</th>
<th>Already Required</th>
<th>Will Soon Be Required (Legislation Passed)</th>
<th>Not Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
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<tr>
<td>Lead Teacher</td>
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<tr>
<td>Teacher</td>
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<tr>
<td>Assistant Teacher</td>
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<tr>
<td>Family Child Care Provider</td>
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<tr>
<td>Other (please specify)</td>
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</tbody>
</table>
31. What is required by licensing regulations for training preschool staff for each of the following SAC roles in your state (check all that apply. If you are not sure about the regulations in your state, please leave blank)?

<table>
<thead>
<tr>
<th>Role</th>
<th>4-year degree in related field</th>
<th>Any 4-year degree</th>
<th>2-year degree in related field</th>
<th>Any 2-year degree</th>
<th>CDA</th>
<th>State credential</th>
<th>Some college course work</th>
<th>Some non-credit training (clock hours, CEUs)</th>
<th>CPR &amp; First Aid</th>
<th>High School Diploma/ GED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
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<tr>
<td>Group Leader</td>
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<tr>
<td>Assistant Group Leader</td>
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<tr>
<td>Specimens</td>
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</table>

32. What are the biggest barriers in your state to a credentialing process (please place a "1" next to the biggest barrier, "2" next to the next biggest, "3" next to the third biggest, etc., and an "X" next to any items that ARE NOT BARRIERS in your state)?

- Lack of funding
- Licensing doesn't require credential
- Not enough SAC training opportunities
- Colleges aren't interested in offering courses
- SAC staff already have college degrees
- SAC staff don't want to stay in SAC
- SAC staff are part-time
- Can't identify an agency to administer credential
- Waiting for professional development planning process with early childhood to move forward
- Waiting for NSACA to move forward with a national credential
- Literacy level of SAC staff too low
- Other (please specify)
33. I don't know enough about SAC in my state to complete this survey. The best person in the state for you to contact would be:

Name ____________________________
Agency __________________________
Phone __________________________

34. Your Name ____________________________

35. Agency __________________________

36. Address __________________________

37. Phone __________________________

38. Fax __________________________

39. Email __________________________

Please attach any additional documentation to this survey that more fully reflects your state's efforts to develop a credential for SAC staff (procedures, working papers, etc.)

Return completed surveys to:

National Institute on Out-of-School Time
SAC Survey
106 Central Street
Wellesley, MA 02181

If you have questions about this survey, please call Ellen Garrett at NIOST at (781) 283-2544.

Thanks for your help!
Appendix 2: State-by-State Report on Credential Programs and Contact Information

This appendix includes information received in the survey described in this report. The contact person listed is the survey respondent, but is not necessarily from the agency administering the credential referenced. In some cases, limited or no information about the identify of a respondent was received.

<table>
<thead>
<tr>
<th>State</th>
<th>Progress</th>
<th>Credential Name</th>
<th>Lead Agency</th>
<th>Contact</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama</td>
<td>No Involvement</td>
<td></td>
<td></td>
<td>Ladye Franklin</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Child Care Resources</td>
</tr>
<tr>
<td></td>
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<td></td>
<td>205-252-1991 x318</td>
</tr>
<tr>
<td>Alaska</td>
<td>Planning</td>
<td></td>
<td></td>
<td>Mia Oxley</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Alaska Partners for Quality</td>
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<td></td>
<td></td>
<td>Early Care &amp; Education</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>907-745-8659</td>
</tr>
<tr>
<td>Arizona</td>
<td>In operation</td>
<td>MSACC Institute</td>
<td>Maricopa County SAC Alliance</td>
<td>Floyd Godfrey</td>
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Appendix 3: Research Cited

Bryant, Clifford, Cryer, Culkin, Helburn, Howes, Kagan, Peisner-Feinbert, Cost, Quality and Outcomes in Child Care Centers (1995), University of Colorado at Denver, University of California at Los Angeles, University of North Carolina, Yale University.
