

**IMPACT OF GRANDFATHERING CAREGIVER QUALIFICATIONS IN
CENTER CHILD CARE REGULATIONS ON THE EARLY CHILDHOOD
CLASSROOM TEACHER WORKFORCE IN DELAWARE**

by

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in partial fulfillment of the requirements for the degree of
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TABLE OF CONTENTS

LIST OF TABLES	vi
LIST OF FIGURES	vii
ABSTRACT	viii
Chapter	
1 IS GRANDFATHERING IN CHILD CARE REGULATIONS IMPORTANT TO DELAWARE’S CHILD CARE TEACHER WORKFORCE?	1
Regulations Context and Background.....	1
Grandfathering of Staff Qualification	2
Study Questions	2
Reasons Qualification Grandfathering is Relevant Today.....	3
2 LITERATURE REVIEW	5
Quality Early Experiences and Child Outcomes.....	6
Standards of Quality in Early Care and Education	7
Summary	9
3 DATA COLLECTION AND ANALYSIS	10
Researcher Background	10
Context of the Study	11
Data Sources and Preparation for Analysis.....	13
Data retrieval: OCCL spreadsheet, FACTS, and licensing file	14
Delaware First educational qualifications	17
Administrator interviews.....	18
Summary of Data Collection.....	19
Data Analysis	20
4 FINDINGS	21
Demographics of Caregivers Granted Grandfathering	21
Age distribution of all grandfathered caregivers.....	22

Employment longevity of all grandfathered Caregivers	23
Grandfathered Caregivers who sought a higher qualification from Delaware First	23
Ages of grandfathered Caregivers seeking a Delaware First qualification.....	24
Delaware First qualifications received by position.....	24
Number of applications to Delaware First	25
Delaware First qualifications and employment mobility	26
Delaware First qualifications and employment longevity	26
Caregivers Who Did Not Seek Delaware First Qualifications	27
Ages of grandfathered Caregivers not seeking a Delaware First qualification.....	28
Grandfathered Caregivers and employment mobility	28
Grandfathered Caregivers and employment longevity	29
Summary	30
5 CONCLUSION	31
Impact of Teacher Qualifications	31
Grandfathered Caregivers and Delaware First Qualifications	31
Grandfathered Caregivers and Continued Employment in Delaware Child Care	32
Age of Grandfathered Caregivers and Delaware First Qualifications	32
Delaware First Qualifications and Mobility.....	34
Delaware First Qualifications by Position	34
Unanswered Questions.....	34
Reasons grandfathered Caregivers did not seek Delaware First qualifications	34
Reasons Caregivers left working in child care.....	35
Caregivers and Delaware Stars for Early Success	35
Current positions of grandfathered Caregivers	36
One center director's perspective.....	37
Summary	38
Why grandfather staff qualifications?.....	38
Grandfathering current staff promotes regulations acceptance among 2007 regulations task force members.....	39
Acceptance among child care center staff and families	39

Acceptance among other societal groups	39
Study Limitations	40
Coordination with Other State Agencies	41
Recommendations	42
REFERENCES.....	43
Appendix	
A DELACARE: RULES FOR EARLY CARE AND EDUCATION AND SCHOOL- AGE CENTERS (2007)	45
B DATA RETRIEVAL PROCESS	52
C TELEPHONE INTERVIEW TEXT	53
D UNIVERSITY OF DELAWARE IRB APPROVAL LETTER.....	54

LIST OF TABLES

Table 1:	Demographics of Caregivers Granted Grandfathering	22
Table 2:	Comparison of Age Distribution Statistics	33

LIST OF FIGURES

Figure 1:	Frequency of ages in years by 01-01-09 of the 365 Caregivers requesting grandfathering	23
Figure 2:	Frequency of ages in years by 01-01-09 of the 155 Caregivers requesting a qualifications certificate from Delaware First	24
Figure 3:	Distribution of individuals receiving a Delaware First qualification by position.....	25
Figure 4:	Distribution of grandfathered Caregivers who requested a Delaware First qualification still working by year	27
Figure 5:	Frequency of ages in years by 01-01-09 of the 210 Caregivers who did not request a qualification certificate from Delaware First.....	28
Figure 6:	Distribution of grandfathered Caregivers who did not request a Delaware First qualification still working by year.....	29

ABSTRACT

Educational qualifications for workers in licensed Delaware child care centers increased significantly when the 1987 center regulations were revised in 2007. Previously, staff qualified as Caregivers could be the only adult in the classroom. Caregivers were only required to have a high school diploma, 60 clock hours of any training related to their position, and one-year of experience working with children in a group setting. When the 2007 center rules were enacted with higher staff qualifications, Caregivers could request permanent exemption from the Delaware Office of Child Care Licensing (OCCL) and would not have to meet the new higher educational qualifications. If granted, “grandfathering” would be valid permanently at the current place of employment but was not transferable to another center.

Much research has shown that the development and learning of young children in center-based programs is related to the educational qualifications of their teachers. The issue of grandfathering qualifications when child care regulations are changed has been discussed repeatedly in Delaware. This study is significant to help reveal if grandfathering Caregiver qualifications resulted in early childhood professionals achieving the new higher qualifications over time or if grandfathering resulted in a terminal education decision not to achieve the higher standard.

Data from OCCL and the Delaware Department of Education's Delaware First revealed that 365 individuals were granted Caregiver grandfathering. Only 129 (35.3%) received a qualification equal to or higher than their grandfathered Caregiver status. The majority of grandfathered Caregivers (n=236; 64.7%) did not apply to Delaware First for a qualification (n=210; 57.5%) or did not achieve a qualification comparable to their Caregiver status (n=26; 7.1%).

Almost one-half (n=71; 45.8%) of the Caregivers who received a higher qualification are still working in Delaware early childhood centers in 2018, or 19.4% of grandfathered Caregivers. Only 21.9% (n= 46) of grandfathered Caregivers who never applied to Delaware First are still working in Delaware centers (or 12.6% of all grandfathered Caregivers).

Chapter 1

IS GRANDFATHERING IN CHILD CARE REGULATIONS IMPORTANT TO DELAWARE’S CHILD CARE TEACHER WORKFORCE?

Regulations Context and Background

The Office of Child Care Licensing (OCCL), Division of Family Services (DFS), Department for Services of Children, Youth and Their Families (DSCYF) in the DELACARE: Rules for Early Care and Education and School-Aged Centers (2007), allowed qualification grandfathering for individuals in the former Caregiver position. What impact did grandfathering staff qualifications in the 2007 center child care regulations have on the early childhood classroom teacher workforce in Delaware?

OCCL has the authority to promulgate child care regulations and monitor provider compliance with those regulations (<http://kids.delaware.gov/occl/occl.shtml>). As the federal Office of Child Care states, licensing is “a process administered by State and Territory governments that sets a baseline of requirements below which it is illegal for facilities to operate” (Research Brief #1, p.1). In DELACARE: Requirements for Day Care Centers (1987), an individual in the position of Caregiver was permitted to provide direct care to children in a licensed child care center without direct oversight from an individual in a higher-level position. The minimum educational requirement for this position was the completion of 60 clock hours of any training applicable to the position within the first year of employment. No prior training was required to be hired.

In DELACARE: Rules for Early Care and Education and School-Age Centers (2007), an individual in the position of Early Childhood Assistant Teacher, a position with parallel responsibilities to that of Caregiver, was permitted to lead a classroom of children without direct oversight from an individual in a higher-level position. The minimum educational requirement for this position was a high school diploma and successful completion of Training for Early Care and Education I (TECE I), a structured training course of approximately 60 clock hours in specific subjects completed before employment. The position of Caregiver, found in the previous requirements, was eliminated. (See Appendix A for early childhood staff qualifications contained in the 2007 DELACARE Rules.)

Grandfathering of Staff Qualifications

However, a grandfathering provision was included in the 2007 rules to allow those previously known as Caregivers to remain in their current position without additional professional development, provided the person remained at that original center (or transferred only to an already licensed center directly affiliated with the original center) and requested approval from OCCL by a specified date. OCCL has a spreadsheet of 365 individuals and the centers at which they worked who received a grandfathered qualification to continue to work in their present positions as Caregiver under the new 2007 rules rather than meet the new educational requirements.

Study Questions

Questions to be answered in this study are:

- How many grandfathered Caregivers increased their qualification?

- o What qualification(s) did they receive?
- o Did they remain at or move from their original center?
- o Did they stop working in a child care center in Delaware?
- How many grandfathered Caregivers did not increase their educational qualification?
 - o Are they still working at the same center?
 - o Did they move to a different center albeit with a lower qualification?
 - o Did they stop working in a licensed child care center in Delaware?

These questions are significant to help determine if grandfathering staff qualifications results in early childhood professionals achieving the new qualifications over time or if grandfathering results in a terminal decision by the individual not to achieve the higher standard. While the Office of Child Care Licensing is not investigating this question, this study may help guide state child care licensing policy in the future as child care regulations are periodically revised.

Reasons Qualification Grandfathering is Relevant Today

In 2016, I participated in the Delaware Department of Education's task force of stakeholders and providers to examine the state's current early childhood professional development system including staff qualifications and propose revisions to that system. These meetings began in March 2016 and have concluded; however, the recommendations were not unanimous and are currently embargoed. One general recommendation, however, was to increase center staff qualifications through a multi-

year transition to higher standards and to achieve this through revision of the staff qualifications requirements contained in child care licensing regulations. If increased qualifications were to be implemented by changing licensing regulations, then the question of whether to grandfather the qualifications of individuals currently in positions would need to be decided.

In 2018, the Office of Early Learning (OEL) in the Delaware Department of Education (DDOE) received a policy assistance grant from the National Governor's Association and assembled a small work group that includes OCCL, to examine professional competencies for teachers of children ages birth to age eight, and possibly increase staff qualification requirements to assist in meeting these competencies.

Work on the above grant continues into 2019, as does the discussion among state agencies and private partners of the possibility of requiring increased qualifications for early childhood professionals in Delaware. OEL recently received an additional grant, a one-year federal preschool development grant in excess of four million dollars from the Administration for Children and Families (ACF) and the U.S. Department of Education, to continue its work on examining and revising Delaware's early childhood system, including early childhood professional development and staff qualifications. The desirability of increasing child care staff qualifications has already been raised by some members of the grant's management team. The answers to questions in this study may influence the discussions of this team and help frame revisions to the early childhood professional development system in our state.

Chapter 2

LITERATURE REVIEW

The past several decades have seen an increase in the need for out of home care for young children (Vogtman, 2017; Institute of Medicine, 2000). For some parents, working is a choice “but for others work is less a choice than an economic necessity” (Institute of Medicine, 2000, p.325). As a result, more children are in out of home care than previously.

In 2009, the National Association for the Education of Young Children (NAEYC) listed “inequities and gaps in early learning that increase over time, developing into persistent [academic] achievement gaps...among ethnic groups” (p.5) as a challenge facing the early childhood education community. In *From Neurons to Neighborhoods: The Science of Early Childhood Development* (2000), the Institute of Medicine stated that the “scientific evidence on the significant developmental impacts of early experiences, caregiving relationships, and environmental threats is incontrovertible” (p.6).

In *Neurons to Neighborhoods* (2000), the authors state that the “landscape for early childhood policy” has dramatically changed as “growing numbers of young children [are] spending considerable time in child care settings of highly variable quality, starting in infancy” (p.2), emphasizing the importance for high-quality child care regulations to enhance the education and development of young children.

Quality Early Experiences and Child Outcomes

Early childhood experiences can have long-term outcomes for children (Buell & Cassidy, 2001; Institute of Medicine 2000; Vogtman, 2017), including affecting kindergarten readiness (Barnett, Schulman & Shore, 2004). The Maryland State Board of Education (2015) stated that kindergarten readiness is “directly related” to the quality of the child’s early care and education experiences prior to kindergarten.

While not the only factor influencing quality, early childhood teachers with a college education tend to be more effective (Barnett, 2004; Blau, 2000). The Institute of Medicine (2000) states, “One of the features that distinguishes higher-quality from lower-quality care with regard to early cognition and language is the amount of language stimulation that the child care teachers provide” (p. 312). The quality of care “ultimately boils down to the quality of the relationship between the child care provider...and the child (Institute of Medicine, 2000, p. 314). Barnett (2004) stated, “Better educated teachers have more positive, sensitive and responsive interactions with children, provide richer language and cognitive experiences, and are less authoritarian, punitive and detached [resulting in] better social, emotional, linguistic, and cognitive development for the child” (p. 4).

As stated in *Neurons to Neighborhoods* (2000), “the effects of child care derive not from its use or nonuse but from the quality of the experiences it provides to young children” (p. 307). Many agree that the development and learning of young children depend on the educational qualifications of their teachers (Barnett, 2004; Barnett et al., 2004; Ceglowski & Davis, 2004; Ritblatt, Garrity, Longstreth, Hokoda & Potter, 2013).

Barnett (2003) stated, “Recruiting and retaining good teachers ranks as one of the most significant roadblocks to solving the preschool quality crisis facing this nation” (p.1). However, others contended that a teacher’s qualification is only one component influencing the quality of a child’s experience (Blau, 2000; Buell & Cassidy, 2001; Lillvist et al., 2014). While not stating that the teacher’s educational level is the most important teacher skill, McLean et al. (2016) stated that “research...shows that the most important variable impacting a child’s learning is the teacher in the classroom” (p. 4).

Standards of Quality in Early Care and Education

It is no longer accepted that a child’s education begins in kindergarten or first grade (Buell, Hallam, Adams & Wilson, 2001). The importance of providing quality experiences for children as young as infants has gained more widespread acceptance than ever before (Buell, et al., 2000; Institute of Medicine, 2000). Sussman with Gillman (2007) stated, “Relying on strong research findings of the developmental benefits for children and substantial economic gains for society from ‘invest early’ strategy, families, educators, policymakers and business leaders are driving the ... movement to improve the quality of preschool education programs” (p.2). Yet there is no national baseline standard for early childhood regulations.

Identifying the critical components of quality early childhood educational settings has also been the focus of multiple studies and articles (Barnett et al., 2004; Buell & Cassidy, 2001; Institute of Medicine, 2000; Lillvist, Sandberg, Sheridan, & Williams, 2014). The federal government has recognized the need for quality child care services and standards by enacting policies or proposing legislation to promote quality in child care

including the reauthorization of the Child Care Development Fund Block Grant (2014), the Department of Defense military child care regulations, and the proposed Child Care of Working Families Act (2017). Child Care Aware ® of America (2013) listed the Department of Defense as having the top-ranking regulations among all 50 states plus the Department of Defense and the District of Columbia.

According to the Center for the Study of Child Care Employment (2016), with the exception of standards determined by the federal government for Early Head Start, Head Start, and for military child care, individual states are responsible for determining licensing standards. These standards vary greatly among the states and even within states depending on the location and funding source, such as when federal subsidies are involved (McLean, Austin, & Whitebrook, 2016). States may rely on child care licensing standards to provide minimum standards for child care and, in some instances, to improve quality (Ceglowski & Davis, 2004).

In Delaware, DELACARE Regulations (as currently named) show different educational requirements depending on the type of child care, including the current necessity for center employees to obtain a Qualification Certificate from OCCL's designee for qualifications, Delaware First, Department of Education. All individuals in center-based programs working directly with children (except those working as Aides) must submit to Delaware First proof of their education, experience, and age, which are verified in order to receive a qualification certificate, determined largely by their level of education. Obtaining such a certificate is not required for Delaware family child care providers.

A search of several online databases, including Academic OneFile, Education Resources Information Center (ERIC), Google Scholar, and JSTOR using key words and derivatives including grandfathering, child care/day care regulations, staff/teacher qualifications, child care quality, state child care regulations, and assessing quality revealed no literature on grandfathering child care staff qualifications or the impact of not applying regulatory changes in staff qualifications to all workers.

Summary

Teacher educational qualifications make possible but cannot guarantee effective teaching. Barnett (2004) stated that other components “can block good teachers and good teaching” (p. 5). These include inadequate teacher compensation, staff-child ratios that are too large, inadequate leadership and supervision, a teaching environment that does not support a teacher’s practices, and a lack of instructional focus, including an organized curriculum (Adams, 2017; Barnett, 2004; Buell & Cassidy, 2001; Riblett et al., 2013; Vogtman, 2017).

As science has revealed more about the capabilities of young children, how they learn best, and the importance of early learning for later school success, Delaware child care licensing regulations have increased the requirements for early care and education staff qualifications. What remains to be seen is whether grandfathering staff qualifications in regulations, while a business-friendly and provider-friendly practice, hinders staff from increasing their education and skills, possibly to the detriment of the children served as “the effects of child care derive ...from the quality of the experiences it provides” (Institute of Medicine, 2000, p. 307).

Chapter 3

DATA COLLECTION AND ANALYSIS

Researcher Background

I am an employee of the Delaware Office of Child Care Licensing (OCCL). For three years, I was OCCL's Resource and Development Manager. My responsibilities included researching best practices in human care regulation, especially standards for regulating child care, ensuring that Delaware's standards for child care licensure were high while balancing those standards with the needs of small businesses, and writing and revising the regulations to meet those standards. For the past four years, I have served as OCCL's Administrator, a role in which I am in charge of child care licensing for the State of Delaware.

As OCCL Administrator, I serve on numerous statewide committees to work with other governmental agencies and private partners to advance the quality of child care services in Delaware and to improve the professional development system and the quality of care children receive in our state. I have access to and permission to use OCCL data that is not available to those outside the Office of Child Care Licensing and permission to access and use Delaware First qualifications data which is available to all OCCL staff.

Formerly, I was a provider member of the task force OCCL assembled in 2001 to revise the 1987 regulations. This group met monthly for over 18 months to review and revise the OCCL regulations draft and to formulate new regulations. I was privy to and

part of the discussions regarding regulation revision, including the prolonged and somewhat controversial discussions of permanently grandfathering qualifications, such as Caregiver grandfathering that was ultimately included in the 2007 rules.

Context of the Study

Delaware child care regulations are revised periodically. New regulations are enacted for varied reasons, usually to increase or strengthen the standards a licensed provider must achieve to remain in good standing with OCCL and continue to operate. These higher standards are intended to raise the quality of care children in out-of-home care experience. As previously stated, research has shown that having more highly qualified staff is one factor that contributes to more positive outcomes for children. Delaware center child care regulations were revised in 2007, increasing center staff qualifications among other changes, replacing 20-year-old minimal staffing requirements.

Regulation revision in Delaware is a formal process, involving several steps and multiple components. Typically, the process begins with OCCL creating a draft of proposed regulation changes, either focusing on a few specific regulations or revising the entire document as was the case in the 2007 revision. At that time, Center regulations had not been updated in 20 years. Many advances in knowledge regarding infant/child brain development and best practices in child care had occurred during this time so widespread changes to the regulations were needed to improve the minimum standards of care required in licensed Delaware child care.

In September 2001, OCCL assembled a task force comprised of licensed child care providers, community partners, and OCCL staff to review the initial regulations draft, line by line, in order to amend the draft to balance best practices in child care with acceptance by those impacted by the revisions. The task force met regularly until February 2003 to complete this long overdue and major revision. Many significant changes were contained in the draft regulations, including major increases in staff qualifications. Ultimately, the task force agreed to increases in staff qualifications because they agreed there was a need for a more educated child care workforce and because current staff would not be impacted by the proposed changes if they requested an exemption from meeting this qualification (called “Caregiver grandfathering”) during the grandfathering period. Requesting this Caregiver grandfathering was time limited and only available to persons currently working in a center. Anyone hired later must meet the new standards to be hired, thereby advancing the educational qualifications of the center child care workers, albeit slowly, as current workers left working in centers.

The proposed draft finalized by the Task Force was reviewed by OCCL and DSCYF senior management, edits made, and published in the Delaware Register of Regulations (Register) in early 2004 (exact month unknown) but later withdrawn due to intense negative public comments. A revised document was published in the Register in August 2006 for public comment and possibly more changes based on those comments. Each comment asking for change in the draft must be incorporated into the final regulations or listed as not accepted. Public opinion and support of new regulations is very important. In addition to accepting written comments, OCCL held public hearings in

each county to accept verbal comments on the regulations. Widespread acceptance by the child care community of new regulations is needed and not always assured.

While OCCL has the authority to promulgate child care regulations regardless of the public's reaction, it does not behoove OCCL to enact regulations that do not have widespread acceptance. Negative public opinion can cause state legislators to become involved in meeting the needs of their vocal constituents. OCCL needs the provider community to support the majority of the regulations being enacted. When OCCL republished the draft in the August 2006 Register, many previous public comments were incorporated and, in some cases, hotly contested items had been eliminated. That revised draft, which still contained the increased staff qualifications, received minimal negative public comment. Those regulations were published as final in December 2006 and became effective January 1, 2007. As stated in the regulations, individuals must meet the new staff qualifications for an early childhood teacher and early childhood assistant teacher by January 1, 2009 or receive a grandfathered qualification from OCCL prior to that date.

Data Sources and Preparation for Analysis

The research questions to be answered are:

- *How many grandfathered Caregivers increased their qualification?*
 - *What qualification(s) did they receive?*
 - *Did they remain at or move from their original center?*
 - *Did they stop working in a child care center in Delaware?*

- *How many grandfathered Caregivers did not increase their educational qualification?*
 - *Are they still working at the same center?*
 - *Did they move to a different center albeit with a lower qualification?*
 - *Did they stop working in a licensed child care center in Delaware?*

In order to seek answers to these questions, a secondary analysis of employment data collected by OCCL and Delaware First was conducted with results reported as non-identifiable aggregate data or with identifiers removed. Approval was sought and received from the University of Delaware's Institutional Review Board for Human Subject Research.

Data for this study came from five sources: OCCL's Excel spreadsheet of Caregiver grandfathering requests, OCCL's electronic database, OCCL's paper licensing files, Delaware First's Educational Qualifications Excel spreadsheet for center child care workers, and interviews with a small number of current center administrators.

Using the Family and Child Tracking System (FACTS), the repository for Delaware child care licensing data from 1994 through January 2018, the working history of the 365 individuals who received a grandfathered Caregiver qualification following the implementation of the DELACARE: Rules for Early Care and Education and School-Age Centers (2007) was examined.

Data retrieval: OCCL spreadsheet, FACTS, and licensing file. Individuals who applied for a grandfathered Caregiver qualification were listed on a simple OCCL

Excel spreadsheet by only their first and last names and the center at which they were employed at the time of their request. No other identifying information had been recorded.

To conduct a univariate analysis of a very complex data set, the first step was to cleanse and enhance this spreadsheet data. This very tedious and time-consuming process required a search of multiple data sources, but was ultimately productive. Very little data had to be removed from the original spreadsheet because there were two validated sources to crosscheck data—FACTS and the OCCL paper licensing file—to determine data accuracy and to enhance it until it was usable to answer the research questions. (See Appendix B for the data retrieval process.)

A search of the FACTS database for individuals by the names listed on the spreadsheet revealed their working history in licensed child care facilities. In some cases, a single individual with this name was found. In other cases, there were multiple (as many as 23) individuals with the same name. In a few other instances, the name on the OCCL spreadsheet did not appear to be in FACTS.

If there were a single individual with this name, the data showed the place(s) the individual worked in Delaware licensed child care, their date of birth, and their employment start and end dates at each location, if the licensing specialist entered the end date into the database. (Entering end date data was not always required of licensing staff.)

If the individual's employment end dates at a center were not recorded in FACTS, the employee is regarded by the system as still active. However, since recording employment end dates was not always required of licensing specialists, persons still

shown as active at a center may have left employment there. When an end date was not recorded in FACTS, I used the paper licensing file to enhance the data. Reviewing the annual renewal applications revealed if the individual was still employed at the center. If the individual's name appeared on the application submitted to OCCL at the time of the annual license renewal for the center, it indicated the individual was still employed. When their name no longer appeared on the renewal application, it meant the individual had stopped working at that center. A chronological review of applications submitted to OCCL indicated in which year an individual stopped working at that center, providing the year their employment ended.

When there were multiple persons with the same name in the OCCL database, a different search in the database was needed. Rather than search the personnel section of the database (known as the "People Screen"), a search by the specific center's name would show staff whose names had been listed on the initial and renewal applications by their administrator as being employed there at the time of application. This search produced a listing of all personnel, past and present, and a personal identification number (PID) for each individual. Using that number, the correct individual could be located in the database via the People Screen and a review of the employment history of the individuals who requested the Caregiver grandfathering could occur.

In some cases, the specific name on the OCCL Caregiver spreadsheet could not be found by searching using by the person's name or searching by the center's staff listing. At times, the spelling of the individual name on the OCCL Caregiver spreadsheet had typing errors or nicknames were recorded instead of given names. Because the FACTS

system records in a specific location, multiple names for a single person (called an “alias”) but assigns a single PID, using the PID allowed the correct individual to be located if her name had changed since being grandfathered. In addition, the listing of an alias in FACTS allowed the use of a nickname on the spreadsheet instead of a given name to facilitate locating data on the individual by using the assigned PID.

With further investigation by accessing the paper application from the time of the grandfathering, it was found that in a few instances, the person’s name was misspelled on the Caregiver spreadsheet or they were known by another name in the database, not the name on the Caregiver spreadsheet. One individual could not be located at all based on the limited information contained on the spreadsheet.

The original data required enhancing in several ways. After identifying the correct individual and recording the date of birth, (an identifier needed to locate the correct individual in the Delaware First qualifications spreadsheet), and their OCCL personal identification number (to facilitate locating them in the OCCL database in the future), all the licensed facilities at which the person had worked could be determined. If the employment end date had been entered, one could learn if the person were still active at the original center. If the end date were not entered, the paper licensing file was consulted to learn if the person were still active or had left the original center. There were many with questionable employment status, needing a review of the paper files.

Delaware First educational qualifications. After confirming the individual’s employment dates and recording their date of birth, Delaware First’s Education

Qualification Report, a spreadsheet listing of qualifications applied for and granted, was reviewed.

This Excel spreadsheet from the Delaware Department of Education's Delaware First, OCCL's designee for qualifications review and certification, revealed if the individual received a qualifications certificate issued to those who requested the certification and met the new staffing qualifications found in the 2007 DELACARE Rules. This spreadsheet lists the individual's name, date of birth, qualification certificate(s) received, and the date(s) issued. The spreadsheet does not contain any employment data, such as the name of the center at which the person was employed at the time of the qualification review request nor if the person is still actively employed in a Delaware child care center.

Comparing Delaware First information to their OCCL work history informed if the individual who received a qualification certificate under the 2007 center child care regulations remained at their original place of employment or moved to another facility after receiving the qualification. A qualification certificate would be required to move to another licensed child care facility in any position other than Early Childhood Intern, as the Caregiver qualification is not transferrable.

Administrator interviews. In November 2018, brief telephone interviews were conducted with administrators of the 30 centers that had one or more of the 46 grandfathered Caregivers who never requested a Delaware First qualification certificate and were still working in their original centers. Contact was also made with the center

administrators where the four Caregivers who applied for a Delaware First qualification certificate but received an Early Childhood Intern certificate, a lower qualification, worked. The purpose was to determine what was the role(s) these grandfathered Caregivers fulfilled in their centers. Only two basic questions were asked of these administrators: First, was the named individual still working at their center? (If not, when did they leave?) Second, what was their role in the center? (Was this individual in charge of a classroom of children as their teacher or did they work in a different capacity? If they worked in a different capacity, what was their role?)

Summary of Data Collection

Of the 372 names listed on the OCCL Caregiver Qualifications Spreadsheet, 365 individuals received the grandfathered Caregiver qualification. Two individuals were listed but did not receive the qualification because they applied after the deadline of January 1, 2009. Four persons appeared on the spreadsheet twice, occupying eight lines of data, because they requested their grandfathering to apply to each of the two centers at which they worked at the time of their request. (For the purpose of analysis, each center was counted but the four individuals were each counted only one time.) One individual could not be located; a search by her name in the OCCL database and Delaware First Educational Qualifications spreadsheet revealed no information on a person by that name. Additionally, there was no center in the OCCL database by the name recorded on the OCCL spreadsheet. By necessity, this name was removed from analysis. After cleansing the spreadsheet of dirty data, 365 individuals who received Caregiver grandfathering were identified.

Data Analysis

The cleansing and enhancement of the data on the OCCL Excel spreadsheet resulted in a more complex data set. I conducted univariate analysis of the cleansed data set by first separating grandfathered Caregivers into two groups; those who had requested a qualification from Delaware First and those who had not.

Those who had not requested a qualification were again separated into two groups; those who were still working in a licensed child care center in Delaware and those who were not still working in Delaware licensed child care including their end work date.

For those who had requested a Delaware First qualification, I recorded which qualification(s) they received and the date it was issued to compare that information to their work history location(s). Analysis of this data will answer the research questions and help inform decision-making regarding the impact of grandfathering workforce qualifications in center regulations.

Chapter 4

FINDINGS

This study revealed answers to many questions regarding the population who received Caregiver grandfathering. How many grandfathered Caregivers increased their qualification and how many did not? What qualification(s) did they receive? Did grandfathered Caregivers remain or move from their original centers? When did grandfathered Caregivers stop working in Delaware child care?

Demographics of Caregivers Granted Grandfathering

As of January 1, 2009, the deadline for requesting Caregiver grandfathering, 365 individuals from 135 centers received Caregiver grandfathering by the Office of Child Care Licensing (OCCL). Most of these grandfathered Caregivers worked in a licensed child care center in New Castle County (n=280; 76.7%) with 14.2% (n=52) working in a Sussex County center and the remaining 9% (n=33) working in Kent County.

As expected in the early childhood field, the vast majority of the 365 individuals receiving Caregiver grandfathering were female (n=362; 99.2%). Ethnicity of those receiving Caregiver grandfathering is based on data provided by the center administrator on the licensing application, not as self-identified by the individuals themselves. The majority of those receiving grandfathering were perceived as Caucasian (n=209; 57.3%), followed by those of African-American descent (n=137; 37.5%). Individuals identified as Asian, Pacific Islander, and Other accounted for the remaining five percent (n=19; 5.2%). Hispanic or Latina were not choices to record ethnicity in the OCCL database at that time (see Table 1).

Table 1

Demographics of Caregivers Granted Grandfathering

Information	Number	Percentage
Grandfathered Caregivers	365	
Ethnicity of Caregivers		
Caucasian	209	57.3%
African-American	137	37.5%
Asian, Pacific Islander, Other	19	5.2%
Gender – Female	362	99.2%

Note. Hispanic or Latina ethnicity were not choices in the OCCL database at that time.

Age distribution of all grandfathered caregivers. The age range of those requesting the grandfathering qualification by January 1, 2009 (the date by which former Caregivers had to meet the qualifications for positions in the new 2007 regulations or have requested Caregiver grandfathering) was large (see Figure 1). The range was 55 years, from 24 years to 79 years. The mean age was 51.3 years, the median age was 54 years, and the mode was 58 years with a standard deviation of 12.39 years. The cumulative frequency distribution between ages 51-65 years was 51.5% (n=188).

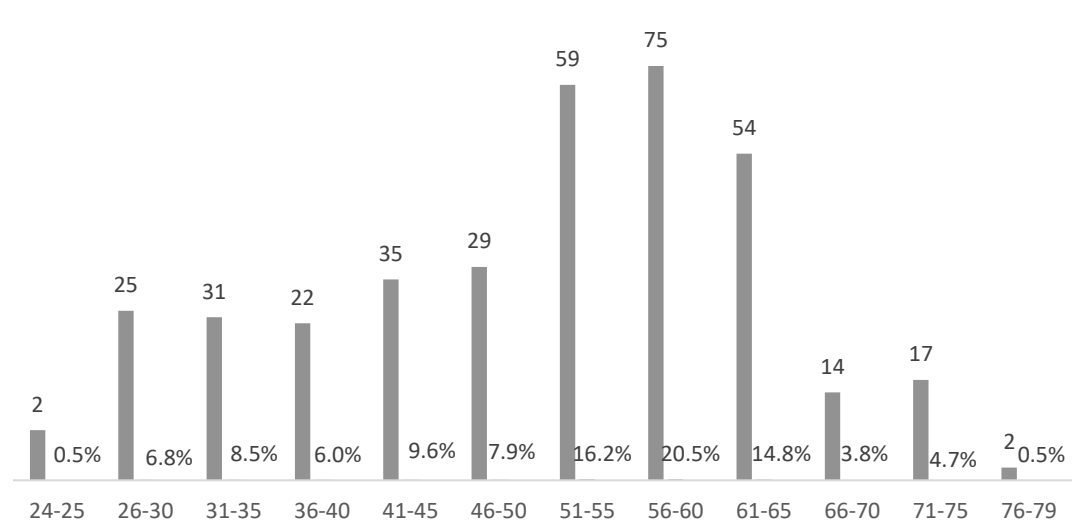


Figure 1. Frequency of ages in years by 01-01-09 of the 365 Caregivers requesting grandfathering

Employment longevity of all grandfathered Caregivers. Turnover, those who change work locations and those who leave the field, is high among child care workers. Individuals must have requested grandfathering by January 1, 2009. In analyzing the work history of all grandfathered Caregivers, less than one-third (n=117; 32.1%) were still working in any type of licensed Delaware child care at the end of 2018.

Grandfathered Caregivers who sought a higher qualification from Delaware First. Grandfathered Caregivers applied to Delaware First to receive a qualification for a position listed in the 2007 center child care regulations. Of the 365 persons who received a grandfathered Caregiver qualification, less than one-half (n=155; 42.5%) applied at some point to Delaware First to be qualified under the new regulations. However, not all who applied to Delaware First received a qualification comparable to or higher than their Caregiver status.

While 155 grandfathered Caregivers applied for a Delaware First qualification, by December 2018, 38 persons had originally received an Early Childhood Intern (Intern) qualification which is a lesser qualified position than that of Caregiver. Twelve Interns completed additional education or training, reapplied to Delaware First, and received a qualification comparable to or higher than that of Caregiver. Therefore, only 129 of all original 365 Caregivers (35.3%) received a qualification comparable to or higher than their grandfathered Caregiver status.

Ages of grandfathered Caregivers seeking a Delaware First qualification.

The age range of those requesting a Delaware First qualification was large; 51 years (see Figure 2). The mean age of those seeking a qualification certificate was 45.7 years and distribution was multi-modal with 27, 44, 56, and 59 years occurring with equal frequency. The median age was 45.7 years and the standard deviation was 12.15 years. The cumulative frequency distribution between ages 51-65 years was 38.1% (n=59).

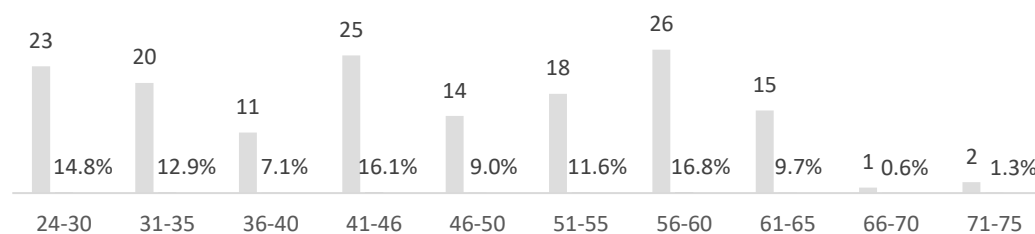


Figure 2. Frequency of ages in years by 01-01-09 of the 155 Caregivers requesting a qualifications certificate from Delaware First

Delaware First qualifications received by position. In analyzing the specific qualifications received from Delaware First and shown in Figure 3, more than twice as many persons ultimately attained an Early Childhood (EC) Teacher qualification when

compared to the next largest qualification category of EC Assistant Teacher. While both EC Teacher and EC Assistant Teacher could be alone with children and be in charge of a classroom, child care regulations required a ratio of at least one EC Teacher to every four of the lesser qualified EC Assistant Teachers in a center, making a person qualified as an EC Teacher more desirable in center staffing.

Two individuals qualified as EC Curriculum Coordinators, a position higher than EC Teacher, on their first application to Delaware First, and six individuals received the EC Administrator qualification, the highest qualification, on their first application.

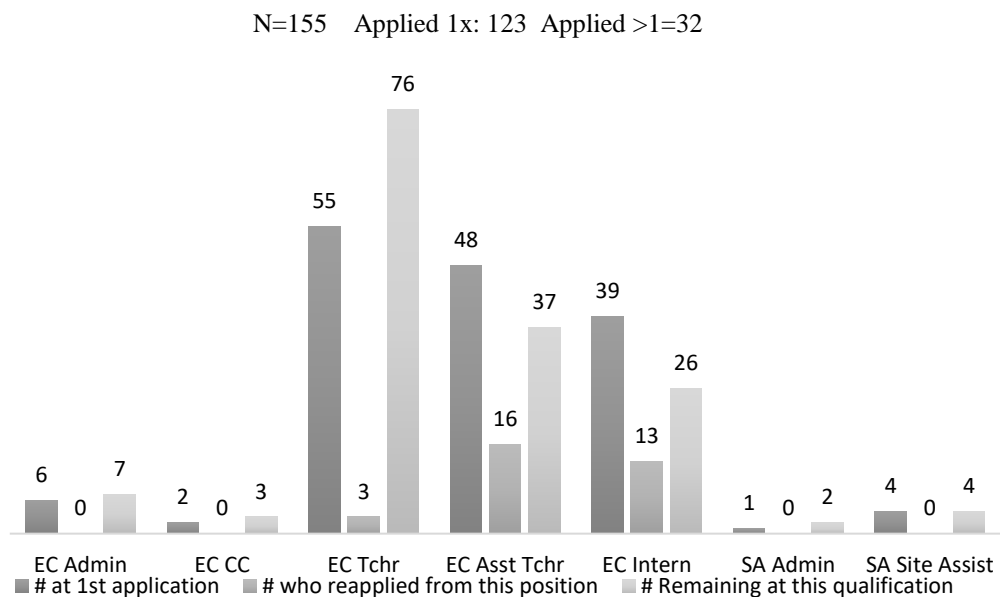


Figure 3. Distribution of individuals receiving a Delaware First qualification by position

Number of applications to Delaware First. While individuals may apply to Delaware First multiple times in order to receive an additional or higher qualification as their age (if under 18 years at the time of their application), experience, and education increases, only 32 of the 155 persons applying to Delaware First applied more than one

time. Additionally, only one person applied to Delaware First more than twice, after participating in additional education or training. This individual was originally certified as an EC Assistant Teacher, and subsequently applied to Delaware First to receive the EC Teacher, EC Curriculum Coordinator, and EC Administrator qualifications. This individual moved from her original center in 2013 and is still working as an EC Administrator in Delaware licensed child care in 2018.

Delaware First qualifications and employment mobility. In order to move to another work location and be able to lead a classroom of children, a grandfathered Caregiver must have a Delaware First qualification of at least an Assistant Teacher. Persons who were grandfathered as Caregivers could not change their places of employment and retain their grandfathered Caregiver qualification. Of the 155 persons who had received a Delaware First qualification, either as an Early Childhood Intern or higher, 41.3% (n=64) elected to move to a different center. The remaining 91 persons (58.7%) stayed at their original places of employment even though they possessed a qualification that would permit them to move elsewhere.

Delaware First qualifications and employment longevity. Of the 155 grandfathered Caregivers who did request a Delaware First Qualification Certificate, slightly under one half (n=71; 45.8%) were still working in a licensed Delaware childcare

center in 2018, nine years after the deadline for requesting Grandfathering (see Figure 4).

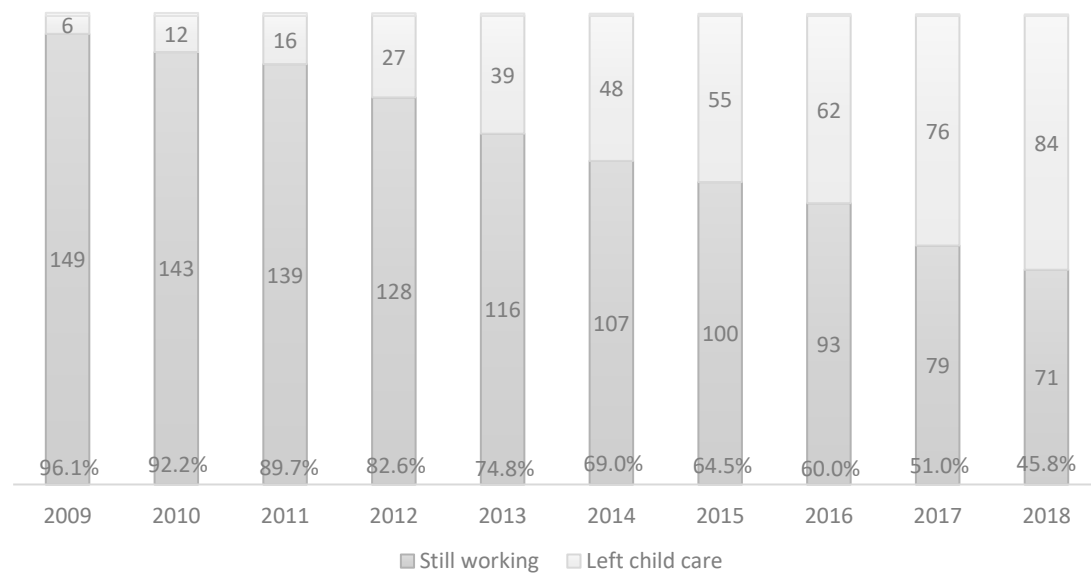


Figure 4. Distribution of grandfathered Caregivers who requested a Delaware First qualification still working by year

Of the 64 grandfathered Caregivers who received a Delaware First qualification and moved from their original centers, approximately one-half ($n=34$; 53.1%) are still working in a Delaware licensed child care center. Of the 91 grandfathered Caregivers who received a Delaware First qualification and did not move from their original centers, while numerically higher, about one-half ($n=46$; 50.5%) are still working there.

Caregivers Who Did Not Seek Delaware First Qualifications

Over one-half ($n=210$; 57.5%) of the 365 persons who received a grandfathered Caregiver qualification never applied to Delaware First to seek a qualification under the new regulations. Therefore, they would not retain their qualification to function as a classroom teacher if they left their current places of employment.

Ages of grandfathered Caregivers not seeking a Delaware First qualification.

While the actual years differed from those who requested a Delaware First qualification, the age range was the same, 51 years, this time from 28 to 79 years (see Figure 5). The mean age of those not seeking a qualification certificate was 55.5 years, considerably higher than the mean age of 45.7 years for those who requested a Delaware First qualification. The median age of those not requesting a qualification was 57 years and the mode was the same as for all Caregivers, 58 years. The standard deviation is 10.9 years. The cumulative frequency distribution between ages 51-65 years was 61.4% (n=129).

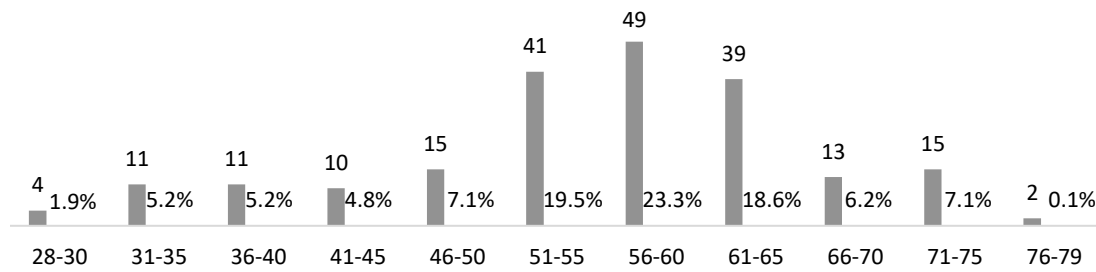


Figure 5. Frequency of ages in years by 01-01-09 of the 210 Caregivers who did not request a qualifications certificate from Delaware First

Grandfathered Caregivers and employment mobility. Of the 210 individuals who did not request a Delaware First qualification, only eight (3.8%) moved to a different licensed center and lost their grandfathered Caregiver status. Additionally, two grandfathered Caregivers left working at their licensed centers to work in a license exempt facility, such as a private school. The remaining 202 (96.2%) grandfather Caregivers remained at their original centers.

Grandfathered Caregivers and employment longevity. Of the 210 individuals who did not seek the higher qualification, nine individuals left working in a licensed child care center in Delaware even before the new regulations were enacted in 2009. Forty-six individuals (21.9%) who never applied to Delaware First are currently still working under their grandfathered qualification (see Figure 6) with 164 (78.1%) having left working in a licensed child care facility in Delaware by the end of 2018. The ages of those Caregivers still working, range from 32 to 83 years, with the average age being 62 years.

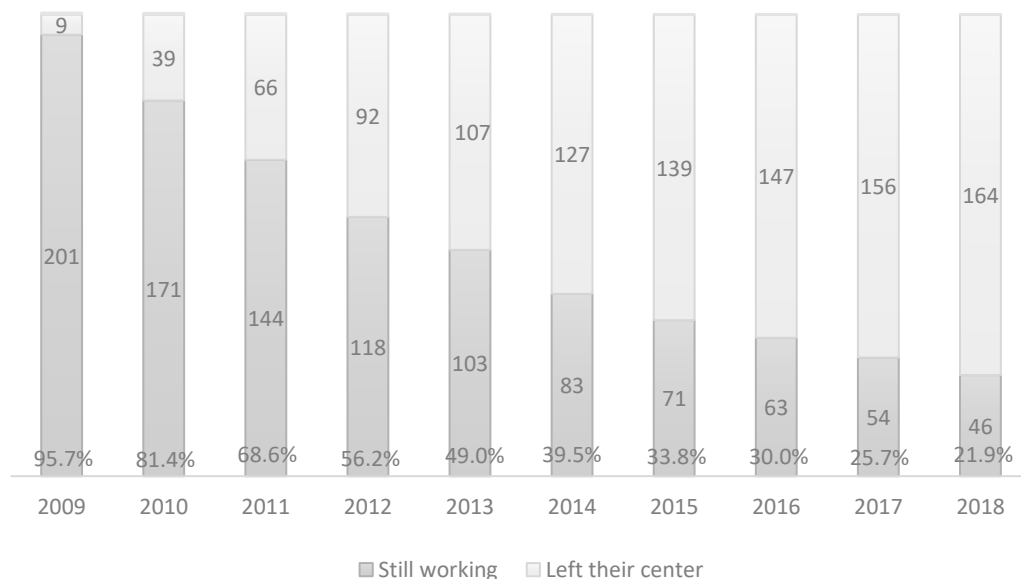


Figure 6. Distribution of grandfathered Caregivers who did not request a Delaware First qualification still working by year

In order to remain a classroom teacher, a grandfathered Caregiver must receive a Delaware First qualification of at least an Early Childhood Assistant Teacher.

Summary

Caregivers who achieved a Delaware First qualification remained in the field longer than those who did not become qualified under the new regulations. About one-half of those who did not seek a higher qualification left working in licensed child care in Delaware in five years (2013: 49%) while it required nine years for about one-half of the 155 individuals who sought and received a higher qualification to leave working in Delaware child care (2017: 51%).

Of the 155 individuals who applied for a higher qualification, 51.6% (n=80) are still working in Delaware child care in 2018 while only 46 of the 210 individuals who did not apply for a Delaware First qualification (21.9%) are still working. Those who received the new qualification have remained working in licensed child care in Delaware longer than those who did not.

Chapter 5

CONCLUSION

What impact did grandfathering staff qualifications in the 2007 center child care regulations have on the early childhood classroom teacher workforce in Delaware? Did grandfathered Caregivers seek a Delaware First qualification, showing they possessed the qualifications required in the new rules?

Impact of Teacher Qualifications

Many researchers have concluded that the development and learning of young children depend on the educational qualifications of their teachers. Barnett (2004) and Blau (2000) stated that while not the only factor influencing quality, early childhood teachers with a college degree tend to be more effective. As shown in Appendix A, however, a center child care worker qualified under the 2007 DELACARE Rules could receive a qualification certificate from Delaware First for almost all positions contained in the rules without having a bachelor or associate degree. The only exception was that of Early Childhood Administrator where either a two- or four-year college degree was required, unless grandfathered.

Grandfathered Caregivers and Delaware First Qualifications

Of the 365 individuals originally grandfathered as Caregivers, 42.5 % (n=155) applied for a higher qualification while 57.5% (n=210) did not. However, not all who applied to Delaware First received a comparable or higher qualification to that of Caregiver. Twelve of those applying received an Intern qualification, which is a less qualified position than Caregiver, and did not apply to Delaware First again to receive a

higher qualification. This means that only 39.2% (n=143) increased their qualification above Caregiver with 60.8% (n=222) either not applying for or did not earn an increased qualification. Based on this data, grandfathering staff qualifications in child care regulations does not result in the majority of current staff becoming qualified under new regulations.

Grandfathered Caregivers and Continued Employment in Delaware Child Care

Nearly one-third of the 365 persons originally grandfathered as Caregivers are still working in Delaware licensed child care centers at the end of 2018 (n=117; 32.1%). The other two-thirds (n=248; 67.9%) have left working in a licensed child care center in Delaware.

Of all grandfathered Caregivers, 18.4% (n=67) are still working at the end of 2018 with a higher qualification than Caregiver. Only 13.7% (n=50) are still working under their grandfathered Caregiver qualification. These 50 person total is comprised of the 46 people who did not seek a Delaware First qualification and the four individuals who applied for, but did not receive a qualification higher than Intern, did not reapply, and did not leave their original places of employment.

Caregivers who received a Delaware First qualification remained working in licensed Delaware child care longer than those Caregivers who did not seek a Delaware First qualification.

Age of Grandfathered Caregivers and Delaware First Qualifications

There were differences in age distribution for those who received a Delaware First qualification and those who did not. On average, the 155 Caregivers who requested a

Delaware First qualification were younger than the 210 Caregivers who did not, with the mean age being 45.7 years compared to 55.5 years. The median ages of those requesting a Delaware First qualification and those who did not were 45 and 57 years respectively. The cumulative frequency distribution for those in the 51-65 year age range was 38.1% for those who requested a Delaware First qualification compared to 61.4% for those who did not. The cumulative frequency distribution for ages 24-40 years was 34.8% for those who requested a Delaware First qualification compared to 12.4% who did not.

Table 2

Comparison of Age Distribution Statistics

Information In Years	All Caregivers	155 Requested Qualification	210 Did Not Request Qualification
Range	55	51	51
Mean	51.3	45.7	55.5
Median	54	45	57
Mode	58	27, 44, 56, 59	58
Standard Deviation	12.39	12.15	10.99
Cum. Frequency (n) (51-65 yrs.)	188	59	129
Cum Frequency (%) (51-65 yrs.)	51.5%	38.1%	61.4%
Cum. Frequency (n) (24-40 yrs.)	80	54	26
Cum Frequency (%) (24-40 yrs.)	21.9 %	34.8%	12.4%

Delaware First Qualifications and Mobility

Coincidentally, the percentages of persons with a Delaware First qualification and choosing to move or remain at their original centers closely mirrors the percentages of persons who applied and did not apply to Delaware First. After receiving a Delaware First qualification, either as an Early Childhood Intern or higher, 41.3% (n=64) chose to move to a different center. (The percentage of persons who applied for a Delaware First qualification was 42.5 %.) The remaining 91 persons (58.7%) stayed at their original places of employment even though they possessed a qualification that would permit them to move elsewhere. (Of all Caregivers, 57.5% did not apply to Delaware First.)

Delaware First Qualifications by Position

More than twice as many persons ultimately attained an Early Childhood (EC) Teacher qualification (n=76) than the next largest qualification category of EC Assistant Teacher (n=37). Persons in both these positions could lead a classroom of children. Only 32 of the 155 persons who applied to Delaware First did so more than once to receive a higher qualification.

Unanswered Questions

Reasons grandfathered Caregivers did not seek Delaware First qualifications. Why did the majority of grandfathered Caregivers choose not to increase their qualification? Was it a lack of time, lack of financial resources, lack of transportation, lack of interest, or some other reason? There were not supports such as the Teacher Education and Compensation Helps (T.E.A.C.H.) scholarship program in place at that time to offer financial assistance to those wishing to increase their education.

The Child Care WAGE\$ Program, which gives salary supplements to low paid child care staff who have increased their education by completing college courses and work in centers participating in Delaware Stars, was also not in Delaware at that time. The TECE 1 class, the non-college credit option to achieve a Delaware First qualification, was only available in an in-person format and not available on-line. This class required a 22-week commitment to attend class, something not feasible for some workers.

Reasons Caregivers left working in child care. What were the reasons that grandfathered Caregivers left working in child care? Did they relocate to another area, seek other employment outside of child care, retire from working, or some other reason? Did their center have its own stipulation that Caregivers must meet the new qualifications or lose their position? Because of this requirement by an unknown number of centers, additional persons may have left working in early childhood for reasons other than their own. Since there are still grandfathered Caregivers working in licensed child care in 2018, it is apparent that not all centers had such a requirement. However, because of the passage of time, center closures, and high turnover among center administrators, it is not possible to determine if other centers where grandfathered Caregivers left their original places of employment did so by their choice or because they failed to meet a higher qualifications requirement imposed by the Center itself.

Caregivers and Delaware Stars for Early Success. Twenty (43.5%) of the 46 grandfathered Caregivers are still working are in centers that participate in Delaware Stars for Early Success, Delaware's voluntary quality rating and improvement system. The remaining 26 (56.5%) work in programs that do not participate in Delaware Stars.

One of the 20 Caregivers working in a Delaware Stars program works in a center with a star two rating. The remaining 19 Caregivers are working in centers that have achieved star levels three, four, or five. Ten of those grandfathered Caregivers work in a star five program.

Because financial incentives are available to centers that achieve at least a star level three rating, and having more highly qualified staff is one factor that helps a center earn a higher star level, another unanswered question emerged during the data analysis. I wanted to know what positions these grandfathered Caregivers held in these centers.

Current positions of grandfathered Caregivers. To gain further information regarding the positions held by the grandfathered Caregivers still working, brief telephone interviews were conducted with center administrators. In November 2018, administrators of the 30 centers that had one or more of the 46 grandfathered Caregivers who never requested a Delaware First qualification certificate and were still working in their original centers were telephoned. Interviews were also conducted with the administrators of the centers where the four individuals qualified as EC Interns who did not leave their original centers still worked. See Appendix C for interview text.

Administrators revealed that only 18 grandfathered Caregivers (4.9% of all grandfathered Caregivers and 8.6% of those who never requested a Delaware First qualification certificate) are actually in charge of a specific group of children and function as their teacher, not all of them working full-time.

Administrators also revealed that four grandfathered Caregivers (1 employed full-time; 3 part-time) had recently retired. One center with two Caregivers recently closed

after the analyzed data was collected. Of the remaining 26 Caregivers, 19 (10 full-time; 9 part-time) assist an Early Childhood (EC) Teacher but do not work as an EC Assistant Teacher and do not lead a classroom of children. Three Caregivers are center cooks (2 full-time, 1 part-time) and no longer work in the classroom. Three Caregivers are center owners who work in the classroom only when needed as an assistant to an EC Teacher and one additional Caregiver works on a part-time basis as a floater, assisting an EC Teacher as needed.

One center director's perspective. A conversation with a former center director (as early childhood administrators were then known), provided additional context and background for the findings but also produce another unanswered question. This conversation revealed that at least one center set its own requirement that grandfathered Caregivers must meet the new staffing qualifications by a specific date or lose their position at that center. While this requirement gave the individual more time than that allocated by OCCL to become compliant with the new staffing qualifications, it still forced the individual to meet the new requirements or lose her position. For individuals working at facilities with such a requirement, the OCCL grandfathering was only temporary, rather than the more permanent qualification permitted by OCCL. This may have been a reason that some grandfathered Caregivers increased their qualification or left working in Delaware Child care. Were there other centers that had a similar requirement?

Summary

As evidenced by Delaware child care worker data, grandfathering teacher qualifications resulted in an approximate 60/40 split of those who did not apply for a higher qualification compared to those who did request a new qualification. Not all those who applied for a higher qualification received it, as 12 individuals applied but did not receive a higher qualification.

The data showed that grandfathering staff qualifications resulted in only a minority of early childhood professionals achieving the new qualifications over time. For most grandfathered Caregivers, grandfathering resulted in a terminal decision by the individual not to achieve the higher standard. If the intent of grandfathering staff qualifications is to provide staff with more time to achieve the higher standard, this study shows that grandfathering did not produce that result. However, for whatever their reasons, those working under their grandfathered Caregiver qualifications left working in a Delaware child care center sooner than individuals who received a new qualification.

Why grandfather staff qualifications? If grandfathering staff qualifications does not result in the majority of grandfathered workers ultimately achieving the higher educational standard, why should the practice of grandfathering continue? While grandfathering staff qualifications may not result in providing additional time so that current staff meet new qualifications, it does promote acceptance of revised regulations by the public, a political necessity in Delaware. These dueling priorities figure prominently in Delaware's regulation revision process.

Grandfathering current staff promotes regulation acceptance among 2007 regulations task force members. The original Task Force assembled by OCCL to revise center regulations included many center directors, now known as Early Childhood Administrators. Lengthy discussions occurred among the group's membership regarding the question of grandfathering staff, including Caregivers. Some providers on the Task Force were opposed to increasing staff qualifications at all, but ultimately accepted the proposed increases when the idea of grandfathering current staff was included in the revision so that their current employees would not be impacted by the new regulations unless they wished to change employers.

Acceptance among child care center staff and families. Grandfathering staff qualifications permits currently working staff to retain their positions if they cannot or do not want to meet a higher qualification. It promotes acceptance of proposed regulatory change among some current workers because they will not be impacted by the changes. It promotes acceptance of proposed regulatory change among some current administrators because their current staffing will not be impacted until there is a staffing vacancy. Additionally, it promotes acceptance among some families because beloved child care workers will not lose their positions.

Acceptance among other societal groups. Changing child care regulations impacts large segments of society. It affects child care workers, administrators, children, families, and even systems, such as higher education if educational requirements for staff are increased. Changes to regulations must be generally accepted in order for the regulations to become final during Delaware's regulation revision process. As with

members of the Task Force, grandfathering qualifications also reduced the negative comments from the community during the public comment period.

All these combine to promote acceptance of revised regulations. Requiring grandfathered staff to meet new educational standards if changing places of employment promotes a speedier implementation of higher educational standards, rather than making grandfathering transferable to a new work location.

Study Limitations

There are limitations to this study as certain data were not available. The number of centers operating at the time the 2007 regulations were enacted is not available, so it is not possible to determine what percentage of licensed child care centers employed staff who requested grandfathering. The total number of child care workers during the time that grandfathering could be requested to determine the percentage of workers requesting grandfathering is also not available.

It is also not possible to know the reasons why a grandfathered Caregiver chose to increase her educational qualifications rather than accepting the grandfathering offered by OCCL. Did a worker increase her qualification for reasons such as personal satisfaction, possible increased salary for earning a higher qualification, a desire to change work locations and remain qualified to lead a classroom of children, or some other reason? Did the center have a requirement limiting the time that a worker could be grandfathered, rather than accepting the permanent grandfathering offered by OCCL?

Limited data from the period produced another unanswered question regarding Caregivers who received a Delaware First qualification. Did they already meet the

higher qualification standards or did they need to complete additional training to receive the qualification they received? Was requesting grandfathering from OCCL just a safeguard for these individuals because they were uncertain they met the new qualifications?

Coordination with Other State Agencies

Discussions regarding increasing staff qualifications in Delaware child care centers have occurred in the past and continue to the present. New initiatives in Delaware such as grants received by the Office of Early Learning in the Delaware Department of Education to complete a needs assessment and review and possibly increase educational qualifications for early childhood educators working in licensed child care may influence future grandfathering decisions. There is pressure from many community partners who have the desire, need, and responsibility to provide children in care with qualified teachers and a high-quality early learning experience. Many are convinced that raising educational standards for child care staff should be among the first steps taken to increase the quality of licensed child care in Delaware. Others state that increasing staff educational qualifications is not a guarantee that an increase in the quality of care will automatically follow. A few cautious individuals have questioned whether increasing qualifications without also increasing salaries of underpaid child care workers will result in a shortage of qualified workers; making it impossible or very difficult for center owners and administrators to have a sufficient number of staff to meet the current child to staff ratios, much less any possible future lowering of child to staff ratios.

Recommendations

Changes to child care regulations can have wide-ranging impact. No decision can be made in isolation as a single decision can have a rippling effect. Increases in education requirements may affect professional preparation systems, including higher education. If a higher educational standard is added to child care regulations in the future, grandfathering should be part of the regulations so that the field can evolve slowly over time and to provide the political reality of needing public acceptance for regulatory changes to be enacted. Rather than making any grandfathering permanent and allowing a grandfathered worker to change employment locations and retain their grandfathering, the current practice of requiring employed workers to meet the new qualification standards only if they wished to change their place of employment allows the current educational standard to remain in place while promoting advancement in meeting new requirements. When persons new to the field are hired or if grandfathered staff wish to change their work location, they are required to meet the higher educational standard. Grandfathering qualifications with this stipulation advances the field but by a slower processes. It requires grandfathered staff to meet the new standards in order to make changes in their child care career, rather than only advancing the field through the slower process of attrition.

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Appendix A

DELACARE: RULES FOR EARLY CARE AND EDUCATION AND SCHOOL-AGED CENTERS (2007)

Staff Qualifications

149. For a Center licensed before the effective date of these rules, the licensee shall ensure that a staff member who is already in a particular position or a new hire at the Center:

- A. Has four (4) calendar years from the effective date no later than January 1, 2011 to meet the qualifications of an Early Childhood Administrator, Early Childhood Curriculum Coordinator or Early Childhood Teacher.
- B. Has two (2) calendar years from the effective date of no later than January 1, 2009 to meet the qualifications of an Early Childhood Assistant Teacher, Early Childhood Caregiver, or Early Childhood Intern.
- C. Is eligible for the time-limited periods to qualify for a particular position provided that person remains at that Center or transfers only to a Center licensed before the effective date of these rules and is directly affiliated with the original Center. A Center directly affiliated with the original Center shall mean that the staff member is still employed by the same parent organization/company and at least retains all years of service when transferred.
- D. Has a written professional development plan kept in that staff member's personnel file that documents the particular position desired, the goals to achieve that position, the progress made toward the position at least on a yearly basis, and the target date for goal completion when working toward qualifying for a particular position during the time limited period.

150. A licensee shall ensure that each staff member at a Center submits written documentation to the Office of Child Care Licensing that shows how a staff member is fully qualified for a particular position. The documentation shall consist of copies of training certificates, transcripts, diploma(s), or staff training records. Upon approval from the Office of Child Care Licensing, the licensee shall ensure that the letter of approval for each qualified staff member is filed in that staff member's personnel file.

151. A licensee shall ensure that a staff member qualifying for a particular position in a Center may, when applicable, use college/university credits based on specific topic area/titles, substitutions for college/university credits, or other training that is

demonstrated to be equivalent to a particular qualification in these rules all as approved or accepted by the Office of Child Care Licensing.

152. A licensee shall ensure that a person appointed to a position at a Center that becomes newly licensed subsequent to the effective date shall meet the qualifications of these rules for that position.

Early Childhood Administrator

153. A licensee shall ensure that the Early Childhood Administrator of the Center is at least twenty-one (21) years of age and meets one (1) of the qualifications:

A. At least an Associate Degree from an accredited college or university in a field related to child development, early childhood education, psychology, social work, special education, elementary education, nursing, human services or business administration including at least fifteen (15) college/university credits in course content covering at least three (3) of the following topic areas-child development, developmental curriculum planning, positive behavior management, health & safety, nutrition, family/community and professionalism: and twenty-four (24) months of experience working with children preschool age or younger in a group setting;

B. At least a Bachelor degree from an accredited college or university including at least fifteen (15) college/university credits in course content covering at least three (3) of the following topic areas- child development, developmental curriculum planning, positive behavior management, health & safety, nutrition, family/community, and professionalism, and twenty-four (24) months of experience working with children preschool age or younger in a group setting or;

154. An Early Childhood Administrator, who before the effective date of these rules was known as the Program Director at a particular Center and qualified for that position with a Bachelor or Associate degree and twelve (12) college/university credits in child development or early childhood education, shall be able to apply those particular college/university credits to the credit requirement of Rule #153 provided that person remains at that original Center or transfers only to a Center licensed before the effective date of these rules and is directly affiliated with the original Center.

155. A licensee shall ensure that the Early Childhood administrator who manages the Center's administrative duties such as human resources/personnel and fiscal has at least three (3) college/university credits or forty-five (45) clock hours of training in administration which may be included in the total number of college/university credits required for the position unless such duties are not the responsibility of the Early Childhood Administrator.

A. A written plan approved by the Office of Child Care Licensing shall be required if such duties are not the responsibility of the Early Childhood Administrator. The written plan shall identify the person/entity performing these duties, and the qualifying factors regarding the person/entity. Any changes involving the person/entity performing these duties shall require a new plan approved by the Office of Child Care Licensing.

156. An Early Childhood Administrator, who before the effective date of these rules was known as the Program Director at a particular Center shall be able to serve as the Early Childhood Administrator provided that person remains at that original Center or transfers only to a Center licensed before the effective date of these rules, directly affiliated with the original Center, and meets all of the following qualifications:

A. Has three (3) college/university credits, or forty-five (45) clock hours of training in administration related to operating a Center unless such duties are not the responsibility of the Early Childhood Administrator as stated in Rule #155;

B. Meets at least one (1) of the qualifications of an Early Childhood Teacher as stated in Rule #160;

i. For Rule #160D, the nine (9) college/university credits may be in early childhood education or child development; and

C. Has an Early Childhood Curriculum Coordinator on staff that meets the qualifications of that position with at least an Associate degree as stated in Rule #157B.

Early Childhood Curriculum Coordinator

157. A licensee shall ensure that an Early Childhood Curriculum Coordinator is at least twenty (20) years of age and meets one (1) of the following qualifications:

A. At least a high school degree or its equivalent and successful completion of fifteen (15) college/university credits in child development or early childhood education of which six (6) college/university credits shall be early childhood curriculum Development and planning and thirty-six (36) months of experience working with children preschool age or younger in group setting;

B. At least an Associate degree from an accredited college or university in or in a field related to child development, psychology, social work, special education, nursing or human services, including at least fifteen (15) college/university credits of child development, or early childhood education and twenty-four (24) months of experience working with children preschool age or younger in a group setting;

C. At least an Associate degree from an accredited college or university in early childhood education and twelve (12) months of experience working with children preschool age or younger in a group setting; or

D. At least a Bachelor degree from an accredited college or university including at least fifteen (15) college/university credits of child development or early childhood education and twelve (12) months of experience working with children preschool age or younger in a group setting.

Early Childhood Administrator or Early Childhood Curriculum Coordinator – Specialized Training

158. A licensee shall ensure that either the Early Childhood Administrator or Early Childhood Curriculum Coordinator has successfully completed three (3) college/university credits, which may be included in the total number of college/university credits required for the position, or forty-five (45) clock hours of training in infant and/or toddler development and curriculum if the Center serves infants and/or toddlers.

159. A licensee shall ensure that either the Early Childhood Administrator or Early Childhood Curriculum Coordinator has successfully completed fifteen (15) clock hours of training in school-age care if the Center serves school-age children. The clock hours may be translated from the college/university credits and included in the total number of college/university credits required for the position.

Early Childhood Teacher

160. A licensee shall ensure that an Early Childhood Teacher is at least eighteen (18) years of age and meets one (1) of the following qualifications:

A. At least a high school degree or its equivalent and successful completion of both “Training for Early Care and Education 1 & 2” and twelve (12) months of experience working with children preschool age or younger in a group setting;

B. At least a high school degree or its equivalent and a valid Child Development Associate Credential that is current and has not expired and twelve (12) months of experience working with children preschool age or younger in a group setting;

C. At least a high school degree or its equivalent and successful completion of the Delaware Department of Labor’s Early Childhood Apprenticeship Program

and twelve (12) months of experience working with children preschool age or younger in a group setting;

D. At least a high school degree or its equivalent and successful completion of nine (9) college/university credits – three (3) in early childhood education, three (3) in child development and three (3) in positive behavior management and twelve (12) months of experience working with children preschool age or younger in a group setting; Forty-five (45) clock hours in positive behavior management may substitute for the three (3) college/university credits.

E. At least a high school degree with successful completion of a vocational/technical high school's three (3) year program in early childhood education approved by Delaware's Department of Education and twelve (12) months of experience working with children preschool age or younger in a group setting;

F. At least a high school degree or its equivalent and successful completion of the coursework toward a Montessori Infant and Toddler Full/Associate Credential or a Montessori Early Childhood Full/Associate Credential from a MACTE approved training program and twelve (12) months of experience working with children preschool age or younger in a group setting;

G. At least a high school degree or its equivalent and successful completion of a one (1) year early childhood diploma program from a two (2) year college and twelve (12) months of experience working with children preschool age or younger in a group setting;

H. At least an Associate degree from an accredited college or university with six (6) college/university credits in child development, or early childhood education and three (3) months of supervised student teaching or twelve (12) months of experience working with children preschool age or younger in a group setting; or

I. At least a Bachelor degree from an accredited college or university including at least six (6) college/university credits of child development or early childhood education and three (3) months of supervised student teaching or twelve (12) months of experience working with children preschool age or younger in a group setting.

Early Childhood Assistant Teacher

161. A licensee shall ensure that an Early Childhood Assistant Teacher is at least eighteen (18) years of age and meets one (1) of the following qualifications:

A. At least a high school degree with successful completion of “Training for Early Care and Education 1” and six (6) months of experience working with children preschool age or younger in a group setting;

B. At least a high school degree with successful completion of the traditional high school’s career pathway program in early childhood as recognized by the Office of Child Care Licensing and six (6) months of experience working with children preschool age or younger in a group setting; or

C. At least a high school degree or its equivalent and successful completion of six (6) college/university credits – three (3) in early childhood education and three (3) in child development and six (6) months of experience working with children preschool age or younger in a group setting.

162. A staff member who, before the effective date of these rules, was in the position formerly known as a Caregiver at a particular Center shall have one (1) of the following opportunities to qualify for the position of Early Childhood Assistant Teacher. These opportunities shall be time-limited to two (2) calendar years from the effective date of these rules as stated in Rule #149B.

A. Demonstrate through the development of a portfolio that prior training and experience is equivalent to the information taught in “Training for Early Care and Education 1”. Successful completion of this option shall be receiving a grade of seventy-five percent (75%) or better and is recognized as equivalent to completing “Training for Early Care and Education 1” and is applicable toward advancing to higher positions in any Center.

B. Pass a test recognized by the Office of Child Care Licensing as equivalent to the information taught in “Training for Early Care and Education 1”. Successful completion of this option shall be receiving a grade of seventy-five percent (75%) or better and is recognized as equivalent to completing “Training for Early Care and Education 1” and is applicable toward advancing to higher positions in any Center.

Early Childhood Caregiver

163. A licensee shall ensure that an Early Childhood Caregiver is at least eighteen (18) years of age, and before the effective date of these rules, was in the position formerly known as a Caregiver at a particular Center. Successful completion of the training required for this position is time-limited to two (2) calendar years from the effective date of these rules as stated in Rule #149B. The position of Early Childhood Caregiver is acceptable provided that person remains at that original Center or transfers only to a

Center licensed before the effective date of these rules and is directly affiliated with the original Center. The Early Childhood Caregiver shall meet the following qualification:

- A. Demonstrates successful completion of a total of sixty (60) clock hours of training based on the early care and education core topic areas and divided into each of the following: Child Development (fifteen (15) clock hours), Developmental Curriculum Planning (twelve (12) clock hours), Positive Behavior Management (twelve (12) clock hours), Health (three (3) clock hours), Safety (three (3) clock hours), Nutrition (three (3) clock hours), Family/Community (six (6) clock hours), and Professionalism (six (6) clock hours). Such clock hours taken prior to the effective date of these rules or during the time-limited period shall count toward this position.

Early Childhood Intern

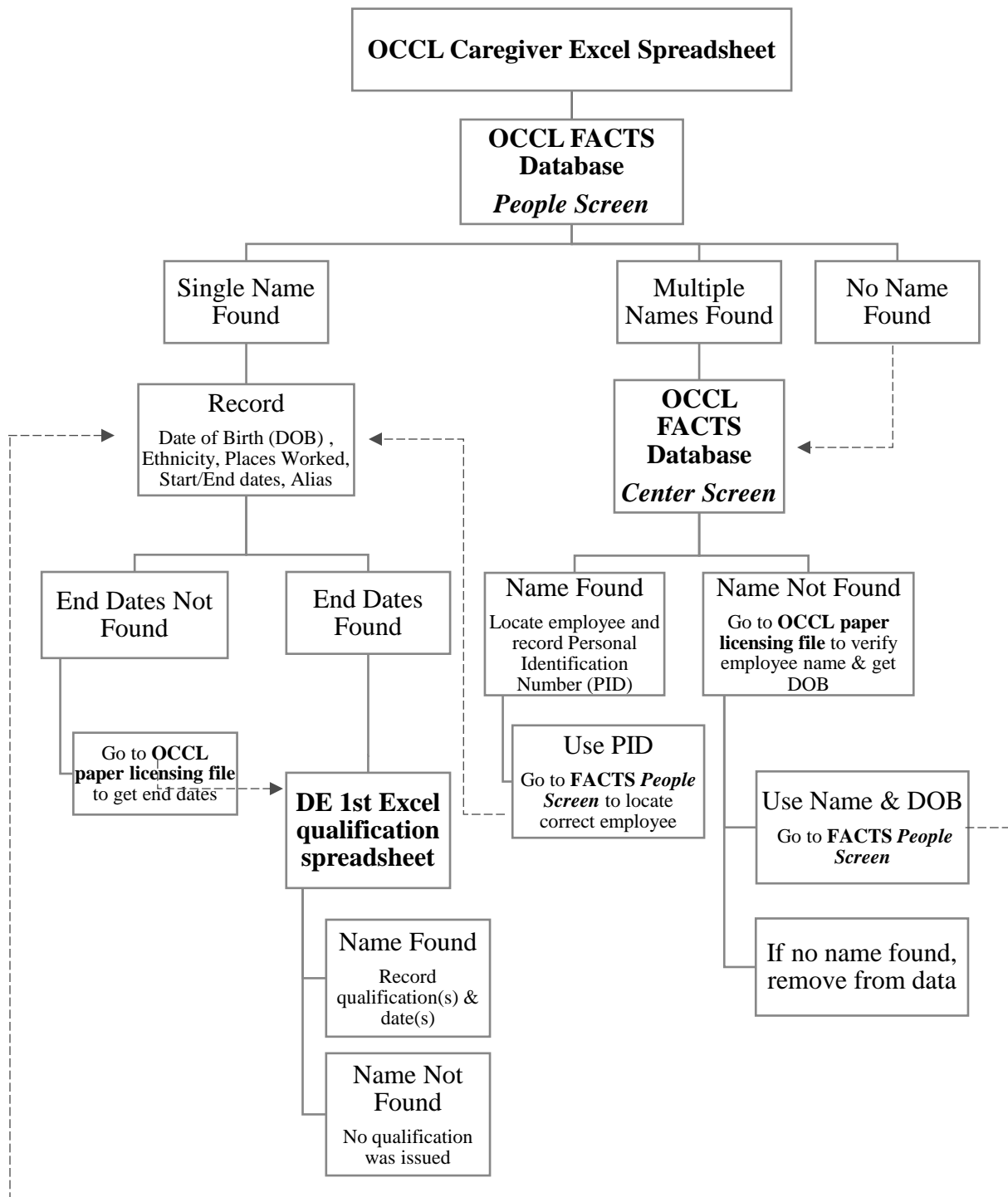
164. A licensee shall ensure that an Early Childhood Intern is at least sixteen (16) years of age and meets one (1) of the following qualifications:

- A. At least successful completion of either *Delaware First's* "Introduction to Child Care" or "Child Development" completed within twelve (12) months of employment;
- B. Successful completion of at least three (3) college/university credits in either child development or early childhood education.
- C. Fifteen (15) year olds may be hired only if they are attending a vocational/technical high school's three (3) year program in early childhood education or a traditional high school's career pathway program in early childhood. Documentation proving enrollment in such programs shall be on file at the Center.

165. A licensee shall ensure that an Early Childhood Intern under the age of eighteen (18) does not provide direct child care to children who are close in age. Such an Early Childhood Intern shall be at least four (4) years older than any child in his or her direct care.

Appendix B

DATA RETRIEVAL PROCESS



Appendix C

TELEPHONE INTERVIEW TEXT

Center Name: _____ Phone: _____

Good morning. My name is Betty Gail Timm and I am calling from the Office of Child Care Licensing. I would like to speak to your administrator. Is she available?

If no: When might she be available that I could call back? I would like to speak with her.

If yes: I am conducting research on persons with grandfathered Caregiver qualifications issued by our office from the 2007 center regulations. I want to determine what role these persons are filling in child care centers today.

Please understand that any information you give me will have no impact on your license or on your licensing status. The information you give me will not be reported in any way that will identify the individual or your center. It will be reported as group data. I just want to know the role these grandfathered Caregivers are filling in licensed child care centers today.

The renewal application you completed lists *[name of person]* as still working at your center. Is this correct? If no, when did she leave?

What is her position in your center? (Is she a classroom teacher? An assistant in a classroom? What ages does she primarily work with?)

Thank you for the information. Again, this information will not impact your license and will not be reported in a way that could identify the individual or your center. I am just researching the roles these grandfathered caregivers have in licensed child care today.

Thank you again.

Appendix D

UNIVERSITY OF DELAWARE IRB APPROVAL LETTER



RESEARCH OFFICE

210 Hullihen Hall
University of Delaware
Newark, Delaware 19716-1551
Ph: 302/831-2136
Fax: 302/831-2828



DATE: June 11, 2018

TO: Elizabeth Timm
FROM: University of Delaware IRB

STUDY TITLE: [1233424-1] The Effects of Grandfathering Caregiver Qualifications in Center Child Care Regulations on the Early Childhood Teacher Workforce In Delaware

IRB REFERENCE #:
SUBMISSION TYPE: New Project

ACTION: APPROVED
APPROVAL DATE: June 11, 2018
EXPIRATION DATE: June 10, 2019
REVIEW TYPE: Expedited Review

REVIEW CATEGORY: Expedited review category # (5)

Thank you for your submission of New Project materials for this research study. The University of Delaware IRB has APPROVED your submission. This approval is based on an appropriate risk/benefit ratio and a study design wherein the risks have been minimized. All research must be conducted in accordance with this approved submission.

This submission has received Expedited Review based on the applicable federal regulation.

Please remember that informed consent is a process beginning with a description of the study and insurance of participant understanding followed by a signed consent form. Informed consent must continue throughout the study via a dialogue between the researcher and research participant. Federal regulations require each participant receive a copy of the signed consent document.

Please note that any revision to previously approved materials must be approved by this office prior to initiation. Please use the appropriate revision forms for this procedure.

All SERIOUS and UNEXPECTED adverse events must be reported to this office. Please use the appropriate adverse event forms for this procedure. All sponsor reporting requirements should also be followed.

Please report all NON-COMPLIANCE issues or COMPLAINTS regarding this study to this office.

Please note that all research records must be retained for a minimum of three years.

Based on the risks, this project requires Continuing Review by this office on an annual basis. Please use the appropriate renewal forms for this procedure.

If you have any questions, please contact Nicole Farnese-McFarlane at (302) 831-1119 or nicolefm@udel.edu. Please include your study title and reference number in all correspondence with this office.