TO: The Honorable Senator Donovan M. Dela Cruz, Chair  
   Senate Committee on Ways and Means  
FROM: Cathy Betts, Director  
SUBJECT: SB 1271 SD1 – RELATING TO EARLY LEARNING.  
   Hearing: Tuesday, March 2, 2021, 9:30 a.m.  
   Via Videoconference, State Capitol  

DEPARTMENT’S POSITION: The Department of Human Services (DHS) appreciates the intent of this measure and provides comments. DHS also respectfully requests that passage of this measure does not replace or adversely impact priorities indicated in the executive budget.  

The Senate Committee on Education amended the measure by:  
1. Specifying that a collection agency that is contracted by the Executive Office on Early Learning shall be allowed to collect a commission; and  
2. Making technical, nonsubstantive amendments for the purposes of clarity and consistency.  

PURPOSE: The purpose of the bill establishes an early educator stipend program to be administered by the executive office on early learning to address the shortage of qualified early childhood educators in Hawaii and requires stipend fund repayments for the early childhood educator stipend program to be deposited into the early learning special fund.  

This measure could provide increased access to continuing post-secondary education and be a useful incentive to expanding the early care and education workforce. DHS notes that the proposed measure utilizes private sector funds for the establishment of the program, benefits the broader early care and education workforce as set forth under section 302L-2,
Hawaii Revised Statutes, including Hawaiian language medium and Hawaiian immersion settings, and includes a two-year work requirement post-completion of the certificate, degree, or licensed program at a University of Hawaii campus.

Thank you for the opportunity to provide comments on this measure.
Chair Dela Cruz, Vice Chair Keith-Agaran, and members of the Committee:

The State Public Charter School Commission (“Commission”) appreciates the opportunity to submit this testimony in STRONG SUPPORT of SB 1271 which establishes an early childhood educator stipend program to be administered by the executive office on early learning to address the shortage of qualified early childhood educators in Hawaii; and requires stipend fund repayments for the early childhood educator stipend program to be deposited into the early learning special fund.

As the recipient of a 2017 U.S. DOE Supplemental Pre-K grant, the Commission utilized much of those funds to foster the development of a strong statewide early childhood educator communities of practice. In 2018, the Commission partnered with the University of Hawai‘i and Chaminade University of Honolulu. This partnership was developed to provide teachers and educational assistants (EAs) currently in the workforce—in public and private settings—with access to free college-level coursework in early childhood education. This was a key strategy to further advance high-quality preschool practices that included building comprehensive, foundational knowledge for EAs, who comprise 50% of the adult to student ratio in our early education classrooms.

In this one-year pilot project, 174 early learning educators were served. This project provided over $330,000 in tuition subsidies to support these teachers and EAs, complete college-level early childhood education coursework or coursework that will lead to a degree in early
childhood education. The success of this program illustrates the demand and need for these kinds of educational supports for our early education workforce.

Based on the data and the experience of the participants in the Commission’s program, we believe that this bill is a step forward in emphasizing the importance of and Hawaii’s commitment to the development of a strong statewide early childhood educator workforce.

Thank you for the opportunity to provide this testimony.
March 1, 2021

TO: Senator Donovan M. Dela Cruz, Chair  
Senator Gilbert S.C. Keith-Agaran, Vice Chair  
Senate Committee on Ways and Means

FROM: Lauren Moriguchi, Director  
Executive Office on Early Learning

SUBJECT: Measure: S.B. No. 1271 S.D. 1 – RELATING TO EARLY LEARNING  
Hearing Date: Tuesday March 2, 2021  
Time: 9:30 a.m.  
Location: Videoconference

Bill Description: Establishes an early childhood educator stipend program to be administered by the executive office on early learning to address the shortage of qualified early childhood educators in Hawaii. Requires stipend fund repayments for the early childhood educator stipend program to be deposited into the early learning special fund. (SD1).

EXECUTIVE OFFICE ON EARLY LEARNING’S POSITION: Support

Good morning. I am Lauren Moriguchi, Director of the Executive Office on Early Learning (EOEL). EOEL is in **strong support of S.B. 1271 S.D. 1**. We thank the Legislature for its recognition of the need to increase access to early care and education through the passage of Act 046, SLH 2020 and appreciate the Legislature’s recognition of the critical need for qualified early childhood educators in Hawaii. S.B. No. 1271 S.D. 1 will lay the foundation for expanding access to early care and education programs and services by helping to increase providers in the early care and education workforce. Supporting the early care and education workforce will allow us to move faster in achieving the ambitious goals of Act 046 set forth by the Legislature once funds become more available.

EOEL is statutorily responsible for the development of the State’s early childhood system that shall ensure a spectrum of high-quality development and learning opportunities for children throughout the state, from prenatal care until the time they enter kindergarten, with priority given to underserved or at-risk children.

An early learning program that is not high-quality is linked to inappropriate referrals to special education, which will increase, rather than save, State funds. **When young children are placed in programs that are not high-quality, we risk setting them on a negative trajectory – opposite of the positive outcomes that research has shown are associated with high-quality early learning programs.**
One of the most fundamental components of high-quality early learning is a qualified educator. The Institute of Medicine and the National Resource Center for Health and Safety in Child Care and Early Education recognize that “(t)eachers with at least a bachelor’s degree are more likely to aptly approach instruction – they are more sensitive, less punitive, and more engaged.” This is key because “(t)here is general agreement among experts in the field of child development that the quality of classroom interactions between teacher and child contributes substantially to children’s learning and development” (Bowman, Donovan, & Burns, 2001).

This is why one of our nation’s foremost experts on early learning says, “Expansion of public pre-k is only a worthwhile public investment if children receive a high-quality education” (W. Steven Barnett, Ph.D., Senior Co-Director, National Institute for Early Education Research).

We greatly appreciate this vehicle to incentivize the development of a pool of highly qualified early childhood professionals for the state.

S.B. No. 1271 S.D. 1 offers the following:

- Leverages private source funding to establish and implement the program, rather than include appropriations recognizing the dire economic situation the State is currently facing.
- Is a result of discussions with stakeholders across Hawaii’s early childhood field.
- Has the approval of our governing board, the Early Learning Board, which is composed of members across both the public and private sectors who have expertise and experience in various aspects of the early childhood field.
- Would cover early childhood tuition and fees for each individual, reducing financial barriers many students face when attempting to access higher education coursework.
- Targets individuals already working in the early care and education field in Hawaii, so they are more likely to stay in the field.
- Would provide much-needed support for educators who are an undervalued and under-supported workforce, beyond the EOEL Public Prekindergarten Program.
- Is based on the strong foundation laid by the stipend program administered by the University of Hawaii and funded through the federal Preschool Development Legacy Grant that ended in 2019.
- Includes resources for student support and counseling, proven necessary through UH Manoa College of Education’s experience and which further supports the broader workforce.
- Offers the structure needed to attract early childhood educators, which is based on lessons learned from UH Manoa College of Education’s experience and surveys of early childhood education students.

As we’ve worked toward the goal of creating an effective early childhood system and increasing access to early learning opportunities for our keiki, we realized the gravity of the need to address the severely limited workforce of qualified early childhood educators. One of the things we’ve learned from our Program, as well as through our collaborative work across private and public partners in the field, is that most, if not all, of us cannot find enough qualified staff to expand quickly. In our work to increase access to high-quality early learning, we have made workforce development one of our highest priorities.

It is during the earliest years when the environments, supports, and relationships experienced by children have profound effects on their developing brains and their learning and development. Children thrive when they have strong relationships with adults who are knowledgeable and possess the necessary competencies to guide and facilitate their engagement in learning while responding to their individual progress and their social-cultural background. At the core of this
complex and important work with young children is strengthening the workforce to reflect the science of learning and development. Qualified educators are especially needed in working with children who experience adversities that place the learning and development at-risk. A qualified workforce is critical to promoting equity for all children.

We respectfully request that you consider this mechanism for workforce development as key to achieving the Legislature's goal of increasing access to early learning.

Thank you for your consideration, and for the opportunity to testify on this bill. I am happy to answer any questions you may have.
Early Childhood Action Strategy (ECAS) is a statewide cross-sector collaborative designed to improve the system of care for Hawai‘i’s youngest children and their families. ECAS partners work to align priorities for children prenatal to age eight, streamline services, maximize resources, and improve programs to support our youngest keiki.

**ECAS strongly supports passage of SB1271,** which would establish an early childhood educator stipend program in order to address the growing and critical shortage of qualified early childhood educators in Hawai‘i.

High-quality early care and education programs are fundamental to thriving children, flourishing families, and a robust economy; And an effective, well-trained, early childhood workforce is the backbone of these programs. According to the 2020 National Early Childhood Workforce Index (Center for the Study of Child Care Employment) there are an estimated 3,410 members of the early childhood teaching workforce providing services to Hawaii’s children. Yet many more well-trained professionals are needed to support and sustain the expansion of Hawaii’s early care and education system to meet the child-development, school-readiness, child care, employment, and economic needs of the state.

The stipends proposed by SB1271 are a critical measure designed to aid in the recruitment, education, and retention of early childhood professionals. Stipends, along with bonuses, are a key financial relief strategy for a workforce that suffers from chronically low wages and turnover. National estimates suggest that more than one in four early childhood professionals changed jobs in 2019 and half of them left the profession in the last three years (c.f.: Colorado’s Early Childhood Workforce 2020 Plan). Hawaii is currently one of only 14 states that do not offer a statewide supplement or bonus program to support their early care and education workforce (Center for the Study of Child Care Employment). SB1271 would take a helpful step towards redressing the lack of support and resources for professionals in the field.

Recognizing the dire economic situation in which our state finds itself, SB1271 makes no appropriations. Instead, the bill leverages private-source funding committed to establishing and implementing this early childhood stipend program.
In order for Hawai‘i to build back better from the pandemic and continue to thrive and attract new businesses and professionals, the state must prioritize strategies to attract, retain and support a strong early childhood workforce –both for the state’s growing economy and for the state’s population of families with young children.

Thank you for this opportunity to provide testimony in support of this measure.
TESTIMONY BEFORE THE SENATE WAYS AND MEANS COMMITTEE

PERSONS TESTIFYING: Kaulanakilohana (members of the consortium of early childhood education higher education faculty in Hawai‘i)
DATE: Tuesday, March 2, 2021
TIME: 9:30 PM
LOCATION: State Capitol Conference Room 211 & Videoconference

TITLE OF BILL: SB1271 SD1 RELATING TO EARLY LEARNING

Honorable Chair Dela Cruz, Vice Chair Keith-Agaran and Committee Members English, Inouye, Kanuha, Kidani, Moriwaki, Shimabukuro, Taniguchi, Wakai, & Fevella,

We, members of Kaulanakilohana, the early childhood education higher education faculty, strongly support SB1271 SD1.

SB1271 SD1 is an essential component to expanding early learning programs: DHS licensed child care settings, public PreKs, home visiting programs, and Native Hawaiian serving programs such as the Family Child Interactive Learning Programs and Hawaiian language medium early childhood education programs. We need to invest in the early childhood workforce in order to grow and sustain all these programs.

Along with facilities, the greatest barrier to expanding new programs is growing and sustaining a knowledgeable and skilled workforce. SB1271 SD1 has the potential to begin to put in place an infrastructure to grow the practitioners needed to expand the programs and services available for young children and their families.

There is broad consensus that early childhood education is a specialized field of education which requires “educators who are prepared to create engaging, inclusive, and developmentally grounded learning environments and who can effectively reach and teach diverse learners” (Gardner, Melnick, Meloy & Barajas, 2020, p. 1). Nationwide, minimum standards to ensure quality in state funded PreK require that teachers possess a baccalaureate degree with specialized coursework in early childhood education and assistant teachers or educational aides, complete entry level preparation consistent with industry recognized certificates (National Institute of Early Education Research, 2018).

Likewise, federal funding streams for programs serving young children (Child Care Development Block Grants, Headstart, IDEA Part B and C funding) increasingly require states to show progress in establishing comprehensive and coherent workforce development systems that bridge across sectors and agencies. It is no longer adequate to train practitioners to meet minimum care and safety standards. Criteria for continued federal funding asks states to move towards more robust systems that develop a well-prepared workforce consistent with the recommendations of
Transforming the Workforce for Children Birth Through Age 8: A Unified Foundation (Institutes of Medicine and National Research Council, 2015).

Problems sustaining a well-prepared workforce negatively impact children from our most vulnerable families, those living in poverty or Asset Limited Income Constrained Employed (ALICE) families who have difficulty affording early childhood education settings and must depend on assistance in order to obtain services (Aloha United Way, 2018). The Institutes of Medicine and National Research Council (2015) warn that the failure to support early educators with the preparation they need and seek hurts society by perpetuating systems where “adults who are under informed, underprepared, or subject to chronic stress themselves may contribute to children’s experiences of adversity and stress and undermine their development and learning” (p. 493).

Tuition stipends and other forms of support are essential for early childhood educators who are among the lowest paid workers. A majority of the people currently in the workforce are women, a high percentage are mothers from ethnic groups who are underrepresented in higher education, working long hours in some of the lowest paying jobs in the state. Despite being employed in an early childhood job, they often still depend on some form of government aid (Executive Office of Early Learning, 2019; TEACH, 2010). In Hawaiʻi, our workforce, particularly outside of the public PreKs, is composed of a large percentage of Native Hawaiian, Filipino, and Pacific Islander women. It is typical for workers in this sector to discover a love for this work after experiencing an early childhood setting through their children. Many want to be employed in their neighborhoods and desire to pursue college, increase their earnings, and sustain a living as an early childhood educator. However, they often come from a student population that differs from the typical K-12 pre-service student and find it difficult to meet criteria such as full-time enrollment, that is required by typical financial assistance or loan forgiveness programs available to other educators. Tuition assistance programs for the early childhood workforce must be designed with the flexibility and support that reflects the diversity of our student-practitioners (TEACH, 2018).

Many states offer targeted financial assistance programs in order to stimulate the expansion of their early learning workforce in order to encourage degree attainment despite the dismally low wages in the field (National Academies of Sciences, 2019). SB1271 provides the opportunity to put in place a sustained infrastructure based on the successes of a tuition support program already piloted and refined between 2018-2019.

The tuition stipend program proposed in SB1271 SD1 is structured to reflect lessons learned from an 18 month, $330,000 workforce development tuition stipend program funded through a US Preschool Development Legacy Grant (2018-2019). The federally funded pilot was the first coordinated, systemic effort to disseminate public funds to practitioners statewide who were enrolled as early childhood education students across the UH system and Chaminade University. A key to the program’s success was addressing the diverse entry points and educational aspirations of practitioners in the field and intentionally funding certificates and degrees at all levels,
from entry level positions, to lead teachers in classrooms, to the instructional positions
essential to growing an infrastructure necessary to expand public PreK, child care, and
other early learning programs in the state. The stipend program proposed in SB1271
SD1 builds on the previous collaborations between the Hawaii Charter School
Commission, the Executive Office of Early Learning, the UH System and Chaminade
University early childhood teacher preparation programs. Through that grant we
demonstrated the ability to:

- Address the absence of dedicated teacher loan forgiveness or other forms of
  financial assistance programs available to early childhood educators.
- Provide a vehicle to administrate tuition support across all ECE preparation
  programs and at all levels (entry level aides or educational assistants, lead
  teachers, leaders)
- Include early childhood students enrolled in preparation programs for both state
  recognized languages (e.g. English and Hawaiian language medium and
  Hawaiian culture based early childhood education preparation programs).
- Provide specialized advising and wrap around supports to encourage recruitment,
  retention and persistence in college courses (90% course completion rate).
- Gather data to evaluate the effectiveness of services in a comprehensive manner
  across all campuses.

The Executive Office of Early Learning (EOEL) provides leadership in early learning
system building efforts across the various agencies and stakeholders. As the
administrator of the program, this would enable the Office to coordinate with higher
education institutions to ensure a cohesive system to support the development of the
workforce.

Furthermore, Hawaiʻi has a competitive proposal for a national grant, ECE³, to improve
the alignment and stacking of degrees and certificates and to increase access for
neighbor island and underserved students in the workforce. SB1271 SD1 is an
opportunity for the Legislature and Governor to take action consistent with their letters
of support for the grant. A cohesive system of advising and support, including financial
support for students, is a critical next step that will enable us to build a workforce with
the knowledge and competencies necessary to support young children and their
families. With the passage of SB1271 SD1, generous seed money from the private
sector will help us to begin to address a key component of an early learning workforce
development system. The bill leverages private funds and is a way to support workforce
development in early childhood education without requiring appropriations during a time
of fiscal restraint.

The COVID-19 pandemic has truly brought attention to the critical human infrastructure
that programs for young children provide. A safe, stimulating learning environment for
each ohana’s young children will be essential to rebuilding our economy. Key to this is
knowledgeable and skilled adults who can support the learning of young children in a
manner consistent with the research on early learning.
We strongly support SB 1271 SD1. The stipend program is a critical step towards realizing the Legislature and Governor’s aspirations to sustain and build an early learning system for the state.

Thank you for this opportunity to testify.

Kaulanakilohana (Early childhood education higher education faculty in Hawai‘i)

Chaminade University - Elizabeth Park, PhD and Yan Yan Imamura, MEd
Hawai‘i Community College - Janet Smith, MA; and Brenda Watanabe, MEd
Honolulu Community College - Ann Abeshima, EdD; Elizabeth Hartline, MA; Eva Moravcik; Caroline Soga, PhD; Laurie Ann Takeno, EdM; and Cyndi Uyehara, MEd
Kaua‘i Community College - Antonia Fujimoto, MA
University of Hawai‘i at Hilo Ka Haka ‘Uka O Ke‘elikōlani - Noelani Iokepa-Guerrero, PhD
University of Hawai‘i at West O‘ahu – Susan Adler, PhD
University of Hawai‘i at Mānoa – Christopher Au, PhD, Robyn Chun, MEd; Richard Johnson, EdD; Theresa Lock, EdD; Leah Muccio, PhD
University of Hawai‘i Maui College – Julie Powers, MA; Gemma Medina MEd
To: Senator Dela Cruz, Chair  
    Senator Keith-Agaran, Vice Chair  
    Senate Committee on Ways and Means

Re: SB 1271 SD1- Relating to early learning  
9:30AM, March 2, 2021

Chair Kidani, Vice Chair Kim, and committee members,

On behalf of HCAN Speaks!, thank you for the opportunity to testify in support of Senate bill 1271, which seeks to establish an early childhood educator stipend program to be administered by the Executive Office on Early Learning to address the shortage of qualified early childhood educators in Hawai‘i.

Last session, amidst a pandemic, the legislature recognized the importance of early learning in a child’s life and committed to serving all underserved three- and four-year-olds in a learning program by 2032. Developing a qualified workforce to support the expansion of programs will be critical to the legislation’s intended goal. Senate bill 1271 is a needed piece to helping provide opportunities for those interested to pursue a certificate, degree, or license in early childhood education.

The Hawai‘i Early Childhood State Plan states “a supported and supportive early childhood workforce is essential to a healthy future for children, families, and Hawai‘i”\(^1\). Educational stipends are an important part to offer workforce development and financial relief for early educators.

This bill makes no appropriations recognizing the dire economic situation our state is in. However, there are private funds committed to establish and implement this early childhood stipend program.

One of the most fundamental components of high-quality early learning is a qualified educator. At the core of this complex and important work with young children is strengthening the workforce to reflect the science of learning and development. Senate bill 1271 helps to bridge the gap between the workforce we need and the workforce we have.

**For these reasons, HCAN Speaks! respectfully requests that your committee vote to pass this bill.**

Kathleen Algire  
Director of Early Learning and Health Policy

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\(^1\) Hawai‘i Early Childhood State Plan, https://drive.google.com/file/d/1oDDVuzHYh6KmfC-MReI7Vlo-OMDjDnLz/view
To: Senator Donovan M. Dela Cruz, Chair  
Senator Gilbert S.C. Keith-Agaran, Vice Chair  
Members of the Senate Committee On Ways And Means

From: Robert G. Peters, Chair  
Early Learning Board

Subject: Measure: SB 1271, SD 1, Relating to Early Learning  
Hearing Date: Tuesday, March 2, 2021  
Time: 9:30 am  
Location: Via Video Conference, Conference Room 211

Description: Establishes an early childhood educator stipend program to be administered by the executive office on early learning to address the shortage of qualified early childhood educators in Hawaii. Requires stipend fund repayments for the early childhood educator stipend program to be deposited into the early learning special fund.

Early Learning Board Position: Support

I am Robert G. Peters, Chair of the Early Learning Board (ELB). Thank you for this opportunity to offer written testimony on this bill, SB 1271, SD 1, on behalf of the Early Learning Board.

Through Act 202, Session Laws of Hawaii 2017, ELB transitioned from an advisory to a governing board for the Executive Office on Early Learning (EOEL) and is charged with formulating statewide policy relating to early learning. We are composed of members from across the early childhood field, in both the public and private sectors.

ELB’s mission is to support children’s academic and lifelong well-being by directing and supporting the EOEL for an effective, coordinated, high-quality early learning system from prenatal to kindergarten entry. We support efforts that promote the development of this system for our keiki and families.

The ELB has made workforce development one of its highest priorities in order to expand access to high-quality early learning for our keiki. The Board appreciates the Legislature’s passage of Act 046, SLH 2020. Supporting the early care and education workforce will allow us to move faster toward achieving the ambitious goals of Act 046 once funds become more available. It is increasingly critical now as we face the impact of COVID-19 on our keiki and their families. We know that women, the primary providers of early care and learning, have been most seriously challenged by the fall-out from the pandemic. Private providers tell us they are grappling with a limited workforce of qualified early childhood educators. And even within the EOEL Public Pre-K Program, now with just over 40 classrooms across the state, recruitment and retention are serious barriers to expansion and access.

The Early Learning Board seeks to work with the Legislature and the broader community to identify and implement plans to expand the workforce to increase access to Hawaii’s keiki and their families. It appreciates this bill’s potential to build the preschool workforce by incentivizing many who can contribute to the profession and the achievement of the goals of expansion of preschool opportunities.

The ELB respectfully requests your consideration of the following benefits of SB 1271, SD 1:

• Leverages private source funding to establish and implement the program, rather than include appropriations recognizing the dire economic situation the State currently faces.
• Is a result of discussions with stakeholders across Hawaii’s early childhood field.

• Would cover early childhood tuition and fees for each individual, reducing financial barriers many students face when attempting to access higher education course work.

• Targets individuals already working in the early care and education field in Hawaii, so they are more likely to stay in the field.

• Would provide much-needed support for educators who are an undervalued and under-supported workforce, beyond the EOEL Public Prekindergarten Program.

• Is based on the strong foundation laid by the stipend program administered by the University of Hawaii and funded through the federal Preschool Development Legacy Grant that ended in 2019.

• Includes resources for student support and counseling, proven necessary through UH Manoa College of Education’s experience and which further supports the broader workforce.

• Offers the structure needed to attract early childhood educators, which is based on lessons learned from UH Manoa College of Education’s experience and surveys of early childhood education students.

Thank you for the opportunity to testify in support of SB 1271, SD 1.
SB-1271-SD-1
Submitted on: 2/25/2021 9:42:42 AM
Testimony for WAM on 3/2/2021 9:30:00 AM

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Comments:

I strongly support SB1271.
Dear Honorable Committee Members:

Please consider the proposed legislation SB1271 giving early childhood an extra. There are numerous reasons to keep the shortage differentials.

Special Education positions are hard to staff because students with special needs not only require specialized attention and more curriculum planning, but often come with an assortment of behavior problems. Their parents are also typically more difficult to deal with. Additionally, special Education teachers need an additional two years of education to become licensed in special education.

Why would teachers be motivated to work with children with special needs and all the attendant challenges in working with these children and their families if they can get the same pay working in general education? As a special education teacher, I personally know of several general education teachers leaving their positions for special education positions specifically for the pay differential. Remove the differential and these teachers will go straight back to teaching general education and we will see a shortage of special education teachers by next school year.

By removing the differentials, you will also be courting lawsuits because the instruction of special needs students in their IEP goals will suffer, instruction they are entitled to by law. Before the differential, I knew of one teacher who had to teach multiple grade levels, not to mention the fact that science, music and physical education were also being neglected. Additionally, I am aware of at least two teachers who are planning to move to the mainland for better paying jobs in areas that have a lower cost of living.

Please keep the pay differentials.

Sincerely,

Andrea Baer

Lihikai Elementary School