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Disparate Access

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Head Start and CCDBG Data by Race and Ethnicity

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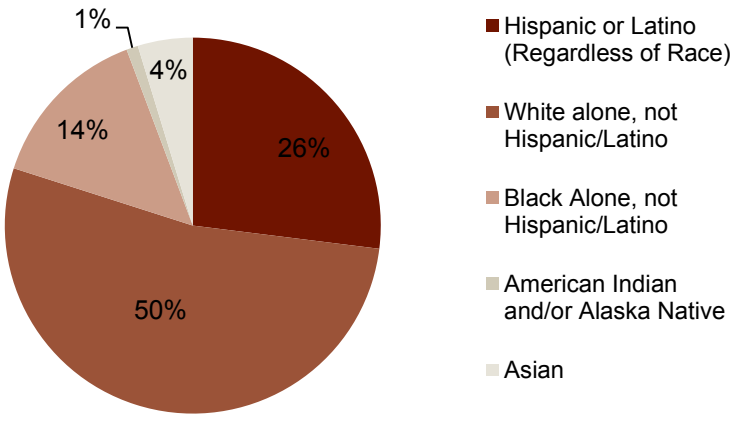
Introduction

High-quality child care and early education can build a strong foundation for young children's healthy development; yet, many low-income children, who could most benefit, lack access to early childhood opportunities. While these gaps in access to child care and early education are widely recognized, less is understood about how access differs by race and ethnicity. This brief highlights state-level data by race and ethnicity about differential access to Head Start preschool, Early Head Start (EHS), and Child Care and Development Block Grant (CCDBG)-funded child care, analyzed here for the first time. The brief also identifies potential policy implications and the gaps in the data that limit our ability to more comprehensively analyze the findings.

Racial and Ethnic Diversity of Young Children

Young children in the United States are, as a group, diverse in race, ethnicity, and language. Children born in recent years have been "majority minority," as racial and ethnic minorities now make up half of the young child population, defined as children birth through five, and it is estimated that the tipping point to a "majority minority" population for children under age 18 will happen in less than five years.[1] In 2013, 50 percent of young children were non-Hispanic/Latino White; 14 percent were non-Hispanic/Latino African American or Black[2]; and 26 percent were Hispanic/Latino regardless of race (see Figure 1).[3]

Figure 1. Children Birth Through 5 by Race/Ethnicity in 2013



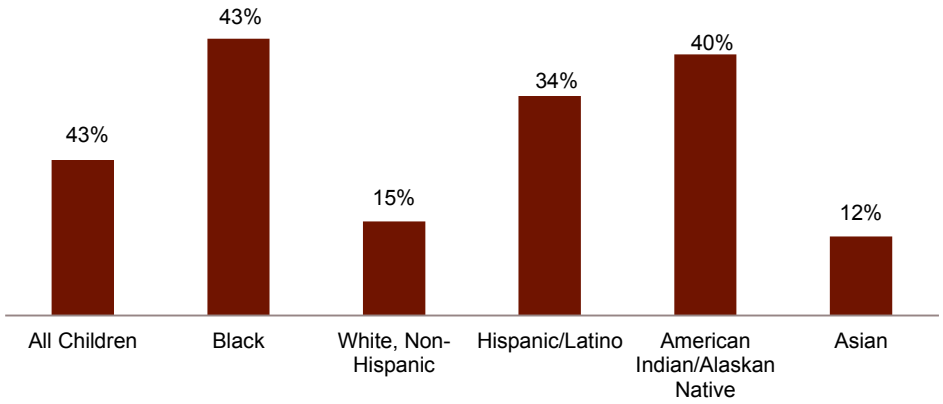
Source: CLASP Analysis of U.S. Census American Community Survey (ACS) estimates, 2011-2013.

Young Children in Poverty

Young children are the most likely of any age group to be poor. In 2014, 24 percent of young children, or about 5.6 million young children, were poor—living in families at or below 100 percent of the Federal Poverty Level (FPL)—and almost half (47 percent) lived in families at or below 200 percent of FPL.[4] In 2014, a disproportionate number of young minority children were poor (see Figure 2):

- Black children experienced the highest poverty rate (43 percent) of any race/ethnic group, followed closely by American Indian and Alaska Native children (40 percent).[5]
- Hispanic/Latino children also experienced high poverty rates (34 percent).
- Asian children had the lowest poverty rate (12 percent).[6]

Figure 2. Poverty Rate of Children Birth Through Five, 2014



Source: CLASP calculations of American Community Survey 2014 data, Table B17020B-D and I, http://www.census.gov/acs/.

Families with fewer economic resources have difficulty affording quality child care and early education. Moreover, the prevalence of poverty during the early and formative years of children's lives has potentially lasting consequences for education, health, and other key outcomes.[7] Although many families facing challenging circumstances raise successful, resilient children, child poverty remains linked to negative child and adult outcomes. Research shows poverty is a strong predictor of children's success in school and of adult employment and earnings. Children growing up in poverty experience poorer health, higher incidence of developmental delays and learning disabilities, and greater hunger compared to their peers. And the longer a child lives in poverty, the worse his or her adult outcomes are likely to be.[8] However, high-quality early care and education programs play a critical role in the healthy development of young children, particularly those in low-income households. Research shows that high-quality early childhood education designed to support the full range of children's development improves outcomes for young children, especially those whose families are poor or low-income.[9]

Background on Head Start and CCDBG

This brief examines the participation of Black, Hispanic/Latino, and Asian children in two major federal early childhood programs: Head Start and CCDBG. It also includes analysis of participation of American Indian/Alaskan Native (AIAN) children in CCDBG only.[11] While low-income children access child care and early education through other state and federal programs, including state-funded pre-kindergarten, our analysis is limited to CCDBG and Head Start for several reasons, including the availability of data. To understand the data in this brief and its implications, it is necessary to consider the policy context for each program (see Table 1). These two federal programs have distinct purposes, standards, funding structures, eligibility, and data reporting. Funding shortfalls prevent all eligible children from being served in either program.

Head Start. Created in 1965, Head Start's preschool program provides high-quality early childhood education and comprehensive family support services to poor three- and four-year-olds and their families. In addition to early education, children and families in all Head Start programs have access to a range of services such as health screenings, referrals and follow-up support, parenting resources, and social services. In 1995, Early Head Start was created to serve poor children birth through age two and pregnant women. Federal Head Start funding is determined by Congress through the annual appropriations process. In FY 2016, Head Start was funded at $9.2 billion.[12] Fewer than half of all eligible children are served by Head Start and just 5 percent of eligible children are served by EHS.[13] In 2014, 1.1 million children were served through all Head Start programs.

Federal Head Start funds go directly to local grantees that include local public or private nonprofit organizations, such as city or county governments; nonprofit or for-profit community-based organizations; and school districts. EHS also provides federal funding directly to local grantees; however, EHS grantees may include state, local, and tribal governments, as well as nonprofit or for-profit community-based organizations and school districts.[14]

Table 1. Eligibility and Funding of CCDBG and Head Start

	Income Eligibility	Funding Structure
Child Care and Development Block Grant	State determined, up to 85% of State Median Income State income eligibility ranges from 119% FPL to 305% FPL In 2014, across all states, median state income eligibility was 175% FPL	Grants from the federal government to states with states contributing matching and maintenance-of-effort (MOE) funds
Head Start	Below 100% FPL; up to 10% of children enrolled in a Head Start program may be above 100% FPL[10]	Grants from the federal government to local programs

Head Start includes targeted funding for services to particular groups of children. For instance, the AIAN Head Start program funds tribal governments and organizations to provide Head Start services,[15] and Migrant and Seasonal Head Start (MSHS) provides targeted funding to programs to serve migrant and seasonal farm worker families.

Due to the federal-to-local nature of Head Start, assessing data on participation in Head Start in each state is not an indicator of state policy choices, but rather provides a state-by-state look at federal investments. While states do not typically play a direct role in most Head Start programs (unless the state itself is an Early Head Start grantee), some states direct resources to expand the reach of Head Start, including serving additional children, lengthening the Head Start day, supporting partnerships between Head Start and child care, or otherwise enhancing Head Start services. Additionally, state-level Head Start State Collaboration Offices facilitate collaboration among Head Start programs and other state early childhood programs.

While individual grant awards are determined by the federal Office of Head Start, when funding allows for Head Start expansion, portions of funds are allocated—based on the guidance in the Head Start Act of 2007—to AIAN Head Start programs, MSHS programs, EHS programs, and Head Start grantees within each state based on the relative share of poor children there as well as the proportion of poor children being served.[16]

Eligibility for Head Start is based on poverty status, or having income below FPL. Children may also be categorically eligible for Head Start as a result of experiencing homelessness, being in foster care, or receiving public assistance—Temporary Assistance for Needy Families (TANF) or Social Security Income (SSI).[17]

Migrant and Seasonal Head Start

Migrant and Seasonal Head Start (MSHS) was created to respond to the needs of migrant farm worker families. MSHS provides child care services to migrants to ensure that young children from birth to age 5 are not with their parents in the fields, where they can be exposed to pesticides, hazardous equipment, extreme heat, and other health dangers. MSHS has served migrant children and families since 1969 and seasonal children and families since 1999.

Three percent of all Head Start children are served through MSHS. Ninety-seven percent of children in MSHS are Hispanic/Latino, which accounts for 8 percent of the Hispanic/Latino children served in all Head Start programs across the country. Due to the low number of children of other races and ethnicities served in MSHS, an analysis similar to that of the Head Start preschool and Early Head Start programs could not be conducted. However, in certain states—including Idaho, Washington, North Carolina, and Oregon—the MSHS program accounts for a significant percentage of the Hispanic/Latino children being served in all Head Start programs within the state.

Sources: Stephanie Schmit, *Migrant and Seasonal Head Start Participants, Programs, Families, and Staff in 2013*, CLASP, http://www.clasp.org/resources-and-publications/publication-1/MHSH-PIR-2013-Fact-Sheet.pdf; and CLASP analysis of Head Start PIR data for all programs and MSHS programs, 2011-2013.

All Head Start programs are required on an annual basis to complete the federal Program Information Report (PIR), which provides information on Head Start children, families, staff, and programs. PIR data includes information on the race and ethnicity of children served and the languages spoken by children. Decades of studies, including the most recent Head Start Impact Study, have found that at the end of Head Start, prior to kindergarten, the program shows wide-ranging positive effects on children and families ranging from language and pre-reading abilities to parenting skills.[18] A national evaluation of Early Head Start found positive impacts on social-emotional, cognitive, and language development skills of children.[19]

In this brief we look at participation in Head Start preschool for three- and four-year-olds and Early Head Start for children birth through two. There are some limitations regarding the AIAN and Migrant and Seasonal Head Start (MSHS) targeted programs as a result of the structures of these programs. AIAN funding is awarded to tribal governments, and in some cases their services cross state lines. Migrant and Seasonal Head Start provides targeted funding to delegate agencies to serve migrant and seasonal farm worker families within the service area.

American Indian/Alaskan Native Head Start

The American Indian/Alaskan Native (AIAN) Head Start program was created in 1965 to serve the needs of AIAN children and families across the country. AIAN Head Start programs offer traditional language and cultural practices integrated within high-quality early education and family support services to young children and their parents.

In 2014, nearly 24,000 children from birth to age 5 and more than 400 pregnant women were served through the AIAN program. Children of AIAN background are served both in AIAN targeted programs and in non-tribal Head Start programs. Just over half (54 percent) of all AIAN children and pregnant women served in Head Start are served through the AIAN targeted program. However, the AIAN population accounts for just 4 percent of participants served through all Head Start programs. Due to the low number of AIAN children within most states and the complexity of eligibility rules for the AIAN program, an analysis estimating the percentage of eligible AIAN children served through Head Start could not be included in this brief.

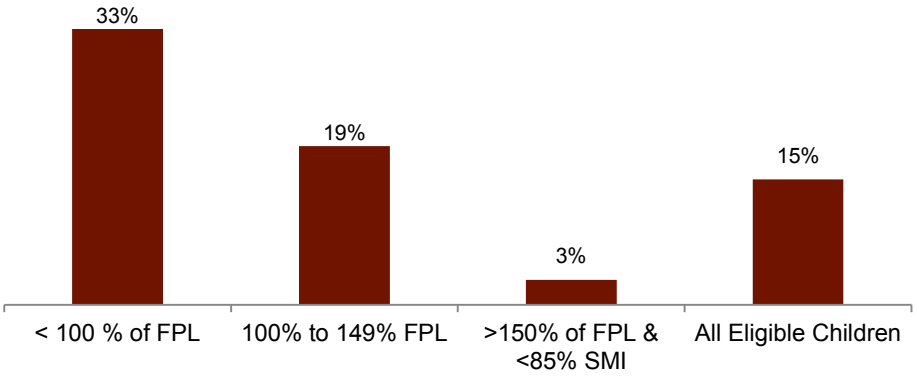
CCDBG. The Child Care and Development Block Grant (CCDBG) helps low-income parents meet the high costs of child care so they can go to work or school. CCDBG is the largest source of federal funding to states to provide child care assistance for low-income families and improve the quality of child care. CCDBG is a federal block grant in which states have broad discretion to set state policies under federal parameters.

CCDBG is comprised of federal mandatory and discretionary funds.[20] To draw down all available federal dollars, states must contribute funds in the form of state matching and maintenance-of-effort (MOE) funds. In 2016, total federal funding for CCDBG is $5.7 billion. The funding formula is based, in part, on a state's young child population, participation in the national school lunch program, and per capita income.[21] An additional source of child care funding comes from another federal block grant program: Temporary Assistance to Needy Families, or TANF. States can choose to use TANF dollars for child care by spending funds directly on child care under their state TANF programs or by transferring money to CCDBG. State-level participation data on TANF-funded child care is not available; however, CCDBG participation includes children served through TANF transfers to CCDBG.

In 2014, 1.41 million children received CCDBG-funded child care in an average month. In 2012, only 15 percent of federally eligible children from birth through age 12, and 23 percent of children under age five, received child care assistance through all funding sources, including CCDBG and TANF (See Figure 3).[22]

State-level decision making in CCDBG includes the funding level of the program; policy choices in key areas, such as who is eligible to get help, how much help they can get (i.e., how much providers will be paid and how much the parent has to pay); which child care providers parents can use and what quality requirements those providers have to meet, and so forth. The policy structures are important in reviewing state-level data since state CCDBG participation data reflect federal and state investments, as well as policy choices. While recent changes to CCDBG that were made when Congress reauthorized the law in 2014 established minimum health and safety standards for CCDBG-funded child care and increased attention to quality, states continue to have discretion to set key CCDBG and child care licensing policies and standards. Parents have access to a wide range of settings and providers, including care provided in centers and in homes. Unlike Head Start, all CCDBG-funded child care does not meet common quality standards.

Figure 3. Percentage of Federally Eligible Children Under Age 13, Receiving Child Care Assistance Through All Funding Sources, 2012



Source: OPRE, *Estimates of Child Care Eligibility and Receipt for Fiscal Year 2012*, 2015.

CCDBG funds may be used to provide care for children from birth to age 13.[23] To qualify for assistance, a child's parents must be working or in education or training programs or a child may be in protective services.

Federal income eligibility is capped at 85 percent of State Median Income (SMI),[24] but states may set income eligibility anywhere below that ceiling—and most do. In 2014, the median income eligibility for CCDBG children set by states and the District of Columbia was 175 percent FPL. States must give priority to families with very low incomes and children with special needs, while also having discretion to prioritize additional populations.

States report administrative data to the U.S. Department of Health and Human Services. Publicly available administrative data includes information on the race and ethnicity of children served in CCDBG. In coming years, the federal Office of Child Care will provide state-reported data on the quality of child care accessed through CCDBG.[25]

CCDBG allows many parents to enroll their children in higher-quality care than they could otherwise afford.[26] This is critical, as quality child care provides young children with early childhood education experiences that foster healthy development. Furthermore, data shows that simply having a subsidy makes a difference for vulnerable children.[27] Provision of a child care subsidy can make a significant difference in helping these families access the child care that best meets their needs and retain stable employment. Research shows that when families are not able to obtain child care assistance, they may go into debt, return to welfare, choose lower-quality, less-stable child care, or face untenable choices in their household budgets (for example, choosing between paying for child care or paying for rent or clothes).[28]

Methodology

This brief offers state-by-state estimates of racial and ethnic differences in the share of eligible children who participate in Head Start preschool, Early Head Start, and CCDBG. To develop those estimates, we calculated participation rates by comparing the number participating, based on Head Start and CCDBG administrative data reported by grantees and state agencies, to the number of eligible children based on 2011-2013 data from the Census Bureau's American Community Survey (ACS). We averaged the three years because multi-year averages of the data are necessary to obtain more reliable by-state estimates, especially for the smaller states.

This brief looks only at Black, Hispanic/Latino, Asian, and AIAN populations. The Head Start and CCDBG administrative data report race and ethnicity separately. This prevented us from identifying White, non-Hispanic/Latino children, prohibiting us from a valid analysis of access for White children. Further, because of the sample size in the ACS, some race categories had too few children to analyze at the state level. Additional more detailed methodology is included in Appendix I. However, a few explanations are necessary to contextualize the findings.

Head Start. The pool of potentially eligible children for Head Start was defined as children living at or below 100 percent of FPL. Some percentages are greater than 100 percent because more children of that particular race or ethnicity were served than were determined eligible based on the limited parameters in this analysis. Because we modeled eligibility based solely on the poverty level, these findings should be considered estimates and not exact. All programs are allowed to enroll children above the poverty level and for categorical eligibility reasons as detailed above. The Head Start preschool and Early Head Start data does not include data on children served in the Migrant and Seasonal Programs, due to the complex eligibility criteria for this population.

CCDBG. The pool of potentially eligible children for CCDBG was defined as children under age 13 at or below 175 percent of poverty with both parents working (if in a two-parent family) or the only parent working (if in a one-parent family). Federal income eligibility for CCDBG is 85 percent SMI, or approximately 273 percent of poverty for a family of 4, although this varies dramatically across states.[29] In practice, states set income eligibility far below this level. Using federal income parameters would result in a much larger pool of eligible children and would mask differences across race/ethnicity because many fewer eligible children would be served across all groups. Alternatively, an analysis using precise state income parameters (which are generally low across the board) would significantly underestimate the share of low-income children with working parents who need help paying for child care but are restricted by states from getting any help. We chose 175 percent of poverty as a midpoint because it was the median state income eligibility level in 2014; however, this estimate therefore underestimates the extent to which CCDBG is accessed among those eligible.

Disparate Access to Programs

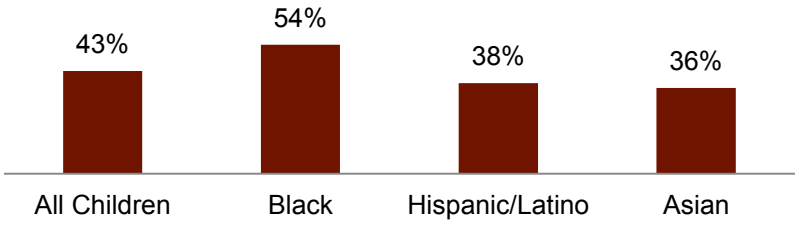
Head Start Preschool Data Findings

According to CLASP's analysis, fewer than half (43 percent) of eligible children—those with incomes under federal poverty—were served in Head Start preschool nationally. For most racial and ethnic groups included in this analysis, access ranges from one-third to one-half of eligible children. Nationally, about 54 percent of eligible Black preschoolers were served in Head Start preschool, as were 38 percent of eligible Hispanic/Latino children and 36 percent of eligible Asian children (see Figure 4).[30]

State-level findings

At the state level, the differences in access to the Head Start preschool program are striking. For Black preschoolers, the share of eligible children served ranges from 28 percent in Arizona to 108 percent in Mississippi. Note that because our pool of potentially eligible children is based solely on income, and does not include children who may be categorically eligible or account for the share of children above the poverty level that grantees may serve, some percentages in this analysis are greater than 100. This high percentage indicates extensive reach among the eligible population but should not be construed as an exact figure and does not necessarily indicate universal coverage among the eligible population. For Hispanic/Latino preschoolers, the share of eligible children served ranges from 13 percent in South Carolina to 84 percent in Minnesota. The majority of states had too few eligible Asian children to calculate the percentage served; [31] however, the share of eligible Asian children served in the four states included in the analysis ranges from 11 percent in Texas to 41 percent in California (see Table 2).

Figure 4. Percent of Poor Children Ages 3 & 4 Served by Head Start Preschool by Race/Ethnicity



Source: CLASP Analysis of 2011-2013 Head Start PIR data and 2011-2013 ACS data.

The tables that follow include a look at the states with the highest and lowest shares of eligible children served by race and ethnicities (for more detailed state-specific analysis, see Appendix II).

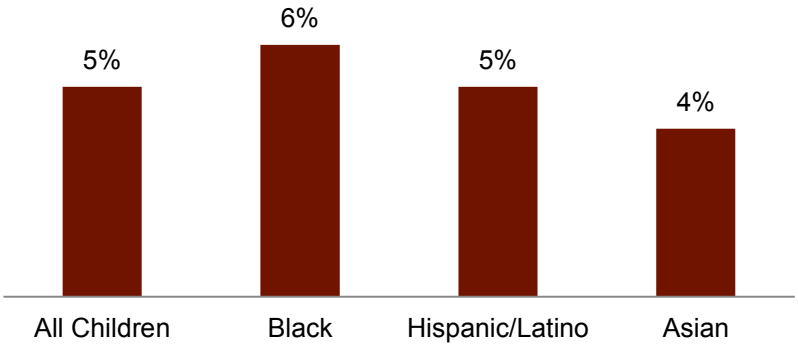
Table 2. Percent Eligible Children Served in Head Start Preschool by Race/Ethnicity

Black Preschoolers		Hispanic/Latino Preschoolers		Asian Preschoolers
Top 10 States	Bottom 10 States	Top 10 States	Bottom 10 States	All States Calculated
Mississippi (108%)	Arizona (28%)	Minnesota (84%)	South Carolina (13%)	California (41%)
District of Columbia (83%)	Nevada (33%)	Oregon (60%)	Georgia (15%)	New York (33%)
Kansas (71%)	Colorado (34%)	Wisconsin (60%)	Nevada (21%)	Minnesota (27%)
Michigan (68%)	Texas (35%)	Mississippi (59%)	North Carolina (23%)	Texas (11%)
Illinois (67%)	Virginia (39%)	Illinois (58%)	Tennessee (24%)	
Louisiana (67%)	North Carolina (40%)	Michigan (58%)	Florida (26%)	
Minnesota (67%)	Indiana (40%)	Rhode Island (57%)	Alabama (27%)	
Ohio (67%)	Georgia (43%)	Ohio (54%)	Indiana (29%)	
Oklahoma (67%)	Kentucky (44%)	Connecticut (53%)	Washington (29%)	
Pennsylvania (64%)	Massachusetts (45%)	Massachusetts (53%)	Delaware (30%)	

Early Head Start Data Findings

According to CLASP's analysis, just 5 percent of eligible children were served in the Early Head Start program nationally.[32] The percentages of eligible children served were low across the board for all races and ethnicities: 6 percent of Black infants and toddlers; 5 percent of Hispanic/Latino infants and toddlers, and 4 percent of Asian infants and toddlers (See Figure 5).

Figure 5. Percent of Poor Children Served in Early Head Start by Race/Ethnicity



Source: CLASP analysis of 2011-2013 Head Start PIR data and 2011-2013 ACS data.

State-level findings

As with Head Start preschool, there are considerable differences by state in the share of children served by race and ethnicity in Early Head Start. For Black infants and toddlers, the share served in Early Head Start ranges from 4 percent in Arizona, Indiana, Michigan, New Jersey, Tennessee, and Texas to 19 percent in Kansas. For Hispanic/Latino infants and toddlers, the share ranges from 1 percent in Georgia to 16 percent in Nebraska. The majority of states had too few eligible Asian children to calculate the percentage of eligible children served; [33] however the share of eligible Asian children served ranges from less than 1 percent in Georgia to 9 percent in Minnesota (see Table 3). Six states served only 4 percent—the lowest percentage across all states—of the eligible Black infants and toddlers: Arizona, Indiana, Michigan, New Jersey, Tennessee, and Texas. Georgia and Louisiana served the smallest percentage of eligible Hispanic/Latino infants and toddlers at just 1 percent. Georgia served fewer than 1 percent of the eligible Asian infant and toddler population, while New Jersey served only 1 percent.

The data and tables that follow show the states that served the lowest and highest shares of eligible children across different races and ethnicities (for more detailed state-specific analysis, see Appendix III).

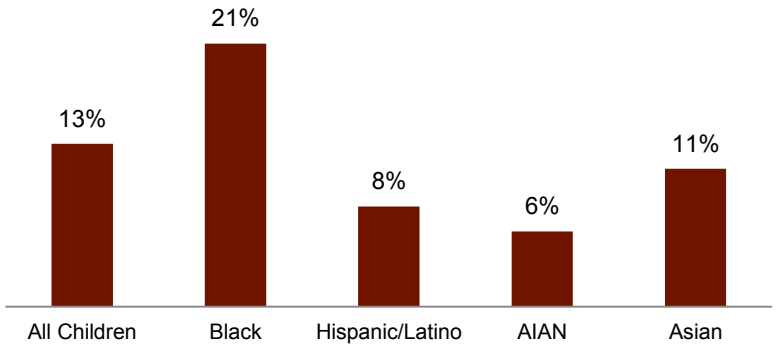
Table 3. Percent Eligible Children Served in EHS by Race/Ethnicity

Black Infants and Toddlers	Hispanic/Latino Infants and Toddlers	Asian Infant and Toddlers
Top States	Top States	Top States
Kansas (19%)	Nebraska (16%)	Minnesota (9%)
Oregon (19%)	Kansas (15%)	Massachusetts (6%)
Iowa (14%)	Iowa (10%)	Pennsylvania (5%)
District of Columbia (10%)	Maryland (10%)	California (4%)
Massachusetts (10%)	Washington (9%)	

CCDBG Data Findings

According to CLASP's analysis, 13 percent of eligible children were served in CCDBG nationally, based on income eligibility at 175 percent of poverty.[34] Access for most racial and ethnic groups is low, ranging from 6 to 21 percent of eligible children being served. Nationally, CCDBG served about 21 percent of eligible Black children, 11 percent of eligible Asian children, 8 percent of eligible Hispanic/Latino children, and 6 percent of eligible AIAN children (see Figure 6).

Figure 6. Low-income Children 0-13 with Working Parents Served Through CCDBG by Race/Ethnicity



Source: CLASP Analysis of 2011-2013 CCDBG Administrative Data and 2011-2013

State-level findings

For CCDBG, there are considerable differences by state in the share of eligible children served by race and ethnicity. For Black children, the share served in CCDBG ranges from 3 percent in Maine to 42 percent in Pennsylvania. For Hispanic/Latino children, the share ranges from 1 percent in Mississippi to 12 percent in New Jersey. For AIAN children, less than 1 percent of eligible children are served in Hawaii compared to 43 percent in Arizona. And, for Asian children, the share ranges from less than 1 percent in Arizona, Montana, North Dakota, and South Dakota to 73 percent in New York.[35]

Table 4. CCDBG Eligible Children Served by Race/Ethnicity Top 10 States

Black	Hispanic/Latino	AIAN	Asian**
Pennsylvania (42%)	New Mexico(20%)	Arizona (43%)	New York (73%)
Delaware (39%)	New Hampshire (18%)	North Carolina (24%)	California (29%)
Missouri (38%)	Pennsylvania(17%)	Virginia (13%)	Washington (24%)
New York (37%)	Alaska (17%)	Washington (10%)	Minnesota (16%)
Kansas (35%)	Massachussetts (17%)	Oregon (9%)	Wisconsin (13%)
New Mexico* (34%)	New York (17%)	Wisconsin (5%)	
Nebraska (31%)	Wyoming (14%)	Minnesota (5%)	
Washington (30%)	Delaware (13%)	Colorado (5%)	
Tennessee (30%)	New Jersey (12%)	Michigan (4%)	
Indiana (30%)	Iowa (10%)	New York (4%)	

Table 5. CCDBG Eligible Children Served by Race/Ethnicity Bottom 10 States			
Black	**Hispanic/Latino**	**AIAN**	**Asian****
Maine* (3%)	Mississippi (1%)	Hawaii (0%)	Arizona (<1%)
South Carolina (4%)	Oregon (1%)	Florida (1%)	Montana (<1%)
Rhode Island* (6%)	South Carolina (1%)	Georgia (1%)	North Dakota (<1%)
District of Columbia (7%)	Alabama (2%)	Illinois (1%)	South Dakota (<1%)
South Dakota (9%)	Arkansas (2%)	Massachusetts (1%)	Multiple States (NM, OK) (1%)
Arkansas (10%)	Georgia (2%)	New Jersey (1%)	
Colorado (10%)	Tennessee (2%)	Pennsylvania (1%)	
Nevada (11%)	Maine (2%)	South Carolina (1%)	
Connecticut (12%)		Texas (1%)	
Multiple States (LA, TX, VA) (15%)	Multiple States (MD, WA, NV, NC) (3%)	Multiple States (CA, LA, MD, NV) (2%)	

* Maine, New Mexico, and Rhode Island have a considerable overlap in the population that identifies as both Hispanic/Latino and Black. Because CCDBG administrative data cannot be separated by race and ethnicity, these numbers likely overestimate the Black-only eligible population that is actually served through CCDBG.

**A small number of states were included in the analysis due to the small number of Asian children ages 0-13 within these states. Therefore, only the 5 top and 5 bottom states are listed (see appendix IV for state-by-state data).

Understanding the Data

More than half of poor preschoolers and 95 percent of poor infants and toddlers, regardless of race, lack access to Head Start services, depriving them of the many benefits of the program. When broken down by race and ethnicity, only half of eligible Black preschoolers, 38 percent of eligible Hispanic/Latino children, and 36 percent of eligible Asian children were served through Head Start preschool. Access to Early Head Start across races and ethnicity was universally low with 6 percent of eligible Black infants and toddlers, 5 percent of eligible Hispanic/Latino infants and toddlers, and 4 percent of eligible Asian infants and toddlers being served. Note that the percentages of eligible Hispanic/Latino children served are only inclusive of the Head Start preschool and Early Head Start programs, as additional Hispanic/Latino children were also served in the Migrant and Seasonal Head Start program, analysis of which was not included in this brief.

More than 85 percent of eligible children, regardless of race, are not receiving CCDBG services. When looking by race and ethnicity, participation remains low, but varies across the different groups and across states. When broken down by race and ethnicity, only 21 percent of Black children, 11 percent of Asian children, 8 percent of Hispanic/Latino children, and 6 percent of AIAN children were served through CCDBG. Federal parameters

(85 percent of state median income) far exceed the income eligibility of many states and if these parameters were used in this analysis the result would be even lower rates of eligible children being served.

While this analysis alone cannot determine causation for disparate rates of access, we offer some possible explanations and hypotheses below:

Federal funding has not kept pace with changing demographics. Over time, where low-income young children live has changed geographically, yet historic patterns of funding have not kept up with demographic shifts. The data suggest that relatively flat funding has particularly restricted access in states with a growing population of young children for particular racial/ethnic groups. Notably, states in the South and Southwest have experienced rapid growth in their child populations in the past decade, particularly among Hispanic/Latino children and, in some states, Black children.[36] For instance, Arizona, Colorado, Georgia, Idaho, Nevada, North Carolina, Texas, and Utah all have child populations that grew more than 10 percent between 2000 and 2010.[37] Access to Head Start and, even more strikingly, CCDBG, is low in a number of fast-growing southern states (Texas, North Carolina, South Carolina, Georgia, and Tennessee) for Black children, Hispanic/Latino children, or both; access for Hispanic/Latino children is particularly restricted overall in CCDBG.

Because federal Head Start and CCDBG funding has only achieved relatively small gains in recent years, and because the funding formula reflects past state allotments, areas with new populations in need tend not to get additional resources except when there is an expansion of funding. Thus, states with growing populations of eligible children will be less able to serve them; because the new populations of children are disproportionately Hispanic/Latino, flat federal funding translates into lack of access for Hispanic/Latino children across the growing states of the South and Southwest. While the federal government provides the bulk of funding for Head Start and CCDBG services, increased state investments to expand the number of children accessing Head Start services and child care assistance could also result in a higher share of eligible children served and potentially reduce disparities across groups.

Targeted programs to increase access for specific populations work. Access to early childhood services for a particular population can be improved when there is a commitment and dedication of resources. From its inception, Head Start has worked to ensure access to groups of especially vulnerable children. Examples include: Head Start's initial grounding in the civil rights movement in the South, reflected in high access for Black children in slower-growing Southern states such as Mississippi and Louisiana; the migrant program, which increases Head Start's reach among Hispanic/Latino families; and the AIAN program, which targets services to AIAN families.

Eligible children served in CCDBG by race varied tremendously across states. For example, for eligible Black children served through CCDBG, the range is 3 percent in Maine to 42 percent in Pennsylvania. For Hispanic/Latino children, the share ranges from 1 percent in Mississippi to 12 percent in New Jersey. For AIAN children, less than 1 percent of eligible children are served in Hawaii compared to 43 percent in Arizona. This is likely based on a number of factors that are difficult to determine, but may reflect the great variation of state budget and policy climates, as well as the significant policy discretion that states have under CCDBG.

State CCDBG policies impact who accesses care. Because of the large number of state policies that impact access to subsides, it is possible that particular groups of children are more or less likely to obtain child care assistance based on state policy choices. For example, particular state eligibility practices may make it difficult for families with highly variable hours of employment to participate. To the extent that this is a characteristic of employment patterns of Hispanic/Latino families, such policies may disproportionally impact Latino children. Limited English proficiency may serve as an additional barrier for some families, as well as state verification procedures for mixed citizenship status immigrant families (where the child is a U.S. citizen eligible for CCDBG but parents are not citizens). New immigrant communities may be unaware of the availability of child care assistance and their eligibility for services.

Next Steps

Data findings in this paper suggest a number of potential next steps to improve available data, better understand the causes of differential access, and ultimately improve access to child care and early education for all children, regardless of race or ethnicity. While the data cannot reveal precisely why differences in access exist, they can help inform further exploration, research, and advocacy to identify barriers to access and solutions for underserved groups.[38]

Further federal and state investment in child care and early education programs. Greater investments at all levels of government are crucial to reducing barriers to access for racial and ethnic minorities. Current federal and state investments severely limit access to high-quality child care and early education for many children. And for some groups of children in particular states, access is extremely limited. Flat funding or minimal increases perpetuate inequities, as there is no way to increase access for one group without reducing access for another. State Early Childhood Advisory Councils or similar bodies can play a key role in helping collect data on unmet

need, based on statewide needs assessments and planning, which play an important role in determining equitable distribution of early education resources in a community and in guiding appropriate cultural responsiveness to racial and ethnic groups.

Improve data collection. Improved data collection and reporting on both access and the quality of programs would inform our understanding of how diverse groups of children experience differential access to Head Start and CCDBG. For example, current CCDBG and Head Start administrative data reporting should be strengthened to be consistent with the government's overall standards for reporting on race and ethnicity, so that cross-tabulation of White and Black children by Hispanic/Latino or non-Hispanic/Latino ethnicity would allow for comparisons of access across all racial and ethnic groups. Some improvements to data reporting in both Head Start and CCDBG are coming. In the 2015 Head Start PIR data, race and ethnicity will be reported together for the first time, which will allow for more accurate understanding of the racial and ethnic makeup of the program. The 2015 CCDBG administrative data reporting will include quality information and 2017 data will include the primary language spoken in a child's home.[39]

Assess state policies for their impact on communities of color. In CCDBG, states play a large role in determining who gets access to subsidies and the quality of child care that can be accessed. Taking a closer look at patterns of state policy and funding choices within the child care subsidy program to identify state-level policies that restrict or expand access for children is necessary to further understand the disparities that result.

Consider ways to reach underserved populations. While not all services should necessarily be targeted, intentionally reaching underserved populations may be a successful strategy that emerges from Head Start's history of targeting resources. In CCDBG, states can consider the use of contracted slots for child care services in particular communities to increase access for underserved populations. In Head Start, programs can use data from community needs assessments in intentional ways to identify groups of children that are underserved and conduct outreach to increase access to available services. Further analysis at the program level may also identify emerging lessons on program models, quality indicators, and successful strategies for reaching particular populations of children. Over the years, we have learned a lot about how parents' preferences for child care differ or are similar. For example, the National Study of Early Care and Education finds that Hispanic/Latino families report wanting center-based care to the same degree or more than other families and they are no more likely to have relatives living in close proximity to provide relative care.[40]

Increase collaborations among stakeholders to discuss disparities and equity in access to early education. It is important for early care and education stakeholders to build relationships and partner with organizations that serve and represent racial, ethnic, and immigrant families. The early childhood, civil rights, and immigrant rights communities often operate independently of one another. Formal

and informal collaborations can take many forms and may include convenings, cross-trainings on issues of importance to both communities, and seeking input from one another on the overlap between the racial, ethnic, and linguistic composition of young children and the services and programs available to them. Convenings offer an opportunity for stakeholders to share knowledge, garner new ideas, and discuss how data can be used as a tool for addressing racial inequities.

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[3] As defined by the U.S. Census Bureau, a Hispanic or Latino individual refers to a person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin regardless of race. The U.S. Census' American Community Survey data and the administrative data used in this paper collect and report ethnicity and race data separately. As a result, analyses in this paper also report them separately.
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[10] In addition to income, other Head Start eligibility criteria not captured in the analysis include: 1. Up to 10 percent of children enrolled in a Head Start program may be above 100 percent of FPL; 2. Programs may also serve up to an additional 35 percent of children from families whose incomes are above the Poverty Guidelines, but below 130 percent of the poverty line if the program can ensure that certain conditions have been met; 3. Categorical eligibility for Head Start due to homelessness, receiving public assistance, or being in foster care; 4. Other eligibility requirements include age limits or targeting specific high-risk populations, such as migrant, native, and AIAN children.
[11] Due to the low number of AIAN children within most states and the complexity of eligibility rules for the AIAN program, an analysis estimating the percentage of eligible AIAN children served through Head Start could not be included in this analysis.
[12] H.R. 2029, Consolidated Appropriations Act of 2016, 114 Congress, https://www.congress.gov/114/bills/hr2029/BILLS-114hr2029enr.pdf.
[13] The estimates calculated by CLASP may differ from estimates from other organizations due to differences in methodology.
[14] State Early Head Start grantees include: Alabama, California, Delaware, District of Columbia, Georgia, and Pennsylvania. Source: Office of Head Start Early Childhood Learning and Knowledge Center, https://eclkc.ohs.acf.hhs.gov/hslc/data/psr.
[15] Children of AIAN background are served both in AIAN targeted programs and in non-tribal Head Start programs.
[16] Office of Head Start Early Childhood Learning and Knowledge Center, Head Start Act, as amended, 13-14, http://eclkc.ohs.acf.hhs.gov/hslc/standards/law/HS_Act_2007.pdf, pages 13-14.
[17] According to CLASP's analysis of 2011-2013 Head Start PIR data, 72 percent of children served through Head Start programs were income eligible and 22 percent of children served are categorically eligible. Note that children who were determined categorically eligible to receive Head Start services may also be income-eligible. Up to 10 percent of children enrolled in a Head Start program may be above 100 percent of the FPL. Programs may also serve up to an additional 35 percent of children from families whose incomes are above the Poverty Guidelines, but below 130 percent of the poverty line if the program can ensure that certain conditions have been

met. Other eligibility requirements include age limits or targeting specific high-risk populations, such as migrant, native, and American Indian children.

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[22] *Estimates of Child Care Eligibility and Receipt for Fiscal Year 2012*, Office of the Assistant Secretary of Research and Evaluation, Office of Human Services Policy, U.S. Department of Health and Human Services, 2015, https://aspe.hhs.gov/sites/default/files/pdf/153591/ChildEligibility.pdf.

[23] States may also choose to provide assistance to children between 13 and 19 years of age who are physically and/or mentally incapable of self-care or under court supervision.

[24] Based on the most recent available data, 85 percent of SMI averaged across states (not weighted by state population) was $66,260 for a family of four, which equaled approximately 273 percent of the FPL.

[25] Office of Child Care, *FAQs: New Elements in the ACF-801 Report*, Office of Child Care, Administration for Children and Families, U.S. Department of Health and Human Services, January 24, 2014, http://www.acf.hhs.gov/programs/occ/resource/frequently-asked-questions-new-elements-in-the-acf-801-report.

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[29] National Center for Children in Poverty, Income Converter, http://www.nccp.org/tools/converter/, updated March 2015.

[30] For this analysis, the pool of potentially eligible children was defined as children living at or below 100 percent of FPL. In some cases the share of eligible children served may be an overestimate based on this criteria. In addition to income, other Head Start eligibility criteria not captured in the analysis include: 1. Up to 10 percent of children enrolled in a Head Start program may be above 100 percent of FPL; 2. Programs may also serve up to an additional 35 percent of children from families whose incomes are above the Poverty Guidelines, but below 130 percent of the poverty line if the program can ensure that certain conditions have been met; 3. Categorical eligibility for Head Start due to homelessness, receiving public assistance, or being in foster care; 4. Other eligibility requirements include age limits or targeting specific high-risk populations, such as migrant, native, and AIAN children.

[31] The sample size was too small and does not mean that there are no children in this race or ethnicity group nor does it mean that there are no children who attend Head Start in this race or ethnicity group. It simply means that the numbers were too low. The threshold for cutoff was based on having an adequate number of weighted children to ensure stability with in the age and race group for the state.

[32] The estimates calculated by CLASP may differ from estimates from other organizations due to differences in methodology.

[33] The sample size was too small and does not mean that there are no children in this race or ethnicity group nor does it mean that there are no children who attend Early Head Start in this race or ethnicity group. It simply means that the numbers were too low. The threshold for cutoff was based on having an adequate number of weighted children to ensure stability with in the age and race group for the state.

[34] This is based on CLASP analysis of 2011-2013 CCDBG administrative data and 2011-2013 ACS data and includes families who are below 175 percent FPL and working (one parent working if single-parent family, both parents working if a two-parent family.

[35] In recent years, state reported administrative data in New York for the AIAN and Asian populations has fluctuated significantly (decreasing and increasing by more than 50 percent, some cases) from year to year which could contribute to the high percent of eligible Asian children served in this analysis.
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Appendix I.

Methodology

This brief offers new state-by-state estimates of racial and ethnic differences in the share of eligible children who participate in Head Start, Early Head Start, and CCDBG. To develop those estimates, we calculated participation rates by comparing the number participating, based on three-year estimates (2011-2013) of Head Start and CCDBG administrative data reported by grantees and state agencies, to the number eligible based on 2011-2013 data from the Census Bureau's American Community Survey (ACS). We averaged the three years because multi-year averages of the data are necessary to obtain more reliable by-state estimates, especially for the smaller states.

Head Start analysis conducted for this brief was done using 2011-2013 Head Start participation averages from the annual Program Information Report (PIR) data. For each state, we totaled the number of children served in that state through local grantees and through the separate AIAN and Migrant Head Start programs (which are operated nationally, but data on children served is available by state). To estimate eligible children, we calculated the number of children in the relevant age range (three or four for Head Start preschool and birth through age two for Early Head Start) and living below the poverty level in the 2011-2013 ACS.

For the CCDBG analysis, we averaged 2011-2013 state administrative data on children served (reported monthly by states to the federal government) to determine the number of participants. To estimate eligible children, we calculated ACS estimates of the number of children under age 13 at or below 175 percent of poverty with both parents working if in a two-parent family or the only parent working if in a one-parent family. The median eligibility percentage was chosen for many reasons. Federal parameters (85 percent of state median income) far exceed the income eligibility of many states and thus would result in a much larger pool of eligible children, while state parameters are generally low across the board and would provide a pool of eligible children much too small to get at the substantially large pool of vulnerable children who need help.

This brief looks only at Black, Hispanic/Latino, Asian, and AIAN populations. The Head Start and CCDBG administrative data report race and ethnicity separately. This prevented us from identifying White, non-Hispanic/Latino children, thus prohibiting us from conducting a valid analysis of access for White children. Further, due to the small sample size in the ACS, some race categories had too few children to analyze at the state level.

As mentioned above, children whose race was reported as White are not included in this estimate. This is because Head Start and CCDBG do not report data on children with race and ethnicity together. Given the high percentage of White, Hispanic/Latino children, data would be skewed if calculations were done based on race and ethnicity separately for this race category.

For most races other than White, this data limitation does not interfere as much. Data analysis for the percentage of children who are Hispanic/Latino and a race other than White is much smaller. For Black children, we have estimated participation rates using both the ACS estimate for all Black children and for Black, non-Hispanic/Latino children; for consistency with the administrative data, we use the rate for all Blacks in the text, but we have footnoted the few states where the difference is substantial.

Additionally, for the races and ethnicities that were included in the analysis, some state-level calculations could not be completed due to small sample size in the ACS. This does not mean that there are no children in this race or ethnicity group in the state, nor does it mean that there are no children who attend child care and early education in this race or ethnicity group. It simply means that the numbers were too low for reliable estimates. The threshold for cutoff was based on having an adequate number of weighted children to ensure stability for analysis within the age and race group for the state.

Appendix II.

Poor Children Ages 3 and 4 Served by Head Start Preschool by Race and Ethnicity

	Number of Children Served				Percent of Eligible Children Served			
State	Cumulative Enrollment*	Hispanic/ Latino	Asian	Black	All Children	Hispanic/ Latino	Asian	Black
Alabama	17,862	1,406	54	12,231	45%	27%	^	59%
Alaska	3,306	175	139	92	106%	^	^	^
Arizona	18,646	10,700	110	766	36%	35%	^	28%
Arkansas	10,536	1,399	48	4,228	46%	33%	^	60%
California	108,124	78,788	5,427	10,343	41%	41%	41%	46%
Colorado	11,397	7,335	129	899	41%	44%	^	34%
Connecticut	7,647	3,652	126	2,418	53%	53%	^	59%
Delaware	1,266	486	21	617	27%	30%	^	^
District of Columbia	3,889	869	55	2,776	104%	^	^	83%
Florida	36,525	11,512	191	19,521	30%	26%	^	47%
Georgia	25,489	3,267	133	17,647	29%	15%	^	43%
Hawaii	3,106	545	631	134	57%	^	^	^
Idaho	3,279	1,013	20	32	32%	32%	^	^
Illinois	44,166	15,239	598	18,617	55%	58%	^	67%
Indiana	15,852	2,648	135	3,952	35%	29%	^	40%
Iowa	7,632	1,435	86	998	48%	47%	^	48%
Kansas	8,592	2,489	72	2,001	43%	42%	^	71%
Kentucky	17,683	1,282	97	3,018	50%	37%	^	44%
Louisiana	21,898	1,225	91	17,071	55%	49%	^	67%
Maine	3,436	98	30	198	53%	^	^	^
Maryland	10,825	1,703	155	6,904	44%	43%	^	50%
Massachusetts	13,838	5,694	621	2,400	51%	53%	^	45%
Michigan	37,756	4,620	428	14,747	59%	58%	^	68%
Minnesota	13,950	2,918	588	3,172	65%	84%	27%	67%
Mississippi	28,256	1,049	58	22,718	86%	59%	^	108%

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	Number of Children Served				Percent of Eligible Children Served			
State	Cumulative Enrollment*	Hispanic/ Latino	Asian	Black	All Children	Hispanic/ Latino	Asian	Black
Missouri	18,751	1,587	155	6,502	48%	38%	^	64%
Montana	4,608	198	15	33	78%	^	^	^
Nebraska	5,069	1,407	56	642	44%	33%	^	^
Nevada	3,867	2,086	67	940	22%	21%	^	33%
New Hampshire	1,716	168	35	57	49%	^	^	^
New Jersey	15,319	7,224	346	5,732	39%	40%	^	57%
New Mexico	9,032	5,747	37	163	48%	45%	^	^
New York	55,584	21,131	2,465	14,119	48%	52%	33%	48%
North Carolina	21,276	4,777	167	11,115	29%	23%	^	40%
North Dakota	3,240	229	23	135	129%	^	^	^
Ohio	43,285	3,925	436	16,566	54%	54%	^	67%
Oklahoma	17,899	3,458	94	2,702	60%	48%	^	67%
Oregon	12,564	4,762	275	803	53%	60%	^	^
Pennsylvania	37,501	7,450	866	11,800	55%	44%	^	64%
Rhode Island	2,877	1,184	82	405	60%	57%	^	^
South Carolina	13,180	912	23	10,626	30%	13%	^	52%
South Dakota	4,588	268	43	144	86%	^	^	^
Tennessee	18,839	2,144	70	7,461	38%	24%	^	46%
Texas	73,552	50,327	399	13,456	32%	33%	11%	35%
Utah	6,366	2,807	96	187	40%	38%	^	^
Vermont	1,406	43	21	71	56%	^	^	^
Virginia	14,060	2,094	178	6,567	36%	33%	^	39%
Washington	13,077	4,764	522	1,318	36%	29%	^	59%
West Virginia	8,356	185	22	554	71%	^	^	^
Wisconsin	16,349	3,852	592	4,384	52%	60%	^	59%
Wyoming	1,941	556	12	33	68%	^	^	^
U.S. Total	**899,258**	**294,834**	**17,138**	**284,015**	**43%**	**38%**	**36%**	**54%**

Source: CLASP Analysis of 2011-2013 Head Start Program Information Report data and U.S. Census American Community Survey three-year estimates (2011-2013).

* Cumulative enrollment is defined as the total number of participants who participated in Head Start preschool for any length of time during the program year.

^ The low number of children in this race or ethnicity group for this state has prevented us from having a large enough sample size to calculate the percentage of eligible children served. This does not mean that there are no children in this race or ethnicity group, nor does it mean that there are no children who attend Head Start preschool in this race or ethnicity group. It simply means that the numbers were too low. The threshold for cutoff was based on having an adequate number of weighted children to ensure stability with in the age and race group for the state.

Note: U.S. totals include data from all 50 states and the District of Columbia. The analysis does not include data from U.S. territories. For this analysis, the pool of potentially-eligible children was defined as children living at or below 100 percent of FPL. In some cases the share of eligible children served may be an overestimate based on these criteria. In addition to income, other Head Start eligibility criteria not captured in the analysis include: 1. Up to 10 percent of children enrolled in a Head Start program may be above 100 percent of FPL; 2. Programs may also serve up to an additional 35 percent of children from families whose incomes are above the Poverty Guidelines, but below 130 percent of the poverty line if the program can ensure that certain conditions have been met; 3. Categorical eligibility for Head Start due to homelessness, receiving public assistance, or being in foster care; 4. Other eligibility requirements include age limits or targeting specific high-risk populations, such as migrant, native, and AIAN children. Because we modeled eligibility based solely on the poverty level, none of these findings should be taken as precise or exact.

Appendix III.

Poor Children Birth through Age 2 Served by Early Head Start by Race and Ethnicity

	Number of Children Served				Percent of Eligible Children Served			
State	Cumulative Enrollment*	Hispanic/ Latino	Asian	Black	All Children	Hispanic/ Latino	Asian	Black
Alabama	1,782	96	8	1,659	3%	2%	^	6%
Alaska	786	33	4	25	14%	^	^	^
Arizona	3,032	2,189	21	161	4%	5%	^	4%
Arkansas	1,520	159	8	843	4%	2%	^	7%
California	19,738	15,425	640	2,091	6%	6%	4%	7%
Colorado	2,094	1,249	21	251	5%	6%	^	6%
Connecticut	1,022	542	19	249	5%	5%	^	6%
Delaware	285	108	1	147	4%	4%	^	6%
District of Columbia	728	295	3	497	12%	^	^	10%
Florida	6,769	1,846	20	4,049	4%	3%	^	7%
Georgia	3,238	366	10	2,623	3%	1%	<1%	5%
Hawaii	725	90	93	17	9%	4%	^	^
Idaho	856	226	11	4	6%	5%	^	^
Illinois	6,950	2,362	59	3,358	7%	7%	2%	9%
Indiana	2,912	517	29	508	4%	4%	^	4%
Iowa	1,965	438	28	294	10%	10%	^	14%
Kansas	3,577	1,129	51	697	14%	15%	^	19%
Kentucky	2,742	198	2	514	6%	4%	^	7%
Louisiana	2,030	42	3	1,962	4%	1%	^	6%
Maine	1,136	41	9	75	13%	^	^	^
Maryland	1,933	635	18	816	6%	10%	^	5%
Massachusetts	2,306	948	92	602	6%	6%	6%	10%
Michigan	5,512	605	29	1,238	6%	6%	^	4%
Minnesota	2,431	484	147	452	7%	6%	9%	5%
Mississippi	1,729	40	1	1,673	4%	2%	^	6%
Missouri	3,397	350	18	957	6%	5%	^	7%
Montana	848	45	1	8	13%	^	^	^

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	Number of Children Served				Percent of Eligible Children Served			
State	Cumulative Enrollment*	Hispanic/ Latino	Asian	Black	All Children	Hispanic/ Latino	Asian	Black
Nebraska	1,590	658	24	184	10%	16%	^	8%
Nevada	767	425	12	164	3%	3%	^	5%
New Hampshire	506	62	25	40	11%	^	^	^
New Jersey	1,895	1,193	16	738	3%	4%	1%	4%
New Mexico	1,973	1,192	15	66	7%	6%	^	^
New York	8,460	3,152	277	2,035	5%	5%	3%	5%
North Carolina	4,062	1,293	36	1,865	4%	5%	3%	5%
North Dakota	756	39	1	28	19%	^	^	^
Ohio	5,695	468	31	1,653	5%	5%	^	5%
Oklahoma	2,964	766	25	456	7%	8%	^	8%
Oregon	1,945	962	16	281	6%	8%	^	19%
Pennsylvania	5,999	1,007	102	1,816	6%	4%	5%	6%
Rhode Island	926	370	13	125	10%	8%	^	8%
South Carolina	1,586	138	3	1,431	3%	2%	^	5%
South Dakota	1,064	77	9	40	15%	^	^	^
Tennessee	1,952	219	6	1,005	3%	2%	^	4%
Texas	10,311	7,415	88	2,157	3%	3%	2%	4%
Utah	1,298	649	49	26	5%	7%	^	^
Vermont	522	20	7	6	16%	^	^	^
Virginia	2,570	697	35	1,158	5%	7%	^	6%
Washington	4,080	1,770	108	308	8%	9%	^	6%
West Virginia	1,013	53	5	83	6%	^	^	^
Wisconsin	2,730	635	90	519	6%	7%	^	5%
Wyoming	550	163	1	7	12%	^	^	^
U.S. Total	**147,258**	**53,875**	**2,339**	**41,960**	**5%**	**5%**	**4%**	**6%**

Source: CLASP Analysis of 2011-2013 Head Start Program Information Report data and U.S. Census American Community Survey 3-year estimates (2011-2013).

* Cumulative enrollment is defined as the total number of participants who participated in Early Head Start for any length of time during the program year.

^ The low number of children in this race or ethnicity group for this state has prevented us from having a large enough sample size to calculate the percentage of eligible children served. This does not mean that there are no children in this race or ethnicity group nor does it mean that there are no children who attend Early Head Start in this race or ethnicity group. It simply means that the numbers were too low. The threshold for cutoff was based on having an adequate number of weighted children to ensure stability with in the age and race group for the state.

Note: U.S. totals include data from all 50 states and the District of Columbia. The analysis does not include data from U.S. territories. For this analysis, the pool of potentially eligible children was defined as children living at or below 100 percent of FPL. In some cases the share of eligible children served may be an overestimate based on these criteria. In addition to income, other Head Start eligibility criteria not captured in the analysis include: 1. Up to 10 percent of children enrolled in a Head Start program may be above 100 percent of FPL; 2. Programs may also serve up to an additional 35 percent of children from families whose incomes are above the Poverty Guidelines, but below 130 percent of the poverty line if the program can ensure that certain conditions have been met; 3. Categorical eligibility for Head Start due to homelessness, receiving public assistance, or being in foster care; 4. Other eligibility requirements include age limits or targeting specific high-risk populations, such as migrant, native, and AIAN children. Because we modeled eligibility based solely on the poverty level, none of these findings should be taken as precise or exact.

Appendix IV

Low-Income Children Ages 0-13 Served by CCDBG by Race and Ethnicity

	Number of Children Served					Percent of Eligible Children Served				
State	Total Number of Children Served	Hispanic/ Latino	Asian	Black	AIAN	Total	Hispanic/ Latino	Asian	Black	AIAN
Alabama	26,100	294	44	20,520	15	12%	2%	^	19%	^
Alaska	4,000	438	205	444	332	18%	17%	3%	^	^
Arizona	25,433	11,010	109	3,967	1,399	9%	7%	<1%	22%	43%
Arkansas	7,967	345	17	4,590	25	6%	2%	^	10%	^
California	109,067	64,784	4,697	22,626	1,851	8%	6%	29%	19%	2%
Colorado	16,200	4,239	75	1,453	117	9%	5%	2%	10%	5%
Connecticut	9,567	3,727	71	3,083	93	10%	9%	^	12%	^
Delaware	7,167	813	26	4,645	8	23%	13%	^	39%	^
District of Columbia	1,433	210	6	1,199	9	7%	5%	^	7%	^
Florida	87,033	22,599	236	41,916	77	11%	8%	^	16%	1%
Georgia	53,967	1,646	121	43,640	87	11%	2%	^	18%	1%
Hawaii	9,033	678	1,833	88	10	28%	9%	^	^	<1%
Idaho	5,867	873	8	107	26	8%	5%	^	^	^
Illinois	56,333	12,081	396	29,955	57	11%	7%	^	20%	1%
Indiana	34,400	3,320	52	17,632	81	13%	8%	^	30%	^
Iowa	15,767	2,004	82	2,535	83	14%	10%	^	26%	^
Kansas	19,000	2,884	138	5,018	191	16%	8%	6%	35%	^
Kentucky	24,533	1,205	47	7,677	12	15%	7%	^	24%	^
Louisiana	29,567	605	101	21,795	53	13%	5%	^	15%	2%
Maine	2,267	40	9	63	19	6%	^	^	3%*	^
Maryland	20,200	790	97	15,664	97	12%	3%	^	19%	2%
Massachusetts	28,167	9,334	558	4,907	34	18%	17%	^	18%	1%
Michigan	51,233	2,313	119	26,272	195	13%	5%	4%	22%	4%
Minnesota	27,533	1,913	795	9,995	647	16%	7%	16%	29%	5%

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State	Number of Children Served					Percent of Eligible Children Served				
	Total Number of Children Served	Hispanic/ Latino	Asian	Black	AIAN	Total	Hispanic/ Latino	Asian	Black	AIAN
Mississippi	20,533	78	6	18,796	15	12%	1%	^	16%	^
Missouri	41,767	1,592	108	23,229	61	17%	8%	^	37%	3%
Montana	4,167	230	17	96	537	11%	5%	<1%	^	^
Nebraska	12,167	1,284	51	3,055	318	15%	6%	^	31%	^
Nevada	5,400	1,808	98	1,756	79	5%	3%	^	11%	2%
New Hampshire	5,200	409	22	223	9	20%	18%	^	^	^
New Jersey	36,233	12,557	326	18,710	63	15%	12%	^	27%	1%
New Mexico	19,533	15,080	92	857	1,144	18%	20%	1%	34%*	^
New York	122,233	36,893	2,899	59,636	1,297	20%	17%	73%	37%	4%
North Carolina	70,700	3,181	320	42,674	1,760	16%	3%	4%	25%	24%
North Dakota	2,733	102	6	243	536	15%	^	<1%	^	^
Ohio	47,600	2,408	152	24,886	79	10%	7%	^	18%	3%
Oklahoma	25,700	3,163	147	7,385	1,523	15%	8%	1%	28%	^
Oregon	15,967	518	226	1,293	306	12%	1%	7%	28%	9%
Pennsylvania	96,067	13,286	1,228	45,491	92	24%	17%	^	42%	1%
Rhode Island	5,600	842	12	315	8	17%	6%	^	6%*	^
South Carolina	15,767	253	14	5,185	23	7%	1%	^	4%	1%
South Dakota	5,367	214	19	245	1,003	15%	7%	<1%	9%	^
Tennessee	41,267	645	129	29,921	31	15%	2%	^	30%	^
Texas	122,133	55,039	388	35,189	245	10%	7%	7%	15%	1%
Utah	12,233	2,129	132	734	285	11%	6%	6%	^	^
Vermont	4,467	108	31	168	12	26%	^	^	^	^
Virginia	23,167	2,328	253	15,068	725	10%	5%	^	15%	13%
Washington	41,833	2,194	959	4,158	767	19%	3%	24%	30%	10%
West Virginia	7,167	185	12	768	13	13%	^	^	25%	^
Wisconsin	30,500	3,422	471	10,429	385	14%	8%	13%	25%	5%
Wyoming	4,567	594	11	180	118	25%	14%	^	^	^

State	Number of Children Served					Percent of Eligible Children Served				
	Total Number of Children Served	Hispanic/ Latino	Asian	Black	AIAN	Total	Hispanic/ Latino	Asian	Black	AIAN
U.S. Total	**1,527,133**	**318,681**	**18,115**	**641,018**	**16,974**	**13%**	**8%**	**11%**	**21%**	**6%**

Source: CLASP Analysis of 2013 Office of Child Care Administrative data and U.S. Census American Community Survey three-year estimates (2011-2013).

^ The low number of children in this race or ethnicity group for this state has prevented us from having a large enough sample size to calculate the percentage of eligible children served. This does not mean that there are no children in this race or ethnicity group nor does it mean that there are no children who attend child care in this race or ethnicity group. It simply means that the numbers were too low. The threshold for cutoff was based on having an adequate number of weighted children to ensure stability within the age and race group for the state.

* Maine, New Mexico, and Rhode Island have a considerable overlap in the population that identifies as both Hispanic/Latino and Black. Because CCDBG administrative data cannot be separated by race and ethnicity, these numbers are likely overestimates of the Black-only eligible population that is actually served through CCDBG.

Note: U.S. Total includes data from U.S. territories. CLASP utilized the American Community Survey three-year estimates (2011-2013) from the U.S. Census to estimate the total number of children eligible to receive child care assistance in the United States. The following parameters were used to determine the number of eligible children, based on the federal CCDBG eligibility requirements: 1. Children under the age of 13; 2. The income of the child's family is less than 175 percent of poverty; and 3. The child's parents must both be working (if in a two-parent home) or parent must be working (if in a single-parent home). To determine the percentage of eligible children receiving child care assistance, CLASP utilized preliminary FY 2013 data reported to OCC. OCC data is the only source that provides an unduplicated count of children served; therefore, our number may differ from other figures, such as the cumulative total number of children served throughout the entire year. In some instances, percentages are greater than 100 percent because more children of that particular race or ethnicity were served than were determined eligible based on the parameters in this analysis.