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Inequitable Access to Child Care Subsidies

CLASP

Policy solutions that work for low-income people

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Summary

Child care is an essential support for families, allowing parents to work while their children learn and grow in a safe environment. Many families with low incomes qualify for child care assistance through the Child Care and Development Block Grant (CCDBG), but few get the support they need due to a lack of investment in the program.

This brief examines children's access to CCDBG-funded child care in states by race and ethnicity using publicly available data from fiscal year (FY) 2016, building upon CLASP's previous *Disparate Access* research.¹ (A change in CCDBG administrative data reporting for FY 2016 allowed us to consider children's race and ethnicity concurrently for the first time. We were unable to analyze CCDBG access for every racial and ethnic group in every state because of sample size limitations and missing data. For more information, see the description of our methodology in Appendix I.

Our analysis demonstrates:

- **Access to CCDBG-funded child care was low across the board.** CLASP analysis finds just 8 percent of potentially eligible children received subsidies based on federal income eligibility limits and 12 percent of potentially eligible children received subsidies based on state income eligibility limits.
- **Access to subsidies varied by race and ethnicity.** Compared to potentially eligible children of other racial and ethnic groups, Black children had the highest rates of access nationally and Asian and Latinx² children had the lowest rates. Notably, in no state did more than half of all potentially eligible children in any racial or ethnic group receive subsidies under federal or state income parameters.
- **Access to subsidies varied by state.** The share of potentially eligible children served in CCDBG varied tremendously across states, both overall and by race and ethnicity. Based on federal eligibility, the overall access rate, regardless of race or ethnicity, ranged from 3 percent in the District of Columbia to 15 percent in New Mexico. Based on state eligibility, access ranged from 4 percent in the District of Columbia to 24 percent in Iowa, Vermont, and Nebraska.

Several factors—including demographic shifts among families with young children, state and federal budget and policy climates, and state policy decisions within CCDBG and the broader early childhood system—likely contribute to wide variation in subsidy access across states and racial and ethnic groups. We need additional research to better understand the root cause of disparate access; however, our analysis provides a starting point for policymakers and advocates.

States should further investigate and begin to address inequities in access to child care assistance by reviewing their subsidy policies and quality standards, increasing communication with and collaborations among diverse stakeholders and community members, and improving the collection and use of disaggregated data. Achieving these goals ultimately requires greater resources, which is why policymakers must sustain and increase investments at the state and federal levels.



Introduction

Every family—no matter their race, ethnicity, income, or zip code—deserves access to quality child care and early education that meets their cultural and linguistic needs. Stable, reliable care settings enable parents to work or go to school while providing children with a safe and nurturing environment to learn, grow, and build a strong foundation for healthy development.³ However, the cost of early care and education is a major barrier for many families—particularly those with low incomes.⁴ CCDBG is the largest federal child care program to help families with low incomes afford child care and improve child care quality.⁵ While many families may be eligible to receive help paying for child care, only a small share actually get the assistance they need.

CCDBG is the largest federal source of child care assistance

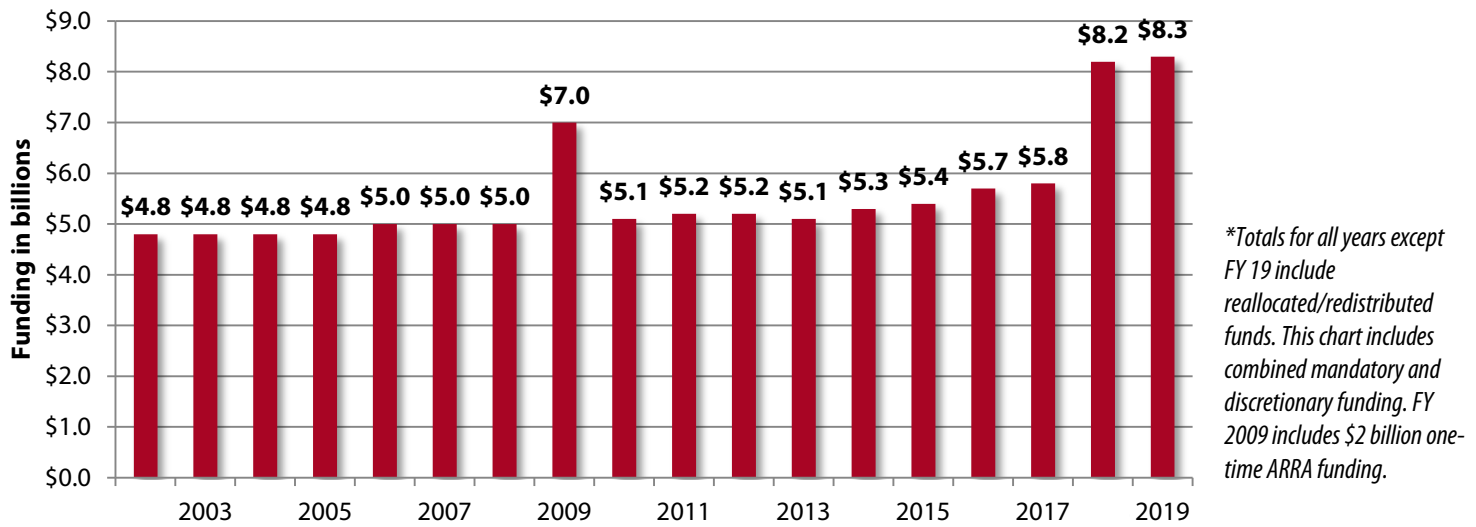
As a federal block grant, CCDBG allows states flexibility in developing child care programs and policies that best suit the needs of children and parents in that state, so long as the state's decisions comply with broad federal parameters.⁶ The law caps income eligibility at 85 percent of State Median Income (SMI), but permits states to set income eligibility anywhere below that ceiling—and most do. In 2016, the median income for CCDBG eligibility across all states and the District of Columbia was 180 percent of the Federal Poverty Guideline (FPG) or \$36,756 for a family of 3,⁷ while 85 percent SMI was equivalent to 292 percent FPG nationally or \$59,525 for a family of 3.⁸

It is important to keep the policy and funding structure of CCDBG in mind when analyzing state-level data, as families' access to subsidies is reflective of federal and state investments as well as state policy choices. These policy choices have important implications for racial equity in the subsidy system, which we discuss in more detail later.

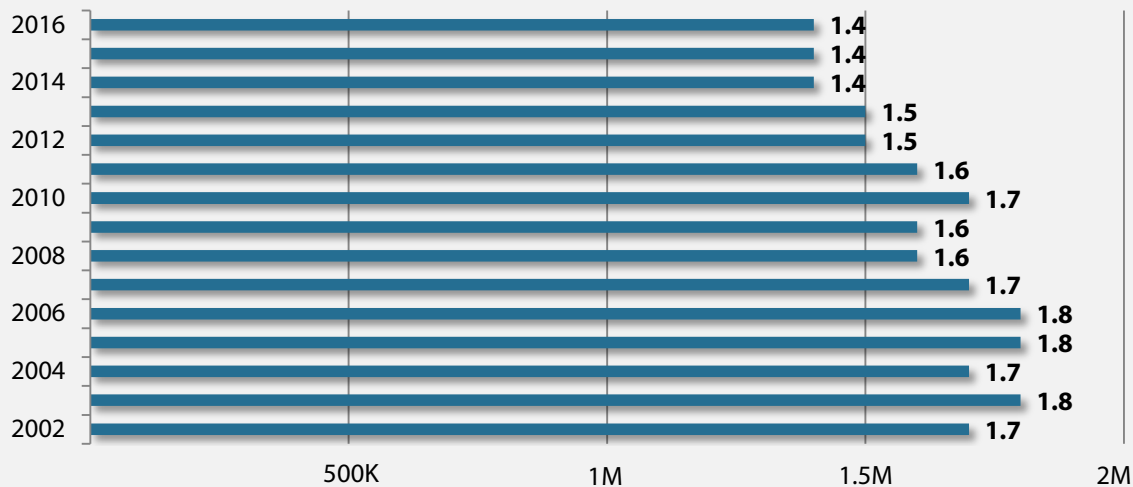
Declining resources, declining CCDBG participation

Despite bipartisan agreement that working families need help paying for child care, CCDBG funding has remained largely stagnant over the last 15 years and not kept pace with inflation. Between 2002 and 2017, federal investment in CCDBG declined by 9 percent in constant dollars. The 2014 CCDBG reauthorization—which significantly changed the law to increase the overall health, safety, and quality of child care and support economic stability for working families—exacerbated funding challenges for states. Only recently, in FY 2018 and 2019, did Congress provide states with funding to support implementation costs of the reauthorization (see Figure 1).⁹

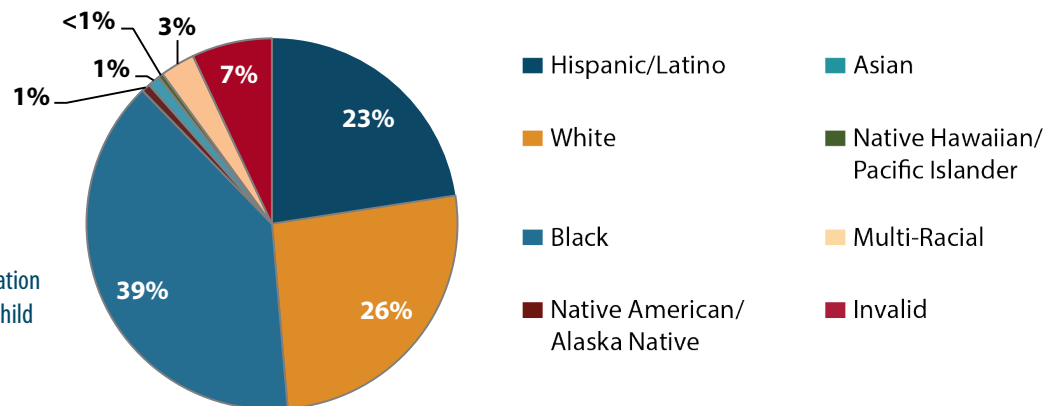
As a result of this stagnant funding, participation in CCDBG has declined over time. In FY 2016, 1.37 million children received CCDBG-funded child care in an average month.¹⁰ This is the smallest number of children served in the program's history (see Figure 2). In FY 2016, participating children were largely children of color (see Figure 3). Most families were eligible for services because parents were working.¹¹

Figure 1. Federal funding for CCDBG (in billions)*

Source: CLASP analysis of Administration for Children and Families, Office of Child Care allocation data, 2002-2019

Figure 2. Average monthly number of children served (in millions) in CCDBG, 2002-2016

Source: Administration for Children and Families, Office of Child Care administrative data, 2002-2016

Figure 3. Children served in CCDBG by race and ethnicity, FY 2016

Source: CLASP analysis of Administration for Children and Families, Office of Child Care administrative data, 2016

Overview of our analysis

This analysis identifies, by race and ethnicity, the share of children with working parents who are receiving child care assistance based on federal and state income eligibility parameters. We offer national estimates as well as state-by-state estimates where available.

We use state and federal income eligibility limits to estimate the number of children potentially eligible for child care subsidies in 2016.¹² For the purposes of this analysis, children are “potentially eligible” if they are under the age of 13, have all available parents in the household working, and live in households with incomes below the maximum state or federal income eligibility limits. Our estimates did not consider additional state-defined eligibility criteria or other qualifying reasons for receipt of subsidies (for example, due to receipt of Temporary Assistance for Needy Families (TANF) or a parent’s participation in education or training).¹³

We estimate the share of potentially eligible children receiving child care assistance in each state by race and ethnicity based on the number of children states reported receiving CCDBG-funded subsidies in 2016. In a given state, additional children may be served through other funding sources, but participation data is not available nationally.

For the purposes of this analysis, children whose ethnicity was identified as Latinx are analyzed together, regardless of their race (including children whose race was missing or invalid). All non-Hispanic children are identified by their racial group (white, Black, Asian, Native American/Alaskan Native, Native Hawaiian and Pacific Islander, and Multiracial).¹⁴

We were unable to complete some state-level calculations for certain racial and ethnic groups due to the small sample size in the U.S. Census Bureau’s American Community Survey (ACS), which is an ongoing survey used to gather characteristics of millions of households each year. A total of 13 states with high rates of missing or invalid race and ethnicity CCDBG administrative data were excluded from the analysis altogether.¹⁵ For more information on our methodology, see Appendix I.

Estimating the share of children receiving child care assistance

Our analysis provides one estimate of the share of potentially eligible children receiving child care assistance. Other published estimates of subsidy recipients use different methodology and data from different fiscal years, resulting in different findings.

The Office of the Assistant Secretary of Planning and Evaluation (ASPE) at the U.S. Department of Health and Human Services estimates that 15 percent of eligible children were served under federal eligibility parameters in federal child care assistance programs in FY 2015. This estimate includes children receiving child care assistance through CCDBG, TANF, and the Social Services Block Grant (SSBG). ASPE uses the Transfer Income Model (TRIM3) to determine the eligible population, which accounts for additional program eligibility parameters beyond income and employment.

The U.S. Government Accountability Office (GAO), which also uses the TRIM3 model, estimates that 11 percent of eligible children were served under federal eligibility parameters in CCDBG alone in FY 2011-2012.

CLASP estimates that 8 percent of eligible children were served in CCDBG under federal eligibility parameters in FY 2016. Our analysis uses income and employment data as a proxy for CCDBG eligibility and does not consider additional state-defined eligibility criteria or other reasons children qualify for subsidies that may be accounted for in TRIM3 estimates. While this methodology limits the precision of our estimates of children eligible for CCDBG under current program rules, it provides a useful measure of the share of children in low-income households with working parents who do not have access to child care assistance.

For more information on our methodology, please see Appendix I.

Findings

Overall access to CCDBG was low

Nationally, access to CCDBG remained low across the board. We estimate that just 8 percent of the 17.4 million potentially eligible children based on federal eligibility parameters received subsidies in FY 2016, while 12 percent of 10.9 million potentially eligible children based on state eligibility parameters received subsidies.

Based on federal eligibility, the overall access rate among potentially eligible children regardless of race or ethnicity ranged from 3 percent in the District of Columbia to 15 percent in New Mexico. Based on state eligibility, access ranged from 4 percent in the District of Columbia to 24 percent in Iowa, Vermont, and Nebraska.

Access to CCDBG varied considerably by race and ethnicity

Overall, Black children had the highest rates of access to CCDBG. Nationally, 15 percent of potentially eligible Black children were served based on federal eligibility parameters and 21 percent were served based on state parameters. While Black children had the highest rates of access, an overwhelming majority (79 percent) of potentially eligible Black children were not receiving subsidies.

Most states were particularly underserving potentially eligible Latinx and Asian children in CCDBG in FY 2016. Asian children had the lowest rate of access nationally, with just 3 percent of potentially eligible Asian children served in CCDBG based on federal eligibility and 5 percent based on state eligibility. Six percent of potentially eligible Hispanic children were served nationally based on federal eligibility and 8 percent were served based on state eligibility.

Access to CCDBG varied by state

Findings based on federal income eligibility limits

Federal law permits states to serve children in households with incomes up to 85 percent SMI, but few states have eligibility parameters that reach this level. In FY 2016, just Maine, North Dakota, and certain counties in Colorado and Texas set eligibility limits at the federally recommended threshold.¹⁶ Examining access based on 85 percent SMI offers a more uniform basis of comparison from state to state. It also demonstrates the extent to which federal and state budgets fail to fully fund CCDBG for all children potentially eligible under federal income eligibility parameters. (See Appendix I for more information.)

Twenty-three states served potentially eligible children at a rate equal to or higher than the national access rate of 8 percent under federal eligibility parameters, while 27 states served potentially eligible children at rates below. Access based on federal eligibility also varied widely by race and ethnicity. Of the 38 states in which we could analyze access by race and ethnicity, potentially eligible Black children had the highest rates of access in 28 states. Potentially eligible Hispanic children had the lowest rates of access in 4 states and Asian children did in 18 states.

Table 1 identifies the states that had the highest and lowest access rates for each racial and ethnic group. Data for Native Hawaiian/Pacific Islander children are not included in Table 1 because fewer than 10 states had large enough populations to analyze access rates. (See Appendix II for detailed state-by-state findings.)

Table 1. Percent of potentially eligible children served in CCDBG by race and ethnicity based on federal income eligibility parameters, FY 2016¹⁷

Findings from selected states

	Total		White		Black		Hispanic/Latino		Native American/ Alaska Native		Asian		Multiracial	
	National	8%	National	5%	National	15%	National	6%	National	7%	National	3%	National	5%
Top 5	New Mexico	15%	Vermont	12%	Pennsylvania	33%	New Mexico	17%	North Carolina	18%	Hawaii	8%	West Virginia	20%
	Pennsylvania	14%	Oklahoma	11%	New Mexico	32%	Pennsylvania	14%	Oregon	11%	Pennsylvania	8%	Arizona	19%
	Delaware	14%	New Mexico	11%	Oregon	30%	New York	11%	Nebraska	11%	Alaska	5%	Alaska	15%
	Rhode Island*	13%	Hawaii	10%	Delaware	26%	Delaware	10%	North Dakota	9%	New York	4%	New Mexico	13%
	Washington*	13%	Delaware Alaska	9%	Indiana	24%	Iowa	10%	South Dakota	8%	Oregon	4%	Nebraska	13%
Bottom 5	Maryland	4%	Tennessee	3%	South Dakota	9%	South Carolina	1%	Arizona	4%	Georgia	1%	North Carolina	1%
	South Carolina	4%	Arkansas	3%	Maryland	8%	Virginia	1%	Alaska	3%	Maryland	1%	Delaware	0%
	Arkansas	4%	Minnesota	3%	Louisiana	7%	Alabama	1%	Nevada	3%	Louisiana	1%	Wyoming	0%
	Nevada	4%	South Carolina	3%	Arkansas	6%	Tennessee	1%	Idaho	3%	Michigan	<1%	Tennessee	0%
	District of Columbia*	3%	Maryland	2%	South Carolina	5%	Maryland	1%	New York	2%	South Carolina	<1%	Virginia	0%

*The District of Columbia, Rhode Island, and Washington were excluded from race/ethnicity analysis due to high rates of missing data but included in estimates of overall access to CCDBG regardless of race or ethnicity.

Source: CLASP analysis of 2016 ACS 1-year data, 2012-2016 ACS 5-year data, and Administration for Children and Families Office of Child Care 2016 Administrative Data

Findings based on state income eligibility limits

States set their own income eligibility limits, which varied widely in FY 2016—ranging from 118 percent FPG (or \$30,114 for a family of 3) in Michigan to 314 percent FPG (or \$64,119 for a family of 3) in North Dakota.¹⁸ Because of this variability, access rates from state to state are not directly comparable to one another. States also have the authority to implement other eligibility criteria for families that are not reflected in this analysis (see Appendix I for more information).

Based on state income eligibility limits, 27 states and the District of Columbia served children at a rate higher than the national average of 12 percent, while 23 states and the District of Columbia served children at rates below. Access rates varied considerably by race and ethnicity from state to state. Across all racial and ethnic groups, Black children had the highest rates of access in 26 out of 38 states. Hispanic and Asian children had the lowest rates of access in 11 states and 13 states, respectively. In no state did more than half of all potentially eligible children in any racial or ethnic group receive subsidies. Table 2 demonstrates the range in access rates for each racial and ethnic group. See Appendix II for state-by-state findings.

Table 2. Range in percent of potentially eligible children served in CCDBG by race and ethnicity based on state income eligibility parameters, FY 2016¹⁹

	National Access Rates	Highest		Lowest	
Total	12%	Iowa Vermont Nebraska	24%	District of Columbia*	4%
White	11%	Vermont Iowa	24%	South Carolina Arkansas Tennessee Maryland Mississippi North Dakota	6%
Black	21%	Pennsylvania	45%	South Carolina Arkansas	8%
Hispanic/Latino	8%	Pennsylvania Iowa	19%	Tennessee	1%
Native American/ Alaska Native	9%	North Carolina	24%	Alaska New York	3%
Asian	5%	Pennsylvania	14%	South Carolina Michigan Louisiana	1%
Multiracial	8%	West Virginia	32%	Delaware Tennessee Virginia	0%

*The District of Columbia was excluded from race/ethnicity analysis due to high rates of missing data but included in estimates of overall access to CCDBG regardless of race or ethnicity.

Source: CLASP analysis of 2016 ACS 1-year data, 2012–2016 ACS 5-year data, and Administration for Children and Families Office of Child Care 2016 Administrative Data

Understanding CCDBG participation data

Administrative data cannot independently explain why CCDBG access varies across racial and ethnic groups and from state to state. Additional research and analyses are needed to better understand the variation identified in this report. We offer suggestions for variables that likely play a role in varied access in states.

Demographic changes. Children of color are a rapidly growing segment of young children in the United States. These shifting demographic trends are largely due to the rising number of millennial mothers—who themselves represent a more diverse population than the baby boomers before them—and the higher rates of childbirth among immigrant mothers from Mexico, South and Eastern Asia, Central America, and Africa.²⁰ In many states, child population growth is directly attributable to growth in the Latinx population over the last decade.²¹

As the demographics of young children have shifted over time, so too have the geographic distributions of young children in households with low incomes.

Funding patterns for CCDBG, which do not fully account for population changes, have not adequately responded to demographic shifts, making state allocations even more anemic and compounding the lack of investment in child care assistance.²² Disregarding the growing demographic changes among our nation's young children can result in inequitable access to care that fails to meet children's and families' diverse geographic, linguistic, and cultural needs.

Funding decisions. Funding levels play a major role in families' access to child care subsidies. From 2002 to 2017, Congress made relatively small increases to CCDBG, which impeded states' abilities to increase the availability of child care assistance. Some states have used newly available funding in 2018 and 2019 to begin to address declining participation, but those efforts will not be reflected in CCDBG participation data for several years and will be insufficient to restore earlier levels of participation in CCDBG.

Stagnant and restricted funding can lead states to make difficult decisions, with negative implications on providing equitable access to child care assistance that meets families' diverse needs. In some states, there is a growing share of residents in households with low incomes because of shifting demographics. Flat funding does not allow for these changing or growing populations to get child care assistance without taking resources away from others. It's also possible that some populations, such as particular racial or ethnic groups or people living in certain geographic areas, have advantages in accessing subsidies. This can be a consequence of the design of state or local CCDBG programs that favors one group over another or because some groups have a better understanding of how the subsidy system works, for example when enrollment opens and closes. These advantages or disadvantages may occur across racial, cultural, and linguistic communities and can result in disparate access to subsidies.



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State policy decisions. CCDBG offers states considerable flexibility in their child care assistance policies. Consequently, policies vary widely from state to state regarding who is eligible to receive child care assistance, who is qualified to provide child care, whether and how much families are expected to contribute to the cost of care, and payment rates for providers. We know that these policy decisions have implications for access and equity, and they may also contribute to disparate access rates among children from different racial and ethnic groups.



A recurring issue for equitable access to subsidies across all state policy decisions is the extent to which policies acknowledge the work and educational experiences and aspirations of families who are potentially eligible and in need of assistance. Many children potentially eligible for CCDBG have parents in low-wage jobs because of states' low income eligibility parameters. However, subsidy policies may create particular barriers for parents in low-paying jobs with irregular or nonstandard hours and whose care needs fluctuate or take place outside standard operating hours. Research suggests that half or more of all Hispanic parents with low incomes work nonstandard hours,²³ making this an important consideration for policymakers in light of low rates of access to CCDBG by children who are Latinx. Education and training programs can help parents escape the perils of low-wage work, but only if they are able to maintain supports like child care as they attend classes and transition into higher-paying jobs. Equitable policies for student-parents are vital for women of color—who are overrepresented as parents among college students²⁴—and for Asian and Hispanic children, who are more likely to have parents who have limited English proficiency.²⁵

Income eligibility. States have the flexibility to set income eligibility limits anywhere below 85 percent SMI, and most do. In 2016, a family with an income above 200 percent FPG (\$40,320 per year for a family of 3) was ineligible for assistance in 39 states.²⁶ Low qualifying income eligibility levels advantage families with the greatest need but leave families who are ineligible for subsidies—many who still have low incomes—unable to afford child care. Notably, no state is even serving a quarter of all potentially eligible children regardless of qualifying income thresholds based on our estimates.

Work and education requirements: States' definitions of qualifying activities significantly affect whether families can enroll in and retain child care assistance. While CCDBG is generally targeted to working parents—employment is an allowable activity in every state—CCDBG law also recognizes education, training, and job search activities as important pathways to employment. Many states require parents to work a minimum number of hours per week as a condition of eligibility, which may make it difficult for parents with variable work schedules or those enrolled in education or training programs to meet eligibility requirements. Some states also restrict allowable education activities to high school or GED courses, leaving out parents who are enrolled in English as a Second Language, workforce training, or postsecondary education programs.

States also determine what role work or education hours and schedules play in determining child care authorization (i.e., when and for how long a child can attend care). Some states have policies requiring hours of authorized care to match their actual work hours, which is not a federal requirement. Requiring parents to match child care to unpredictable work schedules ultimately limits their choices in child care providers and their ability to get stable care.

Application, enrollment, and ongoing eligibility: Each state has its own application and eligibility determination procedures for parents in need of child care assistance. States determine how to accept applications (e.g., online versus in-person); whether and how to verify income, employment, and other information on a parent's application; whether and how parents must report changes in their circumstances; and whether to terminate assistance in cases of a non-temporary loss of employment or education. Overly restrictive policies can create significant and unnecessary barriers for parents.

Notably, complex application, enrollment, and redetermination procedures can be especially difficult to navigate for parents with limited English proficiency. Parents may be deterred from even applying for assistance if application materials aren't available in their native language or if they are unable to communicate with enrollment specialists.

Child care provider eligibility and supply limitations: State policy decisions play a significant role in determining which child care providers participate in the subsidy system and how parents choose providers. For example, in some states, participation in CCDBG is limited to licensed providers or providers who meet certain quality standards. In others, subsidy policies and consumer outreach strategies encourage but do not require parents to choose licensed providers or providers that participate in quality rating systems.

These policies, while well-intentioned, limit the pool of potential providers that parents can choose from, which has important implications for racial equity in the subsidy system. Research suggests that child care and early education arrangements vary to some extent for children by race and ethnicity as well as by parents' immigration status and English proficiency.²⁷ While this may be due to cultural preferences, it is more likely a reflection of the availability, affordability, and accessibility of child care providers in the communities where families live and work.

Restrictive provider eligibility policies generally favor licensed center-based programs and disadvantage home-based caregivers, including unregulated family, friend, and neighbor care—as well as the families that rely on them. Home-based caregivers are a vital part of the child care system for parents in low-wage jobs, particularly those that require flexible or nonstandard care hours due to variable work schedules.²⁸ Yet the overall supply of regulated family child care providers has been on the decline,²⁹ and fewer and fewer home-based caregivers are participating in CCDBG. Between 2006 and 2015, 60 percent fewer family child care providers and 65 percent fewer family, friend, and neighbor caregivers offering care in children's own homes received CCDBG funding.³⁰ While many policies and circumstances likely contribute to these shifts, it is possible that state policies have played a role in nudging these providers out of the system.

If parents are required or encouraged to choose licensed or quality-rated programs, they may find themselves with few options. Research suggests that more than half of the U.S. population lives in a community with a low supply of licensed child care, with Latinx and Native American populations overrepresented in such neighborhoods.³¹ Rural areas and communities with lower average household incomes are also more likely to have limited or no access to licensed child care.³² Providers that participate in quality rating systems—much less those that achieve high levels of quality based on these standards—may be even lower in supply.³³ If eligible providers aren't available in a given community—or if eligible providers don't meet parents' employment needs—parents may choose to forgo child care assistance altogether.

Immigration policy and children in immigrant families. This analysis does not take into account immigration status. However, given that about half of Latinx children and 87 percent of Asian children under age 13 are members of immigrant families, the immigration policy context is important when considering disparities in child care subsidy access.³⁴

Regardless of their parents' immigration status, U.S. citizen-children are eligible to receive CCDBG-funded child care assistance, but children in immigrant families often face barriers to participating in publicly funded programs and services.³⁵ On top of issues related to program outreach and availability, immigrant families may be reluctant to interact with government agencies.³⁶ These challenges are likely exacerbated by hostile immigration policy climates at the state and federal levels.³⁷

Availability of other early childhood programs. CCDBG is not the only publicly funded child care and early education program. Additional children may receive child care assistance directly through TANF. Children are also served in Head Start, Early Head Start, state pre-kindergarten, and other state or locally funded programs. However, existing data do not allow for unduplicated counts of participation in these programs, particularly by race and ethnicity.

It is important to note that the full array of child care and early education programs is not enough to close the gap in unmet need, and different early childhood programs serve distinct purposes for families. For example, parents whose children are enrolled in Head Start or state pre-K may still need access to child care to cover the full work day or to cover hours of work that are outside of a traditional school year. Therefore, CCDBG plays an important role; it's the only early childhood program intended to meet children's developmental needs and parents' work and education needs. Addressing these needs is an essential step in promoting equity and helping to address the systemic barriers faced by families with low incomes.



Next Steps

Findings in this paper suggest several potential next steps to improve data collection and 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 precise causes of differences in access, they can help inform further exploration, research, and advocacy to identify barriers to access and solutions for communities that are underserved by CCDBG.

The FY 2018 omnibus spending bill increased federal child care funding by \$2.37 billion—the largest one-year increase in history.³⁸ Congress intended for the FY 2018 funding increase to allow states to fully implement reauthorization provisions, much-needed quality improvements, and increased payment rates for providers while expanding access to child care assistance for working families.³⁹

As states make decisions about how to spend their resources, they must understand the characteristics of children eligible for and receiving CCDBG and consider how current policies improve or inhibit equitable access to subsidies. States must also work to ensure their policies adequately support all providers in meeting children's diverse developmental, cultural, and linguistic needs, thereby ensuring broader access to quality care for children in CCDBG.

Sustain and expand upon increased investments. The historic increase in federal child care funding presents states with an incredible opportunity to expand access to child care assistance to more working families. Already, some states have eliminated their waiting lists, increased the number of slots available, and raised rates for providers.⁴⁰ But even the largest federal funding increase in the program's history isn't enough to fully eliminate existing gaps in access, and progress will stall if funding doesn't continue to meaningfully increase over time. Higher levels of investment at all levels

of government are crucial to expanding the number of available subsidies, eliminating barriers to access, and providing adequate supports to providers.

Review child care subsidy policies to identify and address the root causes of racial inequities.

States play a large role in determining who gets access to subsidies and the quality of accessible care. Stakeholders should carefully consider how state policy choices—such as eligibility criteria, application and enrollment procedures, and expectations for providers—and funding decisions may create barriers for particular populations in need of child care assistance. Successfully promoting equity in child care policies also requires policymakers to recognize how their decision making is informed by their lived experiences and personal biases.

Ensure that quality standards and supports are culturally and linguistically inclusive. How states define quality matters greatly for equitable access to child care. States use a variety of approaches to define quality, including licensing standards, program standards, and quality rating systems. These policies shape expectations for child care and early education programs, affect programs' participation in the subsidy system, and influence the day-to-day experiences of children and families. In some cases, quality standards reflect the views of the dominant language and culture and may fail to adequately meet the needs of our increasingly diverse population of young children and families. States should ensure that quality standards in every form are developmentally, culturally, and linguistically appropriate and reflect providers' and families' racial, ethnic, and linguistic diversity.

States should also support quality improvement initiatives by equitably distributing funding to providers serving a diverse range of communities.

Increase collaborations and discussions among diverse stakeholders and community members about disparities and equity in access to early education. Early care and education stakeholders must build relationships and partner with organizations that serve and represent families of color and immigrant families. These partnerships, which may be formal or informal, can take many forms. For example, as state and local policymakers create early childhood advisory councils and other coordinating bodies, they should consider including civil rights and immigrant-serving organizations. Stakeholders should use convenings as an opportunity to share knowledge, garner new ideas, and discuss how data can be used as a tool for addressing racial inequities.

Early care and education stakeholders should also build relationships with and hear from families who are participating in the child care subsidy system as well as those who need assistance but are unable to receive it. Parents are experts in their own lived experiences, and their knowledge and experiences should directly inform policy decisions. Researchers, advocates, and policymakers alike should meaningfully engage parents—particularly parents of color—as leaders in policy conversations, including leadership roles in advisory councils and other coordinating bodies. Decision-makers should continuously welcome parents to the table and ensure they are comfortable contributing to and leading policy conversations. While engaging with parents, stakeholders must reflect on where they are situated in relation to the community and early childhood programs and policy in order to address their potential biases.

Improve data collection and leverage disaggregated data in policy decision making. In 2016, the federal Office of Child Care made an important change to child care participation data by reporting access to subsidies by race and ethnicity together. CLASP has long advocated for this change and applauds the Office for taking this step. We look forward to future years of participation data, which will include indicators of quality in child care settings and allow us to analyze access to quality settings by race and ethnicity.

However, children and families would benefit from further improvements to data reporting and analysis. In many states, a substantial proportion of children served in the subsidy system are reported as “invalid or not reported” for race and/or ethnicity, meaning that the respondent declined to answer or did not indicate a race and/or ethnicity for the child. While this data field is required by the federal government,⁴¹ some states do not consistently collect or require this information. Several states lack race data for more than half of participating children. By continually improving data collection and reporting, states will be able to more accurately analyze their programs, including across races and ethnicities and other variables (age, for example).

Collecting and reporting greater detail on families’ racial and ethnic backgrounds may also be warranted. The form that states use to report demographic information about children participating in CCDBG offers limited options for race and ethnicity.⁴² While the response options meet the minimum standards laid out by the federal Office of Management and Budget,⁴³ many families may not see their racial or ethnic identities reflected. This could affect the accuracy and quality of responses.⁴⁴

Moreover, different rates of potential need for child care assistance are hidden because the data are aggregated into large groups and not broken down into subgroups. For example, among children categorized as Asian in the ACS, less than 10 percent of Asian Indian, Taiwanese, and Sri Lankan children with working parents are in households with low incomes, compared to more than half of all Bhutanese, Burmese, and Hmong children.⁴⁵ While it is not always possible to examine racial and ethnic groups at this level of detail, doing so can provide state policymakers, child care resource and referral agencies, and advocates with important context related to eligibility, outreach, and barriers to access for these communities.

Collecting and disseminating high-quality data is critical to providing a full and accurate picture of the reach of the program. Program data should be paired with additional qualitative and quantitative data from a range of sources, such as community needs assessments, workforce surveys, and conversations with parents and providers. Together, this information can help policymakers make informed decisions about subsidy policies that best meet the needs of those who are potentially eligible and those who are already receiving services.

Conclusion

Critically analyzing and evaluating CCDBG participation by race, ethnicity, and state can help advocates and policymakers at the state and federal level understand potential inequities and access and participation barriers in child care subsidy programs. This analysis can also help influence better, more informed policy decisions. Policies that directly address inequities and provide equitable access to child care subsidies will allow families to receive high-quality, stable, and reliable child care that enables parents to work or go to school while providing children with a safe and nurturing environment to learn, grow, and build a strong foundation for healthy development.

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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 CCDBG. We calculated access rates by comparing the number of children who received child care subsidies (using publicly available data tables from the federal Office of Child Care) to the number of potentially eligible children for child care assistance (based on data from the U.S. Census Bureau's American Community Survey).

Estimated number of children receiving child care assistance

States report administrative data to the Office of Child Care within 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. Recent changes to the data reporting structure allow us to analyze race and ethnicity together for the first time. In this brief, children whose ethnicity was identified as Hispanic/Latino are analyzed together, regardless of their race (including children whose race was missing or invalid). All non-Hispanic children are identified by their racial group (white, Black, Asian, American Indian/Alaskan Native, Native Hawaiian and Pacific Islander, and Multiracial).⁴⁶ To determine the number of children served through CCDBG nationally, we totaled the number of children served in each state and the District of Columbia. Children served in U.S. territories were not included.

Estimated number of potentially eligible children

We used a combination of ACS microdata from 2016 and 5-year averages from 2012-2016 to calculate the number of children potentially eligible for child care assistance by race and ethnicity. These estimates included children who are under the age of 13; have all available parents in the household working; and have incomes at or below state and federal eligibility limits.

State income eligibility limits are determined by each state and ranged from 118 percent FPG in Michigan to 314 percent FPG in North Dakota in 2016.⁴⁷ We totaled the number of potentially eligible children in each state and the District of Columbia to generate a national estimate of potentially eligible children under state parameters. In FY 2016, Colorado, Texas, and Virginia had county-based eligibility thresholds. We used the midpoint between the highest and lowest county eligibility levels to estimate the number of potentially eligible children in these three states.

The federal income eligibility limit is written into law as 85 percent SMI, and states are permitted to set their eligibility thresholds anywhere up to that threshold. Few states set their eligibility limits at the federally recommended threshold;⁴⁸ however calculating participation rates based on 85 percent SMI offers a more uniform basis of comparison from state to state. We converted 85 percent SMI into a percent of FPG using the National Center for Children in Poverty's (NCCP) income converter tool assuming a family size of 3.⁴⁹ The value of 85 percent SMI ranged from 208 percent FPG in Mississippi to 385 percent FPG in New Jersey and Massachusetts. We totaled the number of potentially eligible children in each state to generate a national estimate of potentially eligible children under federal parameters.

Analytic limitations

Our brief provides one estimate of the reach of CCDBG based on publicly available data. However, our methodology has several limitations that are important to acknowledge.

States were excluded from the analysis due to missing or invalid data

The federal Office of Child Care (OCC) reports the share of children receiving child care assistance for whom race or ethnicity data are missing or invalid. In most cases, this number is small. However, 13 states had a large enough share of children with missing or invalid data that it was appropriate to exclude the state from the race and ethnicity analysis altogether in order to maintain data integrity and report access rates as accurately as possible.

The 13 states we excluded had more than 10 percent of children receiving subsidies who had both missing or invalid race data *and* either had missing or invalid ethnicity data or were non-Hispanic (see Table I, Column E). Note that the combined race and ethnicity tables available from OCC do not distinguish between children who are non-Hispanic and those for whom ethnicity was missing or invalid. However, in either case, we would be unable to assign a race or ethnicity group to a child who identified as non-Hispanic but did not identify a race.

Table I. Missing or invalid race and ethnicity data for states excluded from the analysis

State	% missing or invalid ethnicity	% missing or invalid race		
		Total	Ethnicity is Hispanic/Latinx	Ethnicity is missing OR non-Hispanic
<i>Column A</i>	<i>Column B</i>	<i>Column C</i>	<i>Column D</i>	<i>Column E</i>
Colorado	0%	50%	10%	39%
District of Columbia	1%	14%	2%	12%
Illinois	12%	29%	16%	12%
Kentucky	0%	27%	3%	24%
Maine	0%	13%	0%	12%
Massachusetts	0%	54%	19%	35%
Missouri	9%	13%	1%	13%
New Hampshire	0%	13%	2%	11%
Rhode Island	76%	83%	15%	68%
Texas	0%	26%	9%	17%
Utah	8%	62%	5%	56%
Washington	0%	34%	17%	17%
Wisconsin	7%	31%	8%	23%

Source: CLASP analysis of Administration for Children and Families, Office of Child Care administrative data, 2016. Exclusion of the above states was based on the share of children receiving subsidies who both had missing or invalid race data and either had missing or invalid ethnicity data or were non-Hispanic. See Column E.

Racial or ethnic groups were excluded from state-level analyses due to small sample sizes

Some state-level calculations could not be completed for certain racial and ethnic groups due to the small sample size in the ACS. This does not mean there are no children in this racial or ethnic group in the state, nor does it mean there are no children who receive child care subsidies in this racial or ethnic group. It simply means that the sample size was too small to produce a reliable estimate.

Data limitations in estimating potentially eligible children

Other estimates of access to CCDBG use TRIM3, a microsimulation that models major tax, cash transfer, health insurance, and other public benefit programs, including CCDBG.⁵⁰ Because our analysis does not use TRIM3, we are unable to take into account some of the factors that states consider when determining eligibility, which limits the precision of our estimates of eligible children. However, our analysis provides a useful measure of the share of children in low-income households with working parents who do not have access to child care assistance. We describe analytic limitations in our estimates of potentially eligible children in more detail below.

Eligibility policies. Our analysis does not account for all the various factors that influence children's eligibility for subsidies. Parental employment is a good, but not perfect, indicator of children's eligibility for CCDBG. For example, some states put stipulations on parents' employment, requiring that they work a certain number of hours to receive assistance. However, we were unable to examine this level of detail in household employment data.

Similarly, ACS data do not allow us to account for children who may be eligible for subsidies based on their parents' participation in education and training programs or their receipt or need for child protective services. The number of families receiving subsidies for these reasons alone is small: 6 percent of families receive care for education and training and 8 percent receive care because the child is in or needs protective services.⁵¹

Subsidies may have also been available to families in which the head of household is looking for a job. The 2014 CCDBG reauthorization requires states to allow parents at least 3 months of job search after a temporary change in employment or education. Using ACS data, we were unable to estimate the number of children who may be potentially eligible due to parents' job search. Notably, job search is not included as a reason for care in OCC data, so we were unable to assess how many families are initially eligible for CCDBG for this reason. States have discretion to report "job searching" families as employed, participating in education and training, or employed and participating in education and training.

A small number (less than 1 percent) of children receiving CCDBG are older than the maximum allowable age of 13, but eligible to receive subsidies due to a developmental disability or specialized care need.⁵² We did not include children with these characteristics in our potentially eligible population.

Household income and family size. Family income for the purposes of CCDBG eligibility may not reflect income as reported in the ACS. States have the option to disregard income from certain sources, such as income from TANF or child support, and may or may not include income from all individuals living in the household. Moreover, states choose which family or household members are included when determining family size.⁵³ Conversely, the ACS includes anyone living in the household in estimates of household size and income and uses all sources of income when determining a household's income-to-poverty ratio.⁵⁴

The ACS uses a version of the federal poverty measure called “federal poverty thresholds,” which are determined by the U.S. Census Bureau based on income, family size, and the number of children in a family. State eligibility policies are based on FPG, which is a simplified version of the federal poverty thresholds and is issued by the U.S. Department of Health and Human Services.⁵⁵ The guidelines vary by family size only. Alaska and Hawaii have higher guidelines compared to the contiguous 48 states. Given these differences, the use of both measures in the underlying data for this analysis may affect our estimates of potentially eligible children.

Finally, we calculated the share of children in households below 85 percent SMI by converting SMI into a percent of FPG using NCCP’s income converter tool, assuming a family size of 3. This conversion may result in overestimating the number of families with 2 or fewer members who are eligible for CCDBG based on federal thresholds, while underestimating the number of families with 4 or more members.

Race and ethnicity. Data on race and ethnicity are collected and reported differently for CCDBG and the ACS survey. For example, the question prompts are different, as are the response options available to respondents. Respondents can identify detailed racial and ethnic subgroups on the ACS, which can then be aggregated to broader racial or ethnic categories. The ACS also includes an “Other” response option. CCDBG collects racial and ethnic information in broad categories only and does not have an “other” response option. These differences—as well as differences in the administration of the questions themselves—may affect whether and how individuals indicate their race and ethnicity.

Appendix II: Children potentially eligible for CCDBG based on federal eligibility parameters, FY 2016

State	Estimated # of children eligible	Percent served (federal eligibility)							
		Total	Hispanic/Latino	White	Black	Native American/Alaskan Native	Asian	Native Hawaiian/Pacific Islander	Multiracial
ALL U.S.	17,356,031	7.8%	5.5%	5.3%	14.8%	6.5%	2.9%	11.1%	5.0%
Alabama	258,662	10.6%	1.1%	4.7%	18.3%	—	2.2%	—	3.6%
Alaska	43,776	8.0%	7.4%	9.0%	11.7%	2.9%	4.8%	—	15.0%
Arizona	377,610	6.1%	3.9%	7.2%	16.3%	4.1%	1.5%	—	18.5%
Arkansas	163,063	4.0%	2.4%	3.3%	6.2%	—	—	—	2.2%
California	2,113,325	5.0%	4.3%	5.4%	14.7%	6.1%	3.0%	4.7%	1.4%
Colorado*	297,911	7.7%	*	*	*	*	*	*	*
Connecticut	181,447	7.1%	8.3%	3.7%	9.9%	—	1.8%	—	9.0%
Delaware	54,762	13.9%	10.2%	9.0%	26.3%	—	—	—	0.0%
District of Columbia*	36,939	3.0%	*	*	*	*	*	*	*
Florida	1,050,106	7.8%	6.0%	6.0%	12.2%	—	1.4%	—	7.4%
Georgia	633,658	8.5%	2.0%	3.6%	14.2%	—	0.7%	—	6.8%
Hawaii	56,593	10.2%	4.2%	10.0%	—	—	8.1%	21.6%	10.3%
Idaho	92,243	6.4%	5.2%	6.8%	—	—	—	—	3.1%
Illinois*	744,354	5.5%	*	*	*	*	*	*	*
Indiana	377,384	8.7%	6.5%	4.6%	23.8%	—	1.6%	—	11.6%
Iowa	186,376	9.2%	9.6%	7.8%	22.0%	—	3.1%	—	11.3%
Kansas	203,717	6.1%	3.8%	5.5%	16.2%	5.2%	1.2%	—	4.8%
Kentucky*	220,708	6.4%	*	*	*	*	*	*	*
Louisiana	271,015	5.8%	2.7%	3.9%	7.0%	—	0.6%	—	8.3%
Maine*	57,658	5.9%	*	*	*	*	*	*	*
Maryland	352,855	4.1%	0.9%	1.5%	7.9%	—	0.7%	—	3.1%
Massachusetts*	321,470	8.7%	*	*	*	*	*	*	*

— indicates the data was suppressed due to small sample size

* indicates the state was excluded from the race/ethnicity analysis due to high rates of missing data

State	Estimated # of children eligible	Percent served (federal eligibility)							
		Total	Hispanic/Latino	White	Black	Native American/Alaskan Native	Asian	Native Hawaiian/Pacific Islander	Multiracial
Michigan	520,225	5.7%	2.8%	3.9%	11.5%	5.8%	0.4%	—	1.5%
Minnesota	366,726	5.5%	2.4%	2.8%	21.5%	4.5%	1.7%	—	5.8%
Mississippi	166,820	10.8%	2.1%	4.5%	14.7%	—	—	—	3.5%
Missouri*	344,993	11.0%	*	*	*	*	*	*	*
Montana	54,244	6.5%	4.1%	6.2%	—	7.1%	—	—	3.8%
Nebraska	131,201	7.8%	5.8%	5.0%	21.0%	10.5%	1.9%	—	12.7%
Nevada	171,485	3.8%	2.3%	3.8%	11.2%	2.8%	0.9%	3.9%	1.3%
New Hampshire*	60,400	9.1%	*	*	*	*	*	*	*
New Jersey	480,722	8.9%	9.5%	4.5%	16.8%	—	1.8%	—	2.5%
New Mexico	113,193	14.8%	16.6%	11.2%	31.6%	5.9%	—	—	13.1%
New York	953,328	12.6%	11.4%	8.7%	20.6%	2.0%	4.4%	—	9.4%
North Carolina	581,088	10.4%	1.8%	8.7%	19.3%	17.8%	1.3%	—	1.0%
North Dakota	45,870	6.8%	6.2%	5.8%	16.0%	9.3%	—	—	7.9%
Ohio	646,194	7.4%	5.5%	3.8%	16.6%	—	2.2%	—	6.1%
Oklahoma	231,017	10.2%	6.4%	11.4%	22.0%	5.1%	2.2%	—	6.4%
Oregon	210,197	7.2%	5.6%	6.7%	30.3%	10.7%	3.5%	6.4%	2.7%
Pennsylvania	662,072	14.2%	14.3%	7.2%	33.0%	—	7.5%	—	7.0%
Rhode Island*	47,545	13.3%	*	*	*	*	*	*	*
South Carolina	280,705	4.0%	1.3%	2.6%	5.1%	—	0.3%	—	3.6%
South Dakota	59,843	6.2%	3.8%	5.4%	9.1%	8.3%	—	—	10.0%
Tennessee	355,444	5.6%	1.0%	3.4%	12.0%	—	1.0%	—	0.0%
Texas*	1,762,564	6.1%	*	*	*	*	*	*	*
Utah*	203,383	5.7%	*	*	*	*	*	*	*
Vermont	34,899	12.3%	—	12.1%	—	—	—	—	—
Virginia	426,029	5.1%	1.3%	3.6%	10.5%	—	2.3%	—	0.0%
Washington*	361,715	12.9%	*	*	*	*	*	*	*
West Virginia	83,402	9.4%	8.6%	8.0%	18.9%	—	—	—	20.3%
Wisconsin*	345,407	6.4%	*	*	*	*	*	*	*
Wyoming	40,410	7.4%	6.0%	7.9%	—	—	—	—	0.0%

— indicates the data was suppressed due to small sample size

* indicates the state was excluded from the race/ethnicity analysis due to high rates of missing data

Source: CLASP analysis of 2016 ACS 1-year data, 2012-2016 ACS 5-year data, and Administration for Children and Families Office of Child Care 2016 Administrative Data

Appendix III: Children potentially eligible for CCDBG based on state eligibility parameters, FY 2016

State	State eligibility thresholds	Estimated # of children eligible	Percent served (state eligibility)							
			Total	Hispanic/Latino	White	Black	Native American/Alaskan Native	Asian	Native Hawaiian/Pacific Islander	Multiracial
ALL U.S.	180% FPG (median)	10,915,568	12.4%	7.5%	10.8%	20.5%	8.6%	5.1%	16.0%	8.1%
Alabama	130% FPG	139,950	19.5%	1.8%	11.5%	28.8%	—	—	—	6.3%
Alaska	269% FPG	42,797	8.2%	7.5%	9.3%	11.8%	3.0%	4.7%	—	15.1%
Arizona	165% FPG	233,634	9.8%	6.0%	14.2%	24.5%	5.5%	3.0%	—	31.4%
Arkansas	148% FPG	102,283	6.4%	4.0%	5.9%	8.1%	—	—	—	3.6%
California	209% FPG	1,494,509	7.0%	5.8%	9.1%	19.0%	8.1%	5.0%	7.1%	2.2%
Colorado*	234% FPG	187,039	12.2%	*	*	*	*	*	*	*
Connecticut	221% FPG	114,309	11.2%	10.9%	8.3%	13.5%	—	3.7%	—	13.3%
Delaware	199% FPG	34,124	22.3%	15.0%	17.4%	35.7%	—	—	—	0.0%
District of Columbia*	227% FPG	27,300	4.0%	*	*	*	*	*	*	*
Florida	150% FPG	621,055	13.3%	9.7%	12.2%	18.3%	—	2.7%	—	13.4%
Georgia	140% FPG	363,977	14.8%	3.2%	8.3%	21.8%	—	1.5%	—	11.9%
Hawaii	234% FPG	40,911	14.2%	5.8%	15.0%	—	—	12.0%	25.3%	14.3%
Idaho	130% FPG	42,862	13.8%	9.6%	16.0%	—	—	—	—	5.5%
Illinois*	161% FPG	398,315	10.2%	*	*	*	*	*	*	*
Indiana	127% FPG	152,423	21.5%	13.9%	13.9%	42.0%	—	—	—	21.1%
Iowa	145% FPG	71,208	24.0%	18.6%	24.1%	34.3%	—	—	—	22.3%
Kansas	184% FPG	117,151	10.6%	5.5%	11.0%	23.7%	—	2.2%	—	7.4%
Kentucky*	138% FPG	131,024	10.8%	*	*	*	*	*	*	*
Louisiana	158% FPG	192,446	8.1%	4.0%	7.0%	8.8%	—	1.0%	—	12.0%
Maine*	271% FPG	57,009	6.0%	*	*	*	*	*	*	*
Maryland	149% FPG	119,474	12.2%	2.4%	6.2%	20.2%	—	2.4%	—	8.2%
Massachusetts*	221% FPG	181,886	15.4%	*	*	*	*	*	*	*

— indicates the data was suppressed due to small sample size

* indicates the state was excluded from the race/ethnicity analysis due to high rates of missing data

State	State eligibility thresholds	Estimated # of children eligible	Percent served (state eligibility)							
			Total	Hispanic/Latino	White	Black	Native American/Alaskan Native	Asian	Native Hawaiian/Pacific Islander	Multiracial
Michigan	118% FPG	211,613	13.9%	6.4%	12.9%	19.2%	—	1.4%	—	3.0%
Minnesota	180% FPG	167,782	11.9%	4.0%	8.0%	29.2%	6.4%	3.3%	—	10.3%
Mississippi	174% FPG	140,844	12.8%	2.4%	6.2%	16.3%	—	—	—	3.9%
Missouri*	138% FPG	162,577	23.3%	*	*	*	*	*	*	*
Montana	149% FPG	29,288	12.0%	6.4%	12.5%	—	10.5%	—	—	5.7%
Nebraska	130% FPG	43,129	23.6%	14.4%	19.9%	36.0%	—	—	—	30.5%
Nevada	130% FPG	84,781	7.8%	4.2%	10.5%	17.3%	—	3.5%	—	3.1%
New Hampshire*	249% FPG	35,893	15.3%	*	*	*	*	*	*	*
New Jersey	196% FPG	258,072	16.6%	14.7%	12.0%	27.4%	—	4.7%	—	4.8%
New Mexico	199% FPG	104,025	16.1%	18.1%	12.6%	35.2%	6.3%	—	—	14.6%
New York	199% FPG	627,859	19.2%	15.8%	15.4%	29.1%	2.9%	6.6%	—	14.2%
North Carolina	199% FPG	441,476	13.7%	2.1%	13.3%	23.7%	24.4%	1.9%	—	1.3%
North Dakota	314% FPG	43,647	7.1%	6.2%	6.3%	15.6%	9.1%	—	—	7.8%
Ohio	130% FPG	293,896	16.2%	10.5%	10.4%	26.2%	—	6.2%	—	11.5%
Oklahoma	174% FPG	158,532	14.8%	8.4%	19.0%	27.0%	7.4%	3.4%	—	9.0%
Oregon	184% FPG	130,510	11.6%	7.9%	11.8%	42.9%	—	6.7%	—	4.8%
Pennsylvania	199% FPG	406,287	23.2%	18.8%	13.8%	44.9%	—	13.6%	—	9.8%
Rhode Island*	179% FPG	26,981	23.3%	*	*	*	*	*	*	*
South Carolina	149% FPG	156,475	7.2%	2.2%	6.2%	7.8%	—	0.6%	—	5.9%
South Dakota	182% FPG	36,702	10.1%	5.6%	10.4%	13.0%	9.4%	—	—	14.8%
Tennessee	160% FPG	230,488	8.7%	1.3%	6.1%	15.6%	—	2.0%	—	0.0%
Texas*	215% FPG	1,448,655	7.5%	*	*	*	*	*	*	*
Utah*	177% FPG	86,629	13.4%	*	*	*	*	*	*	*
Vermont	196% FPG	17,982	23.9%	—	24.3%	—	—	—	—	—
Virginia	200% FPG	234,899	9.2%	2.2%	7.8%	15.4%	—	5.3%	—	0.0%
Washington*	199% FPG	208,504	22.4%	*	*	*	*	*	*	*
West Virginia	147% FPG	53,518	14.6%	10.1%	12.7%	24.7%	—	—	—	32.4%
Wisconsin*	184% FPG	191,209	11.6%	*	*	*	*	*	*	*
Wyoming	186% FPG	17,629	17.0%	9.7%	20.5%	—	—	—	—	—

— indicates the data was suppressed due to small sample size

* indicates the state was excluded from the race/ethnicity analysis due to high rates of missing data

Source: CLASP analysis of 2016 ACS 1-year data, 2012-2016 ACS 5-year data, and Administration for Children and Families Office of Child Care 2016 Administrative Data

Endnotes

¹ Stephanie Schmit and Christina Walker, *Disparate Access: Head Start and CCDBG Data by Race and Ethnicity*, CLASP, 2016, <https://www.clasp.org/publications/report/brief/disparate-access-head-start-and-ccdbg-data-race-and-ethnicity>.

² The terms “Hispanic” and “Latino/Latinx” are used interchangeably by the U.S. Census Bureau and throughout this document to refer to persons of Mexican, Puerto Rican, Cuban, Central American, Dominican, Spanish, and other Hispanic descent; they may be of any race.

³ Anna D. Johnson, Rebecca M. Ryan, and Jeanne Brooks-Gunn, “Child-Care Subsidies: Do They Impact the Quality of Care Children Experience?” *Child Development* 83, (2012).

⁴ Child Care Aware, *The US and the High Cost of Child Care: A Review of Prices and Proposed Solutions for a Broken System*, 2018, <http://usa.childcareaware.org/advocacy-public-policy/resources/research/costofcare/>.

⁵ States may also use resources from Temporary Assistance to Needy Families (TANF) and the Social Services Block Grant (SSBG) to provide child care, however state-level participation data for TANF- or SSBG-funded child care is not available and therefore not included in this analysis.

⁶ Hannah Matthews, Karen Schulman, Julie Vogtman, et al., *Implementing the Child Care and Development Block Grant Reauthorization: A Guide for States*, CLASP and NWLC, 2017, <https://www.clasp.org/sites/default/files/publications/2018/05/Updated%20CCDBG%20Reauthorization%20Guide.pdf>.

⁷ Karen Schulman and Helen Blank, *Red Light Green Light: State Child Care Assistance Policies in 2016*, National Women’s Law Center, 2016, <https://nwlc.org/resources/red-light-green-light-state-child-care-assistance-policies-2016/>.

⁸ National Center for Children in Poverty, *Income Converter*, 2017, <http://www.nccp.org/tools/converter/>.

⁹ CLASP analysis of data from the Office of Child Care, 2002—2019.

¹⁰ Office of Child Care, “FY 2016 Final Data Table 1—Average Monthly Adjusted Number of Families and Children Served,” 2019, <https://www.acf.hhs.gov/occ/resource/fy-2016-final-data-table-1>. Preliminary estimates for FY 2017 are available at <https://www.acf.hhs.gov/occ/resource/preliminary-fy2017>.

¹¹ Office of Child Care, “FY 2016 Final Data Table 12a—Average Monthly Percent of Children in Care by Race and Ethnicity,” 2019, <https://www.acf.hhs.gov/occ/resource/fy-2016-final-data-table-12a>; Office of Child Care, “FY 2016 Final Data Table 10—Reasons for Receiving Care, Average Monthly Number of Families,” 2018, <https://www.acf.hhs.gov/occ/resource/fy-2016-final-data-table-10>.

¹² Income eligibility thresholds used in this analysis represent *initial* eligibility limits—the maximum income families can have when they apply for child care assistance.

¹³ Nationally, 6 percent of families served in CCDBG included parents in education or training programs, and 8 percent of families included children in protective services.

¹⁴ These racial groups also include children whose ethnicity was missing or invalid.

¹⁵ States collect and report information about children, families, and child care providers participating in CCDBG on a monthly or quarterly basis through the Office of Child Care Information System. The Office of Child Care compiles and publishes statistics based on preliminary and final data each year. For more information, see <https://www.acf.hhs.gov/occ/resource/ccdf-statistics>.

¹⁶ Schulman and Blank, *Red Light Green Light*.

¹⁷ All percentages are rounded to the nearest whole number. Native Hawaiian and Pacific Islander children are excluded from this table because only 5 states had sufficient samples for analysis.

¹⁸ Schulman and Blank, *Red Light Green Light*.

¹⁹ All percentages are rounded to the nearest whole number. Native Hawaiian and Pacific Islander children are excluded from this table because only 5 states had sufficient samples for analysis.

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- ²⁶ Schulman and Blank, *Red Light Green Light*.
- ²⁷ National Center for Education Statistics, “Indicator 5: Early Childcare and Education Arrangements,” 2019, https://nces.ed.gov/programs/raceindicators/indicator_rba.asp; Danielle Crosby, Julia Mendez, Lina Guzman, et al., *Hispanic Children’s Participation in Early Care and Education: Type of Care by Household Nativity Status, Race/Ethnicity, and Child Age*, National Research Center on Hispanic Children and Families, 2016, <https://www.childtrends.org/wp-content/uploads/2016/11/2016-59HispECEType.pdf>; Heather Sandstrom and Julia Gelatt, *Child Care Choices of Low-Income, Immigrant Families with Young Children*, Urban Institute, 2017, <https://www.urban.org/sites/default/files/publication/94546/child-care-choices-of-low-income-immigrant-families-with-young-children.pdf>; Linda Guzman, Shelby Hickman, Kimberly Turner, et al., *Hispanic Children’s Participation in Early Care and Education: Parents’ Perceptions of Care Arrangements, and Relatives’ Availability to Provide Care*, National Research Center on Hispanic Children and Families, 2016, <http://www.hispanicresearchcenter.org/wp-content/uploads/2016/11/2016-60HispECEParentPerceptions.pdf>.
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