



CHILD CARE AND DEVELOPMENT FUND PARTICIPATION IN 2021

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*This brief is the latest publication in our **Child Care Assistance Spending & Participation** series.

INTRODUCTION

Child care enables parents and caregivers to participate in the workforce, attend school and training programs, and take care of other responsibilities while their children are cared for in safe and stable early education programs.¹ Despite its value, child care has historically been underfunded and inaccessible for the majority of those who need it. Because of this, the funding that states receive through the Child Care and Development Fund (CCDF), the main federal funding source to support families with low incomes in accessing child care, is a vital support for many across the country.²

CCDF funding is provided through mandatory funding in the Social Security Act—referred to as the Child Care Entitlement to States—and discretionary funding in the Child Care and Development Block Grant Act (CCDBG) of 1990. States can receive additional child care funding through the Temporary Assistance for Needy Families (TANF) block grant and the Social Services Block Grant (SSBG).³ Under CCDF, the amount of money each state receives annually is calculated using a formula that considers factors like the number of children receiving free or reduced-price lunches, the state share of children younger than five, and the state's per capita income.⁴

However, Congress has never funded this program adequately to serve all eligible children. For example, in CLASP's most recent estimate, only 14 percent—or 1 in 7 children—had access to a CCDF subsidy based on state income eligibility requirements.⁵ Limited federal investments in state child care systems mean that far too many families are not getting the critical support that they need. Additionally, the providers who accept these subsidies are receiving low reimbursement rates.

The historical inequities and systemic racism that plague the child care system creates additional barriers for eligible families of color. These barriers stem from a long history of policies and practices that often excluded, marginalized, or disproportionately harmed people of color.⁶ These impacts continue to be felt in many ways, including in the idea of who deserves care; difficult eligibility requirements; inequitable access to child care subsidies across racial and ethnic groups; and poverty-level wages for early educators of color, particularly Black and Hispanic providers.^{7,8,9} Working in child care often means low wages, a lack of benefits, and a physical and emotional toll, all of which have created retention and recruitment challenges. This, in turn, has led to a persistent shortage of the child care workforce—which further impacts access to care for families and the ability of providers to stay in a role they are passionate about. The impacts of this history have only continued to intensify and became increasingly evident due to the COVID-19 pandemic.





IMPACT OF THE COVID-19 PANDEMIC

The impact of COVID-19 on the child care sector was, and continues to be, immense. The pandemic directly affected children and families, the child care workforce, and the overall economy. In 2020, many child care programs had to halt their operations due to the lockdowns and health and safety measures; those that remained open often operated with reduced capacities. In addition to this, the health and safety measures the pandemic required led to increased costs, such as for cleaning supplies and personal protective equipment, to operate.¹⁰ These closures and increased costs created burdens on providers' finances and well-being that led to permanent closures of programs for some and exacerbated existing access issues for many families seeking care. For example, a U.S. Census Bureau Household Pulse Survey report found that 1 in 5 working-age adults attributed their unemployment to "COVID-19-related disruptions to their child care arrangements."¹¹ Among the respondents, women ages 25-44 were "almost three times as likely as men to not be working due to child care demands."¹²

The challenges families and the child care workforce faced in the sector were not new, but the pandemic brought the existing inequities to the forefront for many. It showed that impacts on the sector affect our whole economy. For decades, most families, particularly those of color and those with low incomes, have faced barriers to accessing quality care that met their diverse needs while the workforce has been unsupported in providing financially for their own families. However, the harmful impacts of the COVID-19 pandemic forced policymakers, businesses, and the public to finally recognize the sector's vital role in the economic security of families.

COVID-19 RELIEF FUNDING

With this recognition came unprecedented investment in the child care sector through three rounds of COVID-19 relief funding (see Figure 1). Across these funding streams, states were able to increase access to child care for children and families, support and stabilize the workforce, and improve the quality of child care programs. Some ways that states did this included increasing income eligibility for subsidies, higher reimbursement rates to providers participating in the subsidy system, reducing and waiving family copayments, and paying providers based on enrollment rather than attendance.¹³



The data in this brief represents the fiscal year (FY) 2021, which started in October 2020 and ended in September 2021.¹⁴ Because of the timing of the relief funding investments and because the resources could be spent across multiple years, the 2021 data only begin to reflect the spending of these important resources. As more recent data are released, we will have a fuller picture of what this historic funding did for the sector in a time of crisis and what lessons can be learned for future investment, as these largely positive impacts cannot be sustained without large-scale, permanent investment in child care.

Date Signed Into Law	Authorizing Legislation	Total Amount	Obligation and Liquidation Deadlines
March 2020	Coronavirus Aid, Relief, and Economic Security (CARES) Act	\$3.5 billion in supplemental Child Care and Development Block Grant (CCDBG) discretionary funding	Obligation: September 30, 2022 Liquidation: September 30, 2023
December 2020	Coronavirus Response and Relief Supplemental Appropriation Act (CRRSAA)	\$10 billion in supplemental CCCDBG discretionary funding	Obligation: September 30, 2022 Liquidation: September 30, 2023
March 2021	American Rescue Plan Act (ARPA)	Nearly \$24 billion for the Child Care Stabilization Program	Stabilization funds Obligation: September 30, 2022 Liquidation: September 30, 2023
		Almost \$15 billion in supplemental CCDBG discretionary funds	Supplemental funds Obligation: September 30, 2023 Liquidation: September 20, 2024
		A permanent increase (\$633 million) in annual mandatory CCDBG funding to \$3.55 billion	

FIGURE 1: FEDERAL CHILD CARE COVID-19 RELIEF FUNDING

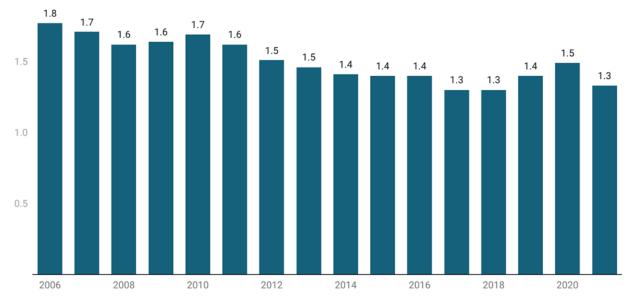
Source: H.R. 748 of January 3, 2020, Coronavirus Aid, Relief, and Economic Security Act, https://www.congress.gov/116/bills/hr748/BILLS-116hr748enr.pdf; H.R. 133 of December 27, 2020, Consolidated Appropriations Act, 2020, https://www.congress.gov/116/plaws/publ260/PLAW-116publ260.pdf; and H.R. 1319 of March 11, 2021, American Rescue Plan Act of 2021, https://www.congress.gov/117/plaws/publ2/PLAW-117publ2.pdf.

2021 PARTICIPATION IN CCDF

NUMBER OF CHILDREN SERVED

In 2021, when the child care sector was still facing the harms of the pandemic, **1,326,700 children** received subsidies for child care, a decrease of **11 percent** (157,400 children) from the previous year.¹⁵ Compared to the 2020 data, across all states, **16** states served more children, **33** served less children, and **2** had no change in children served (see Appendix A).

After seeing increases in the number of children receiving CCDF-funded care nationally in FY 2018, 2019, and 2020 for the first time since 2010, this decline reflects the significant challenges that COVID-19 inflicted on the child care sector. While we don't know if this dip in participation was the result of center closures, parents withdrawing their children for health concerns, or other reasons, we can confidently say that COVID-19 played a significant role. This decline did not, however, mean that less children needed child care assistance. Because of the important reasons that families need care and the high cost of it, there has always been a large need that the child care system has never been able to meet due to lack of public investment.





Source: Administration for Children and Families (ACF), Office of Child Care administrative data. Totals include data for territories. Source: ACF • Created with Datawrapper

California had the biggest decrease in the number of children served, with **56,500 fewer children** (27 percent reduction) when compared to FY2020.¹⁶ The District of Columbia had the biggest percentage decrease with a **50 percent drop** (800 fewer children) in FY2021. On the other hand, Hawaii had the largest percentage increase, with **73 percent more** (1,900 children) receiving CCDF

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funding. Tennessee had the greatest overall increase in the number served, with **23,900 additional children** (63 percent increase) receiving access to CCDF subsidies.

Compared to 2006 (**1,770,100 children served**), the year with the largest number of children served through CCDF, **443,400 fewer children** (25 percent decrease) received CCDF-funded assistance in FY2021.¹⁷ Even at the current funding levels, and with the influx of the COVID-19 relief dollars, most eligible children are still not reached through the program.¹⁸

NUMBER OF FAMILIES SERVED

There were **802,500 families** served in CCDF in FY2021, which was an **11 percent decrease** (96,600 families) from FY2020.¹⁹ Compared to the 2020 data, **14** states increased, **34** states decreased, and **3** states had no change in the number of families served (see Appendix B).

California had the biggest decrease in the number of families served, with **32,600 fewer families** (26 percent reduction) when compared to FY2020.²⁰ The District of Columbia had the biggest percentage decrease with a **42 percent drop** (500 fewer families) in FY2021. On the other hand, Hawaii had the largest percentage increase, with **100 percent more** (1,600 families) receiving CCDF funding. Tennessee had the greatest overall increase in the number served, with **18,000 additional families** (68 percent increase) receiving access to CCDF subsidies.

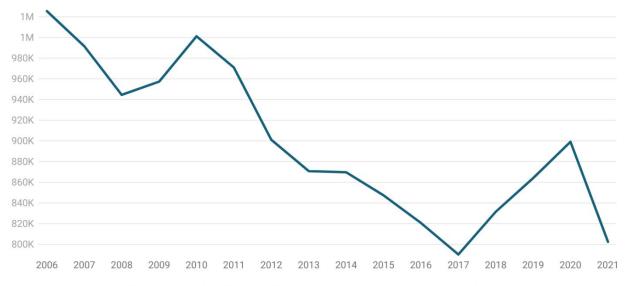


Figure 3: National Average Monthly Families Served With CCDF Funds FY 2006-2021

Source: Administration for Children and Families, Office of Child Care administrative data. Total includes data for territories. Source: ACF • Created with Datawrapper

Compared to 2006 (**1,025,400 families served**), the year with the largest number of families served through CCDF, **222,900 fewer families** (22 percent decrease) had access to CCDF-funded assistance in FY2021.²¹



NUMBER OF PROVIDERS PARTICIPATING

The number of child care providers receiving CCDF funds was at an all-time low in FY2021 with only **214,869 providers** accepting children with CCDF subsidies.²² This was a **7 percent decrease** between FY2020 and FY2021. During this time, the number of providers accepting CCDF subsidies increased in **10** states and decreased in **40** states (see Appendix C).²³

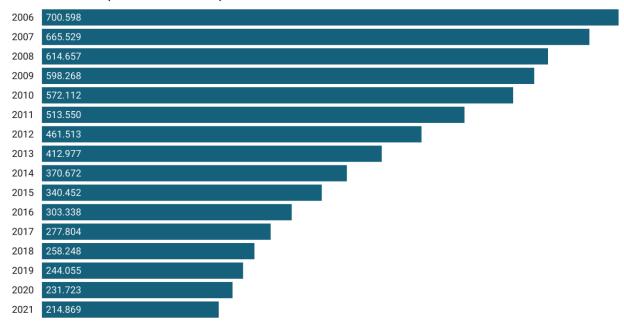


Figure 4: Number of Child Care Providers Receiving CCDF Funds, Federal FY 2006-2021 (In Thousands)

Source: Administration for Children and Families (ACF), Office of Child Care administrative data. Total includes data for territories. Source: ACF • Created with Datawrapper

New York had the biggest decrease in the number of providers accepting CCDF subsidies with **5,982 fewer** (25 percent reduction), when compared to FY2021.²⁴ South Carolina had the biggest percentage decrease with a **32 percent decrease** (508 fewer providers) in FY2021. On the other hand, Tennessee had the largest percentage increase with **46 percent more** (881 providers) accepting CCDF funding. North Carolina had the greatest overall increase in the number of providers with **1,235 additional providers** (28 percent increase) accepting CCDF subsidies.

Since 2006, the number of providers accepting CCDF subsidies has decreased by **69 percent** (485,729 providers), from 700,598 to 214,869.²⁵ It is important to note that the decrease in providers is happening more rapidly than the decrease in participation which is concerning for a variety of reasons, including impacts on overall supply and options available for families to choose care that best meets their needs.



LOOKING AHEAD

While the child care sector continued to receive record investment in 2021 through the federal funding allocations and COVID-19 relief supplemental funding, CCDF continued to serve fewer children and had fewer providers participating than in 2006, its peak year. This means that despite higher funding levels, hundreds of thousands of fewer children and their families had access to CCDF-funded assistance, and there were thousands fewer providers available to serve those that did have the assistance to receive care.

As the pandemic continued to negatively impact the economy and people across the country, the lack of child care access only compounded the challenges families faced. In addition to this, child care workers—who are disproportionately immigrant and/or Black, Hispanic, and other women of color as compared to the overall workforce—faced exacerbated harms to their programs that already were operating on razor-thin profit margins. This led to many providers either having to leave the profession or no longer accept children with subsidies in order to serve more private-paying families to ensure consistent, increased income.

While the 2021 CCDF data provides an early picture of the pandemic's impact on the child care sector, there is still more to see in the coming years' participation data. In future installments of CLASP's Child Care Assistance Spending & Participation series, we will continue to analyze the participation in CCDF; how funding, including the ongoing expenditures of relief dollars, has affected participation; and what it means for the well-being of children, families, and providers. Now it is vital to secure the much-needed permanent funding increases necessary to move beyond the crisis, to continue the innovative work of states in ensuring that those who rely on child care have their needs met, and to finally uproot existing inequities and build an equitable, accessible child care assistance program.



APPENDIX A: NUMBER OF CHILDREN SERVED

State	Children Served by CCDF in FY2006 ²⁶	Children Served by CCDF in FY2020 ²⁷	Children Served by CCDF in FY2021 ²⁸	Change in # of Children Served (FY2020- 2021)	Change in # of Children Served (FY2006- 2021)
Alabama	28,000	32,400	34,200	1,800	6,200
Alaska	4,900	2,600	2,500	-100	-2,400
Arizona	30,200	34,600	28,700	-5,900	-1,500
Arkansas	5,600	11,000	18,400	7,400	12,800
California	175,500	206,800	150,300	-56,500	-25,200
Colorado	16,300	17,100	15,300	-1,800	-1,000
Connecticut	10,100	11,400	15,300	3,900	5,200
Delaware	7,500	5,800	5,800	0	-1,700
District of Columbia	3,700	1,600	800	-800	-2,900
Florida	108,600	109,100	96,900	-12,200	-11,700
Georgia	64,600	47,300	52,700	5,400	-11,900
Hawaii	8,600	2,600	4,500	1,900	-4,100
Idaho	9,900	6,900	6,800	-100	-3,100
Illinois	82,200	55,900	64,500	8,600	-17,700
Indiana	32,800	30,700	29,800	-900	-3,000
Iowa	19,400	16,400	15,600	-800	-3,800
Kansas	22,400	11,700	10,900	-800	-11,500
Kentucky	28,900	20,800	16,200	-4,600	-12,700
Louisiana	39,100	18,700	19,600	900	-19,500
Maine	5,400	4,800	4,500	-300	-900
Maryland	22,900	19,600	16,100	-3,500	-6,800
Massachusetts	32,100	28,700	23,200	-5,500	-8,900
Michigan	87,800	34,000	23,200	-10,800	-64,600
Minnesota	27,300	21,600	19,300	-2,300	-8,000
Mississippi	39,100	22,000	22,600	600	-16,500



Missouri	33,600	28,700	22,800	-5,900	-10,800
Montana	4,800	1,600	2,500	900	-2,300
Nebraska	13,100	7,500	7,300	-200	-5,800
Nevada	6,000	9,100	6,200	-2,900	200
New Hampshire	7,500	4,200	3,200	-1,000	-4,300
New Jersey	37,900	34,500	25,000	-9,500	-12,900
New Mexico	21,600	10,900	10,300	-600	-11,300
New York	123,700	78,200	62,300	-15,900	-61,400
North Carolina	79,900	40,500	38,400	-2,100	-41,500
North Dakota	4,000	2,400	2,600	200	-1,400
Ohio	39,900	56,200	35,100	-21,100	-4,800
Oklahoma	25,000	24,900	29,600	4,700	4,600
Oregon	20,200	12,500	13,000	500	-7,200
Pennsylvania	82,800	96,000	71,000	-25,000	-11,800
Rhode Island	7,100	3,200	2,700	-500	-4,400
South Carolina	19,700	11,700	13,900	2,200	-5,800
South Dakota	4,900	3,400	3,200	-200	-1,700
Tennessee	42,500	38,100	62,000	23,900	19,500
Texas	126,200	147,100	122,700	-24,400	-3,500
Utah	13,000	12,400	12,500	100	-500
Vermont	6,800	2,200	2,200	0	-4,600
Virginia	27,900	19,400	16,900	-2,500	-11,000
Washington	53,200	29,600	25,100	-4,500	-28,100
West Virginia	9,300	9,700	13,300	3,600	4,000
Wisconsin	29,500	18,400	16,700	-1,700	-12,800
Wyoming	4,700	2,600	2,400	-200	-2,300
National Total	1,770,100	1,484,100	1,326,700	-157,400	-443,400

APPENDIX B: NUMBER OF FAMILIES SERVED

State	Families Served by CCDF in FY2006 ²⁹	Families Served by CCDF in FY2020 ³⁰	Families Served by CCDF in FY2021 ³¹	Change in # of Families Served (FY2020- 2021)	Change in # of Families Served (FY2006- 2021)
Alabama	14,700	17,300	19,300	2,000	4,600
Alaska	2,900	1,900	1,700	-200	-1,200
Arizona	18,100	22,700	19,300	-3,400	1,200
Arkansas	3,900	8,200	13,300	5,100	9,400
California	111,500	124,300	91,700	-32,600	-19,800
Colorado	8,900	10,300	9,100	-1,200	200
Connecticut	6,300	7,900	10,500	2,600	4,200
Delaware	4,600	3,600	3,600	0	-1,000
District of Columbia	2,600	1,200	700	-500	-1,900
Florida	67,900	77,000	67,400	-9,600	-500
Georgia	35,600	28,800	30,000	1,200	-5,600
Hawaii	5,600	1,600	3,200	1,600	-2,400
Idaho	5,400	3,900	3,700	-200	-1,700
Illinois	44,500	31,500	35,900	4,400	-8,600
Indiana	17,300	16,100	15,600	-500	-1,700
lowa	11,100	9,000	8,400	-600	-2,700
Kansas	12,000	6,600	6,200	-400	-5,800
Kentucky	16,200	11,600	8,900	-2,700	-7,300
Louisiana	23,200	12,000	12,300	300	-10,900
Maine	3,700	3,000	2,800	-200	-900
Maryland	13,500	12,500	10,300	-2,200	-3,200
Massachusetts	23,900	20,000	16,000	-4,000	-7,900
Michigan	45,000	19,100	12,600	-6,500	-32,400
Minnesota	15,100	10,800	9,500	-1,300	-5,600
Mississippi	19,500	12,600	13,200	600	-6,300



Missouri	19,200	19,400	15,500	-3,900	-3,700
Montana	2,900	1,100	1,700	600	-1,200
Nebraska	7,400	4,000	3,800	-200	-3,600
Nevada	3,600	5,300	3,500	-1,800	-100
New Hampshire	5,100	3,100	2,300	-800	-2,800
New Jersey	26,000	23,000	16,300	-6,700	-9,700
New Mexico	12,700	6,800	6,200	-600	-6,500
New York	73,200	47,700	36,300	-11,400	-36,900
North Carolina	39,300	25,000	24,600	-400	-14,700
North Dakota	2,500	1,400	1,500	100	-1,000
Ohio	22,800	29,200	18,000	-11,200	-4,800
Oklahoma	14,600	14,900	17,700	2,800	3,100
Oregon	11,000	7,500	7,500	0	-3,500
Pennsylvania	47,300	55,700	40,600	-15,100	-6,700
Rhode Island	4,400	2,000	1,600	-400	-2,800
South Carolina	11,300	7,600	9,100	1,500	-2,200
South Dakota	3,100	2,200	2,100	-100	-1,000
Tennessee	22,200	26,500	44,500	18,000	22,300
Texas	68,200	84,600	69,900	-14,700	1,700
Utah	7,000	6,500	6,400	-100	-600
Vermont	4,700	1,600	1,600	0	-3,100
Virginia	17,200	11,000	9,600	-1,400	-7,600
Washington	32,700	17,400	14,100	-3,300	-18,600
West Virginia	5,600	5,700	8,000	2,300	2,400
Wisconsin	16,800	11,000	9,000	-2,000	-7,800
Wyoming	2,900	1,600	1,500	-100	-1,400
National Total	1,025,400	899,100	802,500	-96,600	-222,900



APPENDIX C: NUMBER OF PROVIDERS PARTICIPATING

State	Providers Receiving CCDF in FY2006 ³²	Providers Receiving CCDF in FY2020 ³³	Providers Receiving CCDF in FY2021 ³⁴	Change in # of Providers Receiving CCDF (FY2020- 2021)	Change in # of Providers Receiving CCDF (FY2006- 2021)
Alabama	3,194	1,720	1,838	118	-1,356
Alaska	2,500	412	_35	-	-
Arizona	6,360	2,452	2,372	-80	-3,988
Arkansas	1,576	854	868	14	-708
California	83,470	49,316	46,206	-3,110	-37,264
Colorado	6,888	1,891	1,867	-24	-5,021
Connecticut	10,943	5,128	5,077	-51	-5,866
Delaware	2,518	751	748	-3	-1,770
District of Columbia	410	270	280	10	-130
Florida	13,879	6,965	6,908	-57	-6,971
Georgia	9,204	4,484	3,276	-1,208	-5,928
Hawaii	6,346	1,928	1,951	23	-4,395
Idaho	3,303	923	884	-39	-2,419
Illinois	87,427	26,475	22,811	-3,664	-64,616
Indiana	4,894	3,156	3,128	-28	-1,766
lowa	8,864	3,000	2,739	-261	-6,125
Kansas	6,338	2,383	2,412	29	-3,926
Kentucky	5,908	1,601	1,510	-91	-4,398
Louisiana	8,036	982	1,082	100	-6,954
Maine	2,480	1,226	1,056	-170	-1,424
Maryland	10,424	3,868	3,029	-839	-7,395
Massachusetts	9,610	5,137	4,816	-321	-4,794
Michigan	73,779	6,642	5,524	-1,118	-68,255
Minnesota	19,836	3,624	3,272	-352	-16,564



Mississippi	7,430	1,512	1,541	29	-5,889
Missouri	10,784	2,996	2,537	-459	-8,247
Montana	2,302	861	836	-25	-1,466
Nebraska	5,307	1,898	1,679	-219	-3,628
Nevada	1,326	1,530	1,172	-358	-154
New Hampshire	3,245	568	496	-72	-2,749
New Jersey	8,977	4,805	4,455	-350	-4,522
New Mexico	6,906	1,430	1,269	-161	-5,637
New York	77,871	23,832	17,850	-5,982	-60,021
North Carolina	8,858	4,370	5,605	1,235	-3,253
North Dakota	2,600	699	652	-47	-1,948
Ohio	14,926	5,533	5,163	-370	-9,763
Oklahoma	4,042	1,635	1,702	67	-2,340
Oregon	16,472	4,239	3,599	-640	-12,873
Pennsylvania	45,793	9,909	8,610	-1,299	-37,183
Rhode Island	1,612	745	643	-102	-969
South Carolina	4,433	1,579	1,071	-508	-3,362
South Dakota	1,768	834	711	-123	-1,057
Tennessee	4,088	1,897	2,778	881	-1,310
Texas	31,469	7,746	7,453	-293	-24,016
Utah	10,712	1,378	1,366	-12	-9,346
Vermont	2,869	1,092	983	-109	-1,886
Virginia	_ ³⁶	1,927	1,876	-51	-
Washington	21,498	7,475	6,012	-1,463	-15,486
West Virginia	3,104	1,271	1,187	-84	-1,917
Wisconsin	8,731	3,334	3,325	-9	-5,406
Wyoming	1,851	499	448	-51	-1,403
National Total	700,598	231,723	214,869	-16,854	-485,729



ENDNOTES

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