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CHILD CARE AND DEVELOPMENT FUND PARTICIPATION IN 2022

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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 including 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 enough 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.

The historical inequities and systemic racism that plague the child care sector create additional barriers for families of color, including those who are eligible for CCDF. 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 on providers, all of which have created retention and recruitment challenges.¹⁰ This, in turn, has led to persistent shortages in 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 become 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, the health and safety measures the pandemic required led to increased costs, such as for cleaning supplies and personal protective equipment, to operate.¹¹ These closures and increased costs created burdens on providers' finances and well-being that led to some programs permanently closing 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."¹² Among the respondents, women ages 25-44 were "almost three times as likely as men to not be working due to childcare demands."¹³

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 the impacts of 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, raising reimbursement rates to providers participating in the subsidy system, reducing and waiving family copayments, and paying providers based on enrollment rather than attendance.¹⁴

The data in this brief represents the fiscal year (FY) 2022, which started in October 2021 and ended in September 2022.¹⁵ Because of the timing of the relief funding investments and because the resources could be spent across multiple years, the 2022 data reflect the first full year that all three of these funding streams could be spent at the same time. As more recent CCDF administrative data are released, we will have an even more complete 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.

FIGURE 1: FEDERAL CHILD CARE COVID-19 RELIEF FUNDING

Date Signed into Law	Authorizing Legislation	Total Amount	Obligation & 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 Appropriations Act (CRRSAA)	\$10 billion in supplemental CCDBG 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	Obligation: September 30, 2022 Liquidation: September 30, 2023
		Almost \$15 billion in supplemental CCDBG discretionary funding	Obligation: September 30, 2023 Liquidation: September 20, 2024
		A permanent increase (\$633 million) in annual mandatory Child Care Entitlement to States funding to \$3.55 billion	

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>.

Created with [Datawrapper](#)

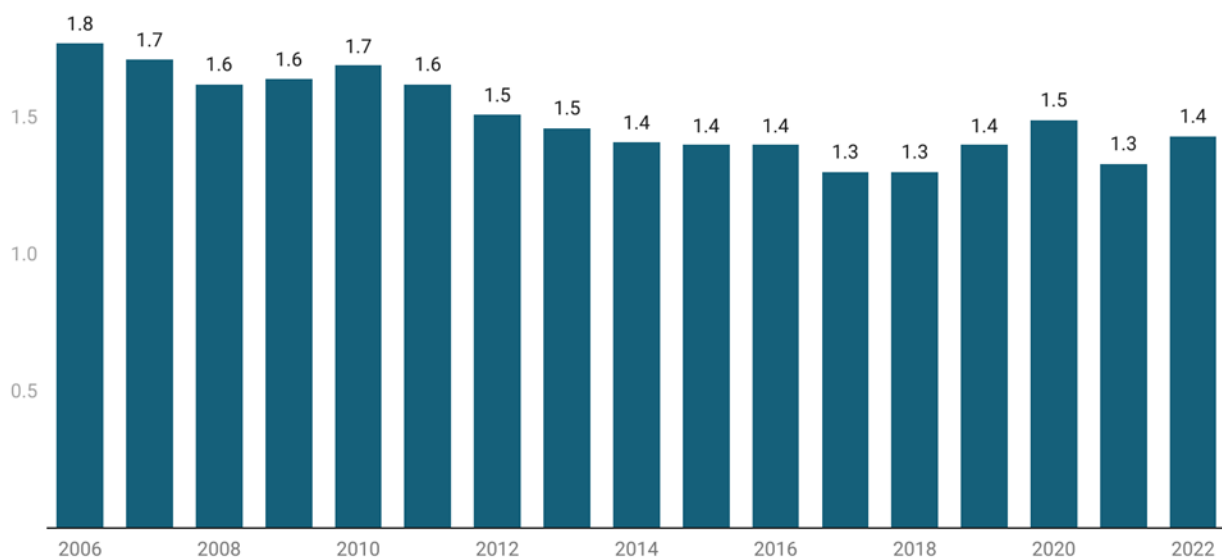
2022 PARTICIPATION IN CCDF

NUMBER OF CHILDREN SERVED

In 2022, when the child care sector was still facing the harms of the pandemic, **1,434,900 children** received subsidies for child care, an increase of **8 percent** (108,200 children) from the previous year.¹⁶ Compared to the 2021 data, across all states, **38** states served more children, and **12** served fewer children (see Appendix A).

After seeing increases in the number of children receiving CCDF-funded care nationally in FY2018, FY2019, and FY2020 for the first time since 2010, we saw a decline in FY2021 that reflected the significant challenges that COVID-19 brought to the child care sector. The increase in FY2022 is due to states having all three COVID-19 relief funding streams available to strengthen their subsidy systems which, no doubt, created more stability and access. States utilized this funding in many ways, including expanding income eligibility limits, increasing the number of slots available, and supporting the child care workforce.¹⁷ While this was crucial positive progress, it is hard to imagine that it can be maintained as resources expired in FY2024, and there have not yet been any additional significant investments that will allow states to maintain this level of access and support.

Figure 2: National Average Monthly Children Served With CCDF Funds FY 2006-2022 (In Millions)



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

Source: ACF • Created with Datawrapper

Tennessee had the biggest decrease in the number of children served, with **42,700 fewer children** when compared to FY2021.¹⁸ Tennessee also had the biggest percentage decrease, with a **69 percent drop** in FY2022. On the other hand, Virginia had the largest percentage increase, with **55 percent more** (9,300 children) receiving CCDF funding. California had the greatest overall increase in

the number served, with **26,000 additional children** (17 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, **335,200 fewer children** (19 percent decrease) received CCDF-funded assistance in FY2022.¹⁹ Even at the FY2022 funding levels, and with the influx of the COVID-19 relief dollars, most eligible children were still not reached through the program.²⁰

NUMBER OF FAMILIES SERVED

There were **870,900 families** served in CCDF in FY2022, which was a **9 percent increase** (68,400 families) from FY2021.²¹ Compared to the 2021 data, **38 states increased**, **11 states decreased**, and **1 state had no change** in the number of families served (see Appendix B).

Tennessee had the biggest decrease in the number of families served, with **30,800 fewer families** when compared to FY2021.²² Tennessee also had the biggest percentage decrease with a **69 percent drop** in FY2022. Virginia had the largest percentage increase, with **67 percent more** (6,400 families) receiving CCDF funding. California had the greatest overall increase in the number served, with **15,800 additional families** (a 17 percent increase) receiving access to CCDF subsidies.

Figure 3: National Average Monthly Families Served With CCDF Funds FY 2006-2022



Source: Administration for Children and Families, Office of Child Care administrative data. Total includes data for territories.

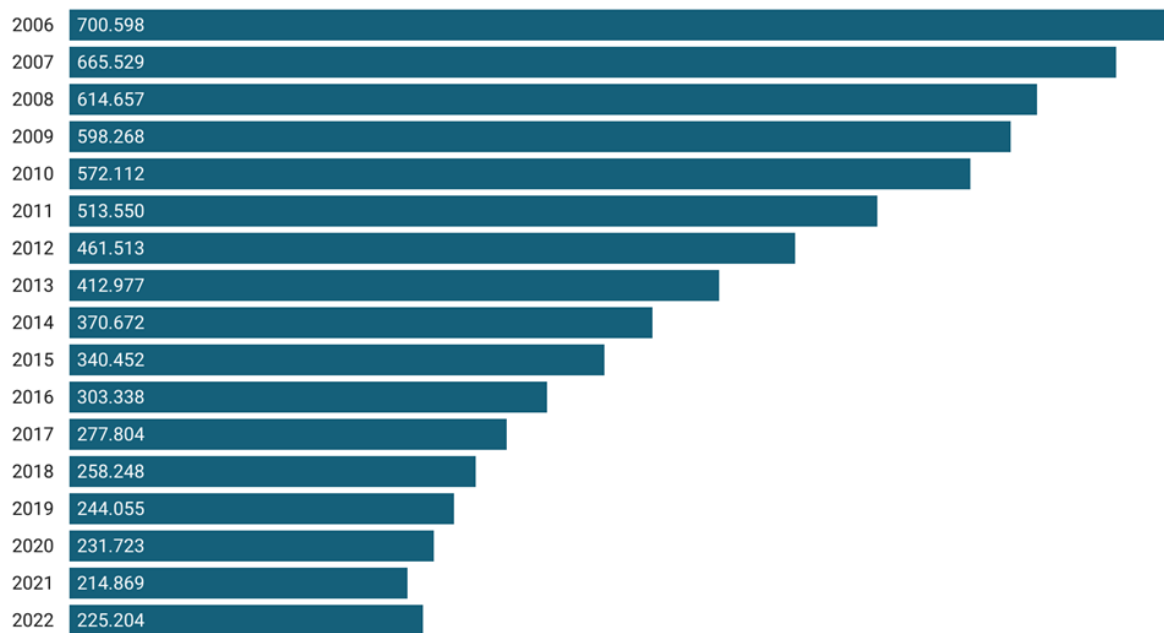
Source: ACF • Created with Datawrapper

Compared to 2006 (**1,025,400 families served**), the year with the largest number of families served through CCDF, **154,500 fewer families** (a 15 percent decrease) had access to CCDF-funded assistance in FY2022.²³

NUMBER OF PROVIDERS PARTICIPATING

For the first time in very long time, the number of child care providers receiving CCDF funds increased from the previous year with **225,204 providers** accepting children with CCDF subsidies.²⁴ This was a **5 percent increase** between FY2021 and FY2022. During this time, the number of providers accepting CCDF subsidies increased in **26** states, decreased in **23** states, and **1** had no change in providers participating (see Appendix C).²⁵

Figure 4: Number of Child Care Providers Receiving CCDF Funds, Federal FY 2006-2022 (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

Tennessee had the biggest decrease in the number of providers accepting CCDF subsidies, with **1,014 fewer** when compared to FY2021.²⁶ Tennessee also had the biggest percentage decrease, with a **37 percent drop** in FY2022. Oklahoma had the largest percentage increase with **93 percent more** (1,589 providers) accepting CCDF funding. California had the greatest overall increase in the number of providers, with **5,065 additional providers** (an 11 percent increase).

While the number of providers increased from the previous year, the number participating is still significantly lower than it was in previous years. Compared to 2006, the number of providers accepting CCDF subsidies is **68 percent** (475,394 providers) lower in 2022 (225,204) than in 2006 (700,598).²⁷ Despite the small increase in 2022 from 2021, the overall significant decrease across many years leads to concern about the impact on supply and availability of a variety of care options to meet families' needs.

LOOKING AHEAD

2022 brought increases in both the number of children and families served as well as the number of providers participating in the program. These increases come from the COVID-19 relief funding that states were actively utilizing to provide stability to the child care sector and increase access at a very challenging time. While this movement is encouraging, the increases come nowhere close to meeting need.

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, 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.²⁸

The COVID-19 relief funding gave states the opportunity to stabilize the sector and mitigate some of these challenges by supporting the child care workforce and families' access to care, but these funds were finite; the last of the spending authorization expired on September 30, 2024. As the next few years' participation data is published, we will likely continue to see increases, but they will not be sustainable without increased federal and state funding. This is because significant, permanent resources are needed to truly make a difference for those who both utilize and sustain the child care sector.²⁹

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. It is vital to secure the much-needed permanent funding increases necessary to address the long-existing challenges; to reject opposition from the Trump Administration; to continue the innovative work of states in ensuring that those who rely on child care have their needs met; and to finally abolish existing inequities and build an equitable, accessible child care assistance program.



APPENDIX A: NUMBER OF CHILDREN SERVED

State	Children Served by CCDF in FY2006 ³⁰	Children Served by CCDF in FY2021 ³¹	Children Served by CCDF in FY2022 ³²	Change in # of Children Served (FY2021-2022)	Change in # of Children Served (FY2006-2022)
Alabama	28,000	34,200	36,600	2,400	8,600
Alaska	4,900	2,500	_ ³³	-	-
Arizona	30,200	28,700	26,900	-1,800	-3,300
Arkansas	5,600	18,400	23,200	4,800	17,600
California	175,500	150,300	176,300	26,000	800
Colorado	16,300	15,300	15,900	600	-400
Connecticut	10,100	15,300	15,800	500	5,700
Delaware	7,500	5,800	6,400	600	-1,100
District of Columbia	3,700	800	1,000	200	-2,700
Florida	108,600	96,900	98,500	1,600	-10,100
Georgia	64,600	52,700	56,600	3,900	-8,000
Hawaii	8,600	4,500	4,700	200	-3,900
Idaho	9,900	6,800	6,200	-600	-3,700
Illinois	82,200	64,500	62,300	-2,200	-19,900
Indiana	32,800	29,800	33,200	3,400	400
Iowa	19,400	15,600	13,200	-2,400	-6,200
Kansas	22,400	10,900	11,700	800	-10,700
Kentucky	28,900	16,200	19,700	3,500	-9,200
Louisiana	39,100	19,600	23,000	3,400	-16,100
Maine	5,400	4,500	4,700	200	-700
Maryland	22,900	16,100	16,500	400	-6,400
Massachusetts	32,100	23,200	26,700	3,500	-5,400
Michigan	87,800	23,200	30,900	7,700	-56,900
Minnesota	27,300	19,300	18,900	-400	-8,400

Mississippi	39,100	22,600	22,700	100	-16,400
Missouri	33,600	22,800	28,900	6,100	-4,700
Montana	4,800	2,500	2,600	100	-2,200
Nebraska	13,100	7,300	8,400	1,100	-4,700
Nevada	6,000	6,200	6,600	400	600
New Hampshire	7,500	3,200	3,000	-200	-4,500
New Jersey	37,900	25,000	36,200	11,200	-1,700
New Mexico	21,600	10,300	14,700	4,400	-6,900
New York	123,700	62,300	66,000	3,700	-57,700
North Carolina	79,900	38,400	35,400	-3,000	-44,500
North Dakota	4,000	2,600	3,200	600	-800
Ohio	39,900	35,100	46,000	10,900	6,100
Oklahoma	25,000	29,600	29,100	-500	4,100
Oregon	20,200	13,000	14,400	1,400	-5,800
Pennsylvania	82,800	71,000	79,700	8,700	-3,100
Rhode Island	7,100	2,700	4,100	1,400	-3,000
South Carolina	19,700	13,900	17,400	3,500	-2,300
South Dakota	4,900	3,200	3,000	-200	-1,900
Tennessee	42,500	62,000	19,300	-42,700	-23,200
Texas	126,200	122,700	146,100	23,400	19,900
Utah	13,000	12,500	13,300	800	300
Vermont	6,800	2,200	1,900	-300	-4,900
Virginia	27,900	16,900	26,200	9,300	-1,700
Washington	53,200	25,100	23,300	-1,800	-29,900
West Virginia	9,300	13,300	15,500	2,200	6,200
Wisconsin	29,500	16,700	19,200	2,500	-10,300
Wyoming	4,700	2,400	2,500	100	-2,200
National Total	1,770,100	1,326,700	1,434,900	108,200	-335,200

APPENDIX B: NUMBER OF FAMILIES SERVED

State	Families Served by CCDF in FY2006 ³⁴	Families Served by CCDF in FY2021 ³⁵	Families Served by CCDF in FY2022 ³⁶	Change in # of Families Served (FY2021-2022)	Change in # of Families Served (FY2006-2022)
Alabama	14,700	19,300	20,700	1,400	6,000
Alaska	2,900	1,700	- ³⁷	-	-
Arizona	18,100	19,300	18,000	-1,300	-100
Arkansas	3,900	13,300	16,200	2,900	12,300
California	111,500	91,700	107,500	15,800	-4,000
Colorado	8,900	9,100	9,700	600	800
Connecticut	6,300	10,500	11,300	800	5,000
Delaware	4,600	3,600	4,100	500	-500
District of Columbia	2,600	700	800	100	-1,800
Florida	67,900	67,400	66,300	-1,100	-1,600
Georgia	35,600	30,000	31,700	1,700	-3,900
Hawaii	5,600	3,200	3,400	200	-2,200
Idaho	5,400	3,700	3,500	-200	-1,900
Illinois	44,500	35,900	35,800	-100	-8,700
Indiana	17,300	15,600	17,900	2,300	600
Iowa	11,100	8,400	6,800	-1,600	-4,300
Kansas	12,000	6,200	6,900	700	-5,100
Kentucky	16,200	8,900	11,100	2,200	-5,100
Louisiana	23,200	12,300	15,400	3,100	-7,800
Maine	3,700	2,800	3,000	200	-700
Maryland	13,500	10,300	10,600	300	-2,900
Massachusetts	23,900	16,000	18,700	2,700	-5,200
Michigan	45,000	12,600	17,800	5,200	-27,200
Minnesota	15,100	9,500	9,700	200	-5,400
Mississippi	19,500	13,200	13,000	-200	-6,500

Missouri	19,200	15,500	19,100	3,600	-100
Montana	2,900	1,700	1,800	100	-1,100
Nebraska	7,400	3,800	4,500	700	-2,900
Nevada	3,600	3,500	3,900	400	300
New Hampshire	5,100	2,300	2,100	-200	-3,000
New Jersey	26,000	16,300	23,400	7,100	-2,600
New Mexico	12,700	6,200	9,100	2,900	-3,600
New York	73,200	36,300	38,300	2,000	-34,900
North Carolina	39,300	24,600	23,100	-1,500	-16,200
North Dakota	2,500	1,500	1,900	400	-600
Ohio	22,800	18,000	23,700	5,700	900
Oklahoma	14,600	17,700	17,900	200	3,300
Oregon	11,000	7,500	8,600	1,100	-2,400
Pennsylvania	47,300	40,600	46,500	5,900	-800
Rhode Island	4,400	1,600	2,500	900	-1,900
South Carolina	11,300	9,100	11,700	2,600	400
South Dakota	3,100	2,100	2,000	-100	-1,100
Tennessee	22,200	44,500	13,700	-30,800	-8,500
Texas	68,200	69,900	83,800	13,900	15,600
Utah	7,000	6,400	7,000	600	0
Vermont	4,700	1,600	1,500	-100	-3,200
Virginia	17,200	9,600	16,000	6,400	-1,200
Washington	32,700	14,100	14,100	0	-18,600
West Virginia	5,600	8,000	9,600	1,600	4,000
Wisconsin	16,800	9,000	11,300	2,300	-5,500
Wyoming	2,900	1,500	1,600	100	-1,300
National Total	1,025,400	802,500	870,900	68,400	-154,500

APPENDIX C: NUMBER OF PROVIDERS PARTICIPATING

State	Providers Receiving CCDF in FY2006 ³⁸	Providers Receiving CCDF in FY2021 ³⁹	Providers Receiving CCDF in FY2022 ⁴⁰	Change in # of Providers Receiving CCDF (FY2021- 2022)	Change in # of Providers Receiving CCDF (FY2006- 2022)
Alabama	3,194	1,838	1,845	7	-1,349
Alaska	2,500	_41	_42	-	-
Arizona	6,360	2,372	2,234	-138	-4,126
Arkansas	1,576	868	857	-11	-719
California	83,470	46,206	51,271	5,065	-32,199
Colorado	6,888	1,867	1,914	47	-4,974
Connecticut	10,943	5,077	5,199	122	-5,744
Delaware	2,518	748	745	-3	-1,773
District of Columbia	410	280	253	-27	-157
Florida	13,879	6,908	6,848	-60	-7,031
Georgia	9,204	3,276	3,055	-221	-6,149
Hawaii	6,346	1,951	1,675	-276	-4,671
Idaho	3,303	884	879	-5	-2,424
Illinois	87,427	22,811	22,877	66	-64,550
Indiana	4,894	3,128	3,160	32	-1,734
Iowa	8,864	2,739	2,640	-99	-6,224
Kansas	6,338	2,412	2,305	-107	-4,033
Kentucky	5,908	1,510	1,502	-8	-4,406
Louisiana	8,036	1,082	1,181	99	-6,855
Maine	2,480	1,056	1,071	15	-1,409
Maryland	10,424	3,029	3,108	79	-7,316
Massachusetts	9,610	4,816	4,997	181	-4,613
Michigan	73,779	5,524	5,927	403	-67,852
Minnesota	19,836	3,272	3,226	-46	-16,610

Mississippi	7,430	1,541	1,045	-496	-6,385
Missouri	10,784	2,537	2,521	-16	-8,263
Montana	2,302	836	860	24	-1,442
Nebraska	5,307	1,679	1,533	-146	-3,774
Nevada	1,326	1,172	1,316	144	-10
New Hampshire	3,245	496	491	-5	-2,754
New Jersey	8,977	4,455	4,406	-49	-4,571
New Mexico	6,906	1,269	1,291	22	-5,615
New York	77,871	17,850	17,277	-573	-60,594
North Carolina	8,858	5,605	5,505	-100	-3,353
North Dakota	2,600	652	942	290	-1,658
Ohio	14,926	5,163	5,126	-37	-9,800
Oklahoma	4,042	1,702	3,291	1,589	-751
Oregon	16,472	3,599	3,728	129	-12,744
Pennsylvania	45,793	8,610	8,791	181	-37,002
Rhode Island	1,612	643	643	0	-969
South Carolina	4,433	1,071	1,231	160	-3,202
South Dakota	1,768	711	701	-10	-1,067
Tennessee	4,088	2,778	1,764	-1,014	-2,324
Texas	31,469	7,453	7,757	304	-23,712
Utah	10,712	1,366	1,508	142	-9,204
Vermont	2,869	983	917	-66	-1,952
Virginia	- ⁴³	1,876	2,142	266	-
Washington	21,498	6,012	6,653	641	-14,845
West Virginia	3,104	1,187	1,256	69	-1,848
Wisconsin	8,731	3,325	3,448	123	-5,283
Wyoming	1,851	448	460	12	-1,391
National Total	700,598	214,869	225,204	10,335	-475,394

ENDNOTES

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