

SECTION 10. CHILD CARE *

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INTRODUCTION

Child care has become an issue of significant public interest for several reasons. The dramatic increase in the labor force participation of mothers is the most important factor affecting the demand for child care in the last quarter century. Currently, in a majority of American families with children—even those with very young children—the mother is in the paid labor force. Similarly, an increasingly significant trend affecting the demand for child care is the proportion of mothers who are the sole or primary financial supporters of their children, either because of divorce or because they never married. In addition, child care has been a significant issue in recent debates over how to move welfare recipients toward employment and self-sufficiency; some observers have argued that some mothers on welfare are not entering the labor force because of child care problems. Finally, the impact of child care on the children themselves is an issue of considerable interest, with ongoing discussion of whether low-income children benefit from participation in programs with an early childhood development focus.

Concerns that child care may be in short supply, not of good enough quality, or too expensive for many families escalated during the late 1980s into a national debate over the nature and extent of the Nation's child care problems and what, if any, Federal interventions would be appropriate. The debate culminated in the enact-

* The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 changed this program; see appendix L for details.

ment of legislation in 1990 that expanded Federal support for child care by establishing two new State child care grant programs. The programs—the Child Care and Development Block Grant and the At-Risk Child Care Program—were enacted as part of the Omnibus Budget Reconciliation Act of 1990 (Public Law 101–508). These new programs were preceded by enactment of a major welfare reform initiative, the Family Support Act of 1988 (Public Law 100–485), which authorized expanded child care assistance for welfare families and families leaving welfare. Issues currently receiving attention include questions about how the new programs are being implemented at the Federal and State levels, what effect the programs are having on improving the availability of child care, and how Federal child care programs can be coordinated with each other and with State and local programs. Most recently, the welfare debate has focused interest on both the child care needs of families transitioning off welfare and of other low-income families that are at risk of going on welfare.

This chapter provides background information on the major indicators of the demand for and supply of child care, and a summary description of the major Federal programs that fund child care services.

EMPLOYMENT AND MARITAL STATUS OF MOTHERS

The dramatic increase in the labor force participation of mothers is commonly regarded as the most significant factor fueling the increased demand for child care services. A person is defined as participating in the labor force if she is working or seeking work. As shown in table 10–1, in 1947, just following World War II, slightly over one-fourth of all mothers with children between the ages of 6 and 17 were in the labor force. By contrast, in 1995, three-quarters of such mothers were labor force participants. The increased labor force participation of mothers with younger children has also been dramatic. In 1947, it was unusual to find mothers with a preschool-age child in the labor force—only about 12 percent of mothers with children under the age of 6 were in the labor force. But by 1995, over 60 percent of mothers with preschool-age children were in the labor force, a rate more than 5 times higher than in 1947. Women with infant children have become increasingly engaged in the labor market as well. Today, over half of all mothers whose youngest child is under age 2 are in the labor market, while in 1975 less than one-third of all such mothers were labor force participants.

The rise in the number of female-headed families has also contributed to increased demand for child care services. Single mothers maintain a greater share of all families with children today than in the past. Census data show that in 1970, less than 12 percent of families with children were headed by a single mother, compared with almost 27 percent of families with children in 1994. Perhaps the most telling statistic about female-headed families is that while 2-parent families with children remained at about 26 million between 1970 and 1994, female-headed families with children exploded from 3.4 million to 10 million. These 10 million families headed by mothers were a major source of growth in the demand for child care (U.S. Bureau of the Census, 1995, p. 61, table 71).

Mothers' attachment to the labor force differs depending on the age of their youngest child and marital status, as tables 10-2 and 10-3 show. Table 10-2 exhibits the labor force participation rates of various demographic groups of mothers with youngest child over or under age 6. The table provides graphic evidence of the exploding rate of working mothers, especially working mothers with preschool children.

TABLE 10-1.—LABOR FORCE PARTICIPATION RATES OF WOMEN, BY PRESENCE AND AGE OF YOUNGEST CHILD, SELECTED YEARS, 1947-95

	No children under 18	With children under age 18				
		Total	Age 6 to 17 only	Under age 6		
				Total	Under 3	Under 2
April 1947	29.8	18.6	27.3	12.0	NA	NA
April 1950	31.4	21.6	32.8	13.6	NA	NA
April 1955	33.9	27.0	38.4	18.2	NA	NA
March 1960	35.0	30.4	42.5	20.2	NA	NA
March 1965	36.5	35.0	45.7	25.3	21.4	NA
March 1970	42.8	42.4	51.6	32.2	27.3	NA
March 1975	45.1	47.3	54.8	38.8	34.1	31.5
March 1980	48.1	56.6	64.3	46.8	41.9	39.2
March 1981	48.7	58.1	65.5	48.9	44.3	42.0
March 1982	48.6	58.5	65.8	49.9	45.6	43.3
March 1983	48.7	58.9	66.3	50.5	46.0	44.5
March 1984	49.3	60.5	68.1	52.1	47.6	46.4
March 1985	50.4	62.1	69.9	53.5	49.5	48.0
March 1986	50.5	62.8	70.4	54.4	50.8	49.2
March 1987	50.5	64.7	72.0	56.7	52.9	51.9
March 1988	51.2	65.0	73.3	56.1	52.5	50.8
March 1989	51.9	65.7	74.2	56.7	52.4	51.7
March 1990	52.3	66.7	74.7	58.2	53.6	52.1
March 1991	52.0	66.6	74.4	58.4	54.5	53.8
March 1992	52.3	67.2	75.9	58.0	54.5	54.3
March 1993	52.1	66.9	75.4	57.9	53.9	54.2
March 1994	53.1	68.4	76.0	60.3	57.1	¹ 56.7
March 1995	52.9	69.7	76.4	62.3	58.7	¹ 57.9

¹ Includes mothers in the Armed Forces.

NA—Not available.

Note.—Data for 1994 and 1995 are not directly comparable with data for 1993 and earlier years because of introduction of a major redesign in the Current Population Survey (household survey) questionnaire and collection methodology and the introduction of 1990 census-based population controls, adjusted for the estimated undercount. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

TABLE 10-2.—LABOR FORCE PARTICIPATION RATES OF WOMEN WITH CHILDREN, BY MARITAL STATUS AND AGE OF YOUNGEST CHILD FOR SELECTED YEARS, 1960–95

	1960	1970	1980	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	Percent increase, 1970–95
All women	130.4	152.9	56.6	62.8	64.7	65.0	65.7	66.7	66.6	67.2	66.9	68.4	69.7	31.8
Married women:														
Youngest < 6	18.6	30.3	45.0	53.8	56.8	57.1	57.4	58.9	59.9	59.9	59.6	61.7	63.5	109.6
Youngest 6 or >	39.0	49.2	61.8	68.4	70.6	72.5	73.4	73.6	73.6	75.4	74.9	76.0	76.2	54.9
Separated women:														
Youngest < 6	NA	45.4	52.2	57.4	55.1	53.0	54.9	59.3	52.2	55.7	52.1	59.2	59.3	30.6
Youngest 6 or >	NA	60.6	66.6	70.6	72.6	69.3	68.0	75.0	74.7	71.6	71.6	70.7	71.5	18.0
Divorced women:														
Youngest < 6	NA	63.3	68.3	73.8	70.5	70.1	66.3	69.8	68.5	65.9	68.1	67.5	73.3	15.8
Youngest 6 or >	NA	82.4	82.3	84.7	84.5	83.9	85.7	85.9	84.6	85.9	83.6	84.9	85.2	3.4
Never-married women:														
Youngest < 6	NA	NA	44.1	47.5	49.9	44.7	48.9	48.7	48.8	45.8	47.4	52.2	53.0	NA
Youngest 6 or >	NA	NA	67.6	65.9	64.1	67.1	69.0	69.7	64.8	67.2	70.2	67.5	67.0	NA

¹ Excludes never-married women.

NA—Not available.

Note.—Data for 1994 and 1995 are not directly comparable with data for 1993 and earlier years because of introduction of a major redesign in the Current Population Survey (household survey) questionnaire and collection methodology and the introduction of 1990 census-based population controls, adjusted for the estimated undercount. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of Employment and Earnings.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table 10-3 provides a detailed breakdown of the labor force participation of women for March 1995, by marital status and the age of the youngest child. Among those with children under 18, divorced women have the highest labor force participation rates, followed by married and separated women. Widowed and never-married women have lower labor force participation rates.

As table 10-3 illustrates, no matter what the marital status of the woman, labor force participation rates tend to increase as the age of the youngest child increases. Among all women with children under 18, 59 percent of those with a child under 3 participate, 67 percent of those whose youngest child is between 3 and 5 participate, and nearly 80 percent of those whose youngest child is between 14 and 17 participate.

TABLE 10-3.—LABOR FORCE PARTICIPATION RATES OF WOMEN WITH CHILDREN UNDER 18, MARCH 1995, BY MARITAL STATUS AND AGE OF YOUNGEST CHILD

Marital status	Age of youngest child						
	Under 3	Under 6	Under 18	3 to 5	6 to 13	6 to 17	14 to 17
All women with child under 18 ...	58.7	62.3	69.7	67.1	75.1	76.4	79.5
Married, spouse present	60.9	63.5	70.2	67.2	74.9	76.2	79.6
Divorced	65.8	73.3	82.0	77.8	83.7	85.2	88.6
Separated	57.2	59.3	66.1	61.3	70.9	71.5	73.1
Widowed	45.3	58.9	61.2	65.1	62.5	61.7	61.0
Never married	48.7	53.0	57.5	61.7	67.3	67.0	65.4

Note.—Labor force participation rates include nonworking mothers who are actively looking for work.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

While there has been a substantial increase in the proportion of mothers in the labor force, the data can be misleading. Although 70 percent of mothers participated in the labor force in 1995, table 10-4 shows 46 percent worked full time and 19 percent worked part time (less than 35 hours per week). Another 5 percent were actively seeking a job. Thirty-eight percent of mothers with children under age 6 worked full time, and 19 percent worked part time. As the table demonstrates, how much mothers work differs according to their marital status and the age of their children. Forty-six percent of married women with children worked full time; thus, over 50 percent either didn't work at all or worked part time. Some 64 percent of all divorced mothers worked full time; 50 percent of divorced mothers with children under 6 worked full time. Only 35 percent of never-married mothers worked full time, and 13 percent worked part time.

CHILD CARE ARRANGEMENTS USED BY WORKING MOTHERS

Data are collected periodically by the Census Bureau on the types of child care arrangements used by families with working mothers. Because the interview questions obtain information about both paid and unpaid substitute care used while the mother works, it provides information on categories of care that generally are not

considered child care, such as care provided by the father and school attendance. Further, the survey does not gather information on the child care arrangements used by the family while the father works. Though information is collected on the arrangements of families in which there is only a father present, it is considered too negligible to report.

TABLE 10-4.—PERCENT OF MOTHERS BY FULL- OR PART-TIME EMPLOYMENT STATUS, MARCH 1995¹

Marital status	With children under 18	With children under 6
All mothers:		
Employed full time	46	38
Employed part time	19	19
Married, spouse present:		
Employed full time	45	39
Employed part time	22	21
Divorced:		
Employed full time	64	50
Employed part time	13	17
Never married:		
Employed full time	35	29
Employed part time	13	14

¹ Full-time workers work 35 hours or more per week.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

The most recent Census Bureau statistics on child care arrangements are based on data collected by the Survey of Income and Program Participation (SIPP) for the fall of 1993. These data indicate that the types of child care arrangements used by families while the mother works vary depending on the age of the child, as well as the mother's work schedule, marital status, and family income. Table 10-5 shows the distribution of primary child care arrangements provided for preschoolers (children under age 5) and school-age children (children ages 5 to 14 years), by marital status and mother's work schedule. "Primary" child care arrangement refers to the arrangement used most frequently during a typical work week.

Families of preschoolers with working mothers rely more on care provided in an organized child care facility (31 percent) than on family day care (care in another home by nonrelative; 17 percent). Relative care, either in the child's home or the relative's home, is used by 25 percent of preschool children. Many families with young children do not rely on others for help with child care arrangements while the mother works because they use parental care (22 percent), especially care by fathers (16 percent). Only 5 percent of families rely on care provided in the child's home by a nonrelative.

TABLE 10-5.—PRIMARY CHILD CARE ARRANGEMENTS OF CHILDREN UNDER 15 WITH AN EMPLOYED MOTHER, BY MARITAL AND EMPLOYMENT STATUS OF THE MOTHER, FALL 1993

[In percent]

Age of child and type of arrangement	Mothers with children under 5 years			Mothers with children 5 to 14 years		
	Total	Em- ployed full time	Em- ployed part time	Total	Employed full time	Employed part time
ALL MARITAL STATUSES						
Children of employed mothers (in thousands)	9,937	6,410	3,527	22,276	15,056	7,220
Care in child's home	14.8	14.2	15.9	5.0	4.9	5.1
By grandparent	6.5	6.1	7.3	1.6	1.5	1.9
By other relative	3.3	3.4	3.1	2.4	2.5	2.2
By nonrelative	5.0	4.7	5.4	1.0	0.9	1.1
Care in another home	32.0	34.9	26.9	3.9	3.8	4.2
By grandparent	10.0	10.8	8.6	1.4	1.5	1.3
By other relative	5.5	6.0	4.6	0.7	0.7	0.8
By nonrelative ¹	16.6	18.1	13.7	1.8	1.6	2.1
Organized child care facilities	30.9	35.7	22.0	76.3	78.2	72.4
Day/group care center ...	18.3	22.0	11.7	1.6	1.9	1.0
Nursery school/preschool Kindergarten/grade school	11.6	12.6	9.7	0.7	0.8	0.7
School-based activity ...	1.0	1.2	0.6	74.0	75.6	70.7
Parental care	0.2	0.1	0.3	3.0	3.1	3.0
By father	22.1	15.1	34.9	8.9	6.6	13.7
By mother at work ²	16.0	10.6	25.7	7.2	5.3	11.1
Child cares for self	6.2	4.5	9.2	1.7	1.3	2.5
				2.8	3.3	1.6
MARRIED, HUSBAND PRESENT						
Children of employed mothers (in thousands)	7,841	5,038	2,083	16,882	10,907	5,975
Care in child's home	12.2	12.1	16.6	3.7	3.6	3.8
By grandparent	4.8	4.4	7.5	1.0	0.9	1.2
By other relative	2.3	2.6	2.6	2.1	2.1	2.1
By nonrelative	5.0	5.1	6.5	0.5	0.5	0.5
Care in another home	30.5	33.7	33.4	2.8	2.8	2.6
By grandparent	9.6	10.1	11.7	0.9	0.9	0.8
By other relative	4.6	5.4	4.3	0.4	0.4	0.4
By nonrelative ¹	16.3	18.3	17.4	1.4	1.4	1.4
Organized child care facilities	31.1	36.1	29.6	80.1	82.2	76.4
Day/group care center ...	18.2	22.2	14.9	1.5	1.7	1.1
Nursery school/preschool Kindergarten/grade school	11.8	12.8	13.3	0.8	0.8	0.8
School-based activity ...	1.0	1.1	0.9	74.8	76.7	71.4

TABLE 10-5.—PRIMARY CHILD CARE ARRANGEMENTS OF CHILDREN UNDER 15 WITH AN EMPLOYED MOTHER, BY MARITAL AND EMPLOYMENT STATUS OF THE MOTHER, FALL 1993—Continued

[In percent]

Age of child and type of arrangement	Mothers with children under 5 years			Mothers with children 5 to 14 years		
	Total	Em- ployed full time	Em- ployed part time	Total	Employed full time	Employed part time
School-based activity	0.1	0.0	0.4	3.1	3.0	3.1
Parental care	26.2	18.1	54.9	11.1	8.5	15.8
By father	19.3	13.1	41.0	9.2	7.1	13.0
By mother at work ²	6.9	5.0	14.0	1.9	1.4	2.8
Child cares for self .....	.....	.....	.....	2.4	2.9	1.3
ALL OTHER MARITAL STATUSES ³						
Children of employed mothers (in thousands)	2,096	1,372	724	5,393	4,149	1,244
Care in child's home	24.6	21.9	29.6	9.1	8.5	11.3
By grandparent	12.9	12.3	14.0	3.4	3.0	4.8
By other relative	6.9	6.4	7.9	3.3	3.5	2.6
By nonrelative	4.7	3.1	7.7	2.4	2.0	3.9
Care in another home	37.8	39.2	35.1	7.6	6.3	11.8
By grandparent	11.7	13.4	8.6	3.1	2.9	3.6
By other relative	8.7	8.2	9.8	1.7	1.4	2.7
By nonrelative ¹	17.3	17.6	16.7	2.8	2.0	5.5
Organized child care facilities	30.7	34.6	23.3	77.1	79.2	70.3
Day/group care center ...	18.8	21.1	14.2	2.0	2.5	0.5
Nursery school/preschool	10.7	11.7	8.8	0.7	0.8	0.2
Kindergarten/grade						
school	1.0	1.3	0.3	71.4	72.7	67.2
School-based activity	0.3	0.4	0.0	3.0	3.2	2.4
Parental care	6.9	4.2	12.2	2.0	1.7	3.3
By father	3.4	1.4	7.2	0.9	0.5	2.1
By mother at work ²	3.5	2.8	5.0	1.2	1.2	1.2
Child cares for self .....	.....	.....	.....	4.1	4.4	3.2

¹ Care in another's home by a nonrelative is known as "family day care."

² Includes women working at home or away from home.

³ Includes married, husband absent (including separated), widowed, divorced, and never married women.

Source: Survey of Income and Program Participation, Bureau of the Census, U.S. Department of Commerce.

Preschool children of part-time employed mothers are much less likely to be cared for at an organized child care facility or by a family day care provider, and more likely to be cared for by a parent, than children of full-time employed mothers. Children of employed single mothers, shown in table 10-5 under the heading "All Other

Marital Statuses,” are much more likely to be cared for by a relative than children of married mothers.

Table 10-5 also illustrates that 74 percent of school-age children are in grade school or kindergarten during most of the hours their mothers work. Though not generally regarded as a form of child care, school is included in this table because it is the “primary” activity of these children during their mothers’ working hours. Although the remaining 26 percent of school-age children attended school, their school hours did not overlap with the majority of hours worked by their mothers because of night and evening work shifts.

Table 10-6 shows the types of after school arrangements used for school-age children by working mothers, as well as cases in which there were no arrangements used at all. A total of 1.2 million school-age children (5.4 percent of children age 5-14) were reported to be in self-care or to be unsupervised by an adult for some time while their mothers were working. It is not known if the children in the “no care mentioned” category were unsupervised, or if other factors may account for their not being reported in a child care arrangement, such as travel time from school.

TABLE 10-6.—AFTERSCHOOL CHILD CARE ARRANGEMENTS USED BY EMPLOYED MOTHERS FOR CHILDREN 5-14, FALL 1993

Type of arrangement	Number (in thousands)	Percent
Care in child's home	2,535	11.4
By grandparent	779	3.5
By other relative	1,209	5.4
By nonrelative	547	2.5
Care in another home	2,645	11.9
By grandparent	949	4.3
By other relative	517	2.3
By nonrelative ¹	1,179	5.3
Organized child care facilities	2,455	11.0
Day/group care center	1,071	4.8
Nursery school/preschool	167	0.8
School-based activity	1,217	5.5
Parental care	3,203	14.4
By father	2,587	11.6
By mother at work ²	616	2.8
Child cares for self	1,202	5.4
No care mentioned	10,236	48.0
Total children	22,276	100.0

¹ Care in another home by a nonrelative is known as a “family day care.”

² Includes women working at home or away from home.

Source: Survey of Income and Program Participation, Bureau of the Census, U.S. Department of Commerce.

Table 10-7 shows that the type of child care arrangements used for children under 5 varies by the economic well-being of the family. Children in poor families are more likely to be cared for by relatives (36 percent versus 24 percent) while their mother works

than children in nonpoor families. In addition, children in nonpoor families use organized child care facilities more than children in poor families (32 percent versus 21 percent). Children in nonpoor families rely more on family day care provided by nonrelatives than do children living in poverty (17 percent versus 12 percent).

TABLE 10-7.—PRIMARY CHILD CARE ARRANGEMENTS USED BY EMPLOYED MOTHERS FOR CHILDREN UNDER 5, BY POVERTY STATUS OF THE MOTHERS, FALL 1993

All marital statuses	Total	Poor ¹	Not poor
Total children of employed mothers (in thousands)	9,897	1,068	8,829
Percent	100.0	100.0	100.0
Care in child's home	14.7	20.9	14.0
By grandparent	6.5	8.2	6.3
By other relative	3.3	6.1	3.0
By nonrelative	4.9	6.6	4.7
Care in another home	32.0	33.8	31.8
By grandparent	10.0	11.8	9.8
By other relative	5.5	9.7	5.0
By nonrelative ²	16.5	12.3	17.1
Organized child care facilities	31.1	21.0	32.3
Day/group care center	18.4	12.0	19.2
Nursery school/preschool	11.6	7.8	12.1
Kindergarten/grade school	1.0	1.2	0.9
School-based activity	0.2	0.0	0.2
Parental care	22.2	24.3	21.9
By father	16.0	16.2	16.0
By mother at work ³	6.1	8.1	5.9
Child cares for self .....	.....	.....	.....

¹ Below the poverty threshold, which was \$14,350 annually or \$1,196 monthly during the 1993 interview period for a family of four.

² Care in another home by a nonrelative is known as "family day care."

³ Includes women working at home or away from home.

Source: Survey of Income and Program Participation, Bureau of the Census, U.S. Department of Commerce.

Table 10-8 shows the primary arrangements used by working mothers for their preschool-aged children from June 1977 through the fall of 1993. In general, the table does not show dramatic changes in the arrangements used during this time period, except with regard to day care centers and nursery schools. The share of children enrolled in day care centers and nursery schools increased sharply between 1977 and 1993, from 13 percent to 30 percent. The table shows that the role of fathers in caring for their preschool children increased slightly after 1977, including for children of single mothers, although the proportion of children cared for by fathers dropped between 1991 and 1993. The share of children cared for by their mothers at work decreased from 1977 to 1993, as did the percent of children in family day care homes. Data on children cared for by their grandparents were obtained beginning in 1985, and remained relatively stable during the period from 1985 to 1993.

TABLE 10-8.—PERCENT OF CHILDREN UNDER 5 IN SELECTED CHILD CARE ARRANGEMENTS, 1977-93

Family status and date of survey	Percent of children cared for by				
	Father	Mother ¹	Grandparent	Family day care ²	Day care center/nursery school
All families:					
Fall 1993	15.9	6.2	16.5	16.6	29.9
Fall 1991	20.0	8.7	15.8	17.9	23.0
Fall 1990	16.5	6.4	14.3	20.1	27.5
Fall 1988	15.1	7.6	13.9	23.6	25.8
Fall 1987	15.3	8.9	13.8	22.3	24.4
Fall 1986	14.5	7.4	15.7	24.0	22.4
Winter 1985	15.7	8.1	15.9	22.3	23.1
June 1977	14.4	11.4	NA	22.4	13.0
Married couples:					
Fall 1993	19.3	6.9	14.4	16.4	30.0
Fall 1991	22.9	9.8	13.7	17.1	22.7
Fall 1990	19.8	7.8	13.0	19.7	26.8
Fall 1988	17.9	8.7	11.8	23.7	25.4
Fall 1987	18.2	10.1	12.2	22.2	23.4
Fall 1986	17.9	8.3	14.1	24.4	20.3
Winter 1985	18.8	9.2	13.9	21.8	22.3
June 1977	17.1	12.9	NA	22.6	11.6
Single mothers:					
Fall 1993	3.4	3.5	24.6	17.3	29.5
Fall 1991	7.0	3.7	24.8	21.3	24.5
Fall 1990	3.2	0.7	20.0	27.8	30.4
Fall 1988	1.5	2.4	23.9	22.8	27.8
Fall 1987	2.3	3.4	20.8	22.3	28.3
Fall 1986	1.4	3.8	20.3	22.4	30.2
Winter 1985	2.2	3.5	24.5	24.4	26.7
June 1977	0.8	4.4	NA	21.8	19.1

¹ Includes mothers working at home or away from home.

² Children cared for in another home by nonrelatives.

NA—Not available.

Note.—Data are the principal arrangement used by mothers during most of their hours at work. Single mothers include women never married, widowed, divorced, and separated.

Source: Survey of Income and Program Participation, Bureau of the Census, U.S. Department of Commerce.

CHILD CARE COSTS

Research studies have found that the majority of families with working mothers and preschool children purchase child care services. The tendency to purchase care and the amount spent on care, both in absolute terms and as a percent of family income, generally varies by the type of child care used, family type (married or single mothers), and the family's economic situation.

The most recent data on child care expenditures are from the Survey of Income and Program Participation for the fall of 1993, published by the Census Bureau in 1995. These data show that 56

percent of families with employed mothers paid for child care for their preschool-aged children. Nonpaid child care was most typically provided by relatives. Families with mothers employed full time were more likely to purchase care for their young children than those with mothers working part time. Among families with full-time working mothers, 63 percent paid for child care, compared to 41 percent of families with mothers employed part time. Likewise, as shown in table 10-9, families with higher incomes were more likely to purchase care than families with lower incomes. For example, 69 percent of families with monthly incomes of \$4,500 or more purchased child care in the fall of 1993, while only 39 percent of families with monthly incomes of less than \$1,200 purchased care.

As indicated in table 10-9, average weekly costs per family for all preschool-aged children were \$74 in 1993 for those families who purchased care. Families with two or more preschoolers paid almost \$110 per week for child care (11 percent of family income), while families with one child paid \$66 per week (7 percent of family income). Married-couple families devoted a smaller percentage of their income to child care (7 percent) than single-parent families (12 percent), but their child care expenditures were nonetheless greater (\$78 per week) than those of single-parent families (about \$60 per week).

Table 10-9 also shows that, while low-income families spend fewer dollars for child care than higher income families, they spend a much greater percentage of their family income for child care. Specifically, families with monthly incomes of less than \$1,200 had average weekly child care expenses of \$47 in 1993, compared with \$69 for families with monthly incomes of \$4,500 or more. However, lower income families devoted 25 percent of their family income to child care, while the higher income families spent less than 6 percent of their income for child care.

For families purchasing care, the average weekly cost of child care *per arrangement* was \$57 in 1993. In-home, nonrelative babysitters were the most expensive type of care, at an average weekly cost of \$68, followed by organized child care centers at \$64 per week. Family day care homes cost an average of \$57 per week, while the least expensive form of paid care was provided by relatives, at an average of \$42 per week. Looking at child care costs *per child*, the average weekly cost for preschoolers in 1993 was \$60, ranging from \$66 per week for infants under a year old to \$56 for 3-year-olds and \$59 for 4-year-olds.

Child care costs have increased in recent years. Chart 10-1 illustrates growth in the average weekly cost of care for all children (up to age 15) in families with a preschooler from 1986 to 1993, in constant 1993 dollars. As the chart shows, the average weekly cost has gone up by \$15, from \$64 in 1986 to \$79 in 1993.

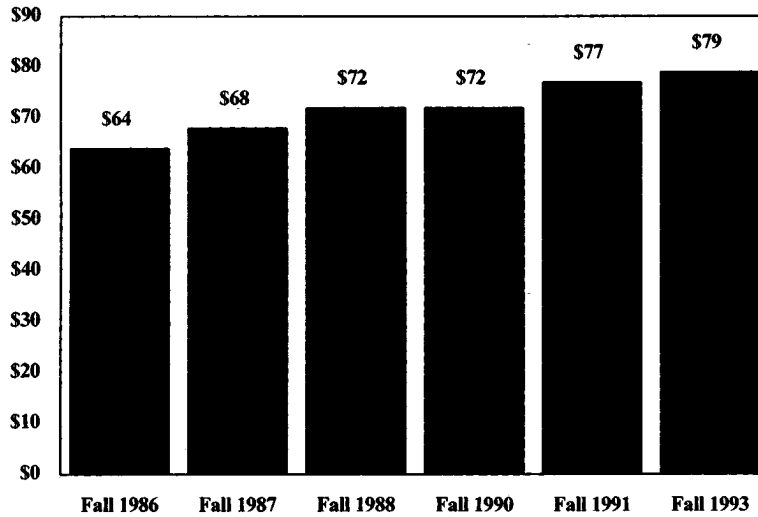
TABLE 10-9.—AVERAGE WEEKLY CHILD CARE EXPENDITURES FOR PRESCHOOLERS AND PERCENTAGE OF INCOME SPENT ON CARE, BY POVERTY STATUS AND FAMILY INCOME

	Percent paying for care	Average weekly cost of care	Percent of monthly family income spent on care
Poverty status:			
Below poverty	37	\$49.56	17.7
Above poverty	58	76.03	7.3
Monthly family income:			
Less than \$1,200	39	47.29	25.1
\$1,200 to \$2,999	49	60.16	12.0
\$3,000 to \$4,499	57	73.10	8.5
\$4,500 and over	69	91.93	5.7
Total	56	\$74.15	7.5

Source: Casper (1995).

CHART 10-1. WEEKLY COST OF CHILD CARE ¹

[In constant 1993 dollars. Limited to families with a preschooler.]



¹ Represents total costs for all children in the family.

Source: Casper (1995).

SUPPLY OF CHILD CARE PROVIDERS

The profile of child care settings (PCS) study, released by the U.S. Department of Education in 1991, is regarded as the most comprehensive national study of regulated child care/early education services since the 1970s (Kisker, Hofferth, Phillips & Farquhar, 1991). The study provides information on the supply and characteristics of State licensed child care centers and early education programs, center-based programs exempt from State or local licensing (such as programs sponsored by religious organizations or schools), and licensed family day care providers.

Kisker and her colleagues reported that approximately 80,000 center-based early education and care programs were providing services in the United States at the beginning of 1990. They estimate that about 12 percent of centers on State licensing lists were not operating during the time of the survey, but that operating centers had about 5.3 million spaces (defined as the sum of enrollment plus vacancies), of which approximately 4.2 million were for preschool-age children and 1.1 million were for school-age children. The study found that an average of 88 percent of the available spaces in centers were filled. It concluded that this high overall utilization rate indicates that "the market seems to be working to increase supply as demand expands." As shown in table 10-10, centers are distributed across regions in urban/rural areas approximately in proportion to the population of children under age 5.

TABLE 10-10.—DISTRIBUTION OF PRESCHOOL CHILDREN, EARLY CHILDHOOD PROGRAMS, AND PROGRAM SPACES BY REGION AND URBANICITY

[In percent]

	Children younger than 5 ¹	Centers	Spaces in centers	Regulated home-based programs	Spaces in regulated home-based programs
Region:					
Northeast	19	18	16	14	11
South	35	41	42	21	20
Midwest	24	23	23	29	32
West	23	18	19	36	37
Urbanicity:					
Metropolitan	75	76	83	77	77
Nonmetropolitan	25	24	17	23	23

¹ The distribution of children younger than age 5 by region is estimated from projections of 1980 census data to 1988 (U.S. Bureau of the Census, 1989). The distribution of children younger than age 5 by urbanicity is estimated as the distribution of the population by urbanicity in 1980 (U.S. Bureau of the Census, 1983).

Source: Kisker, Hofferth, Phillips, & Farquhar (1991).

The study also found that there were approximately 118,000 licensed family day care providers with a capacity to care for 860,000 children (defined as the number of children for whom the provider is licensed to provide care) operating in the United States at the beginning of 1990. This number is about 30 percent less

than counts of family day care providers obtained directly from licensing lists because such lists are not generally up to date. About 82 percent of all family day care spaces were filled at the beginning of 1990. In contrast to centers, the distribution of family day care homes across regions of the United States is not proportional to the number of young children in those regions (table 10-10). The authors postulate that this imbalance may be due to regional differences in State family day care licensing requirements.

When providers were asked how many vacancies were actually available, the study found that the average child care center has four full-time vacancies and that the average regulated family day care home has one full-time vacancy. For centers, the study reports that vacancies are concentrated in fewer than half of all centers and that two-thirds to three-fourths of all centers reported having no vacancies. Vacancies are also concentrated in less than half of all family day care homes. According to the study, more than half of all regulated homes reported being "unable or unwilling" to accept more children on a full-time basis.

It is assumed by child care researchers that the number of unregulated family day care providers far exceeds the number of regulated family providers, though it is difficult to determine by how much. Based on an estimate that 4 million children are in family day care and that the average number of children per home ranges from 3 to 6, Kisker et al. estimate that there are from 550,000 to 1.1 million unlicensed providers. Based on this estimate, the number of regulated family day care homes (118,000) represents 10 to 18 percent of the total number of family day care providers (National Association for the Education of Young Children, 1991).

CHILD CARE STANDARDS

Regulation and licensing of child care providers is conducted primarily at the State and local levels, although the extent to which the Federal Government should play a role in this area has been a topic of debate for many years (see below). Table 10-11 presents information on State licensing standards in 1993, which was collected by "Parenting" magazine and the Children's Defense Fund (CDF). It should be noted that these standards apply to licensed or regulated child care providers. In the case of family day care homes, most States exempt certain providers—typically those serving smaller numbers of children—from licensing or regulation. Research in 1990 estimated that between 82 and 90 percent of family child care is unregulated.

THE FEDERAL ROLE

The Federal Government entered the child care business during the New Deal of the 1930s when federally funded nursery schools were established for poor children. The motivation for creating these nursery schools was not specifically to provide child care for working families. Rather, the schools were designed primarily to create jobs for unemployed teachers, nurses, and others, and also to provide a wholesome environment for children in poverty. However, when mothers began to enter the work force in large numbers during World War II, many of these nursery schools were contin-

ued and expanded. Federal funding for child care, and other community facilities, was available during the war years under the Lanham Act, which financed child care for an estimated 550,000–600,000 children before it was terminated in 1946.

The end of the war brought the expectation that mothers would return home to care for their children. However, many women chose to remain at work and the labor force participation of women has increased steadily ever since. The appropriate Federal role in supporting child care, including the extent to which the Federal Government should establish standards for federally funded child care, has been an ongoing topic of debate. Most recently, four new Federal child care programs were enacted in 1988 and 1990 providing child care for families receiving Aid to Families with Dependent Children (AFDC), families that formerly received AFDC, low-income working families at-risk of becoming dependent on AFDC, and low-income working families generally.

The establishment of these programs was the culmination of a lengthy, and often contentious debate, about what role the Federal Government should play in child care. Lasting nearly 4 years, the debate centered on questions about the type of Federal subsidies that should be made available and for whom, whether the Federal Government should set national child care standards, conditions under which religious child care providers could receive Federal funds, and how best to assure optimal choice for parents in selecting child care arrangements for their children, including options that would allow a mother to stay home. Differences stemming from philosophical and partisan views, as well as jurisdictional concerns, were reflected throughout the debate.

Though the new programs represented a significant expansion of Federal support for child care, they joined a large number of existing Federal programs providing early childhood services, administered by numerous Federal agencies and overseen by several congressional committees. The General Accounting Office (GAO) estimated that in fiscal year 1992 and fiscal year 1993, more than 90 early childhood programs were funded by the Federal Government, administered through 11 Federal agencies and 20 offices. Of these programs, GAO identified 34 as having education or child care as key to their mission (U.S. General Accounting Office, 1994a). The Congressional Research Service (CRS), in a memo to the House Committee on Ways and Means (Forman, 1994), identified 46 Federal programs related to child care operating in fiscal year 1994. These programs were administered by the Departments of Agriculture, Education, Health and Human Services, Housing and Urban Development, Interior, Labor, and Treasury, the Appalachian Regional Commission, the Corporation for National Service, and the Small Business Administration.

CRS noted that some of these programs are not primarily child care programs; rather, they are programs designed for some other major purpose that included some type of child care or related assistance. Moreover, a majority of the programs are small, with 32 of the 46 providing less than \$50 million in annual funding.

TABLE 10–11.—NUMBER OF STATES WITH SELECTED CHILD CARE LICENSING REQUIREMENTS, FOR CHILD CARE CENTERS AND FAMILY DAY CARE HOMES

Item	Child care centers	Family day care homes
Children must have all immunizations ¹	50	45
Children must have all recommended immunizations ²	7	9
All or some staff must have first aid training	42	28
All or some staff must have CPR training	32	18
Energy-absorbing surfaces must be under climbing equipment	23	NA
Smoke detectors and periodic fire drills:		
Both required	44	35
Fire drill only	6	2
Smoke detector only	1	7
Staff must wash hands after diapering and before handling food	48	NA
Smoking prohibited	45	19
Maximum number of children allowed per staff members exceeds NAEYC recommendation: ³		
6 months old	18	NA
12 months old or walking	20	NA
18 months old	25	NA
2 years old	31	NA
3 years old	21	NA
4 years old	33	NA
Group size not regulated, or exceeds NAEYC recommendation: ³		
6 months old	33	NA
12 months old or walking	25	NA
18 months old	30	NA
2 years old	20	NA
3 years old	23	NA
4 years old	23	NA
Parental access required	46	42
Frequency of state licensing inspections:		
More than once per year	12	9
Once per year	30	15
Less than once per year	8	21
Never	1	6
Liability insurance required	20	5
Corporal punishment prohibited	43	39

¹Basic immunizations are the DPT vaccine against diphtheria-pertussis-tetanus, the OPV vaccine against polio, and the MMR vaccine against measles, mumps and rubella.

²In addition to the basic immunizations, the American Academy of Pediatrics recommends the Hib vaccine against bacterial meningitis, and HBV against Hepatitis B.

³Staff-child ratios are recommended by the National Association for the Education of Young Children.

NA—Not available.

Source: Prepared by the Congressional Research Service from data reported by Adams, 1995.

Table 10–12 provides a brief description of the major Federal programs that support child care and related activities. As the table shows, one of the largest Federal sources of child care assistance is provided indirectly through the Tax Code, in the form of a

nonrefundable tax credit for taxpayers who work or are seeking work. Other major sources of Federal child care assistance, in addition to the four newest programs mentioned above, include the Social Services Block Grant under title XX of the Social Security Act and the Child Care Food Program, which subsidizes meals for children in child care. Head Start, the early childhood development program targeted to poor preschool children, has been characterized as a child care program. Although Head Start primarily operates on a part-day, part-year basis, programs increasingly are being linked to other all-day child care providers to better meet the needs of full-time working parents.

Numerous other Federal programs provide assistance for child care services, training for child care providers, and related activities. Most of these programs are not child care programs per se, but support child care as a component of other activities, such as job training, housing assistance, education, food stamps, and other kinds of services. For example, under various Federal student financial aid programs, students can count a certain portion of child care expenses as part of the total cost of postsecondary education and thereby receive Federal student aid to help cover these costs. Another example is the Job Training Partnership Act, under which funds are designated for supportive services that can include child care services for program participants.

During congressional consideration of child care legislation in the late 1980s, concerns were often raised that the Federal role in this area lacked coordination and focus. Some argue that the new child care programs—with their different eligibility rules, standards, requirements, applications, and reports, as well as different Federal and State administering agencies—have exacerbated this concern, and that there is need for coordination and streamlining in Federal child care policy. For example, the GAO reported in 1994 that different requirements of the major programs, combined with resource constraints in the States, have caused gaps in child care service delivery to low-income families. In particular, GAO found that, primarily because of a shortage of resources, substantial numbers of nonwelfare working poor families who were eligible for child care subsidies by virtue of their income were denied benefits and placed on waiting lists in five out of six States visited (U.S. General Accounting Office, 1994b).

Though Congress requires the States and HHS to collect and compile information on child care services funded and families served by the major Federal child care programs, little information is actually available to make assessments about the impact of the recent expansions in Federal child care assistance. For example, there is virtually no information readily available on the types of child care providers serving subsidized families with respect to their level of quality or regulation. There is also little information about the total number of families served, the degree of choice they have in selecting care, and whether choice is inhibited by payment rates or other factors.

TABLE 10-12.—OVERVIEW OF FEDERAL PROGRAMS THAT SUPPORT CHILD CARE

Program	Budgetary classification	Statutory authority	Federal administration	Federal funding support	Fiscal year 1995 outlays (in millions) ¹
Dependent care credit	Nonrefundable tax credit	Internal Revenue Code	U.S. Department of Treasury, Internal Revenue Service.	MA	\$2,746 ²
Child care for AFDC recipients.	Authorized entitlement ...	Social Security Act	HHS, ACF ³	Open-ended, Federal match at Medicaid rate.	633
Transitional child care assistance (TCC).	Authorized entitlement ...	Social Security Act	HHS, ACF ³	Open-ended, Federal match at Medicaid rate.	192
At-risk child care	Authorized entitlement ...	Social Security Act	HHS, ACF ³	Funding ceiling, Federal match at Medicaid rate.	279
Child care and development block grant.	Discretionary authorization.	Omnibus Budget Reconciliation Act of 1990.	HHS, ACF ³	Funding ceiling, 100 percent Federal funding.	933
Child and adult care food program.	Authorized entitlement ...	National School Lunch Act of 1946.	U.S. Department of Agriculture, Food and Nutrition Service.	Open-ended, 100 percent Federal funding.	1,461 ⁴
Title XX social services block grant.	Authorized entitlement ...	Social Security Act	HHS, ACF ³	Funding ceiling, 100 percent Federal funding.	448 ⁵
Head start	Discretionary authorization.	Omnibus Budget Reconciliation Act of 1981.	HHS, ACF ³	Funding ceiling, 80 percent Federal funding.	3,393

Program	Target population	Eligible children	Provider requirements	Reimbursement rates to providers
Dependent care credit	Taxpayers who need dependent care in order to accept or maintain employment.	Children under age 13	Centers only must meet applicable State and local standards.	MA
Child care for AFDC recipients	AFDC recipients who need dependent care to accept or maintain employment, or to participate in State-approved education/training.	Children under age 13 (unless incapable of self-care or under court supervision).	Must meet applicable State and local standards.	Cost up to \$200 per month (< 2), and \$175 per month (2 or older). Not more than the 75th percentile of local market rate.
Transitional child care assistance (TCC).	Families that lose AFDC eligibility due to employment (increase in income or hours worked).	Children under age 13	Must meet applicable State and local standards.	Same as AFDC.
At-risk child care	Low-income families not receiving AFDC who need child care to work, and are at risk of welfare eligibility if care not provided.	Children under age 13	Must meet applicable State and local standards or, if not regulated and with the exception of relatives, be registered.	Same as AFDC.
Child care and development block grant.	Families with incomes at or below 75 percent of State median income, with parents engaged in work or education/training.	Children under age 13 (unless incapable of self-care or under court supervision).	Must meet applicable State and local standards or be registered (including relatives). With exception of certain health and safety standards.	No limit.
Child and adult care food program.	MA	Children < 13; migrant children < 16.	Must meet applicable State and local standards.	Meal rates are indexed to inflation, rates vary by family income.
Title XX social services block grant.	State discretion	State discretion	Must meet applicable State and local standards.	No limit.

Head start	Low-income children and families.	Children from poor families who have not reached the age of compulsory school attendance.	Must meet federally established standards with respect to health, education, parental involvement, nutrition, and social services.	No limit.
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¹ Source: Congressional Budget Office for Programs, Joint Committee on Taxation for tax expenditures.

² Preliminary 1995 IRS return data. Data is tax expenditures, not outlays.

³ U.S. Department of Health and Human Services, Administration for Children and Families.

⁴ Obligations.

⁵ Estimate based on reports from 23 States submitting data for fiscal year 1990 to the American Public Welfare Association.

NA—Not applicable.

Source: Compiled by Committee on Ways and Means staff.

DEPENDENT CARE TAX CREDIT

Under section 21 of the Internal Revenue Code, a nonrefundable credit against income tax liability is available for up to 30 percent of a limited amount of employment-related dependent care expenses. Eligible employment-related expenses are limited to \$2,400, if there is one qualifying dependent, or \$4,800, if there are two or more qualifying dependents. The credit may be claimed by a taxpayer who maintains a household that includes one or more qualifying individuals. Generally, a qualifying individual is a dependent under the age of 13, a physically or mentally incapacitated dependent, or a physically or mentally incapacitated spouse. The costs of care must be incurred to enable a taxpayer (or taxpayer's spouse, if married) to work or look for work. Qualified expenses include the costs of household services.

The percentage used to calculate the credit depends on a taxpayer's adjusted gross income (AGI). A taxpayer whose AGI is \$10,000 or less is allowed a credit equal to 30 percent of qualified work-related expenses. The credit percentage is reduced by 1 percentage point for each additional \$2,000 in AGI above \$10,000. For taxpayers whose AGI is greater than \$28,000, the credit is equal to 20 percent of qualified expenses. The maximum amount of the credit is \$720 for one qualifying individual and \$1,440 for two or more qualifying individuals.

More detailed information on the dependent care tax credit is provided in section 14.

CHILD CARE PROGRAMS UNDER TITLE IV-A OF THE SOCIAL SECURITY ACT

Title IV-A of the Social Security Act, under which the Aid to Families with Dependent Children (AFDC) Program is established, contains authorities for three different child care programs. These programs fund child care services for low-income families, though each target a different low-income population. One program funds child care services for AFDC families who are working or participating in an approved work, education, or training program. A second program funds care for families for up to 1 year after they leave AFDC. A third program funds care for families who are "at risk" of becoming eligible for AFDC. Each of the title IV-A child care programs is described briefly below.

CHILD CARE FOR AFDC RECIPIENTS

Under the AFDC Program, the Federal Government requires States to "guarantee" child care to recipients of AFDC if the care is needed for individuals to accept employment or remain employed. Child care also must be guaranteed to AFDC recipients who are participating in a State-approved education and training activity, including an AFDC Job Opportunities and Basic Skills (JOBS) Training Program.¹ The AFDC Child Care Program is funded by

¹ Under the Family Support Act of 1988 (Public Law 100-485), all States were required to have a JOBS Program in place by October 1, 1990. The centerpiece of a major welfare reform initiative, JOBS is intended to prevent long-term welfare dependency by providing needy families with education, training, and employment. All AFDC recipients not otherwise exempt by law are required to participate in JOBS. The parent of a child under age 6 may be required

an open-ended entitlement. The Federal share of a State's child care payments is based on the Medicaid matching rate, which varies by State and is inversely related to a State's per capita income. The program is administered on the Federal level by the Administration for Children and Families (ACF) of the U.S. Department of Health and Human Services, as part of the AFDC Program.

State welfare agencies are responsible for administering the program at the State level and must inform AFDC applicants and recipients of the availability of child care assistance and the types and locations of child care services. The State agencies can provide child care directly, arrange for care with providers through contracts or vouchers, provide cash or vouchers in advance to families, reimburse families, or use other arrangements. States can also choose to disregard certain child care expenses—up to \$175 per month per child age 2 and over and up to \$200 per month per child under age 2—from the earned income of a family in determining the family's eligibility for AFDC benefits.

Reimbursement for child care costs must be at least equal to the lower of the actual cost of care or a statewide limit (which could be the child care disregard amount or a higher amount). Reimbursement cannot be more than the 75th percentile of the local market rate for the type of care being provided, as determined by each State.² The child care must meet applicable standards of State and local law. In addition, States must ensure that center-based child care is subject to State and local health and safety requirements, including fire safety protections. States must also endeavor to develop guidelines for family day care services.

GAO has reported, on the basis of a nationwide survey, that about three-fourths of State JOBS Programs have been able to provide child care subsidies or help arrange child care for all or most of their participants who needed such assistance. However, GAO attributed this success to the relatively small number of AFDC recipients actually participating in JOBS—about 13 percent of the adult caseload in a given month. State and local officials told GAO that barriers to providing child care assistance included shortages of certain types of care, such as infant care, sick child care, before- and after-school care, and child care during nontraditional work hours, as well as transportation problems (U.S. General Accounting Office, 1995).

TRANSITIONAL CHILD CARE ASSISTANCE

Under the AFDC Program, the Federal Government requires States to “guarantee” child care to a family who loses AFDC eligibility due to increased hours of, or increased income from employment or loss of the income disregard due to the time limitations, if the care is necessary for an individual to accept or retain employment. To be eligible for transitional child care (TCC), families must

to participate only if child care is guaranteed and if participation is limited to no more than 20 hours per week. A parent of a child under age 3 is exempt from participation, unless required to participate at State option. More detailed information on the AFDC JOBS Program is provided in section 8.

²The 75th percentile does not mean 75 percent of the cost of care. To determine the 75th percentile, child care rates are ranked from lowest to highest. Starting from the bottom of the list, the amount separating the 75 percent of providers with the lowest rates from the 25 percent with highest rates is the 75th percentile.

have received AFDC in at least 3 of the 6 months immediately before the month in which they became ineligible for AFDC. The child care assistance under this program is limited to a period of 12 months after the last month for which the family received AFDC benefits. The program is operated under the same rules as those that apply to the Child Care Program for eligible AFDC recipients, except that families must contribute to the cost of the care in accordance with a State-established sliding fee scale. It is also administered by ACF at the Federal level.

AT-RISK CHILD CARE PROGRAM

The At-Risk Child Care Program authorized by the Omnibus Budget Reconciliation Act of 1990 (Public Law 101-508) entitles States to Federal matching funds for child care services for low-income families who are *not* receiving AFDC, need child care in order to work, and are "at risk" of becoming eligible for welfare if child care were not provided. The program is permanently authorized as a "capped entitlement" at \$300 million annually. It is administered by ACF. States are entitled to matching funds for child care expenditures up to State allocation limits determined by a formula in the law. State allocations are based on the number of children under age 13 in a State compared to the total number of such children in the United States. If a State's grant award is less than its full allocation limit in one year, the difference can be applied to the State's allocation limit in the next year. Like the AFDC Child Care Programs, the Federal share of a State's child care payments is based on the Medicaid matching rate, which varies by State.

The At-Risk Program is similar to the AFDC Child Care Programs with regard to the flexibility States are afforded in providing care. The requirements for reimbursement rates also are similar. Like the TCC Program, families are required to make some contribution to the cost of care, based on a State-designed sliding fee scale. At-Risk child care must meet applicable standards of State and local law. In contrast to the other title IV-A child care programs, At-Risk child care providers not required to meet such standards (with the exception of those providing care solely to family members) must be registered by the State.

The At-Risk Program is administered on the State level by the State welfare agency. Beginning in fiscal year 1993, States were required to report annually to the Federal Government on how they used program funds. Reports are to include information on the number of children served, the average cost of care, eligibility rules, child care licensing and regulatory requirements, and enforcement policies. The Secretary of HHS is required to report to Congress annually on the State reports.

CHILD CARE AND DEVELOPMENT BLOCK GRANT

The Child Care and Development Block Grant Program was authorized as an amendment to the Omnibus Budget Reconciliation Act of 1990, and provides child care services for low-income families, as well as for activities to improve the overall quality and supply of child care for families in general. Appropriated funds are dis-

tributed to States, territories, and tribes (grantees) based on a formula in law. No match is required. The formula reserves up to 0.5 percent for the territories and up to 3 percent for Indian tribes and tribal organizations. Remaining funds are allocated to the States based on the States' proportion of children under age 5 and the number of children receiving free or reduced-priced school lunches, as well as the States' per capita income.

The program was authorized for 5 years, through fiscal year 1995, although it continued to operate in fiscal year 1996 under continuing resolutions. The authorization level began at \$750 million in fiscal year 1991 and rose to \$925 million in fiscal year 1993. "Such sums as necessary" were authorized for fiscal years 1994 and 1995. Actual appropriations for the CCDBG were \$732 million in fiscal year 1991 and rose to \$935 million in fiscal years 1995 and 1996. Table 10-22 provides State allocations for fiscal years 1994 and 1995, and estimates for fiscal year 1996.

The law requires States to use 25 percent of their allotments for activities to improve the quality of child care and to increase the availability of early childhood development and before- and after-school child care services. The remaining 75 percent is for child care services *and* for activities to improve the quality and availability of child care. States must use at least 75 percent of the 25 percent share (18.75 percent of a State's total allotment) to establish, expand, or operate, through grants or contracts, early childhood development or before- and after-school child care programs or both. Twenty percent (5 percent of total funds) must be used for at least one or more of the following quality improvement activities: providing assistance to resource and referral programs; providing grants or loans to assist providers in meeting applicable State and local child care standards; monitoring the compliance and enforcement of State and local regulatory requirements; providing training and technical assistance in relevant child care areas, such as health and safety, nutrition, first aid, child abuse detection and prevention; and improving salaries of child care workers. States can use the remaining 5 percent (1.25 percent) for any of the activities allowed under the 25 percent share. With regard to the 75 percent of funds, regulations provide that 90 percent must be used for services, and up to 10 percent can be used for activities to improve child care quality and availability *and* administrative costs. Grantees can spend more on administrative costs associated with setting up voucher programs if granted permission by HHS.

Children under age 13 who come from families with incomes at or below 75 percent of the State median income and reside with parents (or a parent) who are working, attending school, or in a job training program are eligible for services. Children also are eligible if they are receiving or need to receive protective services. Priority is to be given to serving children in very low-income families and children with special needs.

Child care providers receiving block grant assistance must meet all licensing or regulatory requirements, including registration requirements, applicable under State or local law. Providers who are 18 years of age or older who care only for grandchildren, nieces, or nephews must be registered and comply only with any State requirements that govern relative care. Providers that are *not* re-

quired by State or local law to be licensed or regulated must be registered with the State as a condition of funding. Registration procedures must be designed to facilitate payment and permit the State to inform providers of the availability of health and safety training, technical assistance, and other information. States must establish minimum health and safety standards, applicable to child care providers receiving block grant assistance (except grandparents, aunts and uncles). The standards must cover: prevention and control of infectious diseases (including immunization); building and physical premises safety; and minimum health and safety training appropriate to the provider setting (i.e., center, family home, etc.).

States have the option of imposing more stringent standards and requirements on child care providers funded under the program than those imposed on other providers in the State. Any reductions that are made in child care standards must be reported and explained to HHS in the State's annual report on the program. In addition, States are required to conduct a one-time review of their child care licensing and regulatory requirements and policies. The requirement is to be waived if such a review was conducted in the last 3 years.

States are required to give eligible families the option of (1) enrolling their children with an eligible provider that has a grant from or contract with the State's block grant program or (2) receiving a child care certificate with which they can purchase child care. This option only applies to funding for child care services from the 75 percent portion of the State's allocation. Certificates are not an option in providing early childhood development and before- and after-school care under the 25 percent set-aside.

Child care certificates can be used only to pay for child care services from eligible providers, including sectarian child care providers. Certificates must be issued directly to the parent and must be worth amounts that are commensurate with contract/grant values. States are directed by the regulations to make the certificate option available to all families offered services under the program. Certificates can be checks or other disbursements at the discretion of the State.

Payment rates for child care funded by the block grant must be sufficient to ensure equal access for eligible children to comparable child care in the State or substate area that is provided to children not eligible for Federal or State child care subsidies. In addition, the payment rates must take into account variations in the cost of child care due to setting, age of children, and special needs of children.

The block grant program contains specific requirements with regard to the use of funds for religious activities. Under the program, a provider that receives operating assistance as a result of a direct grant from, or contract with, a government agency may not use the assistance for any sectarian purpose or activity, including religious worship and instruction. However, a sectarian provider that receives a child care certificate from an eligible parent is not so restricted in the use of funds.

States are required to report annually to the Secretary of HHS on how they used their funds. Reports are to include information

on the number of children served, types and number of providers assisted, child care staff salaries and compensation, improvements made in child care quality and availability, and descriptions of health and safety standards. States must also conduct program audits and submit reports to the State legislature and the Secretary of HHS. The Secretary of HHS must report to Congress annually on the State reports.

At the Federal level, the program is administered by the Administration for Children and Families, HHS. HHS is required to coordinate all child care activities within the agency and with similar activities in other Federal agencies. HHS is also required to publish a list of State child care standards at least once every 3 years, give technical assistance to the States in operating their block grant programs, and monitor State compliance with program requirements.

TITLE XX—SOCIAL SERVICES BLOCK GRANT

Title XX of the Social Security Act authorizes grants to States for providing social services that are determined appropriate by the State. The program operates as a “capped entitlement,” under which States are allocated funds based on their relative population size up to a nationwide ceiling. No matching funds are required. In addition, there are no Federal eligibility requirements for participants. The program is administered at the Federal level by ACF, HHS. The Omnibus Budget Reconciliation Act of 1989 (Public Law 101-239) permanently authorized \$2.8 billion annually for the program, beginning in fiscal year 1990. For fiscal year 1996 only, the entitlement ceiling and appropriation for title XX was reduced to \$2.381 billion.

Available information on use of title XX funds indicates that a majority of States typically spend some portion of their grants on child care services. According to State reports on the intended use of title XX funds (known as preexpenditure reports), 45 States funded child care services in fiscal year 1990. Another source of data on title XX is the Voluntary Cooperative Information System (VCIS) of the American Public Welfare Association funded by HHS. VCIS is a national data base comprised of aggregate State program statistics. The VCIS found that, based on data from 23 States, child care services accounted for 16 percent of fiscal year 1990 title XX expenditures. In addition, expenditures for child care services accounted for 22 percent of expenditures for services for children among 14 States. VCIS data from 25 States provide information on eligibility rules States use for title XX services in fiscal year 1990. Twenty of those States determine eligibility for child care services based on income standards. AFDC recipients are eligible for title XX child care in 16 States. Individuals can be eligible for title XX child care in 15 States without regard to income.

More information on title XX, including State allocations, is provided in section 11.

STATE DEPENDENT CARE PLANNING AND DEVELOPMENT GRANTS

The State dependent care grant program provides Federal matching funds to States to plan, develop, establish, expand, improve, or operate before- and after-school child care programs for school-age children and resource and referral systems that provide information on dependent care services. Funds are allotted to States based on State total population compared to the United States' total population, except that no State can receive less than \$50,000 in each fiscal year. The program is administered at the Federal level by ACF, HHS. The program was authorized through fiscal year 1994 by the Augustus F. Hawkins Human Services Reauthorization Act of 1990 (Public Law 101-501), and was extended through fiscal year 1995 by the Human Services Amendments of 1994 (Public Law 103-252). For fiscal year 1995, \$13 million was both authorized and appropriated. No funds are provided in fiscal year 1996.

States are required to use 40 percent of their grants on resource and referral systems for services for children and/or the elderly and 60 percent on school-age child care programs and services. These percentage requirements may be waived if States request it. Resource and referral information services funded by the program cannot include dependent care services that are out of compliance with State and local laws. Funds for school-age child care services must be targeted to low-income families. Such services must meet State and local child care licensing laws and regulations. States cannot use funds to make cash payments to intended program recipients of dependent care services, including child care services.

Public Law 101-501 required States to collect information on the number of children who participate in program-funded school-age child care, characteristics of these children, salary levels of child care program employees, and the number of clients served by resource and referral programs funded by the program. HHS has never compiled this information.

CHILD AND ADULT CARE FOOD PROGRAM

The Child and Adult Care Food Program (CACFP) is permanently authorized under section 17 of the National School Lunch Act. The CACFP provides Federal subsidies for breakfasts, lunches, suppers, and snacks meeting Federal nutrition requirements that are served in licensed nonresidential child care centers and family or group day care homes.³ Federal assistance is made up overwhelmingly of cash subsidies paid out based on the number of meals/snacks served; less than 2 percent is in the form of federally donated commodities. CACFP subsidies to participating centers and homes are available for meals/snacks served to children age 12 or under, migrant children age 15 or under, and handicapped children of any age. But the majority of children in the program are

³ CACFP subsidies also are available for meal services to chronically impaired adults and the elderly in adult day care centers under the same general terms and conditions as child care centers. However, very few adult centers participate (about 1,500 sites serving some 40,000 persons in fiscal year 1995), and Federal spending for them is a minor fraction of the total cost of the CACFP (just over \$20 million in fiscal year 1995, or about 1.5 percent of overall CACFP spending).

between 3 and 6 years old. With spending estimated at \$1.578 billion in fiscal year 1996 (up from \$1.467 billion in 1995 and \$1.355 billion in 1994), the CACFP is the single largest source of direct financial assistance for child care. In fiscal year 1995, average daily attendance in CACFP-subsidized centers and homes totaled 2.3 million children.

At the Federal level, the program is administered by the Agriculture Department's Food and Consumer Service. At the State level, a variety of agencies have been designated as responsible by the individual States, and, in one State (Virginia) the Federal Government operates the program in lieu of the State. State agencies, in turn, approve, oversee, and provide payments to (1) child care centers (some 13,000 facilities with over 30,000 sites in fiscal year 1995) and (2) in the case of family or group day care homes, their sponsoring organizations (some 1,200 sponsors with more than 190,000 homes in fiscal year 1995).

Child care centers in the CACFP serve an average of 40–50 children and are of 4 types: public or private nonprofit centers (the single largest group), Head Start centers, for-profit proprietary centers (see restrictions noted below), and outside-of-school centers often operated by schools.⁴ Almost 60 percent of children in the CACFP are reached through centers, and, of those participating through centers, one-third are in Head Start centers, 1 out of 8 are in proprietary centers, and 1 out of 10 are in after-school centers. On the other hand, only about 40 percent of CACFP funding is provided to centers, primarily because subsidies are differentiated by children's family income (see below). Child care centers must meet any applicable Federal, State, or local licensing requirements, or otherwise demonstrate that they comply with government-established standards (e.g., receive title XX funds). Proprietary centers are eligible for CACFP subsidies only if they receive title XX funding for at least 25 percent of their enrollment or licensed capacity, regardless of the income status of the children they serve.⁵

In general, day care centers may receive daily subsidies for up to two meals and one snack (or one meal and two snacks) for each child; but, where a child is in day care for more than 8 hours a day, centers may receive subsidies for up to three meals and one snack (or two meals and two snacks). All meals and snacks served in centers are federally subsidized to at least some degree; different subsidies are provided for breakfasts, lunches/suppers, and snacks, and subsidy rates are indexed annually. However, subsidies vary according to the family income of each child, and applications for free or reduced-price meals/snacks must be taken. The largest subsidies are paid for meals and snacks served free to children with family income below 130 percent of the Federal poverty income guidelines: for July 1995 through June 1996, these subsidies are 49.25 cents for each snack, 99.75 cents for each breakfast, and \$1.795 for each lunch or supper. Smaller subsidies are available for

⁴ A small Homeless Children Nutrition Program (with about 100 sites) also provides shelters with subsidies for free meals and snacks served to homeless children in their charge who are under age 6.

⁵ In two States (Iowa and Kentucky), a pilot project allows proprietary centers to participate in the CACFP if children representing at least 25 percent of their enrollment or licensed capacity have family income below 185 percent of the Federal poverty income guidelines (the income test from receiving free or reduced-price meals and snacks).

meals and snacks served at a reduced price to children with family income between 130 and 185 percent of the Federal poverty guidelines: for July 1995 through June 1996, these are 24.75 cents for each snack, 69.75 cents for each breakfast, and \$1.395 for each lunch or supper. The smallest subsidies are paid for meals and snacks served to children who do not qualify or apply for free or reduced-price meals/snacks: for July 1995 through June 1996, these are 4.5 cents for snacks, 19.5 cents for breakfasts, and 17.25 cents for lunches and suppers.

CACFP-subsidized family and group day care homes serve an average of 4–6 children, and just over 40 percent of children in the CACFP are in day care homes. Approximately 60 percent of CACFP money supports meals served in homes. As with day care centers, approved homes must meet licensing requirements or otherwise show compliance with government standards. Unlike centers, day care homes must participate under the auspices of a public or private nonprofit sponsor that typically has over 100 homes under its supervision; CACFP day care home sponsors receive monthly administrative payments based on the number of homes they are responsible for. Also unlike centers, meal and snack subsidies for homes are not varied by children's family income, although they are annually indexed and differ by type of meal.⁶ For July 1995 through June 1996, all snacks are subsidized at 45.75 cents, all breakfasts at 84.5 cents, and all lunches/suppers at \$1.5375. Payments are provided for no more than two meals and one snack (or one meal and two snacks), regardless of the length of time a child is in care.

HEAD START

Head Start began in 1965 under the general authority of the Economic Opportunity Act, and is authorized currently through fiscal year 1998 under the Human Services Amendments of 1994 (Public Law 103–252). Head Start is federally administered by ACF, HHS, and provides grants directly to local programs. Head Start provides comprehensive early childhood development, educational, health, nutritional, social and other services to primarily low-income preschool children and their families. In general, Head Start operates a part-day program during the school year, although some local Head Start grantees coordinate with other programs to provide all-day care. With Federal appropriations of \$3.5 billion in fiscal year 1995, Head Start served an estimated 750,700 children. (For more information on Head Start, see section 17.)

CHILD CARE TABLES

Tables 10–13 through 10–23 provide extensive information about selected Federal child care programs, especially programs under the jurisdiction of the Committee on Ways and Means. These programs include AFDC Child Care, Transitional Child Care, At-Risk Child Care, and the Child Care and Development Block Grant.

Table 10–13 provides data on Federal payments to States for AFDC child care and TCC for fiscal years 1991 through 1997. Table

⁶Children of day care home operators may not receive federally subsidized meals/snacks unless their family income is below 185 percent of the poverty guidelines.

10-14 provides State-specific information on child care options under the AFDC and TCC Programs, based on biennial State "supportive services" plans filed with HHS as of February 6, 1996. Table 10-15 provides data on Federal payments to States for At-Risk child care for fiscal years 1991 through 1997. Table 10-16 provides State-specific information on child care options under the At-Risk Child Care Program, based on biennial State "supportive services" plans.

The most current State-by-State data on the number of JOBS participants who receive title IV-A child care subsidies are shown in table 10-17. The types of child care arrangements used by the JOBS participants' children is provided in table 10-18. The number of families not in JOBS who receive title IV-A child care assistance is shown in table 10-19. The type of care used by AFDC families not in JOBS who receive title IV-A child care assistance is shown in table 10-20. Current data on the number of children receiving TCC subsidies and the type of care arrangements used by their families are found in table 10-21.

TABLE 10-13.—FEDERAL PAYMENTS TO STATES FOR AFDC CHILD CARE AND TRANSITIONAL CHILD CARE, FISCAL YEARS 1991-97
 [Fiscal year in thousands]

States	1991	1992	1993 ¹	1994 actual	1995 actual	1996 estimated ²	1997 estimated ²
Alabama	\$2,820	\$5,981	\$9,050	\$13,586	\$11,115	\$13,900	\$14,915
Alaska	445	1,329	1,262	1,756	2,221	2,776	2,980
Arizona	2,354	5,998	8,462	11,025	15,846	19,817	21,262
Arkansas	4,348	1,940	1,268	1,525	2,142	2,679	2,875
California	11,331	16,655	34,401	30,586	48,205	60,283	64,681
Colorado	3,649	4,082	5,315	5,763	5,342	6,681	7,168
Connecticut	5,301	6,563	7,061	9,916	13,987	17,491	18,767
Delaware	1,300	1,787	3,016	3,350	4,445	5,558	5,964
District of Columbia	2,799	4,284	1,855	4,668	3,187	3,986	4,276
Florida	20,678	17,506	20,136	20,457	31,313	39,159	42,016
Georgia	13,231	16,060	25,247	36,240	36,599	45,769	49,109
Guam	9	22	4	1	3	3	4
Hawaii	249	70	273	1,084	1,667	2,085	2,237
Idaho	756	775	1,069	1,468	1,307	1,635	1,754
Illinois	8,468	4,455	11,949	22,237	42,870	53,611	57,523
Indiana	12,828	4,640	7,101	5,763	22,696	28,382	30,453
Iowa	2,204	1,730	2,409	3,227	6,402	8,005	8,590
Kansas	3,233	5,388	6,677	7,836	5,442	6,806	7,302
Kentucky	5,027	9,188	10,450	13,484	11,948	14,942	16,032
Louisiana	12,741	10,955	15,512	11,233	12,088	15,117	16,220
Maine	1,354	361	1,083	953	1,935	2,420	2,596
Maryland	9,509	10,027	13,912	17,192	19,187	23,994	25,745

Massachusetts	24,889	24,933	23,991	36,003	48,401	60,527	64,944
Michigan	14,467	15,727	13,597	17,866	12,514	15,649	16,791
Minnesota	11,342	9,918	12,415	19,911	16,328	20,419	21,909
Mississippi	574	2,577	3,230	3,660	5,782	7,230	7,758
Missouri	1,196	8,624	14,348	14,201	17,528	21,920	23,519
Montana	1,144	2,943	1,988	2,127	1,908	2,386	2,560
Nebraska	5,152	5,630	7,455	9,936	8,787	10,988	11,790
Nevada	1,057	435	1,032	1,029	1,228	1,535	1,647
New Hampshire	1,621	2,013	2,495	2,955	3,670	4,589	4,924
New Jersey	2,195	6,653	9,309	9,096	11,921	14,908	15,996
New Mexico	2,026	1,745	3,994	6,475	3,657	4,573	4,907
New York	29,289	36,303	57,988	60,215	46,171	57,739	61,952
North Carolina	7,306	24,423	35,163	56,868	61,151	76,472	82,051
North Dakota	1,554	1,725	1,709	1,841	1,513	1,892	2,030
Ohio	9,394	18,407	34,071	46,630	54,665	68,361	73,349
Oklahoma	7,983	18,925	22,950	19,460	16,828	21,045	22,580
Oregon	6,260	5,392	8,768	15,007	15,937	19,930	21,384
Pennsylvania	(100)	28,647	31,105	32,473	40,964	51,227	54,965
Puerto Rico	223	2,901	0	0	0	0	0
Rhode Island	1,821	2,154	4,310	3,980	5,957	7,449	7,993
South Carolina	541	1,040	4,294	3,673	4,910	6,140	6,588
South Dakota	983	13,457	1,759	766	1,003	1,254	1,346
Tennessee	4,492	25,090	18,675	33,617	31,969	39,979	42,896
Texas	20,803	6,544	33,737	39,014	43,929	54,935	58,943
Utah	6,275	1,605	9,236	10,401	10,026	12,538	13,453
Vermont	1,626	3	2,023	2,684	3,567	4,460	4,786
Virgin Islands	11	11	11	4	1	1	1

TABLE 10-13.—FEDERAL PAYMENTS TO STATES FOR AFDC CHILD CARE AND TRANSITIONAL CHILD CARE, FISCAL YEARS 1991-97—Continued

[Fiscal year in thousands]

States	1991	1992	1993 ¹	1994 actual	1995 actual	1996 estimated ²	1997 estimated ²
Virginia	4,320	15,439	8,328	11,009	16,386	20,491	21,986
Washington	8,355	3,205	21,057	28,887	43,654	54,592	58,575
West Virginia	2,169	16,742	4,548	5,304	6,902	8,631	9,260
Wisconsin	8,242	2,300	12,390	10,281	15,209	19,019	20,407
Wyoming	957	.....	2,076	1,825	2,416	3,021	3,242
Total	320,744	415,000	595,568	730,544	854,828	1,069,000	1,147,000

¹ Represents grant awards to States.

² Preliminary data.

Source: Office of Financial Management, Administration for Children and Families, U.S. Department of Health and Human Services.

TABLE 10-14.—AFDC CHILD CARE AND TRANSITIONAL CHILD CARE (TCC)—SUMMARY OF STATE CHILD CARE OPTIONS

State	Method of providing AFDC child care ¹	Supplements dependent care disregard	Method of providing TCC ¹	Statewide limit: Special needs care (if different) ²	Child care provided during gaps ³
Alabama	2, 5, 6, 7	Yes	5, 6, 7	\$324.75	2 weeks/1 month
Alaska	2, 6	No	6	\$845.00	2 weeks/1 week
Arizona	2, 6, 7	Yes	5, 6, 7	\$455.40/\$391.00	2 weeks/1 month
Arkansas	5, 6	No	5, 6	\$453.00	1 month
California	2, 3, 4, 5, 6, 7, 8	Yes	3, 4, 5, 6, 7	\$1,068.30/\$11,039.20; \$1,602.45/ \$1,558.80	2 weeks/1 month
Colorado	1, 2, 7, 8	Yes	5, 7	\$314.00/\$288.00; \$637.00/ \$575.00	2 weeks/1 month
Connecticut	2, 3	No	3	\$325.00; \$435.00	1 month
Delaware	2, 4, 5, 6, 7	No	4, 5, 6, 7	\$358.00/\$312.00; \$375.90/ \$327.60	2 weeks/1 month
District of Columbia	2, 3, 4, 5, 6, 7	No	3, 4, 5, 6, 7	\$635.50/\$558.00; \$1,555.00	No
Florida	2, 5, 6, 7	Yes	5, 6, 7	\$340.00	2 weeks/1 month
Georgia	6, 7	No	5, 6, 7	\$346.66/\$303.33	1 month
Guam	2, 5	No	5	\$325.00/\$300.00	1 month
Hawaii	1, 2, 3, 5, 6, 7	No	3, 5, 7	\$350.00	2 weeks/1 month
Idaho	1, 2, 5	No	5	\$440.00	2 weeks/1 month
Illinois	2, 3, 5, 6, 7	No	3, 5, 6, 7	\$932.17	2 weeks/1 month
Indiana	2, 3, 5, 6	Yes	3, 5, 6	\$650.00	1 month
Iowa	2, 5, 8	No	7	\$844.80/\$702.24; \$2,067.12/ \$2,633.84	1 month
Kansas	2, 5, 6, 7	No	5, 6, 7	\$563.00/\$427.00; \$947.00/ \$844.00	2 weeks/1 month
Kentucky	2, 7, 8	No	5, 7, 8	\$496.00	2 weeks/1 month
Louisiana	2, 3, 5, 6	No	3, 5, 6	\$238.30/\$216.50	2 weeks/1 month
Maine	2, 5, 6	No	5	\$551.00	2 weeks/1 month
Maryland	2, 7	No	7	\$662.42/\$348.08; \$387.21	2 weeks/1 month
Massachusetts	2, 4, 6, 7, 8	No	4, 6, 8	\$1,426.00	2 weeks/1 month
Michigan	2, 7	No	3, 7	\$866.67	No
Minnesota	2, 5, 7	Yes	7	\$200.00/\$175.00; \$4,300.00	No
Mississippi	6, 7	No	6, 7	\$299.00/\$276.00	2 weeks
Missouri	2, 7, 8	No	7, 8	\$542.50/\$474.30	1 month
Montana	2, 6, 8	No	6, 8	\$330.00/\$308.00; \$319.00	2 weeks/1 month
Nebraska	2, 5, 6, 7	Yes	5, 7	\$1,150.00/\$970.00; \$3,000.00	2 weeks/1 month

TABLE 10-14.—AFDC CHILD CARE AND TRANSITIONAL CHILD CARE (TCC)—SUMMARY OF STATE CHILD CARE OPTIONS—Continued

State	Method of providing AFDC child care ¹	Supplements dependent care disregard	Method of providing TCC ¹	Statewide limit: Special needs care (if different) ²	Child care provided during gaps ³
Nevada	2, 5	No	5	\$516.00/\$430.00	No
New Hampshire	2, 5, 6	No	5, 6	\$548.70	2 weeks
New Jersey	2, 7	Yes	7	\$955.00/\$787.00	2 weeks/1 month
New Mexico	2, 3, 5, 7	No	5, 7	\$330.00/\$291.50	2 weeks/1 month
New York	1, 2, 3, 4, 5, 6, 8	Yes	1, 3, 4, 5, 6, 7, 8	\$940.33	2 weeks/1 month
North Carolina	1, 2, 3, 5, 6, 7	No	1, 3, 4, 5, 6, 7	\$550.00; \$2,164.00	2 weeks/1 month
North Dakota	1, 2, 3, 5, 6	No	1, 5, 6	\$200.00/\$175.00	1 month
Ohio	2, 6, 7	No	6, 7	\$537.50/\$494.50	2 weeks/1 month
Oklahoma	2, 4, 7	No	5, 7	\$372.00/\$341.00; \$775.00	2 weeks/1 month
Oregon	4, 6, 7	No	7	\$450.00	1 month
Pennsylvania	2, 3, 5, 6, 8	No	5, 8	\$878.00	2 weeks/1 month
Puerto Rico	2, 6, 7	Yes	7	\$200.00/\$175.00; \$250.00	1 month
Rhode Island	2, 7	No	7	\$415.97/\$285.98	No
South Carolina	1, 2, 6, 8	No	5, 6, 8	\$425.00	2 weeks/1 month
South Dakota	2, 3	No	3	\$300.00; \$400.00	No
Tennessee	2, 5, 7	No	5, 7	\$296.70/\$258.00	1 month
Texas	2, 5, 7	No	5, 7	\$482.00; \$916.00	2 weeks/1 month
Utah	2, 5, 6	No	6	\$410.70/\$296.70	No
Vermont	5, 7	No	5, 7	\$659.51	2 weeks/1 month
Virgin Islands	1, 8	Yes	5	\$200.00/\$175.00; \$300.00	1 month
Virginia	2, 5, 6, 7	No	5, 6, 7	\$752.50/\$593.40; \$2,500.00	2 weeks/1 month
Washington	2, 7	No	7	\$616.00/\$476.08; \$1,206.15	1 month
West Virginia	2, 7	Yes	7	\$300.00/\$253.00; \$300.00	2 weeks/1 month
Wisconsin	1, 2, 3, 4, 5, 6, 8	Yes	4, 6	\$600.00/\$500.00	2 weeks/1 month
Wyoming	7	No	7	\$325.00	Up to 1 week

¹ Key to the code: 1 = Direct; 2 = Dependent care disregard; 3 = Cash in advance; 4 = Voucher in advance; 5 = Cash reimbursement; 6 = Purchase of service; 7 = Certificate; 8 = Other.

² When two amounts are shown separated by a slash (/), the first amount is the statewide limit for children under 2. The second amount is the statewide limit for children over 2. Statewide limits for handicapped/special needs children follow a semicolon (;) when different limits apply.

³ At State option, child care provided: for up to two (2) weeks while participant is waiting to enter either approved education, training, or JOBS; OR for up to one (1) month if JOBS component activity is scheduled to begin within that period or to reserve child care arrangements which would otherwise be lost.

Source: Based on biennial Supportive Service Plans filed as of 2/6/96. Child Care Bureau, U.S. Department of Health and Human Services.

TABLE 10-15.—FEDERAL PAYMENTS TO STATES FOR AT-RISK CHILD CARE, FISCAL YEARS 1991-97
 [In thousands]

States	1991 actual	1992 actual	1993 actual	1994 actual	1995 actual	1996 estimate ¹	1997 estimate ¹
Alabama	\$4,935	\$4,934	\$4,692	\$4,374	\$4,978	\$4,704	\$4,545
Alaska	808	1,211	825	903	859	905	849
American Samoa	0	NA	0	145	72	NA	NA
Arizona	1,151	9,210	4,624	4,709	4,769	5,004	5,004
Arkansas	0	4,519	2,657	2,271	2,777	2,682	2,682
California	36,592	73,183	25,170	36,592	55,766	43,731	39,041
Colorado	0	8,103	4,320	4,062	3,990	4,201	4,201
Connecticut	3,455	3,455	3,485	4,574	3,448	3,474	3,474
Delaware	777	776	770	771	778	763	763
District of Columbia	677	677	648	537	527	543	543
Florida	13,231	13,230	13,632	13,904	14,321	14,310	14,310
Georgia	8,110	8,110	7,986	3,905	1,342	15,938	8,158
Guam	0	NA	0	0	0	391	195
Hawaii	0	1,361	929	1,318	1,334	1,340	1,340
Idaho	1,392	2,088	879	1,439	1,396	1,402	1,402
Illinois	6,833	13,666	16,007	13,426	14,876	13,363	13,363
Indiana	6,538	6,537	6,538	6,539	7,433	7,474	6,224
Iowa	3,226	3,225	3,226	3,177	3,114	3,034	3,034
Kansas	3,070	3,070	3,052	5,162	2,972	2,974	2,948
Kentucky	4,294	4,294	4,551	4,109	4,142	4,031	4,031
Louisiana	0	5,903	0	0	5,346	8,382	5,221
Maine	1,367	1,367	809	1,335	1,318	1,292	1,292

TABLE 10-15.—FEDERAL PAYMENTS TO STATES FOR AT-RISK CHILD CARE, FISCAL YEARS 1991-97—Continued
 [In thousands]

States	1991 actual	1992 actual	1993 actual	1994 actual	1995 actual	1996 estimate ¹	1997 estimate ¹
Maryland	5,363	5,363	5,539	5,398	5,562	5,595	5,595
Massachusetts	6,122	6,121	6,287	6,240	6,226	6,288	6,288
Michigan	0	NA	0	11,522	8,242	10,813	10,813
Minnesota	5,245	5,245	5,427	5,359	5,359	5,305	5,305
Mississippi	0	NA	0	351	1,309	5,172	3,159
Missouri	5,966	5,966	6,022	5,926	5,894	5,872	5,872
Montana	0	843	568	84	857	1,211	989
Nebraska	1,951	1,951	1,958	1,929	1,894	1,870	1,870
Nevada	0	3,262	1,589	1,352	1,713	1,911	1,667
New Hampshire	1,280	1,280	1,290	1,261	1,259	1,271	1,271
New Jersey	8,290	8,290	8,000	8,272	8,363	8,441	8,441
New Mexico	0	3,401	2,580	1,943	1,375	3,074	2,138
New York	19,931	19,930	19,699	19,647	19,697	19,785	19,785
North Carolina	7,333	7,333	9,681	7,274	7,411	7,573	7,573
North Dakota	839	838	1,007	550	595	718	718
Ohio	12,734	12,733	12,598	12,334	12,598	12,149	12,149
Oklahoma	3,909	3,656	3,762	3,734	2,616	3,729	3,729
Oregon	3,194	5,029	3,354	3,352	3,352	3,311	3,311
Pennsylvania	0	25,616	12,681	12,502	12,485	12,429	12,429
Puerto Rico	0	NA	0	0	0	10,302	5,131
Rhode Island	1,057	1,056	1,046	923	821	1,056	1,051
South Carolina	4,294	4,294	4,174	4,797	5,728	4,068	4,068

South Dakota	914	913	431	488	605	1,128	877
Tennessee	0	NA	575	2,859	5,441	8,582	5,502
Texas	8,923	37,103	26,480	19,601	18,623	28,602	23,021
Utah	2,995	2,995	2,732	2,826	1,730	2,797	2,797
Vermont	646	646	650	637	628	623	623
Virgin Islands	0	NA	0	0	0	356	177
Virginia	6,768	6,767	6,963	6,783	6,611	6,968	6,968
Washington	5,649	8,941	5,997	6,038	6,117	6,079	6,079
West Virginia	0	2,001	1,762	1,802	1,761	1,724	1,724
Wisconsin	5,755	5,754	5,892	5,402	5,782	5,699	5,699
Wyoming	634	1,267	770	536	572	564	564
Total	216,248	357,535	264,316	275,585	296,709	335,000	300,000

¹ Preliminary data. Numbers for 1996 assume States receive payment for full entitlement amount (1996 entitlement plus carryover from 1995 entitlement).

NA—Not available.

Source: Office of Financial Management, Administration for Children and Families, U.S. Department of Health and Human Services.

TABLE 10-16.—AT-RISK CHILD CARE—SUMMARY OF STATE CHILD CARE OPTIONS

State	Method of providing at-risk child care ¹	Statewide limit: Special needs care (if different) ²	Rules for counting income for sliding fee scale	Child care provided during gaps ³	Registration required for unlicensed providers
Alabama	4, 5	No statewide limit	TCC rules	2 weeks/1 month	Yes
Alaska	4	\$845.00	TCC rules	No	Yes
Arizona	4, 5	\$455.40/\$391.00	Different	2 weeks/1 month	Yes
Arkansas	5	\$1,135.00	Different	2 weeks/1 month	Yes
California	2, 4, 5, 6	\$1,068.30/\$1,039.20; \$1,602.45/\$1,558.80	TCC rules	2 weeks/1 month	Yes
Colorado	5	\$314.00/\$288.00; \$637.00/\$575.00	Different	2 weeks/1 month	Yes
Connecticut	5	No statewide limit	Different	1 month	Yes
Delaware	2, 3, 4, 5, 6	\$358.00/\$312.60; \$375.90/\$327.60	AFDC rules	2 weeks/1 month	Yes
District of Columbia	5	\$635.50/\$558.00; \$1,555.00	TCC rules	1 month	Yes
Florida	3, 4, 5	\$340.00	AFDC rules	1 month	Yes
Georgia	4, 5	\$346.66/\$303.33	AFDC rules	No	Yes
Hawaii	2, 3, 5	\$350.00	Different	2 weeks/1 month	Yes
Idaho	6	\$440.00	Different	2 weeks/1 month	Yes
Illinois	2, 3, 4, 5	\$932.17	TCC rules	2 weeks/1 month	Yes
Indiana	2, 3, 5, 6	No statewide limit	Different	1 month	Yes
Iowa	5	\$844.80/\$702.24; \$2,067.12/\$2,633.84	Different	No	Yes
Kansas	4, 5, 6	\$563.00/\$427.00; \$947.00/\$844.00	TCC rules	No	Yes
Kentucky	5	\$496.00	TCC rules	2 weeks/1 month	AFDC-defined relatives are exempt
Louisiana	5	No statewide limit	Different	1 month	Yes
Maine	3, 4, 5, 6	No statewide limit	Different	2 weeks/1 month	Yes
Maryland	2, 5	\$662.42/\$348.08; \$387.21	TCC rules	No	Yes
Massachusetts	4, 6	\$1,426.00	AFDC rules	2 weeks/1 month	Yes
Michigan	5	\$866.67	TCC rules	No	Yes
Minnesota	5	No statewide limit	TCC rules	No	Yes
Mississippi	4, 5	\$299.00/276.00	AFDC rules	2 weeks/1 month	Yes
Missouri	5, 6	\$542.50/\$474.30	TCC rules	2 weeks/1 month	AFDC-defined relatives are exempt
Montana	4, 6	\$330.00/\$308.00	TCC rules	2 weeks	Yes

Nebraska	5, 6	\$1,150.00/\$970.00; \$3,000.00	Different	2 weeks/1 month	Yes
Nevada	2, 3	No statewide limit	Different	2 weeks/1 month	Yes
New Hampshire	3, 4	\$548.70	TCC rules	No	Yes.
New Jersey	1, 4, 5	\$955.00/\$787.00	TCC rules	2 weeks/1 month	Yes
New Mexico	5	\$300.00/\$291.50	AFDC rules	2 weeks/1 month	Yes
New York	1, 2, 4, 5, 6	\$940.33	TCC rules	2 weeks/1 month	Yes
North Carolina	2, 3, 4, 5	\$550.00; \$2,164	TCC rules	2 weeks/1 month	Yes
North Dakota	1	\$200.00/\$175.00	AFDC rules	2 weeks/1 month	Yes
Ohio	4, 5	\$537.50/\$494.50	TCC rules	2 weeks/1 month	Yes
Oklahoma	5	\$372.00/\$341.00; \$775.00	TCC rules	No	Yes
Oregon	5	\$450.00	TCC rules	No	Yes
Pennsylvania	4, 5	No statewide limit	Different	1 month	Yes
Rhode Island	5	\$415.97/\$285.98	TCC rules	No	Yes
South Carolina	6	\$425.00	TCC rules	2 weeks/1 month	Yes
South Dakota	5	\$300.00; \$400.00	Different	No	Yes
Tennessee	5	\$296.70/\$258.00	TCC rules	1 month	Yes
Texas	5, 6	\$482.00; \$916.00	TCC rules	2 weeks/1 month	Yes
Utah	4	\$410.70/\$296.70	TCC rules	No	Yes
Vermont	5	\$659.51	TCC rules	2 weeks/1 month	Yes
Virginia	4, 5, 6	\$752.50/\$593.40; \$2,500.00	TCC rules	2 weeks/1 month	Yes
Washington	5	\$616.00/\$476.08; \$1,206.15	Different	No	Yes
West Virginia	5	\$300.00/\$253.00; \$300.00	TCC rules	2 weeks/1 month	Yes
Wisconsin	2, 3, 5	\$600.00/\$500.00	Different	2 weeks/1 month	Yes
Wyoming	5	\$325.00	TCC rules	Up to one week	Yes

¹ Key to the code: 1 = Direct; 2 = Cash/voucher in advance; 3 = Cash reimbursement; 4 = Purchase of service; 5 = Certificate; 6 = Other.
² When two amounts are shown separated by a slash (/), the first amount is the statewide limit for children under 2. The second amount is the statewide limit for children over 2. Statewide limits for handicapped/special needs children are followed by a semicolon (;) when different limits apply.
³ At State option, child care provided: for up to two (2) weeks while participant is waiting to enter either approved education, training, or JOBS; OR for up to one (1) month if JOBS component activity is scheduled to begin within that period or to reserve child care arrangements which would otherwise be lost.

Source: Based on biennial Supportive Services Plans filed in Administration for Children and Families Central Office as of February 6, 1996. Child Care Bureau, U.S. Department of Health and Human Services.

TABLE 10-17.—JOBS PARTICIPANTS RECEIVING TITLE IV-A PAID CHILD CARE, BY AFDC PROGRAM STATUS AND BY STATE—FISCAL YEAR 1994

State	JOBS participants by AFDC Program (case) status, average monthly number					
	Total par- ticipants	Receiving AFDC-basic	Receiving AFDC-UP	Eligible for AFDC-UP	Not receiv- ing AFDC	AFDC appli- cant
Alabama	(1)	(1)	(1)	(1)	(1)	(1)
Alaska	(1)	(1)	(1)	(1)	(1)	(1)
Arizona	936	896	40	0	0	0
Arkansas	598	572	0	0	0	26
California	13,964	12,448	953	0	35	528
Colorado	2,223	2,031	12	4	170	6
Connecticut	4	4	0	0	0	0
Delaware	87	86	0	0	1	0
District of Columbia	15	15	0	0	0	0
Florida	2,443	2,432	3	2	0	6
Georgia	5,024	4,256	16	9	743	0
Guam	(1)	(1)	(1)	(1)	(1)	(1)
Hawaii	439	421	18	0	0	0
Idaho	350	325	24	0	1	0
Illinois	5,211	0	86	73	0	5,052
Indiana	3,742	3,624	113	0	5	0
Iowa	1,573	1,451	97	0	19	6
Kansas	128	107	0	0	21	0
Kentucky	2,491	0	58	0	0	2,433
Louisiana	3,166	3,048	30	0	88	0
Maine	1,089	1,003	75	0	9	2
Maryland	2,484	2,173	84	0	71	156
Massachusetts	5,406	4,996	29	0	279	102
Michigan	9,177	8,407	412	0	155	203
Minnesota	2,737	2,517	156	0	64	0
Mississippi	1,199	1,098	3	0	0	98
Missouri	2,373	2,273	100	0	0	0
Montana	(1)	(1)	(1)	(1)	(1)	(1)
Nebraska	1,781	1,543	57	10	167	4
Nevada	206	186	0	0	20	0
New Hampshire	634	587	22	0	23	2
New Jersey	2,969	2,675	36	0	258	0

New Mexico	1,910	1,866	44	0	0	0	0	0
New York	19,184	18,502	682	0	0	0	0	0
North Carolina	5,380	5,172	94	0	114	0	0	0
North Dakota	792	756	36	0	0	0	0	0
Ohio	564	564	0	0	0	0	0	0
Oklahoma	2,330	2,321	9	0	0	0	0	0
Oregon	504	466	24	0	14	0	0	0
Pennsylvania	11,825	11,702	123	0	0	0	0	0
Puerto Rico	342	342	0	0	0	0	0	0
Rhode Island	2,034	1,988	16	0	27	0	3	0
South Carolina	301	301	0	0	0	0	0	0
South Dakota	530	502	0	0	28	0	0	0
Tennessee	2,458	2,321	52	4	81	0	0	0
Texas	633	547	79	7	0	0	0	0
Utah	2,099	2,071	10	0	0	0	18	0
Vermont	532	511	19	0	2	0	0	0
Virgin Islands	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Virginia	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Washington	6,735	5,759	964	0	0	0	12	0
West Virginia	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Wisconsin	2,089	1,759	219	0	111	0	0	0
Wyoming	30	30	0	0	0	0	0	0
U.S. total	132,721	116,654	4,795	109	2,506	8,657		

¹ Data not reported by the State.

Source: Administration for Children and Families, U.S. Department of Health and Human Services.

TABLE 10-18.—AFDC CHILDREN IN THE JOBS PROGRAM RECEIVING TITLE IV-A PAID CHILD CARE, BY PRIMARY TYPE OF CARE ARRANGEMENT AND STATE—FISCAL YEAR 1994

State	Children by type of care arrangement (avg. monthly no.)						Un-known	Percent children in center care	Percent provided by a relative
	Total Children	Care provided by a nonrelative in			Care provided by a relative in				
		Center care	Group family day care	In child's home	Group family day care	In child's home			
Alabama	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	
Alaska	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	
Arizona	1,639	1,222	99	13	258	42	5	74.6	
Arkansas	781	286	391	0	52	52	0	36.6	
California	22,374	5,777	9,252	0	7,136	0	209	25.8	
Colorado	3,506	2,252	637	43	366	208	0	64.2	
Connecticut	4	0	0	0	0	0	4	0.0	
Delaware	138	97	40	0	0	0	1	70.3	
District of Columbia	15	11	0	0	4	0	0	73.3	
Florida	3,906	3,617	176	29	28	23	33	92.6	
Georgia	7,689	4,204	899	249	1,379	958	0	54.7	
Guam	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	
Hawaii	688	262	141	18	257	10	0	38.1	
Idaho	569	261	43	138	0	108	0	45.9	
Illinois	8,200	1,891	1,565	1,852	1,838	1,054	0	23.1	
Indiana	6,351	2,391	1,687	355	1,147	625	115	37.6	
Iowa	2,519	653	1,150	84	539	93	0	25.9	
Kansas	128	0	0	0	21	0	107	0.0	
Kentucky	4,002	1,345	510	590	0	675	882	33.6	
Louisiana	5,081	2,296	119	487	187	1,992	0	45.2	
Maine	1,634	291	626	192	172	167	186	17.8	
Maryland	4,035	1,544	503	749	218	641	380	38.3	
Massachusetts	7,995	5,688	199	0	780	1,328	0	71.1	
Michigan	14,755	3,677	1,821	2,179	2,569	2,867	1,335	24.9	
Minnesota	4,062	1,999	1,485	100	330	60	88	49.2	
Mississippi	1,700	790	276	133	365	133	3	46.5	
Missouri	3,870	1,632	797	526	724	123	0	42.2	
Montana	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	
Nebraska	3,146	1,556	1,245	123	159	63	0	49.5	
Nevada	346	88	10	41	23	67	71	25.4	
New Hampshire	973	373	188	141	132	84	55	38.3	
New Jersey	4,368	2,338	0	1,957	0	0	0	53.5	
New Mexico	3,284	999	619	318	626	722	0	30.4	
New York	31,152	5,106	15,106	3,575	4,374	1,696	266	16.4	
North Carolina	7,897	4,819	0	705	2,281	0	0	61.0	
North Dakota	1,131	217	698	20	185	11	0	19.2	
Ohio	950	713	237	0	0	0	0	75.1	
Oklahoma	2,080	1,284	260	18	8	56	454	61.7	
Oregon	831	0	582	0	247	0	2	0.0	
Pennsylvania	18,303	8,031	6,469	1,770	1,107	524	366	43.9	
Puerto Rico	497	31	208	0	167	69	13	6.2	
Rhode Island	3,079	1,612	136	150	610	480	21	52.4	
South Carolina	632	536	66	12	12	6	0	84.8	
South Dakota	770	271	344	46	56	53	0	35.2	
Tennessee	3,913	2,533	636	0	398	0	346	64.7	

TABLE 10-18.—AFDC CHILDREN IN THE JOBS PROGRAM RECEIVING TITLE IV-A PAID CHILD CARE, BY PRIMARY TYPE OF CARE ARRANGEMENT AND STATE—FISCAL YEAR 1994—Continued

State	Total Children	Children by type of care arrangement (avg. monthly no.)					Un-known	Percent children in center care	Percent provided by a relative
		Care provided by a nonrelative in			Care provided by a relative in				
		Center care	Group family day care	In child's home	Group family day care	In child's home			
Texas	1,346	0	0	0	0	0	0	0.0	0.0
Utah	3,517	1,929	1,400	114	59	15	0	54.8	2.1
Vermont	852	7	221	227	217	160	9	0.8	44.2
Virgin Islands	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)
Virginia	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)
Washington	9,980	4,479	2,311	1,045	1,014	956	113	44.9	19.7
West Virginia	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)
Wisconsin	2,887	2,013	464	10	74	10	316	69.7	2.9
Wyoming	24	11	0	0	0	0	0	45.8	0.0
U.S. Totals	207,599	81,132	53,616	18,009	30,119	16,131	5,380	39.1	22.3

¹ Data are applicable to the State, but not reported.

Source: Administration for Children and Families, U.S. Department of Health and Human Services.

TABLE 10-19.—NONJOBS FAMILIES¹ RECEIVING IV-A PAID CHILD CARE, WITH AND WITHOUT EARNED INCOME, BY AFDC PROGRAM STATUS AND BY STATE—FISCAL YEAR 1994

[Average monthly number]

State	Total families ²	Families with earnings and			Families without earnings and			
		Receiving AFDC-basic	Receiving AFDC-UP	Applying for AFDC	In transition	Receiving AFDC-basic	Receiving AFDC-UP	Applying for AFDC
Alabama	1,523	(³)	(³)	(⁴)	1,523	0	0	(⁴)
Alaska	167	23	4	(⁴)	93	44	3	(⁴)
Arizona	3,784	1,900	0	0	1,847	37	0	0
Arkansas	386	173	1	0	120	92	0	0
California	21,666	16,504	895	(⁴)	1,602	2,528	138	(⁴)
Colorado	603	(³)	(³)	(³)	603	(⁴)	(⁴)	(⁴)
Connecticut	2,584	(³)	(³)	(⁴)	1,302	(³)	(³)	(⁴)
Delaware	704	459	2	(⁴)	243	(⁴)	(⁴)	(⁴)
District of Columbia	134	68	0	0	67	0	0	0
Florida	9,583	3,803	11	(⁴)	5,769	0	0	(⁴)
Georgia	9,019	4,924	4	0	2,133	1,932	25	0
Guam	0	0	0	0	0	0	0	0
Hawaii	182	144	4	1	34	0	0	0
Idaho	530	214	3	(⁴)	153	160	0	(⁴)
Illinois	4,385	2,129	64	(⁴)	1,647	532	13	(⁴)
Indiana	4,024	255	4	(⁴)	1,034	2,684	47	(⁴)
Iowa	2,390	2,024	78	0	288	0	0	0
Kansas	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)
Kentucky	924	9	44	0	816	54	1	0
Louisiana	2,475	111	1	0	1,952	434	1	0
Maine	2,834	2,425	178	(³)	231	(³)	(³)	(³)
Maryland	4,825	1,199	(³)	(⁴)	701	2,924	(³)	(⁴)
Massachusetts	3,502	1,165	24	50	2,264	(³)	(³)	(³)

Michigan	1,018	(3)	77	940	0	0	0
Minnesota	2,844	5	(4)	1,545	834	65	(4)
Mississippi	261	0	(4)	261	0	0	(4)
Missouri	3,566	1	(4)	1,765	1,621	8	(4)
Montana	846	16	(4)	305	28	0	(4)
Nebraska	1,528	13	2	405	517	10	1
Nevada	476	202	(4)	273	0	0	(4)
New Hampshire	1,093	169	(4)	348	539	17	(4)
New Jersey	5,215	(3)	(3)	1,313	(3)	(3)	(3)
New Mexico	978	424	(4)	527	20	(3)	(4)
New York	6,402	4,326	(4)	2,034	(4)	(4)	(4)
North Carolina	11,891	9,081	(4)	2,800	0	0	(4)
North Dakota	411	7	(4)	283	119	1	(4)
Ohio	4,416	1,201	(4)	2,160	985	28	(4)
Oklahoma	1,782	430	0	706	430	46	170
Oregon	3,521	1,329	26	1,979	3	0	165
Pennsylvania	10,845	3,541	706	6,580	(4)	(4)	(4)
Puerto Rico	(4)	(4)	(4)	(4)	(4)	(4)	(4)
Rhode Island	542	320	0	222	0	0	0
South Carolina	1,384	1,059	4	321	0	0	(4)
South Dakota	698	224	0	333	140	0	0
Tennessee	9,428	5,697	17	3,713	0	0	(4)
Texas	7,830	1,714	10	6,021	83	2	(4)
Utah	4,281	32	8	1,129	3,111	0	2
Vermont	1,074	392	10	231	376	21	40
Virgin Islands	15	14	0	2	0	0	0
Virginia	3,094	493	2	1,593	957	5	(4)
Washington	4,058	3,113	141	782	20	1	0
West Virginia	1,262	475	35	347	384	22	(4)
Wisconsin	6,276	4,106	426	1,343	364	38	0
Wyoming	1,099	574	4	167	344	2	(4)

TABLE 10-19.—NONJOBS FAMILIES¹ RECEIVING IV-A PAID CHILD CARE, WITH AND WITHOUT EARNED INCOME, BY AFDC PROGRAM STATUS AND BY STATE—FISCAL YEAR 1994—Continued

[Average monthly number]

State	Total families ²	Families with earnings and			Families without earnings and			
		Receiving AFDC-basic	Receiving AFDC-UP	Applying for AFDC	In transition	Receiving AFDC-basic	Receiving AFDC-UP	Applying for AFDC
U.S. totals	174,313	78,095	2,866	155	64,850	22,296	494	378

¹ "Total Families" may not equal the sum of the categories due to incomplete, inconsistent, or duplicated State reporting.

² Data are reported for AFDC recipients who are employed or participating in a non-JOBS education and training program, Tribal JOBS participants, and families receiving transitional child care.

³ Data are applicable to the State, but not reported.

⁴ The State indicates that the data are not applicable.

Source: Administration for Children and Families, U.S. Department of Health and Human Services.

TABLE 10-20.—NONJOBS AFDC FAMILIES¹ RECEIVING IV-A PAID CHILD CARE, BY TYPE OF CARE ARRANGEMENT AND BY STATE—FISCAL YEAR 1994

State	Total ² families	Families by type of care arrangement (average monthly number)				
		Care provided by a relative		Care provided by a nonrelative in		
		In child's home	Outside child's home	Child's home	Family day care home	Center care
Alabama	(3)	(3)	(3)	(3)	(3)	(3)
Alaska	99	10	14	3	31	41
Arizona	1,929	20	122	4	200	1,583
Arkansas	266	22	23	5	49	165
California	20,064	(3)	(3)	(3)	(3)	(3)
Colorado	(3)	(3)	(3)	(3)	(3)	(3)
Connecticut	1,282	(3)	(3)	(3)	(3)	(3)
Delaware	461	6	10	7	134	318
District of Columbia	68	(3)	(3)	(3)	(3)	(3)
Florida	3,814	17	25	35	229	3,509
Georgia	6,885	607	713	462	293	4,810
Guam	0	0	0	0	0	0
Hawaii	149	21	23	8	93	4
Idaho	377	18	83	23	163	103
Illinois	2,738	369	775	621	474	500
Indiana	3,177	307	630	146	912	1,381
Iowa	2,102	(3)	(3)	(3)	(3)	(3)
Kansas	(3)	(3)	(3)	(3)	(3)	(3)
Kentucky	133	12	37	15	19	52
Louisiana	548	56	98	14	196	183
Maine	2,782	304	341	536	629	954
Maryland	4,124	208	173	90	1,819	1,833
Massachusetts	1,239	18	9	160	85	967
Michigan	(3)	(3)	(3)	(3)	(3)	(3)
Minnesota	1,299	22	105	35	633	552
Mississippi	0	0	0	0	0	0
Missouri	1,802	22	104	42	704	997
Montana	541	9	33	25	340	140
Nebraska	1,123	24	64	53	498	484
Nevada	202	27	23	19	53	81
New Hampshire	746	60	110	88	196	321
New Jersey	3,902	(3)	(3)	(3)	(3)	(3)
New Mexico	450	13	8	0	0	0
New York	4,368	130	544	220	2,304	1,173
North Carolina	9,091	534	1,044	69	1,106	6,426
North Dakota	128	2	98	1	26	7
Ohio	2,256	0	83	1	941	1,232
Oklahoma	1,076	0	3	1	164	907
Oregon	1,542	101	213	226	812	190
Pennsylvania	4,247	(3)	(3)	(3)	(3)	(3)
Puerto Rico	(4)	(4)	(4)	(4)	(4)	(4)
Rhode Island	320	(3)	(3)	(3)	(3)	(3)
South Carolina	1,063	(3)	(3)	(3)	(3)	(3)
South Dakota	365	41	51	36	167	91
Tennessee	5,714	112	225	46	556	4,777
Texas	91	2	7	0	7	76
Utah	3,152	(5)	(5)	128	1,242	1,782
Vermont	844	103	123	121	327	172

TABLE 10-20.—NONJOBS AFDC FAMILIES¹ RECEIVING IV-A PAID CHILD CARE, BY TYPE OF CARE ARRANGEMENT AND BY STATE—FISCAL YEAR 1994—Continued

State	Total ² families	Families by type of care arrangement (average monthly number)				
		Care provided by a relative		Care provided by a nonrelative in		
		In child's home	Outside child's home	Child's home	Family day care home	Center care
Virgin Islands	16	0	0	0	0	16
Virginia	1,589	88	114	11	556	819
Washington	3,488	494	436	504	849	1,206
West Virginia	915	12	253	2	380	435
Wisconsin	4,933	201	544	153	2,016	2,019
Wyoming	924	63	138	32	333	358
U.S. totals	108,424	4,055	7,399	3,942	19,446	40,664

¹ Data are reported for AFDC recipients who are employed or participating in a non-JOBS education and training program, and Tribal JOBS participants.

² "Total Families" may not equal the sum of the categories due to incomplete, inconsistent, or duplicative State reporting.

³ Data are applicable to the State, but not reported.

⁴ The State indicates that the data are not applicable.

⁵ The State does not define "Type of Care Arrangements" according to Federal reporting requirements.

Source: Administration for Children and Families, U.S. Department of Health and Human Services.

TABLE 10-21.—FAMILIES RECEIVING TRANSITIONAL CHILD CARE BY TYPE OF CARE ARRANGEMENT AND BY STATE—FISCAL YEAR 1994

State	Total ¹ families	Families by type of care arrangement (average monthly number)				
		Care provided by a relative		Care provided by a nonrelative in		
		In child's home	Outside child's home	Child's home	Family day care home	Center care
Alabama	1,523	69	185	57	301	911
Alaska	123	3	10	5	50	60
Arizona	1,847	23	129	8	201	1,486
Arkansas	111	21	7	2	14	67
California	1,602	161	178	129	594	509
Colorado	670	(2)	(2)	(2)	(2)	(2)
Connecticut	1,302	(2)	(2)	(2)	(2)	(2)
Delaware	243	4	7	5	67	171
District of Columbia	67	4	8	0	1	54
Florida	5,769	33	44	55	510	5,128
Georgia	2,133	188	401	165	143	1,237
Guam	0	0	0	0	0	0
Hawaii	34	0	5	0	29	1
Idaho	153	5	33	9	69	53
Illinois	1,647	202	374	282	344	444
Indiana	1,074	105	224	59	373	377
Iowa	288	0	0	0	77	210
Kansas	(2)	(2)	(2)	(2)	(2)	(2)
Kentucky	816	54	151	142	19	450

TABLE 10-21.—FAMILIES RECEIVING TRANSITIONAL CHILD CARE BY TYPE OF CARE ARRANGEMENT AND BY STATE—FISCAL YEAR 1994—Continued

State	Families by type of care arrangement (average monthly number)					
	Total ¹ families	Care provided by a relative		Care provided by a nonrelative in		
		In child's home	Outside child's home	Child's home	Family day care home	Center care
Louisiana	1,921	259	513	78	733	339
Maine	231	16	28	24	81	84
Maryland	701	71	72	35	269	254
Massachusetts	2,264	0	0	178	93	1,993
Michigan	1,018	73	196	113	295	341
Minnesota	1,545	56	155	63	805	551
Mississippi	261	19	72	3	56	110
Missouri	1,765	27	186	64	685	877
Montana	305	5	15	13	191	79
Nebraska	405	11	32	20	205	136
Nevada	273	84	23	68	18	103
New Hampshire	348	26	45	41	91	152
New Jersey	1,313	(²)	(²)	(²)	(²)	(²)
New Mexico	527	125	89	33	127	185
New York	2,034	12	143	10	750	1,118
North Carolina	2,800	232	623	65	291	1,589
North Dakota	282	3	81	5	160	38
Ohio	2,160	0	92	2	928	1,138
Oklahoma	706	1	5	2	116	583
Oregon	1,979	173	213	296	979	320
Pennsylvania	6,580	(²)	(²)	(²)	(²)	(²)
Puerto Rico	(³)	(³)	(³)	(³)	(³)	(³)
Rhode Island	222	11	34	5	20	159
South Carolina	321	(²)	(²)	(²)	(²)	(²)
South Dakota	333	34	37	37	158	85
Tennessee	3,713	168	268	55	491	2,731
Texas	6,021	339	254	3	272	5,254
Utah	1,129	(⁴)	(⁴)	32	454	644
Vermont	238	23	20	21	120	53
Virgin Islands	2	0	0	0	0	2
Virginia	1,738	144	170	26	599	799
Washington	820	92	90	85	221	331
West Virginia	353	3	104	0	130	158
Wisconsin	1,343	55	148	42	549	550
Wyoming	175	15	26	6	67	62
U.S. totals	65,228	2,949	5,490	2,343	12,746	31,976

¹ "Total Families" may not equal the sum of the categories due to incomplete, inconsistent, or duplicated State reporting.

² Data are applicable to the State, but not reported.

³ The State indicates that the data are not applicable.

⁴ The State does not define "Type of Care Arrangements" according to Federal reporting requirements.

Source: Administration for Children and Families, U.S. Department of Health and Human Services.

TABLE 10-22.—STATE ALLOCATIONS UNDER THE CHILD CARE AND DEVELOPMENT
BLOCK GRANT, 1994-96

[By fiscal years, in thousands]

	1994 actual	1995 actual	1996 estimate
Alabama	18,868	19,492	19,492
Alaska	1,786	1,858	1,858
Arizona	16,114	17,416	17,416
Arkansas	10,541	10,939	10,939
California	101,826	110,790	110,790
Colorado	9,808	10,014	10,014
Connecticut	6,400	6,716	6,716
Delaware	1,751	1,909	1,909
District of Columbia	1,700	1,829	1,829
Florida	43,796	46,165	46,165
Georgia	27,996	29,375	29,375
Hawaii	3,092	3,315	3,315
Idaho	4,475	4,675	4,675
Illinois	33,067	34,452	34,452
Indiana	16,578	16,767	16,767
Iowa	8,306	8,634	8,634
Kansas	7,900	8,246	8,246
Kentucky	16,167	16,666	16,666
Louisiana	24,431	24,984	24,984
Maine	3,570	3,681	3,681
Maryland	11,433	12,307	12,307
Massachusetts	12,335	13,354	13,354
Michigan	26,502	26,871	26,871
Minnesota	12,330	12,591	12,591
Mississippi	16,080	16,287	16,287
Missouri	16,212	16,872	16,872
Montana	2,936	3,074	3,074
Nebraska	5,020	5,180	5,180
Nevada	3,490	3,669	3,669
New Hampshire	2,205	2,457	2,457
New Jersey	16,314	17,068	17,068
New Mexico	8,279	8,752	8,752
New York	50,716	53,072	53,072
North Carolina	25,038	25,829	25,829
North Dakota	2,241	2,230	2,230
Ohio	32,436	32,864	32,864
Oklahoma	13,521	14,170	14,170
Oregon	8,952	9,104	9,104
Pennsylvania	29,653	30,397	30,397
Rhode Island	2,523	2,624	2,624
South Carolina	16,460	17,059	17,059
South Dakota	3,073	3,010	3,010
Tennessee	18,799	19,271	19,271
Texas	77,734	84,744	84,744
Utah	8,378	8,671	8,671
Vermont	1,521	1,598	1,598
Virginia	16,565	17,662	17,662
Washington	14,342	14,686	14,686

TABLE 10-22.—STATE ALLOCATIONS UNDER THE CHILD CARE AND DEVELOPMENT BLOCK GRANT, 1994-96—Continued

[By fiscal years, in thousands]

	1994 actual	1995 actual	1996 estimate
West Virginia	6,865	6,993	6,993
Wisconsin	13,790	14,007	14,007
Wyoming	1,594	1,527	1,527
Puerto Rico	23,803	23,765	23,765
Subtotal	859,312	899,688	899,688
Territories	4,452	4,662	4,662
Tribes	26,714	27,970	27,970
Discretionary	2,232	2,337	2,337
Total	892,641	934,642	934,642

Source: Administration for Children and Families, U.S. Department of Health and Human Services.

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