



## CHAPTER THREE

# Early Childhood

## Critical Years, Critical Investments

**N**early three out of four mothers with children under 18 participate in the U.S. labor force today, compared with just under half in 1975.<sup>1</sup> Low-income working families whose children would benefit the most from quality child care are those least able to afford it. Full-day child care for one child can easily cost between \$4,000 and \$10,000 a year—at least as much as public college tuition in most states.<sup>2</sup> One-quarter of America’s families with young children earn less than \$25,000 a year; a family with both parents working full-time at minimum wage earns just \$21,400 a year.<sup>3</sup>

We know that a child’s experiences in the first years of life help lay the groundwork for future growth and progress. Yet there is a disconnect between the demand for affordable, quality child care and early education programs and our government’s commitment to ensuring that these programs are available and affordable to those who need them most. In 2004, just one in seven of the 15 million children eligible for federal child care assistance actually received it. More than three million children eligible for Head Start and Early Head Start were not served.



## STORIES FROM THE STATES

### Reaching for the Dream

In an attempt to live the American Dream, Shasta Murphy, a single mom with three children, has worked her way up to a managerial position paying \$360/week (\$18,720/year) at the Wendy's in Jackson, Ohio. Shasta's family lost their public health coverage in 2004 and, ever since, their lives have been a budgeting nightmare. She receives no public benefits other than child care assistance, which allows her to take her children to a home-based child care provider who she likes and trusts. If Shasta were to lose her child care assistance—a very real concern for her—she would not be able to keep her job and would have to turn to cash assistance. Shasta is actively involved in her children's lives and pays close attention to how well they are doing in school. A higher paying job would enable Shasta to afford child care even if she were to lose her child care assistance. Gaining financial security is important for Shasta and her family, prompting her to enroll in a home study program with a Professional Career Design Institute to become certified as a home designer/decorator and earn a higher wage. Despite all of her hard work and dedication to her children, she still lives in fear of having to choose between work and making sure that her children are in a safe child care situation.



Our country risks taking a giant step backwards on early childhood policies due to stagnant federal funding and state budget crises. Parents should never have to choose between working to put food on the table and making sure their children are well cared for while they work. Yet too many families face this dilemma daily. As the number of working mothers has increased dramatically over the past three decades, so has the need for reliable, affordable, quality child care. In the past year, states dealing with increasing budget deficits have made drastic cuts to child care services. Nearly half of the states, lacking sufficient funds to serve all who qualify for child care assistance, place families on waiting lists and, in some cases, turn them away without even taking their names.<sup>4</sup>

There is a fundamental disconnect between the need for affordable, quality child care and early education programs and our government's commitment to ensuring that these programs are available and affordable to those who need them most:

- About 59 percent of women were in the labor force in 2004. In 1970, this percentage was much smaller, with only 43 percent in the work

force. For mothers with children under the age of 18, participation in the labor force rose to 71 percent in 2004, compared to 47 percent in 1975.<sup>5</sup>

- The contribution of married women's earnings to family income has increased substantially. In 1970, married women contributed about 27 percent of family income, compared to just over 35 percent in 2003.<sup>6</sup>
- Child care remains unaffordable for many families. Full-day child care for one child can easily cost between \$4,000 and \$10,000 a year.<sup>7</sup>
- Low-income working families whose children would benefit the most from quality child care are those who are least able to afford it. One-quarter of America's families with young children earn less than \$25,000 a year, and a family with both parents working full-time at minimum wage earns just \$21,400 a year.<sup>8</sup>
- More than 15 million children are eligible for child care assistance, yet most do not receive any.

America's wavering commitment to nurturing and protecting our youngest children stands in stark contrast to our growing recognition of the importance of the early years in preparing them for

## Waiting Lists for Child Care Assistance in Selected States – 2005

	Number of Children on the Waiting List
Alabama	13,260
California	280,000*
Florida	39,677
Georgia	17,600
Maryland	19,674
Massachusetts	13,563
New Jersey	6,994
North Carolina	15,871
Texas	22,045

\* In early 2005, there was no statewide waiting list in California; instead, counties maintained waiting lists. This figure is an estimate.

Source: Karen Schulman and Helen Blank, *Child Care Assistance Policies 2005: States Fail to Make Up Lost Ground, Families Continue to Lack Critical Supports* (Washington, DC: National Women’s Law Center, 2005).

school and life. Research on early brain development confirms that children’s experiences in their first years of life lay the groundwork for future growth and progress. If our nation continues to give tax breaks to millionaires and billionaires while slashing essential services to low-income Americans, more and more families will be making trade-offs between child care and work—and more and more children will arrive at school already at a disadvantage because they have not been given the opportunity to become emotionally, socially, and cognitively prepared.

### Sensationalism Overlooks the Real Story: Unmet Need

Several news stories captured the headlines during the past year, among them a North Carolina woman who locked her eight-year-old son in the trunk of her car for more than 16 hours while she worked and a Florida kindergartener who was handcuffed and taken away by police after throwing a temper tantrum at school. Both of these stories are troubling; they speak of struggling parents and children. Yet they are extreme situations on the margins of the real, unreported story: the unmet need of literally millions of families and chil-

dren for high quality, affordable child care and early childhood programs.

Only one out of seven children eligible for the Child Care and Development Block Grant (CCDBG), the federal child care assistance program, receives assistance. In about one-third of the states, a family of three earning \$25,000 a year would not qualify for child care assistance. Twenty states had either waiting lists or frozen intake in 2005, with well over 450,000 children on these lists.<sup>9</sup> Furthermore, other states facing their own budget crises have had to restrict the availability of child care subsidies, resulting in a further decrease in the number of children receiving child care services.

More than three million children eligible for Head Start and Early Head Start were not served in 2004. Head Start funding has not kept pace with the number of eligible children in recent years; in 2003 about half of all eligible preschool-age children were served by Head Start, compared to about 60 percent in 2001. In 2003, less than 3 percent of eligible infants and toddlers were served by Early Head Start.

The time after school also presents a problem for many families. Yet the 21<sup>st</sup> Century Learning Centers Program, which provides after-school opportunities for academic enrichment, serves only

about 1.3 million children. School days between the hours of 3 and 6 p.m. are the peak time for children to commit crimes or become crime victims, for 16- and 17-year-olds to be in or cause a car crash or have sex, and for children to smoke, drink, or use drugs. Ignoring the danger of leaving children unsupervised, the Administration's fiscal year 2006 budget underfunded 21<sup>st</sup> Century Community Learning Centers by \$1.3 billion below the authorized level for 2006, leaving 1.7 million children without after-school services.

Early childhood programs are critical to giving children the support and help they need in preparing them for success in school and life. Unfortunately, the children who most need these programs are the most likely to be expelled. A recent report published by the Yale University Child Study Center, "Prekindergartners Left Behind: Expulsion Rates in State Prekindergarten Systems," noted that the prekindergarten expulsion rate for state public prekindergarten programs was

Poor quality care can result in:

- Substantial amounts of unoccupied time spent tuned out and unengaged in social interactions.
- Delays in cognitive and language development, pre-reading skills, and other age-appropriate behaviors.
- Insecure attachment to caregivers.
- More frequent displays of aggression towards other children and adults.<sup>10</sup>

over three times higher than the rate for K-12 students. The study found that the rates were highest for older preschoolers, African Americans, and boys. Rather than expelling these children, we should be doing more to make sure they have nurturing, supportive environments that will help them succeed in school.

Early Childhood – Table 2

### Labor Force Participation of Women with Children Under Age Six, Selected Years

	All Women		Married Women	
	Number	Percent	Number	Percent
1950	–	–	1,399,000	11.9%
1955	–	–	2,012,000	16.2
1960	–	–	2,474,000	18.6
1965	–	–	3,117,000	23.2
1970	–	–	3,914,000	30.3
1975	–	–	4,518,000	36.7
1980	6,538,000	46.8%	5,227,000	45.1
1985	8,215,000	53.5	6,406,000	53.4
1990	9,397,000	58.2	7,247,000	58.9
1999	10,322,000	64.4	7,246,000	61.8
2000	10,316,000	65.3	7,341,000	62.8
2001	10,199,000	64.9	7,317,000	62.5
2002	9,474,000	64.3	7,057,000	61.1
2003	9,460,000	63.0	7,051,000	60.0
2004	9,375,000	62.5	6,980,000	59.6

– Data not available

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



**If families can't afford a preschool experience, will their children ever get to college?**

**States Where the Average Annual Cost of Child Care for a Four-Year-Old in an Urban Area Center Is at Least Twice the Average Annual Cost of Public College Tuition**

State	Urban area	Average annual cost of child care for a four-year-old in a center	Average annual cost of public college tuition	Ratio of child care costs to public college tuition
Alaska	Anchorage	\$ 6,019	\$ 2,855	2.11
Iowa	Urban areas statewide	6,198	2,998	2.07
Kansas	Wichita	4,889	2,439	2.00
Nevada	Reno	4,862	2,034	2.39
New Mexico	Albuquerque	4,801	2,340	2.05
New York	Rockland County	8,060	3,983	2.02
North Carolina	Durham	5,876	2,054	2.86
Utah	Salt Lake City	4,550	2,147	2.12

Source: Karen Schulman, *The High Cost of Child Care Puts Quality Care Out of Reach for Many Families* (Washington, D.C.: Children's Defense Fund, 2000), Table A-1; and U.S. Department of Education, National Center for Education Statistics, *Digest of Education Statistics 2000* (2001), Table 314. Calculations by Children's Defense Fund.

**Early Childhood Lays the Foundation**

All children need experiences during their earliest years, both in and out of the home, that promote their healthy development. Low-income children, in particular, benefit from high quality child care, early education, and after-school experiences that provide them with opportunities to develop academic, social, and emotional skills. These children often also need access to improved nutrition and health care.

Infants and toddlers (birth to age two) need nurturing, quality care in order to develop the intellectual, behavioral, social, and emotional abilities that form the critical foundation for later success in school and in life. There are about 12 million children under age three living in the United States and one in five lives in poverty.<sup>11</sup> About half of all women in the labor force have at least one child under the age of three;<sup>12</sup> seven million infants and toddlers had some type of child care arrangement in 1999, according to the most recent data.<sup>13</sup> A 1994 Carnegie Corporation study noted that “the quality of young children’s environment and social experience has a decisive, long-lasting impact on their well-being and ability to learn.” The study emphasizes that the first three years of life are crit-

ical in a child’s brain development, which is far more susceptible to adverse influences than had been realized.<sup>14</sup> A subsequent report stated, “Evidence amassed by neuroscientists and child development experts over the last decade points to the wisdom and efficacy of prevention and early intervention.”<sup>15</sup>

Conclusive evidence warns us that without proper care and nurturing, infants and toddlers are at risk of long-term developmental delays:

- The first three years of life play a decisive role in children’s early learning. Research on children’s brain development has shown that how children grow and develop depends on the interplay between nature (the children’s genetic endowment) and nurture (including their nutrition, surroundings, care, and stimulation).<sup>16</sup>
- Studies show that young children’s positive social experiences impact their future well-being and ability to learn. Their early experiences also affect how they cope with stress and how they regulate their own emotions.<sup>17</sup>
- Research shows that children’s brain development is far more susceptible to adverse influences than had been realized. This means that children’s environments (such as their homes

Low-income children are much less likely than their higher-income peers to have access to early childhood programs.

**Preschool Enrollment Rates for 3- and 4-Year-Olds\***

Year	All children	Family income less than \$20,000	Family income \$75,000+
1994	45.2%	37.3%	68.0%
1995	46.7	35.9	70.1
1996	46.3	37.5	70.1
1997	50.4	44.5	69.3
1998	50.2	40.4	72.1
1999	52.1	43.3	70.4
2000	49.9	43.8	69.4
2001	50.2	40.3	68.3
2002	51.8	39.4	74.1
2003	52.8	43.6	70.9

\*Rates are calculated for 3- and 4-year-olds not yet in kindergarten.

Source: U.S. Department of Commerce, Bureau of the Census, October Current Population Survey, various years. Calculations by Children's Defense Fund.

and child care settings) play a significant role in influencing how they develop. Environmental influences not only affect a child's general development, but actually affect how the intricate circuitry of the brain is "wired."<sup>18</sup>

A study bringing together the current science of early childhood development, *From Neurons to Neighborhoods*, reported that "from the time of conception to the first day of kindergarten, development proceeds at a pace exceeding that of any subsequent stage of life. Efforts to understand this process have revealed the myriad and remarkable accomplishments of the early childhood period, as well as the serious problems that confront some young children and their families long before school entry. Although there have been long-standing debates about how much the early years really matter in the larger scheme of lifelong development, our conclusion is unequivocal: What happens during the first months and years of life matters a lot, not because this period of development provides an indelible blueprint for adult well-being, but because it sets either a sturdy or fragile foundation for what follows."<sup>19</sup>

To make the most of classroom instruction, children must come to first grade with strong language and cognitive skills and the motivation to learn to read. The 1998 report, *Preventing Reading Difficulties in Young Children*, makes clear that "preschool children need high-quality language and literacy environments in their homes and in out-of-home settings."<sup>20</sup> Children who recognize their letters, are read to at least three times a week, recognize their basic numbers and shapes, and understand the mathematical concept of relative size as they enter kindergarten demonstrate significantly higher overall reading and mathematics knowledge and skills in kindergarten and first grade than children who do not have these resources and skills. Children also are much more likely to perform better in reading and mathematics if they frequently display a positive approach to learning and are in very good to excellent health as they enter kindergarten.<sup>21</sup>

A 2002 report sponsored by the Ewing Marion Kauffman Foundation highlights the social and emotional development of young children as fundamental to early learning. One paper included in the report examines the research and concludes



## Early Childhood

that “advances in the child’s understanding of other people, self-understanding, emotional growth, self-control, conscience, and peer relationships provide an essential bedrock of skills necessary for learning in the classroom.”<sup>22</sup>

High quality early childhood programs are particularly beneficial for children who live in low-income families:

- A study that followed children over a three-year period found that at age three, children from families receiving welfare had less than half the number of words in their vocabulary as children from other families. This gap grew over time, and by first grade the children from families receiving welfare knew only one-quarter as many words as children from other families.<sup>23</sup>
- In 2001, only 48 percent of children ages three to five and not yet in kindergarten who were living below the poverty level were read to every day by a family member, compared to 61 percent of children who were living at or above the poverty level, according to the U.S. Department of Education.<sup>24</sup>
- Nearly one out of four low-income children ages 1 to 5 (family incomes below 200 percent of the

poverty level) were read to or told stories fewer than three times a week, according to the 1999 National Survey of America’s Families. This was about half as often as the proportion of children in families with higher incomes.<sup>25</sup>

- A report issued by the Economic Policy Institute found substantial differences by race and ethnicity in children’s test scores as they begin kindergarten. Before starting kindergarten, the average cognitive score of children in the highest socioeconomic status (SES) group was 60 percent above the lowest SES group. The report also found that the average math achievement was 21 percent lower for Black children than for White children and 19 percent lower for Hispanic children.<sup>26</sup>

If children from low-income families are not offered the opportunity to catch up to their peers by kindergarten or first grade, they are more likely to remain trapped in the cycle of poverty rather than breaking free of it. A report on literacy development in children from low-income homes states that the “emergent literacy knowledge and skills that children bring to first grade from prior experiences in their homes, preschool centers, and kindergartens is a critical determinant of how well

### STORIES FROM THE STATES

#### A Head Start for Every Child

Rachel Blevins of Ohio has four children: four-year-old Paige, an eleven-year-old son, and two stepchildren. Paige was born at 34 weeks and weighed only 3 lbs. Rachel enrolled Paige in Head Start because she wanted her shy daughter to have social interaction with other children. Now she appears to have blossomed and enjoys reading and singing.

Beth Lovett, mom to Makayla, 5, and Beth, 9, enrolled Makayla in Head Start because she wanted Makayla to be ready for kindergarten. She thinks that her kids will have an advantage on the proficiency tests (for elementary school children) because of their experience in Head Start.

What these children have in common are caring mothers who recognize the need for early childhood programs in order for their children to succeed in school. One of the strengths of Head Start is its comprehensive approach to early child development, focusing on children’s cognitive, physical, social, and emotional development. Head Start’s comprehensive services met both children’s developmental needs.



they will learn to read in elementary school. In turn, how well they learn to read in elementary school is a critical determinant of their lifelong career and economic prospects.”<sup>22</sup>

### Head Start Works by Focusing on the “Whole Child”

Head Start is the only national, high quality early education program that provides comprehensive education, health, nutrition, and social services to the country's neediest children and their families. Since its establishment in 1965, Head Start has served more than 22 million of America's poorest children.

Congress funded Head Start at \$6.78 billion in FY 2004, allowing the program to serve 905,851 children ages zero to five.<sup>23</sup> Head Start is administered at the local level, enabling it to respond to the needs of diverse communities within the context of extensive federal quality and performance standards. Indian Tribes, faith-based organizations, local governments, nonprofits and for-profits, and public school districts were among the 1,604 grantees operating 20,050 Head Start centers across the country in 2004.<sup>29</sup>

At least 90 percent of Head Start families must be at or below the federal poverty line to qualify for enrollment in the program. In 2005, this means that a three-person family earning less than \$16,090 (the federal poverty level in 2005) would

be eligible for enrollment in Head Start.<sup>30</sup> Programs also are required to reserve at least 10 percent of their slots for children with disabilities.<sup>31</sup> Head Start also provides specific programs for migrant and Native American children and serves infants, toddlers, and pregnant women through the Early Head Start program.

One of the program's strengths is its focus on the whole child—not simply his or her cognitive development. Head Start acknowledges that children from low-income families have *many needs* critical to their ability to learn, including health services, social services, and parental involvement in their development.

According to a long-term evaluation, Head Start helps reduce the gap in school readiness skills between children in poverty and their more advantaged peers. Children entering Head Start exhibit skills substantially below national norms but make gains toward these norms during their time in Head Start, especially in vocabulary and early writing skills. Once in kindergarten, Head Start graduates continue to make progress, advancing toward national norms in vocabulary, early writing, and letter identification. Children also show growth in social skills and a reduction in hyperactive behavior while attending Head Start.<sup>32</sup>

Results from the U.S. Department of Health and Human Services' June 2005 *Head Start Impact Study: First Year Findings* confirmed that Head

### Every Head Start program offers:

- **Health Services** – Head Start coordinates with community resources to ensure children's medical, dental nutrition, and mental health needs are met. Head Start also ensures that children are immunized and receive hot meals.
- **Social Services** – Complimentary to its education and health services, Head Start provides social services to its families. Support services that are frequently used include parenting education, health education, emergency or crisis intervention, adult education, housing assistance, and transportation assistance.
- **Parent Involvement** – Head Start programs acknowledge parents' critical role in their child's education. Programs work to engage parents both in the classroom as volunteers and at home through home visits. Parents also can serve on policy councils, which give them direct input into how their child's program is administered. Through Head Start, parents gain access to job training, literacy, language classes, and other supports that help them attain economic stability.

## Early Childhood

Start is a high quality comprehensive program that helps America's poorest children overcome the disadvantages of growing up in poverty while engaging their parents in the process. The study found positive impacts in each domain (cognitive, social-emotional, health, and parenting) and reported that at the end of just one year, Head Start was able to cut the achievement gap in children's pre-reading skills nearly in half in comparison to the general population.<sup>33</sup>

An evaluation of Early Head Start found that the program produced sustained positive impacts on children's cognitive and language development at age 3. Early Head Start children were significantly less likely than children who did not participate to score in the at-risk range of developmental functioning in these areas. Early Head Start also had positive impacts on children's social-emotional development; they were more engaged with their parents and more attentive during play while displaying less negative behavior. In addition, Early Head Start parents provided more support for language and learning at home, were more likely to read daily to their child, and were less likely to engage in negative parenting behaviors.

### Assessing the National Reporting System (NRS)

In 2003, after only 18 months of development, the Administration implemented the National Reporting System (NRS), which tests the early literacy, language, and math skills of all 4- and 5-year-old children enrolled in Head Start at the beginning and end of the school year. The NRS test has been administered to more than 400,000 4- and 5-year-olds to date at a cost of more than \$22 million. Controversial from its onset, the test was adamantly opposed by the early childhood community on grounds that the only useful assessments of preschoolers are based on on-going teacher observation rather than a single focused test performed on a given day. NRS testing practices run counter to a wide body of research on young children's development and assessment, as well as the Administration's own stated policy in the No Child Left Behind Act "not to test students before third grade." The National Research Council

warns: "Assessments must be used carefully and appropriately if they are to resolve, and not create, educational problems" for both children and programs. This high stakes test, cobbled together from a number of existing assessment tools, fails to consider children's progress in the emotional, behavioral, or physical domains. It also disregards the needs of children with disabilities and limited facility with English, who represent a significant number of children enrolled in Head Start.

In May 2005, the General Accountability Office (GAO) confirmed what the Children's Defense Fund and other early childhood experts have maintained for the past two years: that the NRS is neither a reliable nor valid method for assessing the progress of young children. CDF has called on Congress to remedy this misallocation of resources by suspending NRS testing until the National

**Reliability:** If the test is repeated, the results are the same.

**Validity:** The test accurately measures what it is supposed to measure.

*"...results from the first year of the NRS currently cannot be used to hold grantees accountable or to target training and technical assistance because the Head Start Bureau (HSB) analyses have not yet shown that the NRS provides the scope and quality of assessment information needed for these purposes. The usefulness of educational tests is dependent on their consistency of measurement (their reliability), along with whether they measure what they are designed to measure (their validity). HSB has asserted that the NRS meets these criteria because it borrows certain material from existing tests that have met them, but the agency has not shown the NRS itself to be valid and reliable over time."<sup>34</sup>*



### Average Annual Teacher Salary by Level of Education

Head Start Teacher <sup>37</sup>	
Child Development Associate Credential	\$20,306
Associate Degree in ECE or Related Field	\$22,249
Baccalaureate Degree in ECE or Related Field	\$26,241
Graduate Degree in ECE or Related Field	\$32,478
K-12 Public School Teacher <sup>38</sup>	\$45,822



Academy of Sciences completes a review of appropriate assessments for preschoolers enrolled in Head Start and deems NRS testing to be valid and reliable.

#### Head Start Funding and Teacher Credentials

Questions raised in early 2005 concerning financial mismanagement and improprieties at a relative handful of Head Start programs have cast a shadow over the oversight of Head Start program finances. Early childhood experts agree, however, that the program as a whole should not be held hostage due to the inappropriate behavior of a small number of individuals. The vast majority of Head Start centers manage their finances well and have a very low rate of fraud or negligence.

In 2003, the Administration proposed, without success, to hand over control of Head Start to the states. In 2004, the Administration tried once again to convert the Head Start program, this time proposing a “demonstration project” to implement block grants in a handful of states. Early childhood advocates turned back these efforts, and Head Start re-authorization bills introduced in early 2005 maintain the integrity of the program as well as its performance standards.

Head Start classrooms are consistently rated high in quality.<sup>35</sup> Head Start programs are also more likely to meet national accreditation standards for good quality early childhood development programs and tend to have lower turnover rates than many other early childhood and child care settings.<sup>36</sup> Congress is considering several proposals that would increase the Head Start teacher

requirements. While the House and the Senate's proposals differ, they both mandate increased teacher requirements without providing any additional funding. These provisions would require all new Head Start teachers to have at least an associate's degree by 2008 and 50 percent of all Head Start teachers to have at least a bachelor's degree by 2011. While it is important to ensure that Head Start teachers are highly qualified, it is also important to address the need for scholarships and other means to compensate Head Start teachers for these costly educational requirements.

#### America's Primary, Yet Dwindling, Source of Child Care Funding: The Child Care and Development Block Grant (CCDBG)

Created in 1990, the Child Care Development Block Grant (CCDBG) is the main source of child care funding available to the states from the federal government. The Department of Health and Human Services administers CCDBG grants through the Child Care Bureau of the Administration for Children and Families. The CCDBG provides the primary support for child care assistance for low-income working families, families receiving public assistance, and those enrolled in training or continuing education. The CCDBG helps these families afford the child care that is critical to their finding and maintaining employment and preparing their children for success in school. States can use these funds to lift families out of poverty by allowing them to find affordable, quality care for their children while they work.

## Early Childhood

CCDBG is funded by money from both federal and state governments. The three primary sources of funding for CCDBG are:

- **Mandatory funds:** All federal funds, requiring no state match, and determined based on historical federal share of expenditures in the State IV-A child care programs;
- **Matching funds:** Comprised of federal and state funds, the remaining amount appropriated under section 418(a)(3) of the Social Security Act after the mandatory funds are allotted; available to states contingent on their contributing a matching amount at a specified rate (the Federal Medicaid Assistance Percentage rate, or FMAP); and
- **Discretionary funds:** Appropriated by Congress each year and requiring no state match.

Additional funding comes from the following sources:

- **MOE (Maintenance of Effort) funds:** A state is eligible for these funds if they continue to spend the same amount on child care services that they spent on the repealed Title IV-A child care programs in FY 1994 or FY 1995 (whichever was greater).
- **TANF funds:** States can transfer up to 30 percent of TANF funds to CCDBG or spend TANF funds directly for child care.
- **SSBG (Social Services Block Grant) funds:** States can transfer SSBG funds.

In 2000, the average number of families served per month by CCDBG was 1,040,600.<sup>39</sup> In 2004, this number stood at 1,001,600 families per month—a decrease of 39,000 families over five years.<sup>40</sup> At the same time, the number of families with children under 18 years of age living below the poverty line increased from 4,866,000 in 2000 to 5,847,000 in 2004, an increase of more than 980,000 families with children living below poverty.<sup>41</sup> While CCDBG has never been sufficiently funded to serve all eligible children, the federal government's response has been and continues to be inadequate in the wake of the declining numbers.

The federal government estimates that 2.5 million children received child care assistance from the

various funding sources in 2003. However, the Administration itself projects that the number of children receiving help declined by 200,000 million in 2004 and will decline by 500,000 by 2010. The federal government provided \$4.8 billion for CCDBG in 2004—the same level of funding since 2002. The Administration's proposed budget did not account for inflation and did not ask for one more dime for child care funding for 2005 or 2006.

Our nation can do more; currently only one in seven children eligible for child care assistance actually receives it. Investing in child care and after-school care is a smart choice that we can and must make—we can't afford not to. Child care helps our economy today by making it possible for parents to work and helps the economy of tomorrow by preparing our future workforce.

### Tight State Budgets Have a Negative Impact on Child Care Policies

Over the past year, states have made drastic cuts to child care services because of state budget crises that have been exacerbated by recent federal tax cuts. The National Conference of State Legislatures

The need for child care has become a daily fact of life for many parents:

- 65 percent of mothers with children under age six and 79 percent of mothers with children ages six to 13 are in the labor force.<sup>42</sup>
- In 2001, only one-quarter of all families with children younger than six—and only one-third of married-couple families with young children—had one parent working and one parent who stayed at home.<sup>43</sup> Working women earn about half or more of their families' earnings in the majority of U.S. households.<sup>44</sup>
- The proportion of single mothers with jobs, after remaining steady at around 58 percent from 1986 to 1993, increased sharply to 71.5 percent in 1999.<sup>45</sup>



confirms the detrimental effects of revenue shortfalls and shrinking budgets, stating that “improving the quality of child care has been a challenge in recent years, particularly when states have been unable to make significant investments due to revenue shortfalls and uncertainty about reauthorization of the federal welfare law, which includes the Child Care and Development Block Grant.”<sup>46</sup>

What does this mean for our nation’s children? It means that well over 550,000 children across the country will remain on waiting lists for child care assistance. This number vastly underestimates the true number turned away because many states do not even maintain waiting lists; countless families are discouraged from applying for assistance because of long lists; and many families are unaware that they are eligible for assistance in the first place.

States’ income eligibility limits have continued to become more restrictive as a result of stagnant federal funding and tightening state budgets. Current federal law allows states to set their income eligibility threshold (or limit) as high as 85 percent of the State Median Income (SMI<sup>1</sup>). However, in 2004, only one state, Maine, set its threshold that high.<sup>47</sup> The trends for income eligibility limits are troubling:

- Between 2001 and 2004, the cutoff for a family to qualify for child care assistance declined as a percentage of the poverty level in about three-fifths of the states.
- Between 2001 and 2004, the income eligibility cutoff for child care assistance declined in almost one-quarter of the states.
- In 2004, a family of three earning \$17,800 per year would not even qualify for child care assistance.<sup>48</sup>

States also set their own copayments for child care assistance so that families cover part of the costs of child care. States structure their copayment system based on a family’s income, the type of care, and the cost of care. Copayments are structured so that as a family’s income rises, they increasingly shoulder a greater share of the costs of child care.

Unfortunately, as states look at ways to make their dollars go further, they look at increasing copayments as a way of reducing costs. Between 2001 and 2004, families in about half of the states with an income at 100 percent of poverty had their copayments increase.<sup>49</sup>

Reasonable state payment rates for publicly funded care are critical in ensuring access to decent child care. Low reimbursement rates make providers reluctant to serve children receiving child care assistance and deprive providers who do accept the rates of the resources they need to maintain a high level of program quality. As a result, such policies leave low-income parents with few good child care options. About half of the states set their market rates based on outdated market prices or below current market prices. A number of states reimburse providers at rates that are at least \$100 per month lower than what providers typically charge.<sup>50</sup>

State policies that determine how much parents receiving assistance contribute to the cost of child care also affect access. Requiring high parent copayments may prohibit parents from participating in the child care assistance program at all. In addition, policies that base copayments on the cost of care make it difficult for parents with very low incomes to choose good quality care without suffering financially. Low-income families should not be expected to pay a higher percentage of their income than the national average (7 percent), and families with very low incomes should be exempt from any fees.<sup>51</sup>

## **The Quality of Child Care Varies Greatly**

Children need high quality early experiences that promote all aspects of their development, including their social, emotional, physical, and cognitive development—all of which are essential in preparing them to succeed in school and in life. While many child care and early education programs are subject to federal, state, and/or local licensing or quality standards that provide basic health and safety protections, these programs usually cost more money or are already filled to capacity. There are no uniform quality standards that govern all

<sup>1</sup> State Median Income (SMI) is the income level below which half of the families in the state fall and half have incomes exceed.

## Early Childhood

child care and early education programs nationwide.

Strong state licensing requirements can have a major impact when it comes to ensuring children's well-being. The staff who care for and educate children on a daily basis play a critical role in children's development, yet many states do not require providers to have basic child development training, acceptable child-to-staff ratios, or quality standards. Cosmetologists must attend as much as 2,000 hours of training before they can get a license,<sup>52</sup> yet 37 states allow teachers in child care centers to begin working with children without receiving any training in early childhood development.<sup>53</sup>

Low salaries also negatively affect the quality of child care, fueling high turnover rates that make it difficult for children to form meaningful, trusting relationships with their caregivers. It's not surprising that professional, qualified child care workers are difficult to find and retain in a job market where they earn, on average, only \$17,610 per year<sup>54</sup> and tend to receive no health or dental benefits or paid leave.<sup>55</sup>

High quality child care and early education programs invest more in personnel by paying higher staff salaries, providing greater funding for training

and education and hiring additional teachers to increase the child-to-staff ratio. The result is the attraction of highly qualified staff, reduced turnover rates, appropriate curricula, comprehensive services for children and families, and children who are better prepared to succeed in school.

Ajay Chaudry's investigation of low-income working mothers' child care struggles poignantly illustrates the paradox of high quality child care—critical yet unaffordable: “Unstable and low-quality child care has an enormous impact on children's well-being. While mothers are well aware of this, they also know that within the existing child care markets and subsidy system, quality is a luxury that they cannot afford or even properly consider...”<sup>56</sup>

A 2002 MDRC study of findings on the child care decision of roughly 20,000 low-income parents revealed differences between employment programs that provided expanded child care assistance to parents and others that provided standard assistance:

- Welfare reform and employment programs increased parents' employment and use of paid child care.

### STORIES FROM THE STATES

#### Two Jobs, No Child Care

Natoya grew up in an abusive foster care family and got pregnant at 14. She is now 28 and has five children ages 2, 5, 6, 10 and 13. Despite the absence of role models during her youth, Natoya is struggling to earn enough money to care for her children. She works two jobs: full-time at a Wal-Mart in St. Paul, Minnesota, and part-time caring for Janet, a quadriplegic. She is behind on her rent and will be moving out of her apartment because she can no longer afford it. Her children are in Memphis in the care of her relatives. “They took away my child care, now it's a sliding fee. I was making \$1,800 a month working full-time. I had to take a one month leave because I was having a nervous breakdown after I lost child care. I took my kids to Memphis. I needed to situate my kids; I was worried about their safety.”

The dilemma Natoya faces is common for low-income families with children—she took on two jobs and still couldn't afford quality child care for her children. The dilemma is that families are never able to get ahead; the safety net is failing them and their children. The lack of affordable child care is a predicament for too many American families.



- Programs that offered expanded assistance increased child care subsidy use, lowered parents' personal costs, and reduced the percentage of parents reporting child care problems with finding and keeping jobs.
- Parents reported difficulties remaining eligible for child care assistance due to unclear or inflexible rules to accommodate their ever-changing employment situations.<sup>57</sup>

### **Research Shows That High Quality Child Care Helps Children**

The importance of accessible, affordable child care cannot be overstated. Child care helps low-income families find and keep work, helps shape their children's futures, and is key to school readiness. The research is clear that the quality of child care has a lasting impact on children's well-being and ability to learn.

- Children in poor quality child care have been found to be delayed in language and reading skills, and display more aggression toward other children and adults.<sup>58</sup>
- A study released in 1999 found that children in high quality child care demonstrated greater mathematical ability, greater thinking and attention skills, and fewer behavioral problems than children in lower quality care. These differences held true for children from a range of family backgrounds, with particularly significant effects for children at risk.<sup>59</sup>
- School-age children's academic performance is enhanced by attending formal child care programs of at least adequate quality, according to several studies. Children attending such programs have been found to have better work habits and relationships with peers and to be better adjusted and less anti-social than children who spend their out-of-school hours alone, in front of the television or informally supervised by other adults.<sup>60</sup>

### **School-Age, After-School, and Out-of-School Care**

According to the Federal Poverty Guidelines issued by the Department of Health and Human

Services (DHHS), Natoya's income of \$1,800 per month (or \$21,600 a year) places her well below the federal poverty line of \$25,870 per year (for a family of six). Natoya's experience is not unique—there are millions of eligible families who need and qualify for child care assistance, yet don't receive it because there is just not enough money to go around. Instead, families and their children are turned away or placed on waiting lists for child care assistance in their state. These families turn, more often than not, to unregulated child care, also known as informal care. Natoya was lucky enough to have family members who were willing to care for her children. Many families turn to relatives and friends to care for their children because it is the most affordable option for them. Others might set up an informal care network and rotate taking turns caring for their children. Some families might have the child who is the oldest care for the other children, often referred to as sibling care. Having a 12-year-old care for a five-year-old might be an inexpensive care option, but clearly it is not the preferred choice for any parent. Lastly, unregulated care, or care that children are receiving for which there are no formal requirements or processes for assessment, inspection, or quality control, is the only alternative for many parents, simply because it is less expensive than regulated care.

Currently, there are more than 73 million children living in the 50 states and the District of Columbia, with almost 24 million preschoolers and more than 49 million children of school-age.<sup>61</sup> Each day, an estimated 12 million children under six—including children with mothers who work outside the home and those who do not—spend some or all of their day being cared for by someone other than their parents on a regular basis.<sup>62</sup> In fact, all but two states, Illinois and Maryland, do not have regulations or laws that clarify when a child is considered old enough to care for himself/herself or to care for other children.<sup>63</sup>

Because school days between the hours of 3 to 6 p.m. are a peak time for children and teens to get into trouble,<sup>64</sup> after-school programs play an important role in keeping them safe while their parents work. Studies have found that children who attend quality after-school programs have better peer relations, emotional adjustment, grades, and



## Early Childhood

conduct in school than their peers who are not in programs. They have more learning opportunities and academic or enrichment activities, and they spend less time watching television. It's clear that school-age children also need quality out-of-school care.

After-school programs are a cost-effective federal investment that meets the needs of children and their parents. Quality programs for school-age children during their out-of-school hours can support their learning and successful development while keeping them out of trouble. More than six million "latchkey children" go home to an empty house on any given afternoon.<sup>65</sup> When the school day ends, working parents worry about whether their children are safe or are being tempted to engage in dangerous activities. We would be shortchanging our children if we gave them the support and resources necessary to arrive at school ready to learn and then did not continue to support them during their school years.

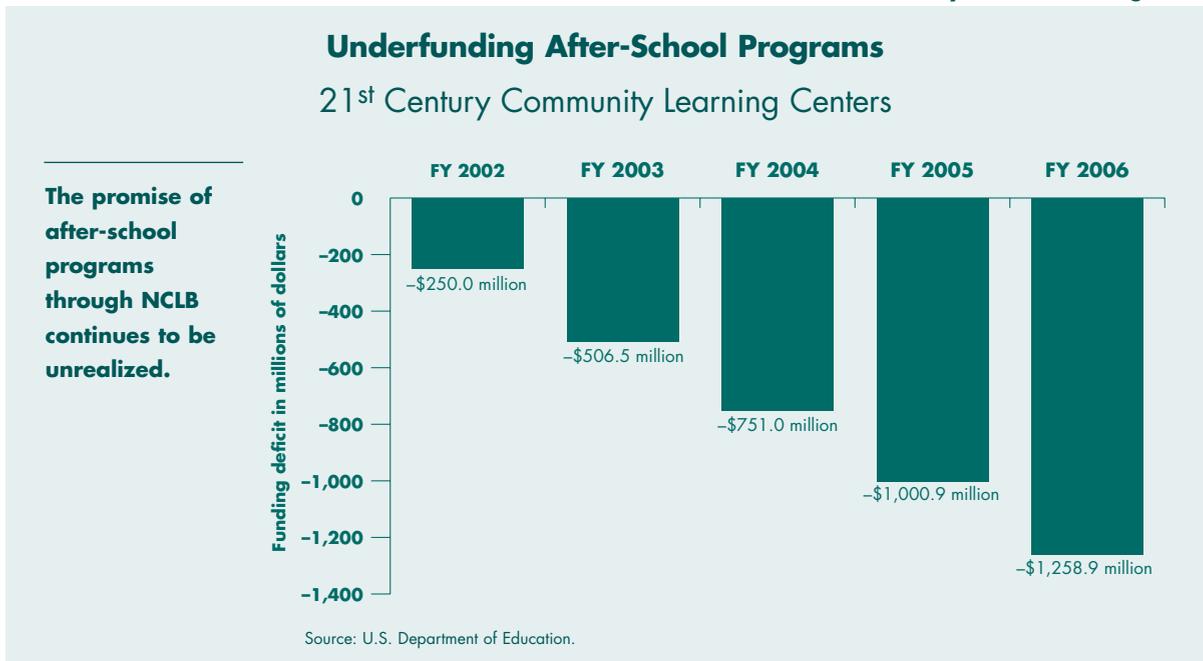
### 21st Century Community Learning Centers (CCLC)

In 2001, the Administration's No Child Left Behind legislation reauthorized the 21<sup>st</sup> Century

Community Learning Centers (21<sup>st</sup> CCLC) Program that was created in 1995. This after-school program provides opportunities for academic enrichment through a wide array of activities in order to help students in low-performing schools meet state and local student academic achievement standards in reading, math, and science. These services are provided during non-school hours (before and after school, during the summer, and on Saturdays). The program also provides help to children and their families through youth development programs like drug and violence prevention; character education programs; counseling programs; and art, music, literacy, technology, and recreation programs that are designed to reinforce and complement the regular school day activities.

Congress chose to increase the program's funding each year until 2003, when it was cut by \$6.5 million. Even though the President's own No Child Left Behind (NCLB) legislation called for 21<sup>st</sup> CCLC to be funded at \$2 billion in FY 2005, the Administration requested just under \$1 billion. The Children's Defense Fund estimates that just over 1.3 million children were served by the program in 2004 (the Department of Education's most recent estimate is that 1.2 million children were served in 2001). This falls far short of the

Early Childhood – Figure 1



well-documented need for after-school programming and care for our nation's children.

The Administration's fiscal year 2006 budget proposed to "level fund" this important after-school program at \$991 million, underfunding the program by 1.3 billion dollars of the authorized level of NCLB for 2006—leaving 1.7 million children without after-school services.

## **Sustainability**

Sustainability is a major problem for after-school programs. Many programs receive a substantial grant that provides funding for the first several years, but once the initial grant runs out, programs are forced to turn to a different source for continued funding. Considering that the hours after school lets out and before parents return home are a dangerous time for children to be unsupervised, ensuring these programs are able to continue to serve children should be of the highest priority for our nation.

## **Research Shows That Quality After-School Programs Help Children**

Evaluations and studies of after-school programs have consistently shown that these programs have a positive effect on children as well as their families. The U.S. Department of Education reports that children and youth who participate in quality after-school programs achieve better academically, are better behaved in school, have stronger peer relationships, and are less likely to be involved in drugs and violence.<sup>66</sup> Studies indicate that school-age children who are left alone after-school are more likely to engage in risk-taking behavior, smoke cigarettes, drink alcohol, and experience stress.<sup>67</sup> Students involved in quality after-school programs have more learning opportunities and academic or enrichment activities, and they spend less time watching television.<sup>68</sup> Further research also has demonstrated that children who are under adult supervision, in programs or at home, have better social skills and higher self-esteem than their peers who are unsupervised after school.<sup>69</sup>

Working parents with school-age children do not need full-time care, but they do need part-time

quality care in the hours after school. Low-income working families especially need affordable school-age care that will enable them to maintain their full-time jobs while ensuring that their children are in a safe, supervised, and structured atmosphere. Even part-time care for school-age children can total \$3,500 or more per year.<sup>70</sup>

What is especially troubling about the availability and affordability of after-school programs is the extent to which families living in poverty are able to utilize or even afford these programs. School-age children living in families below the poverty line are one-third as likely as children living in families at or above 200 percent of the poverty line to participate in at least one enrichment activity after school.<sup>71</sup> Despite the growth of after-school programs like 21<sup>st</sup> CCLC, school-age children in low-income families still face limited opportunities to participate in after-school activities; yet these are often the children who could benefit most from these programs.

## **Prekindergarten: Patchwork of Programs, Not Universal**

In 1989, the nation's governors and the first President Bush signed the National Education Goals. The first of these goals stated that, by the year 2000, every child would enter school ready to learn and that access to a high quality early childhood program was key to meeting this goal. Though this goal has not yet been achieved, efforts to help all children become better prepared for school continue. These efforts include prekindergarten initiatives, which are supported through a variety of private and public sources at the federal, state, and local levels.

Prekindergarten in the United States is not universal; instead, a patchwork of public and private programs throughout the states exists. As a country, we have come a long way in providing preschool to the children who need it the most—children who live in poverty. The number of children attending state-funded preschool programs rose from 693,000 in 2001-2002 to 738,000 in 2002-2003.<sup>76</sup> In 2002-2003, however, only 38 states had recognized the importance of investing in our young children from the outset and had



## After-School Program Benefits

- Research shows that children who spend 20 to 35 hours per week engaged in constructive learning activities are significantly more likely to succeed in school. Children's out-of-school hours represent a substantial, ongoing opportunity for them to learn through play, to learn how to get along with other children, and to form enduring and supportive relationships with adults.<sup>72</sup>
- A 2001 study found that teenagers who participate in after-school, extracurricular activities, such as bands, sports teams, clubs, and community groups, are more likely to graduate from high school than those who spend their afternoon hours without adult supervision. The study found that 90 percent of those who were involved in an organized program after school graduated from high school.<sup>73</sup>
- A U.S. Department of Education study of the 21<sup>st</sup> CCLC Program found wide-ranging positive effects of after-school programs on student behavior and academic performance. Various programs reported reductions in local violence and juvenile crime, lower incidence of student retention in school, and higher school-attendance rates.<sup>74</sup>
- An evaluation of the Extended-Service Schools Initiative found that after-school programs help youth avoid risk-taking behaviors, improve their attitude towards school, and increase their self-confidence, according to an evaluation of the initiative. Sixty-five percent of youths reported that the program helped them stay out of trouble and helped them do better in school. Nearly three-quarters of youth said they saw choices and possibilities in life that they had not realized they had. The benefits of the program were not limited just to the children; parents also benefited from the program. Eighty-two percent of the parents said the program helped their children try harder in school. Knowing their children had a good place to go after school also reduced parents' stress levels and enabled them to better balance their responsibilities for work and family.<sup>75</sup>



funded public prekindergarten programs.<sup>77</sup> While states **must** provide education for children in grades K-12, they are not universally mandated by law to provide prekindergarten for all children.

Other prekindergarten programs, both public and private, exist throughout the United States to serve children of all socio-economic backgrounds. The difference between states' and even among states' prekindergarten programs can be quite dramatic, with each state determining its own eligibility criteria, guidelines for access, curriculum, teacher standards, class size, and funding level. Some states, including California, Delaware, Arizona, and Massachusetts, set income eligibility criteria for participation in prekindergarten programs, with most focusing their efforts on children living in low-income families as well as children who have other risk factors.

Access to prekindergarten is a significant problem even in states that offer it. In late 2004, the GAO studied five states that expanded their prekindergarten programs to serve more children. It found that none of the states required providers to transport children to and from their prekindergarten program and that many children were enrolled in half-day programs. The GAO report discussed the implications of these two findings, "which officials believed might have limited the participation of children from low-income and working families."

### **Inadequate Resources**

Only with a sufficient amount of funding per child can prekindergarten programs offer a high level of quality. The average cost per child in the

federal Head Start program offers a benchmark for the cost of providing a comprehensive, quality part-year program. In 2004, the average expenditure per child in Head Start was \$7,222.<sup>78</sup> This level of funding should allow programs to hire well-trained staff, maintain safe facilities, purchase materials and equipment, and invest in other important resources. Comparing the expenditure per child in Head Start to state-funded prekindergarten programs illustrates how we are shortchanging our children. In 2002-2003, state spending per child enrolled in state-funded prekindergarten averaged about \$3,500.<sup>79</sup>

In 2004, 12 states did not provide any prekindergarten programs: Alaska, Florida, Idaho, Indiana, Mississippi, Montana, New Hampshire, North Dakota, Rhode Island, South Dakota, Utah, and Wyoming.<sup>80</sup> But other states are making inroads in meeting the needs of their children. The Trust for Early Education reported that 15 states increased their prekindergarten funding in fiscal year 2005: Alabama, Arkansas, California, Colorado, Connecticut, Delaware, Georgia, Illinois, Maine, New Jersey, North Carolina, Oklahoma, Pennsylvania, Virginia, and Wisconsin.<sup>81</sup>

Even when states do make an effort to provide prekindergarten, many state initiatives are typically structured to provide part-day and/or part-year programs. This is problematic for parents who work full-time year-round. They are forced to find additional child care arrangements for their children for the remainder of their workday, as well as during the summer when school is out. Transportation becomes a major stumbling block as well, as the children usually have to be moved from one location to another. States have increasingly been paying more attention to these issues and are focusing on improving the coordination among different providers and child care arrangements.

### Quality Matters in School-Age Care

Quality programs for school-age children during their out-of-school hours can support children's learning and successful development and keep them out of trouble.

President Bush's tax cuts allowed wine, whisky, and beer manufacturers to benefit from a tax write-off with a revenue loss of \$66 million in 2005. This is enough revenue to pay for more than 85,000 children to receive quality after-school care.

- 46 percent of kindergarten teachers report that half of their class or more have specific problems, including difficulty following directions, lack of academic skills, problems in their situations at home, and/or difficulty working independently when entering kindergarten.
- In its long-term study of child care, the National Institute of Child Health and Human Development found that children in higher quality care for their first four-and-a-half years of life scored higher on tests of cognitive skills, language ability, vocabulary, and short-term memory and attention than children in lower quality care. Children in higher quality care also were better able to get along with their peers, according to their caregivers.
- A four-state study has been following a group of children to compare high quality child care with lower quality child care. The most recent findings reveal that children in high quality care demonstrate greater mathematic ability, greater thinking and attention skills, and fewer behavioral problems. These differences hold true for children from a variety of family backgrounds, with particularly significant effects for children at risk.
- A report by the National Research Council, *Eager to Learn: Educating Our Preschoolers*, states that "Cognitive, social-emotional, and motor development are complementary, mutually supportive areas of growth all requiring active attention in the preschool years... All are therefore related to early learning and later academic achievement..." A high quality program must address each of these critical developmental areas in order to ensure children are ready to learn.<sup>82</sup>

Other gaps in state policies and investments for child care assistance and state prekindergarten

### Sample Costs to Support a Family of Three (per month)



<b>Basic Needs</b>	<b>Monthly Costs 2005<sup>1</sup></b>
Housing <sup>2</sup>	-\$805
Food <sup>3</sup>	-\$427
Child Care <sup>4</sup>	-\$620
Health Care <sup>5</sup>	-\$63
Clothing <sup>6</sup>	-\$58
Transportation <sup>7</sup>	-\$416
Miscellaneous <sup>8</sup>	-\$98
<b>Total</b>	<b>-\$2,487</b>
<b>Full-time minimum wage income<sup>9</sup></b>	<b>\$893</b>
<b>Income gap per month</b>	<b>-\$1,594</b>

*Which basic needs would you tell this family to give up?*

NOTE: This example is based on a single parent earning a minimum wage, working full-time, and raising two children ages four and seven.

<sup>1</sup> The above table reflects minimal national average costs for families raising children, using the most recent data available. Housing and food costs are estimated for a three-person family. The estimate only counts the cost of clothing and miscellaneous expenditures for the children, and counts the out-of-pocket average costs for children's health care not covered by Medicaid or private insurance. Full family costs, of course, really include expenditures for the parent for these necessities as well.

<sup>2</sup> Fair market rent for a two-bedroom apartment in FY 2005. Estimate by the Center on Budget and Policy Priorities, based on data from the U.S. Department of Housing and Urban Development.

<sup>3</sup> Assumes a mother and two children, ages 4 and 7, using the USDA's low-cost food plan. Source: U.S. Department of Agriculture, March 2005.

<sup>4</sup> Karen Schulman, *The High Cost of Child Care Puts Quality Care Out of Reach for Many Families* (Washington, DC: Children's Defense Fund, 2000). This cost estimate is for family child care in the state of Ohio.

<sup>5</sup> USDA's 2003 Annual Report: Expenditures on Children by Families. Includes medical and dental services not covered by insurance, prescription drugs and medical supplies not covered by insurance, and health insurance premiums not paid by employer or other organization. Does not include parent's health care costs (single-parent family estimates).

<sup>6</sup> USDA's 2003 Annual Report: Expenditures on Children by Families. Does not include costs of clothing for the parent (single-parent family estimates).

<sup>7</sup> USDL Bureau of Labor Statistics Consumer Expenditures in 2001-02. Includes gas, oil, other vehicle expenses, vehicle purchases (net outlay), and public transportation for average three-person household making \$10,000-\$14,999 in 2001-02.

<sup>8</sup> USDA's 2003 Annual Report: Expenditures on Children by Families. Includes personal care items, entertainment, and reading materials. Does not include these for the parent (single-parent family estimates).

<sup>9</sup> \$5.15 an hour, 40 hours a week, 52 weeks a year divided by 12. These figures do not take into account payroll taxes or the value of the Earned Income Tax Credit.

programs deprive low-income families of access to quality child care and early education.

### **Lack of Affordable Care**

The problem of locating affordable, licensed, and quality child care is especially difficult for infants and toddlers, school-aged children, children with disabilities and special needs, and parents who need odd hour care for their children. Contributing to this problem are welfare rules that require a single parent with a child under age six to work 20 hours a week and other single parents to work 30 hours a week and second and third shift hours. Another factor is the continual rise of mothers in the workforce, with almost three out of every four women working often at odd hours to accommodate child care needs.<sup>83</sup> States are making some progress towards offering odd hour care, care for children with special needs, and increasing the number of facilities serving infants and toddlers.

Children with special needs require quality child care, especially children with severe disabilities or those who require medical services. The term “special needs” can refer to physical, emotional, mental, or behavioral needs. The latest data show that 6.5 million children from infancy to 18 years of age have disabilities and received services under the Individuals with Disabilities Act (IDEA) in 2000-2001.<sup>84</sup> These children with disabilities and special needs are more likely to be from low-income families. In 2003, nine states reported new programs or policies regarding special needs care for children: Illinois, Kansas, Maryland, Massachusetts, Ohio, Rhode Island, South Dakota, Virginia, and West Virginia.

School-age and after-school care are the least available types of care for children. Each day, more than six million “latchkey children” go home to an empty house and are unsupervised.<sup>85</sup> In 2003, four states reported cuts in funding for school-age care initiatives: Maryland, Oklahoma, South Carolina, and the District of Columbia. Three states, South Dakota, Virginia, and Wyoming, all implemented various grants for the use of school-age care.

The need for additional odd hour care stems from the increase of mothers in the work force and

two-parent working families. The Families and Work Institute reports that:

- One in four Americans work either Saturday or Sunday once a week.
- The traditional 40-hour work week is disappearing at a rapid pace.
- Men on average work 48.2 hours per week and women work 41.4 hours per week.<sup>86</sup>

In families where both parents work, the Families and Work Institute found that among parents of children under age 6, 41 percent use full- or part-day child care for their children, and 64 percent of parents say they coordinate work schedules to be able to access established child care hours.<sup>87</sup> In 2003, there were only two reported efforts to make odd hour care available. The District of Columbia encouraged child care providers to increase operation hours, and Massachusetts piloted an odd hour care program in family and center-based child care facilities that are contracted with the Office of Child Care Services (OCCS). California currently has some odd hour care initiatives but due to the reduction in reimbursement rates, the availability of odd hour care could be impacted.

### **Costs Versus the Benefits of Child Care and Early Education**

Investing in our children during their early development pays off not only in the short run, but in the long run as well. High quality child care and early childhood programs can reduce criminal and violent behavior. Fight Crime: Invest in Kids, an anti-crime group of more than 2,000 police chiefs, sheriffs, prosecutors, victims of violence, and youth violence experts, have found that a lack of access to quality early childhood programs increases the probability that children will become involved in crime and violence.<sup>88</sup> One study indicates that “the national cost of failing to provide at least two years of quality early care and education is extremely high, on the order of \$100,000 for each child born into poverty, or \$400 billion for all poor children under five today.”<sup>89</sup> For example, one study found that early childhood programs combining a focus on early education and family support have result-

ed in long-term decreases in the incidence and seriousness of juvenile offenses.<sup>90</sup>

Studies have revealed that Head Start and similar prekindergarten programs cut crime. Children left out of Head Start are more likely to commit crimes when they grow up compared to children who did attend the program.<sup>92</sup>

Research shows that Head Start helps kids learn to get along with others and follow directions, and reduces problem behavior that can lead to youth and adult crime. Head Start has also shown strong results for children in improving language and math skills, reducing grade retention, and increasing graduation rates. These school successes have led to Head Start graduates having higher rates of employment and earnings. Head Start has given a literal “head start” to more than 22 million of the country’s neediest children, helping them to become contributing, responsible adults.

### High-Return Investments

- The High/Scope Perry Preschool Study of the long-term impact of a good early childhood program for low-income children found that after 40 years, each \$1 invested had a return of over \$17 by increasing the likelihood that children would be literate, employed, and enrolled in post-secondary education, and making them less likely to be school dropouts, dependent on welfare, or arrested for criminal activity or delinquency.<sup>93</sup>
- A study of the long-term benefits of the Abecedarian early intervention project found a return of \$4 for each \$1 invested. Children who participated in the program were less likely to require special or remedial education, had higher earnings as adults, and were less likely to smoke and incur related health care costs. Their parents also had greater earnings.<sup>94</sup>
- A study of the short-term impact of the Colorado prekindergarten program found that it saved \$4.7 million over just three years in reduced special education costs.<sup>95</sup>

The benefits of high quality early childhood programs result in significant cost savings in *both* the short and long term. The Committee for Economic Development found that “early environments play a large role in shaping later outcomes. Skill begets skill and learning begets more learning. Early advantages cumulate; so do early disadvantages. Later remediation of early deficits is costly, and often prohibitively so.”<sup>96</sup> As a result, the economic impact of the child care and early education industry is substantial:

- In Massachusetts, the child care and early education industry provides nearly 30,000 jobs and generates \$1.5 billion in gross receipts.<sup>97</sup>
- In North Carolina, the child care and early education industry was found to provide more than 46,000 jobs and contributed \$1.5 billion in annual gross receipts.<sup>98</sup>
- In Ohio, an expansion of the state public prekindergarten that would require an investment of \$410 million would generate estimated returns of \$782 million. The benefits of the investment would be 1.91 times greater than the costs.<sup>99</sup>
- By decreasing the number of students who had to repeat a grade in elementary school, the Michigan School Readiness Program saved the state \$11 million annually.<sup>100</sup>

A longitudinal study of a comprehensive, publicly funded preschool program in Chicago for 15 years has followed a group of children who participated in the program. The study has found that relative to a comparison group, participants in the program had a 29 percent higher rate of high school completion, a 33 percent lower rate of juvenile arrest, a 41 percent reduction in special education placement, a 40 percent reduction in the rate of grade retention, and a 51 percent reduction in child maltreatment.<sup>101</sup>

Children living in high-crime neighborhoods and attending after-school programs had fewer school absences, better conflict-management strategies, and better work habits at school than did their school classmates not attending the programs who lived in the same neighborhoods, according to a three-year study of four programs.<sup>102</sup>

While it may seem like the cost of ensuring that our children receive high quality care and education is high, the cost of **not** providing these critical services and programs is much higher. According to the Institute for Educational Leadership, “The cost to the nation in terms of talent unfulfilled and lives of promise wasted is enormous. Certainly, efforts to even the playing field from kindergarten onward are

useful, but they have to begin by dealing with the deficits created in many children from birth to age five.”<sup>103</sup> Investing in our children would be one of the wisest possible choices we could make. As other researchers have noted: “Compared with the billions of dollars spent each year on economic development schemes, [Early Childhood Development] is a much better economic development tool.”<sup>104</sup>

---

## Recommendations for Moving Forward

We call on all who support CDF’s mission to ensure every child a *Healthy Start*, a *Head Start*, a *Fair Start*, a *Safe Start*, and a *Moral Start* in life and successful passage to adulthood with the help of caring families and communities—including child advocates, policy makers, government officials, researchers, and service providers—to work together to achieve:

- a solid foundation for young children that allows them to enter school with the skills necessary to become strong readers and good students;
- access to after-school activities for school-aged children that not only offer a safe haven, but also provide the academic enrichment they need to stay and succeed in school;
- reliable, affordable child care options that enable parents to work outside the home or give children extra learning experiences if their parents stay at home; and
- opportunities for parents to stay at home during their child’s critical first months or when a child is sick.

In addition, CDF supports the following policies and programs that, in addition to helping parents work and ensuring that children arrive at school ready to succeed, have been shown to have far greater benefits to society than the costs. It is critical to hold national, state, and local elected officials accountable for their support of and commitment to policies and programs that provide the least well-off children with the opportunities they need to succeed in life and parents with the sup-

ports that will enable them to properly provide and care for their children.

### Head Start

- Urge members of Congress to fully fund both Head Start and Early Head Start so that all eligible children, whose families want them to participate, receive the important early childhood education experiences they deserve.
- Support higher staff qualifications policies that link heightened standards to appropriate funding and incentives.
- Oppose allowing faith-based organizations to conduct discriminatory hiring practices that violate civil rights protections.
- Encourage the suspension of the National Reporting System until the test has been fully evaluated and appropriate steps are taken to ensure its validity, reliability, and purpose.
- Support increased flexibility for Head Start programs to serve more families whose incomes may be above the federal poverty line.
- Investments in the quality of the program also should be continued to ensure that it maintains its comprehensive approach to addressing children’s cognitive, physical, emotional, and social development as well as to strengthen the early learning components.
- Preserve Head Start’s focus on comprehensive services.
- Support further improvements in the quality of Head Start.

### Child Care

- Urge your Members of Congress to support an increase in the CCDBG to provide child care help to guarantee child care assistance to all low-

## *Early Childhood*

income working families and to help families participating in activities that lead to a job or a better-paying job, such as searching for work, receiving job training, or attending college.

- Significantly boost funds set aside to bolster the quality of child care.
- Offer new incentives to states to support initiatives to recruit and retain child care providers.
- Make resource and referral services more accessible to families.
- Ensure that reimbursement rates paid to providers serving children receiving child care assistance are, at a minimum, based on current market rates.
- Ensure that providers have appropriate training in child development before working with children and receiving public funds.
- Ensure that providers receiving public funds are inspected at least annually to ensure children are in safe settings.
- Provide additional funding for campus-based child care centers to help parents pursue higher education.
- Invest in efforts to improve and expand child care facilities to ensure children are in healthy, safe, and appropriate environments.

### **Improving Availability and Access of Child Care**

- Ensure that child care is available for children with disabilities and other special needs by setting higher reimbursement rates for this type of care and using other incentives to ensure access.
- Make it easier for eligible families to get and keep child care assistance.
- States should streamline their application process so families receiving TANF or working for low wages can more easily access child care assistance.
- States should provide parents with counseling and support in choosing reliable, quality child care options.
- Ensure a real choice of child care providers for families receiving child care assistance by setting reasonable parent co-payments and establishing

provider reimbursement rates that are, at a minimum, based on current market rates.

- Expand child care opportunities for parents who work nontraditional hours by establishing higher reimbursement rates and special contracts for providers who offer care during early morning hours, evenings, and weekends.
- End the practice (employed by some states) of requiring child support payments and/or paternity tests as a condition for receiving child care assistance.

### **Out-of-School Care**

- Expand funding for the 21st Century Community Learning Centers program to provide more children with safe, supportive, and academically enriching after-school activities.
- Increase the availability of before- and after-school as well as summer programs that offer academic, recreational, and creative enrichment activities for elementary, middle, and high school students.

### **Prekindergarten**

- Create a program to provide funds to states for quality prekindergarten for children ages three to five.
- Provide additional avenues for states to coordinate their prekindergarten and Head Start programs.

### **Infants and Toddlers**

- Ensure that new funds are available to expand and improve infant and toddler care. Expand and improve infant care by creating family child care networks, setting infant care reimbursement rates high enough to ensure access to services, offering specialized training for infant caregivers, and creating strong licensing standards related to infant and toddler care.
- Give parents the option of staying home with their very young children through policies such as paid family leave.
- Offer refundable state dependent care tax credits to help parents afford child care.

## Endnotes

- <sup>1</sup> U.S. Department of Labor, Bureau of Labor Statistics, *Women in the Labor Force: A Databook* (Washington, DC: U.S. Department of Labor, 2005).
- <sup>2</sup> Karen Schulman, *The High Cost of Child Care Puts Quality Care Out of Reach for Many Families* (Washington, DC: Children's Defense Fund, 2000).
- <sup>3</sup> Children's Defense Fund calculations based on data from the U.S. Census Bureau, *Current Population Survey Annual Demographic Supplement*, Detailed Income Tables, "Table FINC-03. Presence of Related Children Under 18 Years Old – All Families, by Total Money Income in 2001, Type of Family Work Experience in 2001, Race and Hispanic Origin of Reference Person." Retrieved from the Internet at <http://ferret.bls.census.gov/macro/032002/faminc/toc.htm>.
- <sup>4</sup> Karen Schulman and Helen Blank, *Child Care Assistance Policies 2005: States Fail to Make Up Lost Ground, Families Continue to Lack Critical Supports* (Washington, DC: National Women's Law Center, 2005).
- <sup>5</sup> U.S. Department of Labor, Bureau of Labor Statistics, *Women in the Labor Force: A Databook* (Washington, DC: U.S. Department of Labor, 2005).
- <sup>6</sup> *Ibid.*
- <sup>7</sup> Karen Schulman, *The High Cost of Child Care Puts Quality Care Out of Reach for Many Families* (Washington, DC: Children's Defense Fund, 2000).
- <sup>8</sup> Children's Defense Fund calculations based on data from the U.S. Census Bureau, *Current Population Survey Annual Demographic Supplement*, Detailed Income Tables, "Table FINC-03. Presence of Related Children Under 18 Years Old – All Families, by Total Money Income in 2001, Type of Family Work Experience in 2001, Race and Hispanic Origin of Reference Person." Retrieved from the Internet at <http://ferret.bls.census.gov/macro/032002/faminc/toc.htm> on May 3, 2005.
- <sup>9</sup> Karen Schulman and Helen Blank, *Child Care Assistance Policies 2005: States Fail to Make Up Lost Ground, Families Continue to Lack Critical Supports* (Washington, DC: National Women's Law Center, 2005).
- <sup>10</sup> Testimony by Deborah Phillips before the U. S. Senate Committee on Labor and Human Resources, March 1, 1995.
- <sup>11</sup> Children's Defense Fund calculations.
- <sup>12</sup> U.S. Department of Labor, Bureau of Labor Statistics, *Women in the Labor Force: A Databook* (Washington, DC: U.S. Department of Labor, 2005).
- <sup>13</sup> U.S. Census Bureau, *Who's Minding the Kids? Child Care Arrangements: Spring 1999* (Washington, DC: U.S. Census Bureau, 1999).
- <sup>14</sup> Carnegie Corporation of New York, *Starting Points: Meeting the Needs of Our Youngest Children, Executive Summary* (New York, NY: Carnegie Corporation, 1994).
- <sup>15</sup> Rima Shore, *Rethinking the Brain: New Insights into Early Development* (New York, NY: Families and Work Institute, 1997).
- <sup>16</sup> *Ibid.*
- <sup>17</sup> Carnegie Corporation of New York, *Starting Points: Meeting the Needs of Our Youngest Children, Executive Summary* (New York, NY: Carnegie Corporation, 1994).
- <sup>18</sup> Rima Shore, *Rethinking the Brain: New Insights into Early Development* (New York, NY: Families and Work Institute, 1997).
- <sup>19</sup> J.P. Shonkoff and D. A. Phillips, Eds., National Research Council and Institute of Medicine, *From Neurons to Neighborhoods: The Science of Early Childhood Development* (Washington, DC: National Academy Press, 2000).
- <sup>20</sup> C.E. Snow, M.S. Burns and P. Griffin, Eds., National Research Council, *Preventing Reading Difficulties in Young Children* (Washington, DC: National Academy Press, 1998).
- <sup>21</sup> K. Denton and J. West, *Children's Reading and Mathematics Achievement in Kindergarten and First Grade* (Washington, DC: U.S. Department of Education, National Center for Education Statistics, 2002).
- <sup>22</sup> R.A. Thompson, "The Roots of School Readiness in Social and Emotional Development," The Kauffman Early Education Exchange (2002), Set for Success: Building a Strong Foundation for School Readiness Based on the Social-Emotional Development of Young Children (Kansas City, MO: The Ewing Marion Kauffman Foundation, 2002).
- <sup>23</sup> B. Hart and T.R. Risley, *Meaningful Differences in the Everyday Experience of Young American Children* (Baltimore, MD: Paul H. Brookes Publishing Co., 1995).
- <sup>24</sup> U.S. Department of Health and Human Services, Federal Interagency Forum on Child and Family Statistics, *America's Children: Key National Indicators of Well-Being, 2002* (Washington, DC: U.S. Government Printing Office, 2002). Retrieved from the Internet at <http://www.childstats.gov/americaschildren> on July 25, 2005.
- <sup>25</sup> S. Vandivere, K.A. Moore and M. Zaslow, *Children's Family Environment: Findings from the National Survey of America's Families: Snapshots of America's Families II* (Washington, DC: Urban Institute and Child Trends, 2000).
- <sup>26</sup> Valerie E. Lee and David T. Burkam, *Inequality at the Starting Gate: Social Background Differences in Achievement as Children Begin School* (Washington, DC: Economic Policy Institute, 2002).
- <sup>27</sup> P.R. Britto and J. Brooks-Gunn, Eds., *The Role of Family Literacy Environments in Promoting Young Children's Emerging Literacy Skills: New Directions for Child and Adolescent Development, No. 92* (San Francisco, CA: Jossey-Bass, 2001).
- <sup>28</sup> U.S. Department of Health and Human Services, Head Start Bureau, *Head Start Regulations, 45 CFR 1305.6 (c)* (Washington, DC: U.S. Department of Health and Human Services, 2005). Retrieved from the Internet at [http://www.acf.hhs.gov/programs/hsb/pdf/1305\\_ALL.pdf](http://www.acf.hhs.gov/programs/hsb/pdf/1305_ALL.pdf) on March 2, 2005.
- <sup>29</sup> *Ibid.*
- <sup>30</sup> U.S. Department of Health and Human Services, *The 2005 HHS Poverty Guidelines* (Washington, DC: U.S. Department of Health and Human Services, 2005). Retrieved from the Internet at <http://aspe.hhs.gov/poverty/05poverty.shtml> on March 2, 2005.



## Early Childhood

- <sup>31</sup> U.S. Department of Health and Human Services, Head Start Bureau, *Head Start Regulations, 45 CFR 1305.6 (c)* (Washington, DC: U.S. Department of Health and Human Services, 2005). Retrieved from the Internet at [http://www.acf.hhs.gov/programs/hsb/pdf/1305\\_ALL.pdf](http://www.acf.hhs.gov/programs/hsb/pdf/1305_ALL.pdf) on March 2, 2005.
- <sup>32</sup> N. Zill, “Improving Head Start: What We Have Learned from the Family and Child Experiences Survey,” A Presentation at a Science and Public Policy Briefing sponsored by the Federation of Behavioral, Psychological, and Cognitive Sciences and the Foundation for Child Development, in Washington, DC (September 13, 2002).
- <sup>33</sup> U.S. Department of Health and Human Services, Administration for Children and Families, *Head Start Impact Study: First Year Findings* (Washington, DC: U.S. Department of Health and Human Services, 2005).
- <sup>34</sup> U.S. General Accountability Office, *Head Start: Further Development Could Allow Results of New Test to Be Used for Decision Making* (Washington, DC: U.S. General Accountability Office, 2005). Retrieved from the Internet at [www.gao.gov/cgi-bin/gettrpt?GAO-05-343](http://www.gao.gov/cgi-bin/gettrpt?GAO-05-343) on May 25, 2005.
- <sup>35</sup> N. Zill, “Improving Head Start: What We Have Learned from the Family and Child Experiences Survey,” Presentation at a Science and Public Policy Briefing sponsored by the Federation of Behavioral, Psychological, and Cognitive Sciences and the Foundation for Child Development, in Washington, DC (September 13, 2002).
- <sup>36</sup> E. Kisker, S. Hofferth, D. Phillips, and E. Farquhar, *Profile of Child Care Settings: Early Education and Care in 1990* (Princeton, N.J.: Mathematica Policy Research, Inc., 1991).
- <sup>37</sup> U.S. Department of Health and Human Services, Administration for Children and Families, Head Start Bureau, *Head Start 2003-2004 Program Information Report* (Washington, DC: U.S. Department of Education, 2004).
- <sup>38</sup> U.S. Department of Education, National Center for Education Statistics, *Digest of Education Statistics, 2003 Table 77* (Washington, DC: Department of Education 2003). Retrieved from the Internet at <http://nces.ed.gov/programs/digest/d03/tables/dt077.asp> on June 18, 2005.
- <sup>39</sup> U.S. Department of Health and Human Services, Administration for Children and Families, *FFY 2000 CCDF Data Tables and Charts* (Washington, DC: U.S. Department of Health and Human Relations, 2000). Retrieved from the Internet at <http://www.acf.hhs.gov/programs/ccb/research/00acf800/chldser1.htm> on June 18, 2005.
- <sup>40</sup> U.S. Department of Health and Human Services, Administration for Children and Families, *FFY 2004 CCDF Data Tables and Charts* (Washington, DC: U.S. Department of Health and Human Relations, 2004). Retrieved from the Internet at <http://www.acf.hhs.gov/programs/ccb/research/04acf800/table1.htm> on August 18, 2005.
- <sup>41</sup> U.S. Census Bureau, Housing and Household Economic Statistics Division, *Historical Poverty Tables* (Washington, DC: U.S. Census Bureau, 2003). Retrieved from the Internet at <http://www.census.gov/hhes/www/poverty/histpov/hstpov4.html> on September 22, 2005.
- <sup>42</sup> In the labor force includes mothers who are employed as well as mothers who are looking for work. Unpublished data from the Bureau of Labor Statistics on marital and family characteristics from the March 2001 *Current Population Survey*.
- <sup>43</sup> Children’s Defense Fund calculations based on data from the U.S. Census Bureau, *Current Population Survey Annual Demographic Supplement, Detailed Income Tables, “Table FINC-03. Presence of Related Children Under 18 Years Old – All Families, by Total Money Income in 2001, Type of Family Work Experience in 2001, Race and Hispanic Origin of Reference Person”* and “Table FINC-04. Presence of Related Children Under 18 Years Old –Married Couple Families, by Total Money Income in 2001, Work Experience in 2001, Race and Hispanic Origin of Reference Person.” Retrieved from the Internet at <http://ferret.bls.census.gov/macro/032002/faminc/toc.htm> on April 19, 2005.
- <sup>44</sup> AFL-CIO, *Ask a Working Woman Survey Report* (Washington, DC: AFL-CIO, 2004).
- <sup>45</sup> Robert Pear, “Far More Single Mothers Are Taking Jobs,” *The New York Times* (November 5, 2000).
- <sup>46</sup> Beth Clemens, Julie Poppe and Steffanie Clothier, “Incentives for Quality: Tiered Strategies in Child Care” (Denver, CO: National Conference of State Legislatures, 2004).
- <sup>47</sup> Karen Schulman and Helen Blank, *Child Care Assistance Policies 2005: States Fail to Make Up Lost Ground, Families Continue to Lack Critical Supports* (Washington, DC: National Women’s Law Center, 2005).
- <sup>48</sup> *Ibid.*
- <sup>49</sup> *Ibid.*
- <sup>50</sup> K. Schulman, H. Blank and D. Ewen, *A Fragile Foundation: State Child Care Assistance Policies* (Washington, DC: Children’s Defense Fund, 2001).
- <sup>51</sup> U.S. Census Bureau, *Who’s Minding the Kids? Child Care Arrangements: Spring 1997* (Washington, DC: U.S. Census Bureau, 2002).
- <sup>52</sup> Conversation with Norma Lee, Executive Director, Cosmetology Advancement Foundation, December 18, 2001.
- <sup>53</sup> Children’s Defense Fund analysis of data compiled by Sarah LeMoine of the National Child Care Information Center, Center Child Care Licensing Requirements: Minimum Early Childhood Education (ECE), Preservice Qualifications and Annual Ongoing Training Hours for Teachers and Master Teachers (August 2004). Retrieved from the Internet at <http://nccic.org/pubs/cclicensingreq/cclr-teachers.html> on April 2, 2005.
- <sup>54</sup> U.S. Department of Labor, Bureau of Labor Statistics, “November 2003 National Occupational Employment and Wage Estimates” (Washington, DC: U.S. Department of Labor, 2003). Retrieved from the Internet at <http://www.bls.gov/news.release/ocwage.t01.htm> on March 28, 2005.
- <sup>55</sup> Marcy Whitebook, Carolee Howes and Deborah Phillips, “Worthy Work, Unlivable Wages: The National Child Care Staffing Study,” 1988-1997 (Washington, DC: Center for the Child Care Workforce, 1998); and Suzanne Helburn, et al., “Cost, Quality, and Child Outcomes Study” (Denver, CO: University of Colorado, 1995).
- <sup>56</sup> Chaudry, Ajay, *Putting Children First* (Washington, DC: Russell Sage Foundation, 2004).
- <sup>57</sup> Gennetian, Lisa A., et al., *Making Child Care Choices: How Welfare and Work Policies Influence Parents’ Decisions* (New York, NY: MDRC, 2002).
- <sup>58</sup> Testimony by Deborah Phillips before the Senate Committee on Labor and Human Resources, March 1, 1995.

- <sup>59</sup> E.S. Peisner-Feinberg, et al., *The Children of the Cost, Quality, and Outcomes Study Go to School: Executive Summary* (Chapel Hill, NC: University of North Carolina, 1999).
- <sup>60</sup> B.M. Miller, S.O'Connor, S.W. Sirignano and P. Joshi, *I Wish the Kids Didn't Watch So Much TV: Out-of-School Time in Three Low Income Communities* (Wellesley, MA: Wellesley College, Center for Research on Women, School-Age Child Care Project, 1996).
- <sup>61</sup> U.S. Department of Commerce, Bureau of the Census, *Table 2: Annual estimates of the population by selected age groups and sex for the United States: April 1, 2000 to July 1, 2004* (Washington, DC: U.S. Department of Commerce, 2004). Retrieved from the Internet at <http://www.census.gov/popest/estimates.php> on July 14, 2005.
- <sup>62</sup> U.S. Department of Health and Human Services, Federal Interagency Forum on Child and Family Statistics, *America's Children: Key National Indicators of Well-Being, 2005* (Washington, DC: U.S. Government Printing Office, 2005).
- <sup>63</sup> National Child Care Information Center, *Children Home Alone and Babysitter Age Guidelines* (Fairfax, VA: National Child Care Information Center, 2005). Retrieved from the Internet at <http://nccic.org/poptopics/homealone.pdf> on June 25, 2005.
- <sup>64</sup> Sanford A. Newman, et al., *America's After-School Choice: The Prime Time for Juvenile Crime or Youth Enrichment and Achievement* (Washington, DC: Fight Crime: Invest in Kids, 2000).
- <sup>65</sup> U.S. Census Bureau, *Who's Minding the Kids? Child Care Arrangements: Spring 1997* (Washington, DC: U.S. Census Bureau, 2002).
- <sup>66</sup> U.S. Department of Education, *21st Century Community Learning Centers: Providing Quality After School Learning Opportunities for America's Families, September 2000* (Washington, DC: U.S. Department of Education, 2000). Retrieved from the Internet at [http://www.ed.gov/pubs/Providing\\_Quality\\_Afterschool\\_Learning/report2000.pdf](http://www.ed.gov/pubs/Providing_Quality_Afterschool_Learning/report2000.pdf) on July 25, 2005.
- <sup>67</sup> K.M. Dwyer, et al., "Characteristics of Eighth-Grade Students Who Initiate Self-Care in Elementary and Junior High School," *Pediatrics*, Vol. 86, No. 3 (1990): 448-454.
- <sup>68</sup> J.K. Posner and D.L. Vandell (1994), "Low-Income Children's After-School Care: Are There Beneficial Effects of After-School Programs?" *Child Development*, Vol. 65; and D. Baker and P.A. Witt (1996), "Evaluation of the Impact of Two After-School Recreation Programs," *Journal of Park and Recreation Administration*, Vol. 14, No. 3.
- <sup>69</sup> P.A. Witt, "Evaluation of the Impact of Three After-School Recreation Programs Sponsored by the Dallas Park and Recreation Department," *Journal of Park and Recreation Administration* (Mahomet, IL: American Academy for Park and Recreation Administration, 1997). Retrieved from the Internet at <http://rptsweb.tamu.edu/faculty/witt/wittpub3.htm> on July 25, 2005.
- <sup>70</sup> Karen Schulman, *The High Cost of Child Care Puts Quality Care Out of Reach for Many Families* (Washington, DC: Children's Defense Fund, 2000).
- <sup>71</sup> U.S. Census Bureau, *Who's Minding the Kids? Child Care Arrangements: Spring 1997* (Washington, DC: U.S. Census Bureau, 2002).
- <sup>72</sup> B.M. Miller, S.O'Connor, S.W. Sirignano and P. Joshi, *I Wish the Kids Didn't Watch So Much TV: Out-of-School Time in Three Low Income Communities* (Wellesley, MA: Wellesley College, Center for Research on Women, School-Age Child Care Project, 1996).
- <sup>73</sup> E. Hunter, *UF Researcher: After-School Activities Help Kids Stay in School; Study Suggests Even Good Students May Be At Risk Without Adult Supervision* (Gainesville, FL: University of Florida, 2005). Retrieved from the Internet at <http://www.napa.ufl.edu/2001news/afterschool.htm> on June 28, 2005.
- <sup>74</sup> U.S. Department of Education, *21st Century Community Learning Centers: Providing Quality After School Learning Opportunities for America's Families, September 2000* (Washington, DC: U.S. Department of Education, 2000).
- <sup>75</sup> J.B. Grossman, et al., *Multiple Choices After School: Findings from the Extended-Service Schools Initiative* (Philadelphia, PA: Public/Private Ventures and New York, NY: MDRC, 2002).
- <sup>76</sup> National Institute for Early Education Research, *The State of Preschool: 2004 State Preschool Yearbook* (Washington, DC: National Institute for Early Education Research, 2004).
- <sup>77</sup> *Ibid.*
- <sup>78</sup> U.S. Department of Health and Human Services, Administration for Children and Families, Head Start Bureau, *Head Start Fact Sheet* (Washington, DC: U.S. Department of Health and Human Services, 2004). Retrieved from the Internet at <http://www2.acf.dhhs.gov/programs/hsb/research/2005.htm> on July 21, 2005.
- <sup>79</sup> National Institute for Early Education Research, *The State of Preschool: 2004 State Preschool Yearbook* (Washington, DC: National Institute for Early Education Research, 2004).
- <sup>80</sup> *Ibid.*
- <sup>81</sup> The Trust for Early Education, *Quality Pre-Kindergarten for All: State Legislative Report* (Washington, DC: The Trust for Early Education, 2004).
- <sup>82</sup> B. Bowman, M.S. Donovan, and M.S. Burns, Eds., *Eager to Learn: Educating Our Preschoolers* (Washington, DC: National Research Council, 2000).
- <sup>83</sup> U.S. Department of Labor, Office of the Secretary, *Futurework: Work and Family* (Washington, DC: U.S. Department of Labor, 1999). Retrieved from the Internet at <http://www.dol.gov/asp/programs/history/herman/reports/futurework/report/chapter3/main.htm> on June 20, 2005.
- <sup>84</sup> U.S. Department of Education, *To Assure the Free Appropriate Public Education of All Children with Disabilities: Twenty-fifth Annual Report to Congress on the Implementation of the Individuals with Disabilities Education Act*. (Washington, DC: U.S. Department of Education, 2005).
- <sup>85</sup> U.S. Census Bureau, *Who's Minding the Kids? Child Care Arrangements: Spring 1997* (Washington, DC: U.S. Census Bureau, 2002).
- <sup>86</sup> James T. Bond, Ellen Galinsky and Jeffery Hill, *When Work Works: A Summary of Families and Work Institute Research Findings* (New York, NY: The Families and Work Institute, 2004). Retrieved from the Internet at <http://familiesandwork.org/3w/research/3wes.html> on July 19, 2005.
- <sup>87</sup> *Ibid.*
- <sup>88</sup> Fight Crime: Invest in Kids, "America's Early Education Crisis: A Crime Prevention Tragedy" (Washington, DC: Fight Crime: Invest in Kids, 2004).



## Early Childhood

- <sup>89</sup> W. Steven Barnett, "Long-Term Effects of Early Childhood Programs on Cognitive and School Outcomes," *Child Development* Vol.4, No. 3 (1994): 25-45.
- <sup>90</sup> H. Yoshikawa, "Long-Term Effects of Early Childhood Programs on Social Outcomes and Delinquency," *The Future of Children*, Vol. 5, No. 3. (1995): 76-93.
- <sup>91</sup> Fight Crime: Invest in Kids, "America's Early Education Crisis: A Crime Prevention Tragedy" (Washington, DC: Fight Crime: Invest in Kids, 2004).
- <sup>92</sup> W. Steven Barnett, "Long-Term Effects of Early Childhood Programs on Cognitive and School Outcomes," *Child Development* Vol.4, No. 3 (1994): 25-45.
- <sup>93</sup> L.J. Schweinhart, J. Montie, Z. Xiang, W.S. Barnett, C.R. Belfield and M. Nores (2005), "Lifetime Effects: The High/Scope Perry Preschool Study Through Age 40" (Ypsilanti, MI: High/Scope Press, 2005).
- <sup>94</sup> L.N. Masse and W.S. Barnett, *A Benefit Cost Analysis of the Abecedarian Early Childhood Intervention* (New Brunswick, NJ: National Institute for Early Education Research, 2002).
- <sup>95</sup> Colorado Department of Education, *Colorado Preschool Program Child Progress in Years 1-3: Summer 1989 through Summer 1992* (Denver, CO: Colorado Department of Education, 1993).
- <sup>96</sup> James J. Heckman and Dimitriy V. Masterov, *The Productivity Argument for Investing in Young Children* (Washington, DC: Committee for Economic Development, 2004).
- <sup>97</sup> Saskia Traill and Jen Wohl, *The Economic Impact of the Child Care and Early Education Industry in Massachusetts* (Oakland, CA: National Economic Development and Law Center, 2004).
- <sup>98</sup> *Ibid.*
- <sup>99</sup> Clive Belfield, *Investing in Early Childhood Education in Ohio: An Economic Appraisal* (New York, NY: Columbia University, 2004).
- <sup>100</sup> Michigan Department of Education, *State Funded Preschool Program Works for Children At Risk* (Lansing, MI: Michigan Department of Education, 2002). Retrieved from the Internet at <http://www.state.mi.us/mde/off/board/news/news012302.pdf> on January 23, 2002.
- <sup>101</sup> A.J. Reynolds, J.A. Temple, D.L. Robertson, and E.A. Mann (June 1, 2001), "Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Center Program, Executive Summary, June 2001." Report presented at the Annual Meeting of the Society for Prevention Research in Washington, D.C.
- <sup>102</sup> D.L. Vandell and K.M. Pierce (April 1999), "Can After-School Programs Benefit Children Who Live in High-Crime Neighborhoods?" Presentation at the Poster Symposium, Children's Out-of-School Time: The Next Generation of Research, Biennial Meeting of the Society for Research in Child Development, in Albuquerque, New Mexico.
- <sup>103</sup> Harold L. Hodgkinson, *Leaving Too Many Children Behind: A Demographer's View on the Neglect of America's Youngest Children* (Washington, DC: Institute for Educational Leadership, 2003).
- <sup>104</sup> Rob Grunewald and Art Rolnick, *A Proposal for Achieving High Returns on Early Childhood Development* (Minneapolis, MN: Federal Reserve Bank of Minneapolis, 2004).
- <sup>105</sup> Brooks-Gunn, "Do You Believe in Magic? What We Can Expect from Early Childhood Intervention Programs," *Social Policy Report*, Vol. 27, No. 1 (2003).

