

# Child Care Works

A Program With  
A Growing Need



A Report on Pennsylvania's  
Child Care Subsidy Program, 2000 - 2009



June 2009

## *About PCCY*

*Public Citizens for Children and Youth (PCCY) serves as the region's leading child advocacy organization and works to improve the lives and life chances of its children.*

*Through thoughtful and informed advocacy, community education, targeted service projects and budget analysis, PCCY seeks to watch out and speak out for children and families. PCCY undertakes specific and focused projects in areas affecting the healthy growth and development of children, including child care, public education, child health, family economic security, juvenile justice and child welfare.*

*Founded in 1980 as Philadelphia Citizens for Children and Youth, our name was changed in 2007 to better reflect our expanded work in the counties surrounding Philadelphia. PCCY remains a committed advocate and an independent watchdog for the well-being of all children.*



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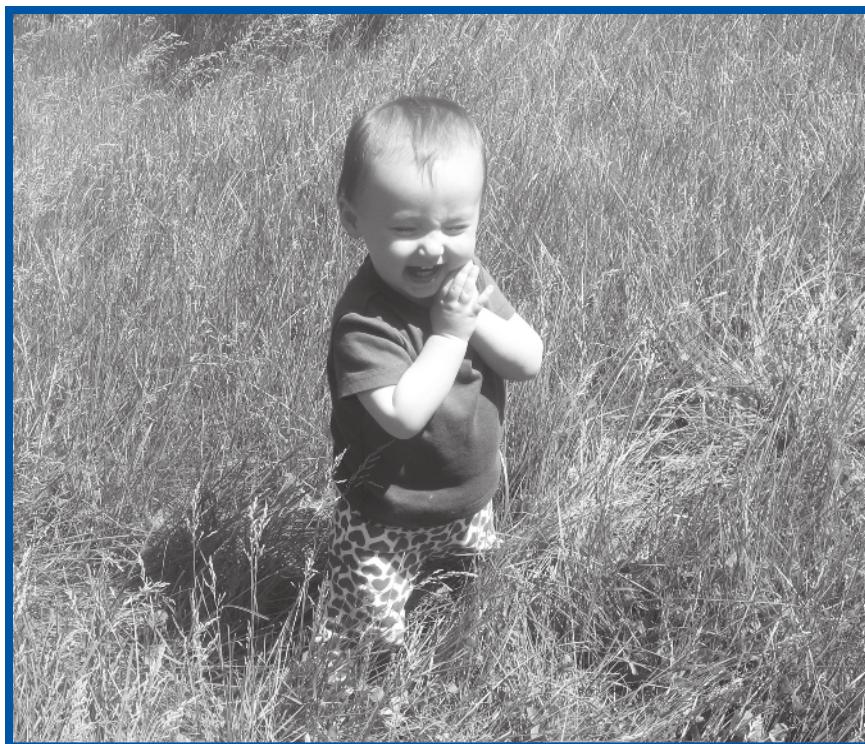


# Introduction

Over the past decades dramatic changes in family life and the structure of the economy have increased the demand for affordable child care, while science has underscored the importance of providing all young children with high-quality early education. However, the cost of early care is beyond the reach of most low-income and poor families.

To assist these families, the state and federal government provide child care subsidies to those who qualify. Although federal investment in child care is not new, it was expanded in the mid-1990s as part of comprehensive welfare reform. From 2002-2009 however, federal funding failed to keep pace with inflation. During this period, Pennsylvania increased funding for subsidized child care.

But the demand for such care continues to outpace the availability of public funds, forcing children, families and communities throughout Pennsylvania to wait up to a year for access to safe, affordable child care.



# Background

## Parents Need Child Care in Order to Work

Today, more than ever, families with children require good child care. Many children are being raised in single-parent, female-headed households, and two-parent families relying on dual incomes to meet their basic needs. The percentage of women in the labor force with children under age six increased more than 35 percent nationwide from 1980-2000.<sup>1</sup> In Pennsylvania, 62 percent of young children now live in families where parents work and require some form of care during the day.<sup>2</sup>

## Children Need Good Child Care in Order to Succeed in School

*“Clearly, investing in high-quality early childhood education programs is an effective public policy strategy that produces a wide array of significant benefits for children, their families, and society as a whole (including its taxpayers).”*

**-Economist Robert G. Lynch**

Researchers point to the impact of high-quality early care and education over the course of a child's lifetime. Neuroscience tells us that cognitive, social and emotional development occur more rapidly during a child's first five years than at any point later in life. Early education can profoundly affect this development, ensuring that children start school ready to learn and succeed throughout the elementary grades. Skills acquired in the early years, such as self-regulation and conflict resolution, have a positive impact on children's academic performance, job success and family life that last well into adulthood.

These findings are supported by longitudinal studies of adults who participated in high-quality early education as children. Based on the research, economists have concluded that every dollar invested in high quality early education saves the public \$8 to \$17 in future special education, remediation, criminal justice and welfare costs.<sup>3</sup> In spite of well-documented advantages, good early care and education is beyond the reach of most poor and low-income families. In Pennsylvania it costs an average of \$14,466 a year to enroll two children – an infant and a preschooler – in licensed, full-time center-based care.<sup>4</sup> For families living at or below poverty (\$22,050 for a family of four in 2009), the cost is prohibitive. Even for those with family incomes at 200 percent of poverty (\$44,100 for a family of four), child care consumes a major share of family income.<sup>5</sup>

2007 PA State Median Income <sup>6</sup> (family of four)	Cost of Care as a Percentage of 2007 PA State Median Income	Cost of Care as a Percentage of 2009 Federal Poverty Level (family of four)	Cost of Care as 200 Percentage of 2009 Federal Poverty Level (family of four)
\$74,072	19.5%	65.6%	32.8%

(Note: This report defines poor families as those who are living at or below the federal poverty level, and low-income families as those who earn 100-200 percent of the poverty level.)

# Child Care Subsidy: A Partnership Between State and Federal Government

To assist poor and low-income families the federal government provides block grants to the states to subsidize child care. Pennsylvania's program of subsidized care is called Child Care Works.

The largest source of federal support for this program is the Child Care and Development Fund Block Grant (CCDBG). Other major sources of federal support are the Temporary Assistance to Needy Families (TANF) and Social Services Block Grants (SSBG).

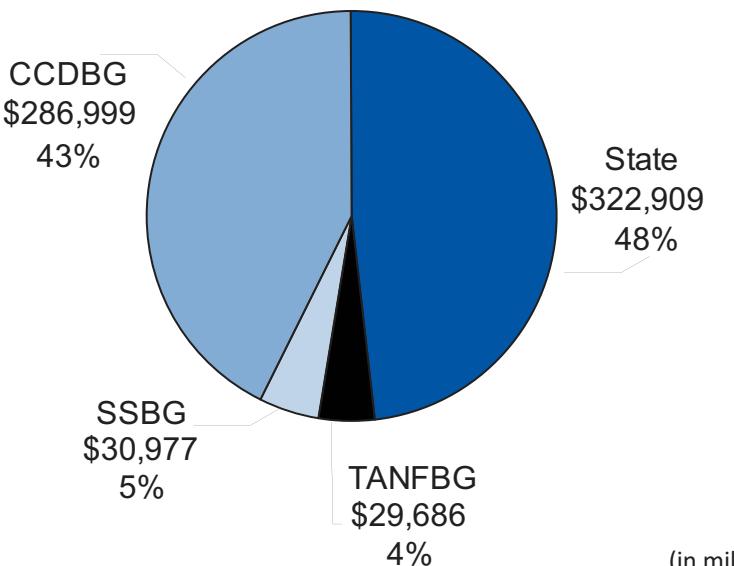
Together these programs provided \$347.6 million to Pennsylvania's child care system in FY 2008: \$286.9 million from the CCDBG, \$29.6 million from the TANFBG and \$30.9 million from the SSBG.<sup>7</sup>

These funds accounted for 52 percent of Pennsylvania's child care budget; the other 48 percent came from the state's general fund. (Unless otherwise noted, budget figures in this report are for all children, not just children from 0-5.)

*"At PNC, we believe in investing in early childhood education programs – in helping to make sure young children arrive at school ready to learn. We want all children to 'Grow Up Great'."*

-J. William Mills, III, President, PNC

**State and Federal Contributions to Child Care Works, FY 2007-2008**



(in millions)

Children from 0-5 comprise approximately two thirds of those in Child Care Works, but a disproportionately larger share of the budget than school age children because they are enrolled for longer hours and state regulations require a higher adult-child ratio to maintain quality of care.



## Child Care and Development Fund Block Grant

The CCDBG was created in 1996 as part of sweeping changes to the U.S. welfare system designed to encourage as many adults as possible to leave ‘welfare’ and enter the workforce. Policymakers understood that in order to do this, parents would require assistance with child care. Although CCDBG funds are primarily intended to be used as a work support, states are also required to set aside at least four percent to improve the quality of child care. (In 2008, Pennsylvania expected to far exceed this minimum, setting aside 17.5 percent.)

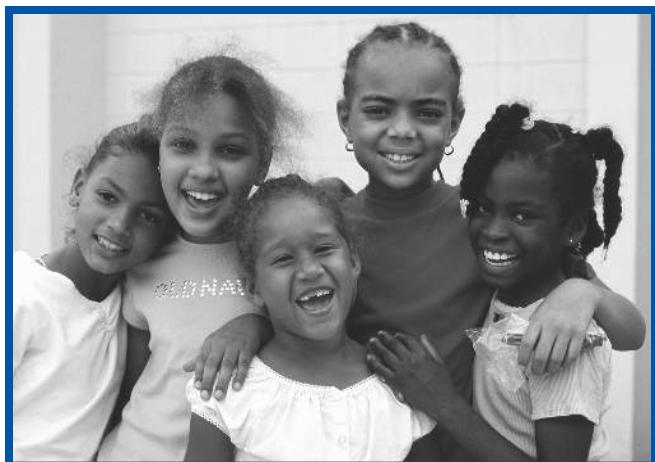
To qualify for child care funded through the CCDBG, parents must earn less than 85 percent of the state’s median income (\$74,062 for a family of four in Pennsylvania in 2008), and have children younger than 13 (19 if disabled) who are enrolled in licensed care.<sup>8</sup> They may also enroll children in regulation-exempt relative/neighbor care. While children are in care, parents are required to work or participate in approved education or training activities.

The largest portion of the CCDBG is funded through an annual Congressional appropriation based on a formula that takes into account the percentage of children under five as well as economic conditions in each state. A smaller portion of funding automatically increases each year regardless of Congressional appropriation. Finally, the CCDBG makes additional funds available to states if they can demonstrate that they contribute their own funds for child care.

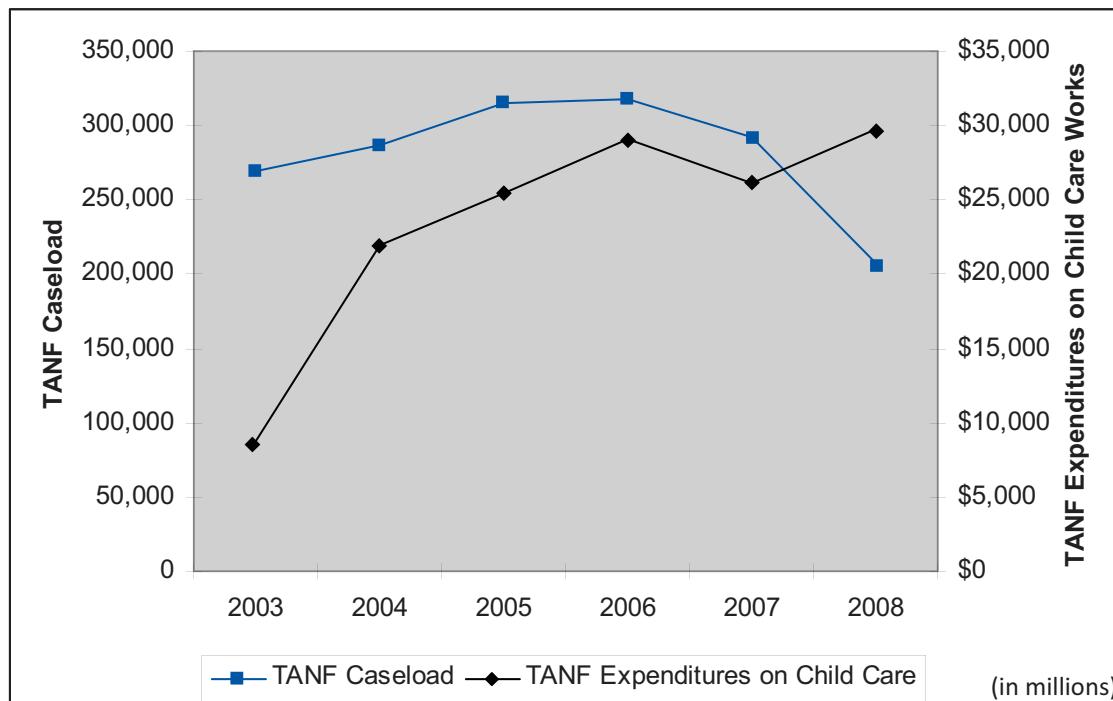
## Temporary Aid to Needy Families: The TANF Block Grant

TANF was also established in 1996, replacing the former Aid to Families with Dependent Children (AFDC). It makes block grants to states for a variety of programs designed to help poor and low-income families achieve financial self-sufficiency, including job training, family supports for work-related activities and child care. States are allowed to transfer up to 30 percent of their TANF Block Grant (TANFBG) funds to the CCDBG for a broad range of child care uses, or to spend unlimited TANF funds directly on child care services for TANF families. In order to receive their full TANFBG allocations, states must show they are contributing a portion of their own resources to these programs.

As more and more families have left the welfare rolls, states have spent additional TANF funds on child care. While the number of Pennsylvanians receiving TANF decreased 22.6 percent from 2003-2008, its use of TANF funds for child care increased more than threefold, reflecting the state’s recognition that child care is a crucial support for poor and low-income workers.



## **TANF Recipients Decreased; TANF Spending on Child Care Increased, 2003-2008**



### **Social Services Block Grant: Another Source of Child Care Funds**

The Social Services Block Grant (SSBG) is a capped (fixed) entitlement program established in the 1970s. Its primary purpose is to support families to achieve self-sufficiency through a variety of programs including child care.<sup>9</sup> The SSBG allows states to determine whether to fund direct services, training or administration. Congress has dramatically reduced appropriations for the SSBG since the late 1990s and Pennsylvania's grant has been level-funded since the beginning of the current decade.<sup>10</sup>

With the exception of the recent temporary increase in child care funding through the federal economic stimulus package (see page 16), federal support for the CCDBG and SSBG has not grown since 2002. However, the cost of living increased 19.6 percent from 2002-2008, which has resulted in a decline of federal support in real terms during this period. According to the Center for Law and Social Policy, "the number of children receiving child care assistance from all sources (including CCDBG and TANF) [dropped] by approximately 150,000 nationwide from 2002-2007."<sup>11</sup>

Against this backdrop of flat federal funding, Pennsylvania increased its contribution to Child Care Works by 135 percent (115 percent adjusted for inflation) during these years. However, this rise in state funding did not result in a commensurate increase in the overall number of children served by the program. State funds were used first to maintain the program at current levels and then to increase support for it incrementally. With a new President and Congress, child care advocates are looking to the federal government to make up for years of inadequate funding of child care. At the same time, advocates hope to expand Pennsylvania's commitment in order to meet a growing demand for child care services.

# Pennsylvania's *Child Care Works* Program

## Eligibility

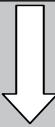
Within the framework established by the federal government, states may determine who is eligible for subsidized child care. Pennsylvania guarantees subsidy to children whose families currently receive TANF and are seeking work or involved in approved education or training activities. Children whose families are transitioning off TANF receive priority for subsidy.<sup>12</sup>

In addition, children with special needs receive priority, with those who are disabled receiving subsidy until age 19 if their medical condition warrants it. Children of teen parents receive some priority if they are enrolled in school, but they are not guaranteed assistance. As in all cases, priorities are not entitlements; they depend on adequate funding to meet the need.

Subsidy is also available on a first-come, first-served basis to children from low-income working families earning up to 200 percent of poverty at the time they enroll. Once family income exceeds 235 percent of poverty this support is discontinued.

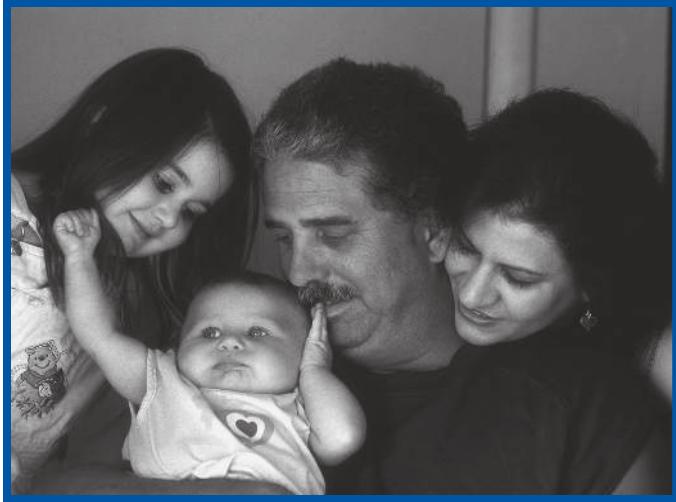
Family Size	2007 Income at Enrollment Had to be Under:	2007 Subsidy Discontinued When It Reached:	2009 Income at Enrollment Must be Under:	2009 Subsidy Discontinued When Income Reaches:
3	\$34,340	\$40,330	\$36,620	\$43,028
4	\$41,300	\$48,528	\$44,100	\$51,817
5	\$48,260	\$56,706	\$51,580	\$60,606

Source: Federal Poverty Income Guidelines, 2007, 2009<sup>13</sup>

State	Eligibility Percent of State Median Income	Base Year
Arkansas	85%	2008
Oklahoma	79%	2008
Maine	75%	2008
Nevada	75%	2008
Colorado	66%	2008
Virginia	66%	2008
		
<b>Pennsylvania</b>	<b>60%</b>	<b>2007</b>

In 2009, 200 percent of poverty was equivalent to 60 percent of Pennsylvania's state median income (\$74,072 for a family of four). Approximately half of all states make subsidy available to families that earn a higher percentage of median income than Pennsylvania.<sup>14</sup>

Most families receiving subsidy are responsible for a co-payment of \$5-\$60 per week regardless of the number of children enrolled. Co-payments are based on family income and size.

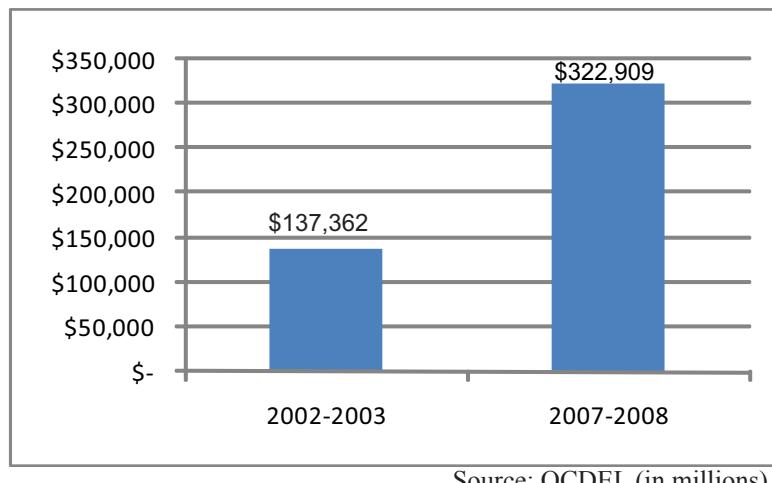


In July 2005, Pennsylvania made changes in subsidy eligibility requirements making it easier for families in need to qualify. Parents' work requirements were reduced from 25 to 20 hours per week and educational opportunities were increased. A requirement that families receiving subsidy file for court-ordered child support was dropped after the Department of Public Welfare (DPW) concluded the provision was creating difficulty within families. When calculating income eligibility, DPW stopped including the income of parents' live-in partners, deducted some income from step-parents, and approved new methods for applicants to verify their incomes – all changes that had been sought by family advocates.

## **State Funding**

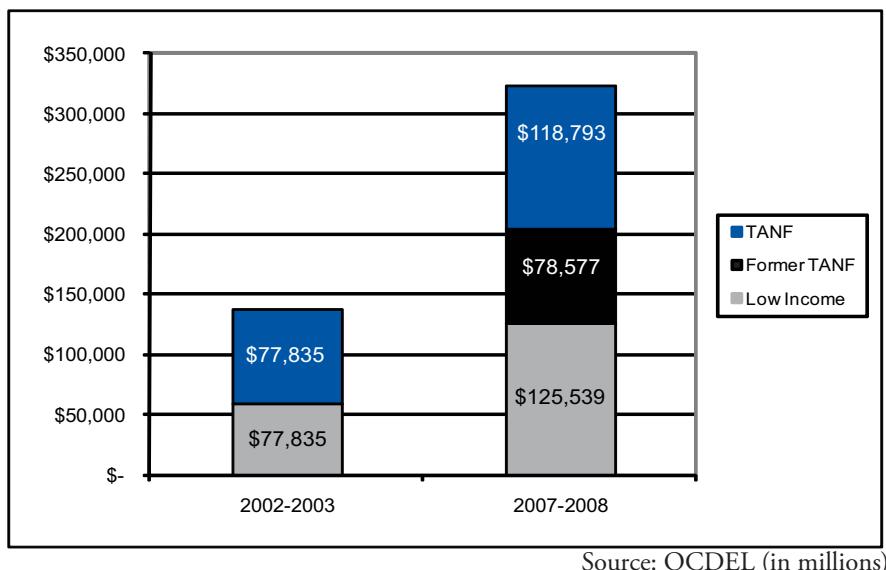
Pennsylvania's financial investment in Child Care Works has been significant. While federal support for child care was level-funded from 2002-2008, the state contribution increased by 135 percent (not adjusted for inflation).

**Pennsylvania's Investment  
in Child Care Works**



The bulk of the state's new investment in child care was made to benefit low-income working families, those who had never received TANF and those who had recently transitioned off TANF into the workforce. This strategy was designed to increase family economic independence while improving children's school-readiness. By comparison, the smallest portion of new state funds went to families receiving TANF, as that number continued to drop during this period.

## Pennsylvania Targeted New Subsidy Dollars for Working Families



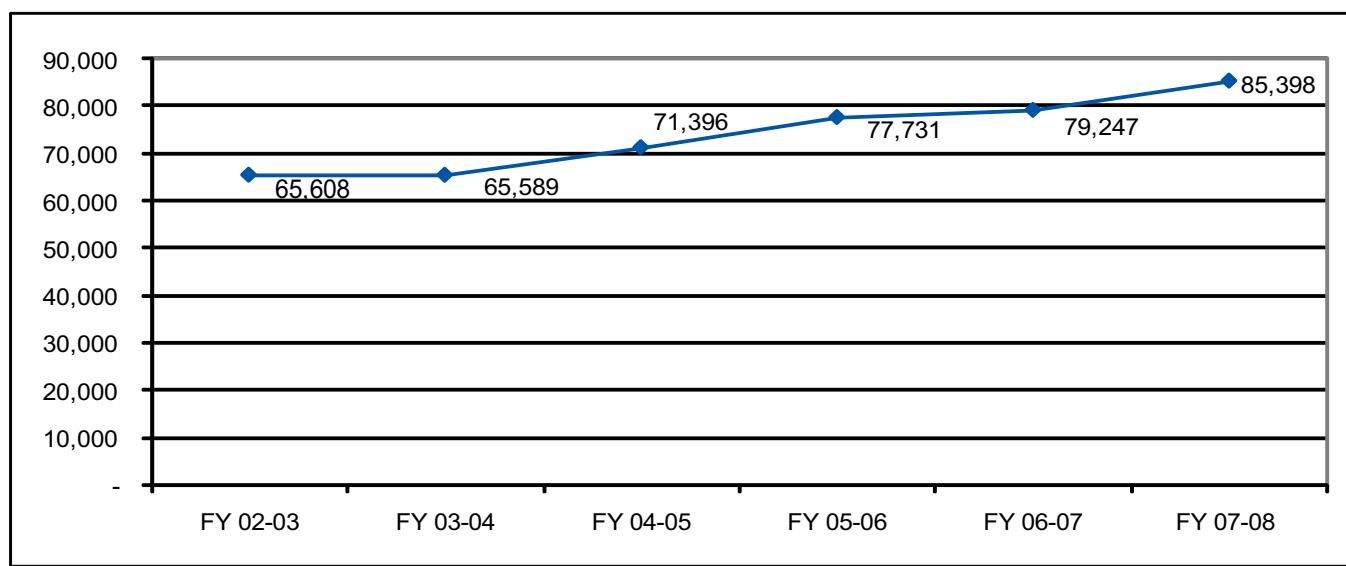
Source: OCDEL (in millions)

### Enrollment

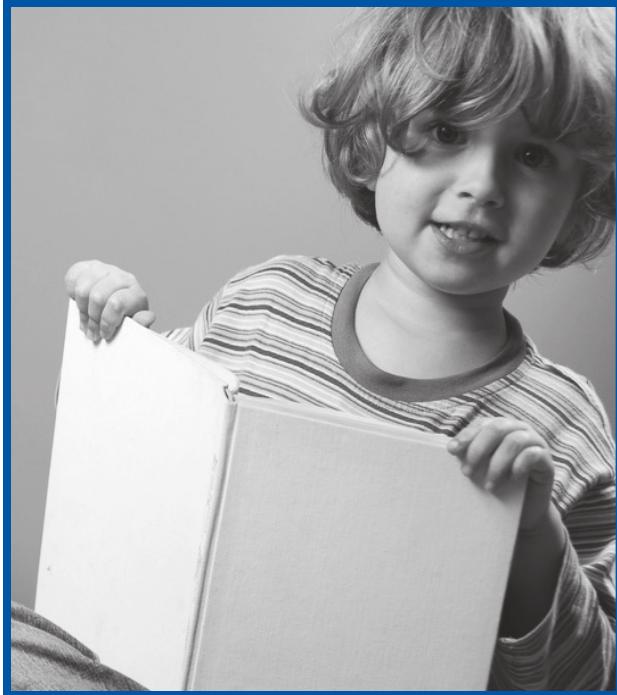
From 2003-2008, the average monthly number of children receiving child care subsidy increased from approximately 66,000 to 85,000. During the same period, the number of low-income children from birth to five grew by approximately 44,000.<sup>15</sup> In spite of increased funding, in 2008 fewer than half of all children who met Pennsylvania's income eligibility guidelines had access to Child Care Works.

From 2003-2008, the number of children who received subsidy while their parents received TANF declined, reflecting the overall decrease in the number of Pennsylvania families who received TANF. At the same time, the number of children benefitting from child care subsidy whose families had recently transitioned off TANF nearly doubled (98 percent), and the number from low-income working families increased by more than one third (36.3 percent).

### Average Number of Children 0-5 Served by Child Care Works, 2003-2008



Source: OCDEL



## Impact

Subsidized child care improves the quality of children's care while fostering family economic independence. Parents of children enrolled in Child Care Works are more likely to use licensed, center-based care than those who do not receive subsidy – despite the fact that it is more expensive.<sup>16</sup> Forty percent of children receiving subsidy are enrolled in programs participating in Keystone STARS, Pennsylvania's voluntary child care quality improvement initiative.<sup>17</sup> This may be a result of information about the benefits of high quality care conveyed to parents during the Child Care Works application process and/or the result of parents being better able to afford licensed, quality care. Either way, this form of care has repeatedly been shown to have a protective influence over children who are at risk of school failure, improving their chances of academic success.<sup>18</sup>

Researchers have also found that subsidy receipt increases the likelihood of parental employment and job retention over time.<sup>19</sup> One Southeastern Pennsylvania study found that Child Care Works not only increased parents' chances of being employed, but was also associated with higher incomes; on average, subsidy users who left welfare earned monthly salaries that were 61 percent – more than \$400 – higher than non-subsidy users.<sup>20</sup>

Subsidy use decreases the challenges parents face related to scheduling, lateness and absenteeism from work. In another local study subsidy users were less likely to quit their jobs or be fired because of child care problems, leading researchers to conclude that "...child care subsidies can be a powerful tool to help working-poor families juggle work and family and improve their life chances."<sup>21</sup> Its importance in helping families transition off welfare and in preventing another generation from falling into poverty cannot be underestimated.

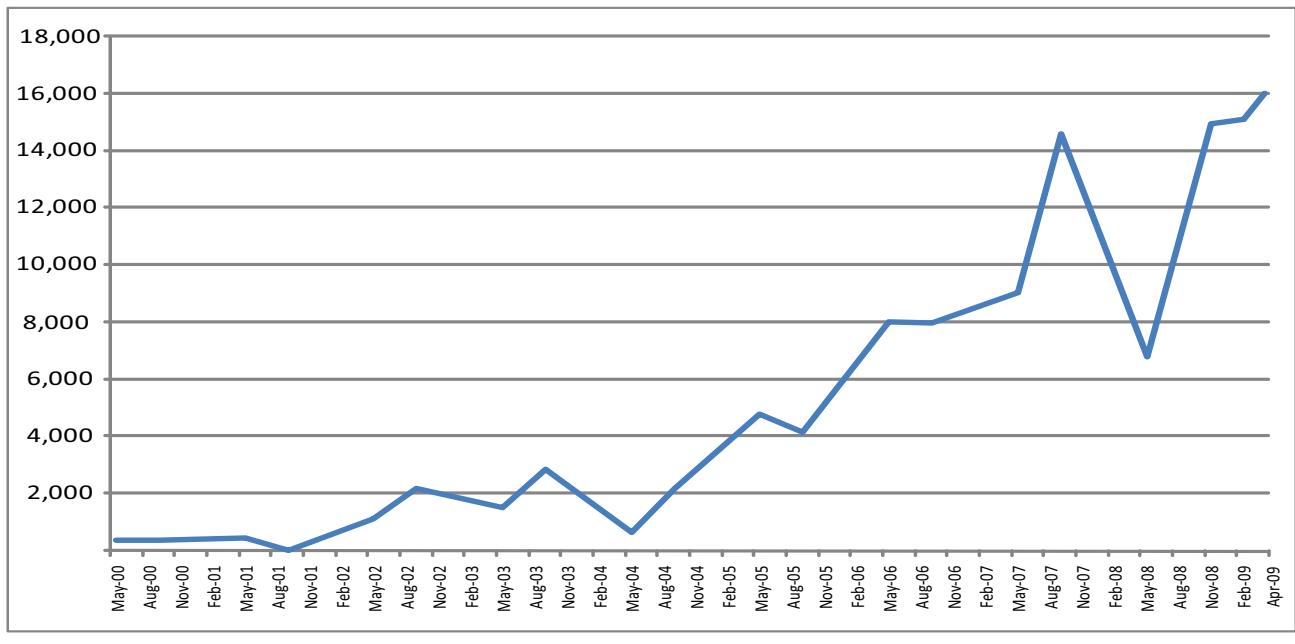
Child care subsidy benefits the economy in other ways as well. While investing in the future workforce and stabilizing the current one, it generates more total sales and employment than investments in other sectors of Pennsylvania's economy. Researchers at Cornell University determined that the use of public funds for Child Care Works and Keystone STARS (Pennsylvania's child care quality improvement initiative) generates \$2.17 for every dollar invested, making a strong business case for continued investment in child care subsidy.<sup>22</sup> Child Care Works is not only good for Pennsylvania's children and families, but good for its business environment as well.

**The parent of two children, one by birth and the other a foster child, Raushana Williams works at a non-profit agency and has been on the waiting list for eight months. "I have to leave work early to pick them up after school – one finishes at three o'clock and one at four. I either lose the hours or...make up the time in evenings or weekends. Either way, it affects my household because it takes time away from time I could be spending with [my children]."**

## Waiting List

The positive impact of Child Care Works for children, families and the economy is hampered by a chronic shortage of funds available to Pennsylvania's low-income working families. Throughout this decade the demand for child care subsidy has exceeded the availability of funds and the state has maintained a waiting list of eligible families. Although the waiting list grew slowly in the early years, it has nearly doubled in size since September 2006.<sup>23</sup> By April 2009, 16,000 children from low-income working families were on the waiting list for child care subsidy.<sup>24</sup>

### **Growth of the Child Care Works Waiting List, 2000 - 2009**



Source: OCDEL<sup>25</sup>

When parents do not have access to child care subsidy, they pursue one of several alternatives. Some delay returning to work, slowing their families' movement toward economic self-sufficiency. Others turn to less expensive, unlicensed care, which can pose a threat to their children's health and safety. Still other parents cobble together a variety of unreliable child care arrangements for their children each week, depriving children of the stability they need and jeopardizing parents' employment when these arrangements fall through.

In 2005, a national survey found that 11.5 percent of children under age five with working mothers had no regular child care arrangement; 24.6 percent had multiple arrangements during the course of each week.<sup>26</sup>

Parents recognize the benefits of child care subsidy for their children. As of March 2009, parents in more than 40 percent of Pennsylvania counties – rural, suburban and urban alike – endured waits of six months or more before receiving subsidy. (See map on page 15).

With waiting lists in virtually every county, existing state and federal funds are insufficient to meet the needs of Pennsylvania's working families for child care subsidy.

The consequences of a long waiting list can be especially damaging for teen parents and their children. Dropouts who have children are much less likely to return to school after giving birth. Teen parents often cite the lack of affordable child care as one of the main obstacles to continuing their education. This lack of access increases parents' chances of poverty and unemployment, placing their children at greater risk of academic failure.<sup>27</sup>

According to the National Women's Law Center, "Not only are students who drop out of school likely to suffer the personal consequences of dropping out, such as lower lifetime income and worse overall health, but they are also more likely to see their own children drop out of school and suffer the same consequences."<sup>28</sup>

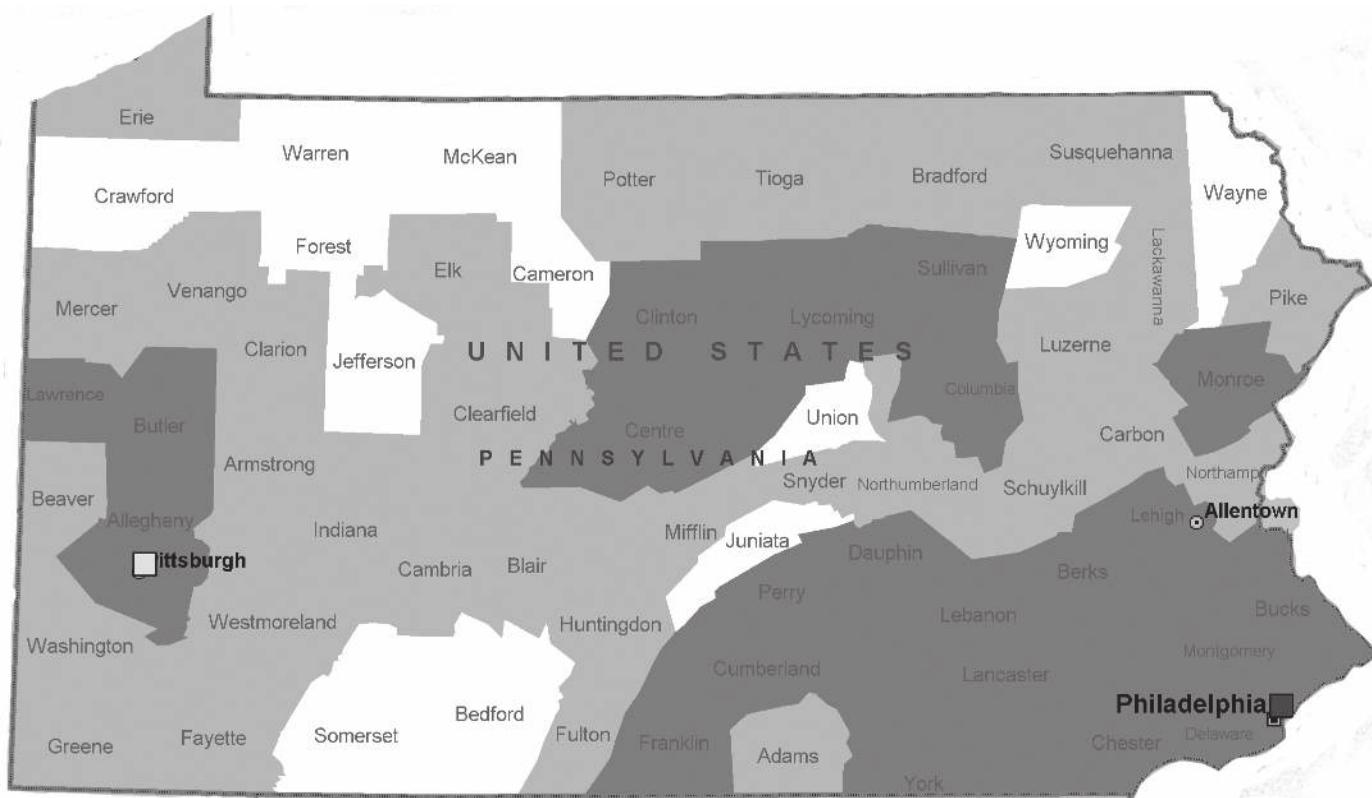
Pennsylvania's subsidy waiting list began to grow precipitously nearly 18 months before the recession began in December 2007. The size of the list dipped temporarily in response to a special allocation of \$19.5 million for Child Care Works in October 2007, and another \$2.2 million in May 2008. (See page 13).

Although the size of Pennsylvania's waiting list is not simply the result of the current economic climate, the recession is expected to increase the number of people who turn to Child Care Works for help, many for the first time. Economists at the Keystone Research Center project the number of Pennsylvanians who fall below 200 percent of poverty will increase by 300,000 to 843,000 by 2011, depending on the severity of economic conditions here.<sup>29</sup> This suggests that both short- and long-term actions are necessary to reduce the waiting list.

**Cyndi Vitali is a home health care worker from Northeast Philadelphia who is studying to become a Certified Nurse Assistant. She has "two kids who are receiving subsidy. My infant was born on April 29; I started calling [to enroll her] on April 30 and have been on the waiting list since May 6, 2008. Right now she's with me on my days off and with my mother and my sister on her days off." Because Cyndi's work schedule varies "from week to week, I don't know where she's going to be... It's taking a toll on me."**



## *More than 40% of Pennsylvania Counties Have Child Care Waiting Lists of Six Months or Longer*



Source: OCDEL, March 31, 2009<sup>30</sup>

## **Months on Child Care Subsidy Waiting List by County**

- 6 months or longer
  - 1 to 5 months
  - Less than 1 month

### **Multiple Waiting Lists in County**

- Allegheny County, 6 to 9 months
  - Philadelphia County, 2 to 12 months

# The American Recovery and Reinvestment Act (ARRA) of 2009

In February 2009, Congress passed the federal American Recovery and Reinvestment Act (ARRA), which makes an additional \$30 million a year available to Pennsylvania through the CCDBG in fiscal years 2009 and 2010. The ARRA requires that approximately eight percent of these funds be set aside to improve child care quality and almost five percent to be used for infant-toddler programs. The remainder, approximately \$26.1 million a year, may be used to meet the broad objectives of the CCDBG.<sup>31</sup>

If the Commonwealth chose to spend all of these funds on Child Care Works, they would fund fewer than 4,000 subsidy slots a year, reducing the waiting list by just over 25 percent. Although much needed, funds from the federal economic stimulus package are insufficient to meet the needs of Pennsylvania's hard working low-income families.



# Recommendations

A renewed federal commitment to meeting the child care needs of low-income and poor families is long overdue. We must commit to assuring Pennsylvania's children good child care, not simply spots on a waiting list.

***To this end, we urge the federal government to:***

- reauthorize and expand funding for the CCDBG. The program was authorized in 1996 for five years; it has not been reauthorized since and funding has remained at 2002 levels. In addition to increasing funding levels, the reauthorization should build on Pennsylvania's experience by linking increased access to child care with quality improvement.

***In the short-term, we urge Pennsylvania to:***

- ensure that no child remains on the Child Care Works waiting list for more than six weeks. As a first step, the Administration and General Assembly should reduce the waiting list by half.

***To improve the state child care system Pennsylvania's Office of Child Development and Early Learning (OCDEL) should:***

- reduce disparities in the Child Care Works waiting list among counties by revising the formula used to allocate subsidy slots;
- continue to support tiered reimbursement and other initiatives designed to improve child care quality for families receiving subsidy;
- ensure that all teen parents who are pursuing education receive subsidy; and
- respond to the increasing number of employees who are becoming ineligible for child care subsidies because employers are reducing their hours by decreasing the number of hours parents must work to qualify for subsidy.

**Children are not served by waiting lists.**

**Parents can't work without access  
to good child care.**

**Schools can't succeed without children  
who arrive at school ready to learn.**

**We must commit to assuring that all Pennsylvania  
children have access to quality child care.**

# Endnotes

<sup>1</sup> US Census, Labor Force Characteristics, 1980 and 2000. In 1980 45.6 percent of women with children under six participated in the labor force compared with 61.9 percent in 2000.

<sup>2</sup> US Census, American Community Survey, 2007. This figure encompasses single parent households in which one parent works and two-parent households in which both work.

<sup>3</sup> Arthur J. Reynolds, Judy A. Temple, Dylan L. Robertson and Emily A. Mann "Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Centers," *Educational Evaluation and Policy Analysis*, Volume 24, Number 4, 267-303 (2002).

<sup>4</sup> Maximum Allowances for Child Care Works, Pennsylvania Office of Child Development and Early Learning (OCDEL), August 1, 2007. In the five Southeastern Pennsylvania counties (Bucks, Chester, Delaware, Montgomery and Philadelphia) the average cost is considerably higher, at \$19,600 per year. In Allegheny County it is \$16,875 a year; in Centre County it is \$20,130 a year.

<sup>5</sup> Federal Poverty Income Guidelines, *Federal Register*, Volume 74, Number 14, January 23, 2009.

<sup>6</sup> US Census, Median Family Income, Four-Person Families, 2007.

<sup>7</sup> OCDEL, 2008. These figures do not include support for other OCDEL programs such as Pre-K Counts, Head Start Supplemental Assistance and Keystone STARS.

<sup>8</sup> US Census Bureau, Median Income for 4-Person Families, by State, FY 2008.

<sup>9</sup> Additional purposes of the SSBG include prevention or remedying abuse and neglect, prevention of inappropriate institutionalization and securing institutional care where appropriate. Source: US Department of Health and Human Services, Administration for Children and Families, "Directory of Program Service: Social Services Block Grant."

<sup>10</sup> Commonwealth of Pennsylvania, Governor's Executive Budgets, 1999-2000 and 2008-2009.

<sup>11</sup> Hannah Matthews, "Child Care Assistance: A Program That Works," Center for Law and Social Policy, January 23, 2009, p 2.

<sup>12</sup> "Child Care and Development Fund: Report of State and Territory Plans , FY 2008-2009," US Department of Health and Human Services, Child Care.

<sup>13</sup> *Federal Register*, Volume 72, Number 15, January 24, 2007; Volume 74, Number 14, January 23, 2009.

<sup>14</sup> "Child Care and Development Fund, Report of State and Territory Plans," FY 2008-2009, p. 71-72.

<sup>15</sup> US Census Bureau, Current Population Survey, Persons in Primary Families-Percentages by Income-to-Poverty Ratio, 2003-2008. Data are for calendar years 2002-2007; 2008 data were not available at this writing.

<sup>16</sup> Anne Schlay, Marsha Weinraub and Michelle Harmon, "Leaving Welfare for Employment: The Role of Child Care Subsidies for White, Hispanic and African American Families," Family and Children's Policy Collaborative, Temple University, July, 2007.

<sup>17</sup> OCDEL, March, 2009.

<sup>18</sup> See for example, John Fantuzzo, "Early Childhood Risk, Protection and Educational Well-Being: A Philadelphia Study of What's Behind Being Behind," Spring, 2008.

<sup>19</sup> Hannah Matthews, "Child Care Assistance Helps Families Work: A Review of the Effects of Subsidy Receipt on Employment," Center for Law and Social Policy, April 3, 2006.

<sup>20</sup> Anne Schlay, Marsha Weinraub and Michelle Harmon, "Leaving Welfare for Employment: The Role of Child Care Subsidies for White, Hispanic and African American Families," Family and Children's Policy Collaborative, Temple University, July 2007.

<sup>21</sup> Julie Press, Jay Fagan and Lydia Laughlin, "The Effect of Child Care Subsidies on Mothers' Work Schedules," Women's Policy Research Conference, June, 2003.

<sup>22</sup> Zhilin Liu, Rosaria Riberiero and Mildred Warner, "Comparing Child Care Multipliers in the Regional Economy: Analysis from 50 States," Linking Economic Development and Child Care Research Project, 2004, [www.government.\\_ece.cornell.edu/doc/reports/childcare/reports.asp](http://www.government._ece.cornell.edu/doc/reports/childcare/reports.asp).

<sup>23</sup> Since many families require immediate care for their children, they do not sign up for the waiting list. Because of this, waiting list figures present an artificially low estimate of need, although they provide a useful comparison of need over time.

<sup>24</sup> OCDEL, January 30, 2009.

<sup>25</sup> OCDEL, April 2009.

<sup>26</sup> US Census Bureau, Survey of Income and Program Participation, "Child Care Arrangements of Children Under 5 Living With Mother, by Employment Status of Mother and Selected Characteristics: Spring 2005." Differences in percentages across marital status and income level were not statistically significant in this survey.

<sup>27</sup> RD Plotnick and SS Butler, "Attitudes and adolescent nonmarital childbearing: Evidence from the national Longitudinal Survey of Youth," *Journal of Adolescent Research*, 1991; Volume 6, p. 470-492.

<sup>28</sup> "When Girls Don't Graduate We All Fail: A Call to Improve High School Graduation Rates for Girls," National Women's Law Center, 2007.

<sup>29</sup> Keystone Research Center, personal communication, March, 2009.

<sup>30</sup> OCDEL, March 31, 2009

<sup>31</sup> "Impact of American Recovery and Reinvestment Act (ARRA) of 2009 on Child Care and Development Block Grant (CCDBG) Funding, Estimated State Allocations," Center for Law and Social Policy, February 13, 2009.

# *Acknowledgements*

## **PCCY Funders**

Aetna Foundation, The Barra Foundation, Caroline Alexander Buck Foundation, Chestnut Hill Health Care Foundation, The Claneil Foundation, The Dolfinger-McMahon Foundation, Eagles Youth Partnership, The Samuel S. Fels Fund, John C. and Chara C. Haas Charitable Trust, Phoebe W. Haas Charitable Trust, The Allen Hilles Fund, Firstrust Financial Resources, Independence Blue Cross, The Independence Foundation, Jewish Funds for Justice, Lenfest Foundation, Christian & Mary Lindback Foundation, The Christopher Ludwick Foundation, The Leo Model Foundation, Neiman Group, Grace S. and W. Linton Nelson Foundation, The Pew Charitable Trusts, The Philadelphia Foundation, Philadelphia Youth Network, Pottstown Area Health and Wellness Foundation, The Puffin Foundation, Ltd., The Elizabeth B. and Arthur E. Roswell Foundation, Stoneleigh Center, Tenet Healthcare Foundation, United Way of Southeastern Pennsylvania, Wachovia Foundation, The William Penn Foundation

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## **Special Thanks**

Norma Finkelstein, Child Care Information Services-Northeast Philadelphia; Kelly Hoffman, OCDEL; Esther Miller, former PCCY staff member and Carla Thompson, OCDEL





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