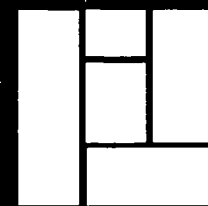
 **THE URBAN INSTITUTE**
2100 M Street, N.W.
Washington, D.C. 20037

Nonprofit Org.
U.S. Postage
PAID
Permit No. 8098
Washington, D.C.

**THE URBAN
INSTITUTE**



NEW FEDERALISM
National Survey of America's Families

Address Service Requested

Telephone: (202) 833-7200 ■ Fax: (202) 429-0687 ■ E-Mail: paffairs@ui.urban.org ■ Web Site: <http://www.urban.org>

This series presents findings from the National Survey of America's Families (NSAF). First administered in 1997, the NSAF is a survey of 44,461 households with and without telephones that are representative of the nation as a whole and of 13 selected states (Alabama, California, Colorado, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Washington, and Wisconsin). As in all surveys, the data are subject to sampling variability and other sources of error. Additional information about the survey is available at the Urban Institute Web site: <http://www.urban.org>.

The NSAF is part of *Assessing the New Federalism*, a multiyear project to monitor and assess the devolution of social programs from the federal to the state and local levels. Alan Weil is the project director. The project analyzes changes in income support, social services, and health programs. In collaboration with Child Trends, the project studies child and family well-being.

The project has received funding from The Annie E. Casey Foundation, the W.K. Kellogg Foundation, The Robert Wood Johnson Foundation, The Henry J. Kaiser Family Foundation, The Ford Foundation, The John D. and Catherine T. MacArthur Foundation, the Charles Stewart Mott Foundation, The David and Lucile Packard Foundation, The McKnight Foundation, The Commonwealth Fund, the Stuart Foundation, the Weingart Foundation, The Fund for New Jersey, The Lynde and Harry Bradley Foundation, the Joyce Foundation, and The Rockefeller Foundation.

About the Authors

Jeffrey Capizzano is a research associate in the Urban Institute's Population Studies Center. He has written and published in the areas of transportation and welfare policy and is currently working on an investigation of child care policy in 13 states.

Gina Adams is a senior research associate in the Urban Institute's Population Studies Center, where she is responsible for directing research on child care and early education. Her research efforts focus on policies and programs that affect the affordability, quality, and supply of child care and early education, as well as on the child care arrangements of families.

Freya Sonenstein is currently the director of the Population Studies Center at the Urban Institute. She has over 20 years of experience conducting applied and behavioral research related to family and children's policy.

Publisher: The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037
Copyright © 2000

The views expressed are those of the authors and do not necessarily reflect those of the Urban Institute, its board, its sponsors, or other authors in the series.

Permission is granted for reproduction of this document, with attribution to the Urban Institute.

For extra copies call 202-261-5687, or visit the Urban Institute's Web site (<http://www.urban.org>) and click on "Assessing the New Federalism."

CHILD CARE ARRANGEMENTS FOR CHILDREN UNDER FIVE: VARIATION ACROSS STATES

Jeffrey Capizzano, Gina Adams, and Freya Sonenstein

Over the past decade, child care has emerged both as an issue of public concern and a key component of U.S. social policy. The large number of mothers with preschool children in the workforce has made America's families more reliant on nonparental care and raised public awareness of early care and education as an issue of public policy. Many children now spend at least some time in child care during their critical developmental years. As a result, child care centers, family child care homes, relatives, and nannies have become essential to working families with children. Policymakers also have recognized the importance of child care because of the role it plays in helping parents work and because of the impact it can have on the development of children. In 1996, for example, policymakers considered child care a key factor in helping welfare recipients attain self-sufficiency, and accordingly, the federal welfare reform legislation—the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA)—highlighted child care as a work support mechanism.

A better understanding of state-specific child care behavior will help state policymakers effectively target their child care policies and identify the likely impact of policy changes.

Examining Child Care at the State Level

Significant aspects of child care policy have historically fallen under the purview of state governments. For example, states establish many of the child care subsidy policies—such as reimbursement rates for child care providers and copayment rates for recipients of child care assistance—and also regulate child care quality. The changes to federal child care policy outlined by PRWORA further expanded the role of states in child care policymaking by ending

the child care entitlement for welfare recipients, consolidating the four major federal child care assistance programs into a single block grant, and increasing child care funding to states.

Yet relatively little is known about child care patterns in individual states or how they vary across states. Most of what is known about the use of child care is gathered from nationally representative surveys that are not designed to capture state-level child care patterns. It is likely that large variations exist across states due to differences in the costs and supply of child care as well as variations in labor force patterns and child care policies. A better understanding of state-specific child care behavior will help state policymakers effectively target their child care policies and identify the likely impact of policy changes.

This brief, therefore, provides information on the primary child care arrangements used by children younger than five with employed mothers nationally and across a number of states. Also, because child care experiences tend to vary for children of different ages and incomes, we examine infants and toddlers separately from three- and four-year-olds, and children from families with incomes above 200 percent of the federal poverty level separately from those with incomes at or below 200 percent of the poverty level.

The National Survey of America's Families

Data from the 1997 National Survey of America's Families (NSAF)¹ are used to examine primary child care arrangements. The NSAF over-

kle:cmllane

sampled households with income below 200 percent of the federal poverty level and collected child care information on a nationally representative sample of children as well as on representative samples of children in 12 states.² For randomly selected children in the sample households, interviews were conducted with the person most knowledgeable about each child. From these interviews, data were collected about the types of care used and the number of hours that the child spent in each form of care.³ Since the mother was most often the most knowledgeable adult, the term "mother" is used here to refer to this respondent.⁴ This analysis focuses only on children younger than five whose mothers were interviewed during the nonsummer months.⁵ We also restrict our analysis to preschool children whose mothers are employed.

The primary child care arrangement is defined as the arrangement in which the child spends the most number of hours while the mother is at work. We group the arrangements in the following primary arrangement categories: *center-based child care* (child care centers, Head Start, preschool, prekindergarten, and before- or after-

school programs); *family child care* (care by a nonrelative in the provider's home); *baby-sitter or nanny* (care by a nonrelative in the child's home); *relative care* (care by a relative either in the child's or provider's home); and *parent care* (for those children whose mother did not report a nonparental child care arrangement while she worked).⁶

Where Are Preschool Children Cared For?

The National Picture. Nationwide a large percentage (76 percent) of preschool children with employed mothers are regularly cared for by someone other than their parents. For more than half of preschool children with employed mothers, the primary child care provider is not related to the child (figure 1). Thirty-two percent of children are in center-based child care arrangements, while about half as many (16 percent) are in family child care. A relatively small percentage of children (6 percent) are regularly cared for by a baby-sitter or nanny in the child's home.⁷

In contrast, less than half of preschool children with employed mothers are cared for primarily by relatives or by parents. Twenty-three percent of preschool children have a

relative as the primary child care provider—9 percent in the child's home and 14 percent in the home of the relative—while 24 percent of children are in parent care.⁸

State Patterns. An examination of individual states, however, reveals that national estimates of child care mask sizable state variation in the use of specific primary child care arrangements (figure 1). The focus below is on the states with the greatest differences in the use of each form of care.⁹ Specifically, findings show that:

- Almost 40 percent of preschool children are in *center-based care* arrangements in Alabama, Minnesota, and Mississippi (39, 38, and 38 percent, respectively). These percentages are twice as large as the percentage of children in center-based care in California (19 percent).
- The percentage of preschool-age children in *family child care* ranges from 20 percent in Wisconsin to 10 percent in Massachusetts.
- Mississippi, with 32 percent of preschool children of employed mothers in *relative care*, has more than twice the proportion of children in this form of care as Minnesota (13 percent).
- Over 30 percent of children are in *parent care* in California, Washington, and Massachusetts (34, 33, and 32 percent, respectively), while less than one in five children are in this form of care in Mississippi and Alabama (15 and 17 percent, respectively).

While these findings highlight the differences in the use of each type of primary child care arrangement across states, states also differ from each other in the distribution of children across all arrangements. This diversity is found even among states that are similar on one dimension of child care (table 1). For example, while two states—Alabama and Minnesota—both have large percentages of children in center-based care, the distribution of children across the other arrangements in each state is quite different. Indeed, Alabama has over twice the percentage of children in relative care as Minnesota (27 percent, compared with 13 percent). Examples like this demonstrate the enormous diversity of child care utilization across states and point out the unique child care chal-

lenges facing policymakers across the country as they work to develop policies to support the child care choices of families within their states.

Notes

The authors thank James Barsimantov for his excellent research assistance as well as Alan Weil, Stefanie Schmidt, Linda Giannarelli, Joan Lombardi, Sandy Hoffert, and Lynne Casper for helpful comments on earlier versions of the brief.

1. The National Survey of America's Families is a national survey of over 44,000 households and is representative of the non-institutionalized, civilian population of persons under age 65 in the nation as a whole and in 13 focal states. The survey focuses primarily on health care, income support, job training, and social services, including child care.

2. The states are Alabama, California, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Washington, and Wisconsin. Colorado is also a focal state in the *Assessing the New Federalism (ANF)* project but is not included in these analyses. Due to the late addition of Colorado to the ANF project, responses to the child care questions from a large number of Colorado respondents were received during the summer months and did not provide information on nonsummer child care arrangements, which are the focus of this analysis. Because of the small size of the nonsummer sample from Colorado, it is excluded from the analysis.

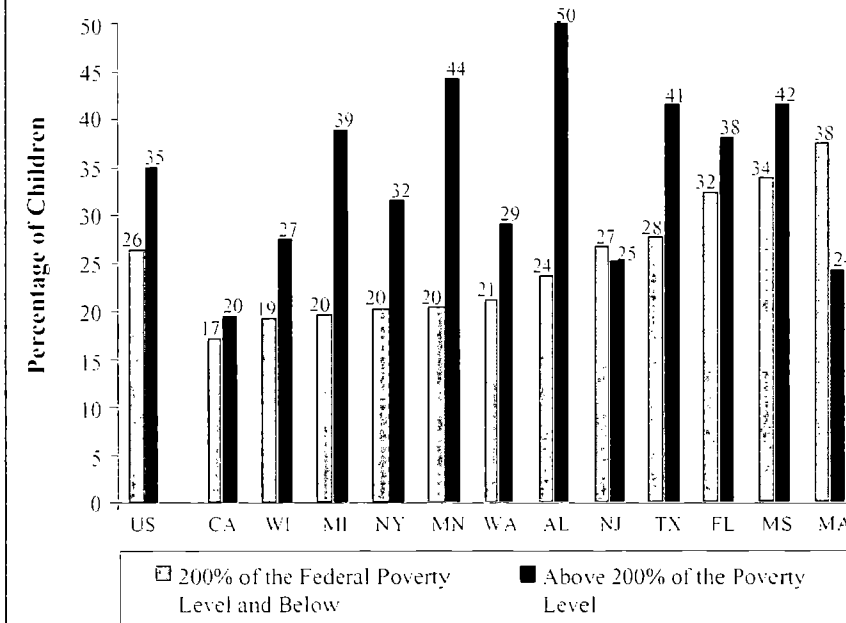
3. For more on NSAF survey methods, including the "most knowledgeable adult," see Dean Brick et al. (1999).

4. The mother of the child was the "most knowledgeable adult" for 83 percent of the children in the sample.

5. Because child care arrangements and hours spent in care can vary widely from the school year to the summer, the observations with data on child care relating to the summer months (June 12 to September 26) were not included in this analysis. The observations that are included are weighted to provide representative data on child care during the school year.

6. The survey did not include questions about parental care, which could include care provided by the other parent, the mother caring for the child while she worked, or care for the child at home by a self-employed mother. If the respondent

Figure 5
Use of Center-Based Care by Children Younger Than Five in Low- and Higher-Income Families, within States (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.

did not report an arrangement, the child is assumed to be in one of these "parental care" categories. We are confident that this measure captures parental arrangements because the share of children of employed parents with parents as the primary arrangement in the NSAF (24 percent) is the same as the share of preschool children (24 percent) in the 1994 Survey of Income and Program Participation (SIPP) who were cared for primarily by their mother at work or their father while their mother was working (Casper 1997).

7. Because of the small percentage of children using nannies or baby-sitters as their primary care provider, this arrangement is not discussed in the following sections.

8. It is important to note that the data on primary care arrangements presented in this brief underestimate the use of any particular form of child care because the estimates do not reflect the extent to which each arrangement may be used as a secondary child care arrangement. For example, children with a center-based primary care arrangement may also use relatives, family child care, or nannies for shorter periods of time regularly each week. A later NSAF brief will look more closely at the use of multiple child care arrangements.

9. The states that have the highest and lowest percentages of children in a given arrangement are presented here. These states are statistically different from each

other at the .05 level. Differences among other states not presented may or may not be statistically significant. In addition, one should be cautious in interpreting the actual point estimates because of the sizes of the state samples. Confidence levels around national point estimates averaged ± 3 percentage points, and the confidence intervals around subpopulation point estimates within states were larger (± 7 percentage points for our state estimates of age and income subpopulations).

10. A low-income family is a family with an income equal to or below 200 percent of the poverty level (i.e., \$25,258 for a family of two adults and one child in 1997).

References

- Casper, Lynne M. 1997. "Who's Minding Our Preschoolers?" Current Population Reports P70-62 (fall 1994 update). U.S. Department of Commerce, Economics and Statistics Administration, Bureau of the Census. <http://www.census.gov/prod/3/97pubs/p70-62.pdf>.
- Dean Brick, Pat, Genevieve Kenney, Robin McCullough-Harlin, Shruti Rajan, Fritz Scheuren, Kevin Wang, J. Michael Brick, and Pat Cunningham. 1999. *1997 NSAF Survey Methods and Data Reliability*. Washington D.C.: The Urban Institute. *National Survey of America's Families Methodology Report No. 1*.

higher-income children in centers is 26 and 24 percentage points greater than for the low-income population (figure 5). Michigan, Texas, and New York also have sizable differences. Massachusetts is the only state in which low-income children are in center-based care in larger proportions than higher-income children (a difference of 14 percentage points).

- It appears that in most states children of low-income and higher-income families are placed in *family child care* in similar proportions (table 1). Mississippi has the largest difference between the low- and higher-income children in the use of family child care (9 percentage points greater among higher-income children).
- Generally within the states, low-income families rely on *relatives* more than do higher-income families. In three states—Minnesota, Mississippi, and Alabama—low-income families have much higher percentages of children in relative care than higher-income families (26, 22, and 18 percentage points greater, respectively).
- The use of *parent care* among low-income children is greater than among higher-income children in most states. For example, the per-

centage of low-income children in parent care in Texas is considerably larger than that of higher-income children (17 percentage points greater). Massachusetts, in contrast, is the only state in which the percentage of higher-income children in parent care is considerably greater than that of low-income children (12 percentage points greater).

Conclusions

This brief documents differences in the utilization of child care arrangements across states for preschoolers of varying ages and incomes. Three important findings emerge. First, while parents work, a large majority of preschool children, regardless of age or income, are regularly cared for by individuals other than their parents. This fact is true nationally and in every state examined here, and it emphasizes the importance of child care in the lives of America's families. The high utilization of child care reinforces the need for policymakers to pay close attention to the experiences of children while they are in child care.

Second, this brief shows how the availability of state-specific child care data can illuminate vast differences in child care experiences across states. The NSAF estimates reveal, for example, that Alabama, Florida, Minnesota, Texas, and Mississippi have the largest proportions of children younger than five in center-based care, while the largest proportion of preschool children in California, Massachusetts, and Washington are cared for by parents.

Finally, common conceptions of where children are placed in care sometimes do not hold. While infants and toddlers are more likely to be cared for in less formal child care arrangements (such as relatives and parents), and three- and four-year-olds are more likely to be in center-based care, there are clear exceptions. In Michigan and Minnesota, for example, almost 30 percent of infants and toddlers are in center-based care, and in Washington, close to 33 percent of three- and four-year-olds have parent care as their primary arrangement. Also contrary to expectations, low-income children are not always more likely to be in less formal arrangements and higher-income children are not always more likely to be in center-based care. Indeed, more low-income children are in center-based care than any other kind of arrangement in Massachusetts, while parent care is the predominant form of care for higher-income children in both California and Massachusetts.

While this brief documents differences that exist in the types of care used across states, it is only an initial step to a better understanding of state-level patterns of child care. The next step is to explore why these state differences exist and whether they are due to such factors as differences in parental work patterns, the supply of child care, family structure, cultural preferences, and child care policies. As it is apparent that there is no single factor that can explain state variation, future research using multivariate analysis is necessary to illuminate how these forces are associated with the state differences.

The findings that do emerge from this brief, however, highlight both the reliance of America's families on nonparental care and the differences in the types of nonparental care used across states. They reinforce the importance of

Table 1 Primary Child Care Arrangements for Children Younger Than Five with Employed Mothers, by Selected Characteristics and State												
	US (%)	AL (%)	CA (%)	FL (%)	MA (%)	MI (%)	MN (%)	MS (%)	NJ (%)	NY (%)	TX (%)	WA (%)
All Children												
Center-Based Care	32	39	19	36	27	33	38	38	25	27	35	27
Family Child Care	16	14	16	14	10	15	17	13	14	12	11	13
Relative Care	23	27	26	18	25	28	13	32	27	24	27	19
Parent Care ^a	24	17	34	26	32	20	26	15	29	25	20	33
Nanny/Baby-sitter	6	3	5	7	8	4	6	2	4	12	6	8
Sample Size ^b	(4,853)	(289)	(288)	(318)	(343)	(322)	(383)	(278)	(343)	(308)	(312)	(305)
Child's Age												
Younger Than Three Years												
Center-Based Care	22	25+	9+	24+	20+	28	29+	24+	13+	14+	24÷	21+
Family Child Care	17	17	14	16	9	15	19	17+	14	12	15	13
Relative Care	27	30	28	18	27	33÷	14	38+	30	31÷	32+	23+
Parent Care ^a	27	24÷	42+	33+	35	21	29	19	37÷	32÷	21	34
Nanny/Baby-sitter	7	4	7	9	9	2	9	3	6	11	8	10
Sample Size ^b	(2,588)	(150)	(150)	(169)	(181)	(169)	(206)	(144)	(187)	(160)	(162)	(173)
Three to Four Years												
Center-Based Care	45	58+	31+	54÷	36+	40	50÷	60+	44+	46+	49÷	37÷
Family Child Care	14	9	19	10	10	14	15	8÷	15	12	7	13
Relative Care	17	24	23	17	22	21+	11	21÷	23	14÷	21÷	14+
Parent Care ^a	18	8+	25÷	15+	27	18	22	10	16÷	15÷	19	32
Nanny/Baby-sitter	6	2	3	4	6	6	2	0	1	13	5	4
Sample Size ^b	(2,265)	(139)	(138)	(149)	(162)	(153)	(177)	(134)	(156)	(148)	(150)	(132)
Income as a Percentage of the Federal Poverty Level												
200 Percent and Below												
Center-Based Care	26	24+	17	32	38+	20+	20÷	34	27	20+	28÷	21
Family Child Care	14	15	16	13	9	12	12	9÷	12	17	10	7
Relative Care	28	38+	28	21	23	39+	32+	43+	29	28	31	27÷
Parent Care ^a	28	22	35	28	22+	25	31	14	31	26	29+	41
Nanny/Baby-sitter	4	1	4	6	8	5	5	1	1	9	2	4
Sample Size ^b	(2,296)	(148)	(161)	(168)	(115)	(143)	(170)	(153)	(121)	(145)	(181)	(133)
Above 200 Percent												
Center-Based Care	35	50+	20	38	24+	39+	44+	42	25	32÷	41+	29
Family Child Care	17	13	16	15	10	16	19	18÷	15	9	12	15
Relative Care	20	20÷	24	15	25	24+	6+	21÷	26	21	24	16÷
Parent Care ^a	21	13	34	24	34+	18	24	16	28	24	12+	30
Nanny/Baby-sitter	7	4	6	8	8	3	6	3	5	14	10	10
Sample Size ^b	(2,557)	(141)	(127)	(150)	(228)	(179)	(213)	(125)	(222)	(163)	(131)	(172)

Source: Data from the 1997 National Survey of America's Families (NSAF). Actual percentages may be on average +/- 3 percentage points from national estimates, +/- 5 percentage points from overall state estimates, and +/- 7 percentage points from state estimates for children of different ages and income levels. Percentages do not sum to 100 as a result of rounding.

a. The NSAF's questions focused on nonparental arrangements and did not include questions about care provided by another parent, care for the child while the parent was at work, or care for the child at home by a self-employed parent. Those respondents not reporting a child care arrangement are assumed to be in one of these forms of care and are coded into the parent care category.

b. Sample sizes in parentheses. **Bold** type indicates that the estimate is significantly different from the national average at the .05 level. Plus (+) indicates a significant difference between the categories within age and income in a state at the .05 level (i.e., younger children are different from older children).

lenges that state-level policymakers and administrators face in making decisions about their states.

Child Care for Children of Different Ages

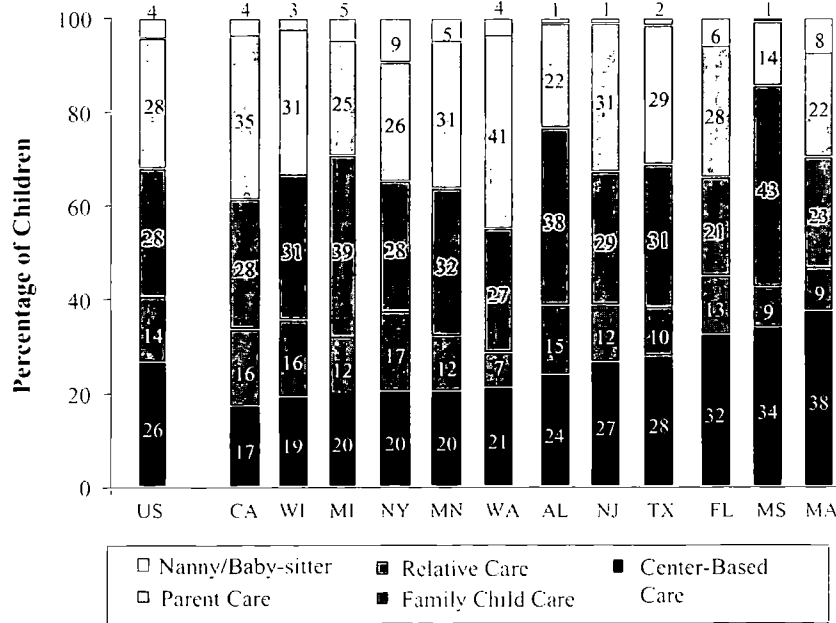
Parents often make different choices about child care arrangements for their preschool children based on

the age of the child. Preschool children of different ages have varying developmental needs, and certain forms of child care are often more readily available for children in particular age groups. Therefore, to provide a better understanding of the child care choices made by employed parents, the types of arrangements parents chose for their infants and toddlers (children younger

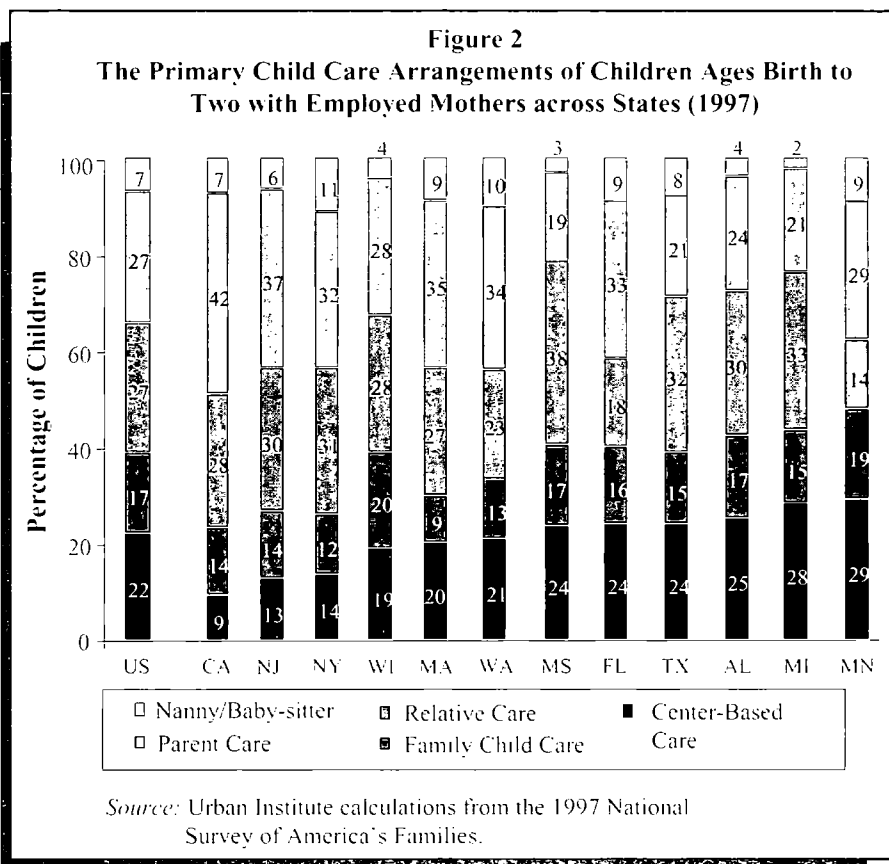
than three) are examined separately from choices made for three- and four-year-olds.

The Nation Overall. Nationally, infants and toddlers are more likely to be with relatives and in parent care, while three- and four-year-olds are more often found in center-based arrangements (table 1). Among infants

Figure 4
The Primary Child Care Arrangements of Children Younger Than Five in Low-Income Families with Employed Mothers across States (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.
Note: Low-income is defined as equal to or below 200 percent of the federal poverty level.



and toddlers, 27 percent are in relative care and another 27 percent are in parent care, while smaller proportions are found in center-based care (22 percent) and family child care (17 percent). Among the older preschoolers, relative and parent care are used less often as primary arrangements (17 percent and 18 percent of the children, respectively), while more three- and four-year-olds are found in center-based care than in any other arrangement (45 percent). Similar to infants and toddlers, only 14 percent of three- and four-year-olds have family child care as their primary arrangement.

Variation across the States. These national patterns generally hold true across the individual states. The largest proportions of infants and toddlers are in parent or relative care across most states, while the highest percentages of three- and four-year-old children are in center-based arrangements in every state (figures 2 and 3). The proportion of children in each primary care arrangement, however, varies widely from state to state for both age groups.

Infants and Toddlers. For children younger than three, center-based care arrangements are usually not the most common form of care, although there

are some states in which a significant proportion of very young children have centers as their primary arrangement. Relative care and parent care, in contrast, are major forms of child care for infants and toddlers across most states, though the proportion of children in these care arrangements varies. Specifically, the data show that:

- In Minnesota and Michigan, more than one in four infants and toddlers are in *center-based arrangements* (29 and 28 percent, respectively). California, on the other hand, has the smallest percentage of young children in center-based care (9 percent), and states like New Jersey and New York also have relatively small percentages of young children in centers (13 and 14 percent, respectively).
- Across states, the percentage of infants and toddlers in *family child care* ranges from as high as 20 percent in Wisconsin to as low as 9 percent in Massachusetts.
- While most states have close to one in three very young children in *relative care*, Mississippi has the largest percentage of children in this form of care (38 percent). Florida and Minnesota, on the other hand, have less than half this percentage in relative care (18 and 14 percent, respectively).

- California has the highest percentage of children in *parent care* (42 percent), while Mississippi, Michigan, and Texas have the smallest percentages of very young children in this form of care (19, 21, and 21 percent, respectively).

Three- and Four-Year-Olds. For children ages three and four, center-based arrangements are the most popular form of primary child care arrangement in every state. While relative care and parent care are generally less prevalent among these children, there are states that have high percentages of children in these forms of care. The data show that among three- and four-year-olds:

- Mississippi and Alabama have the highest percentages of children in *center-based arrangements* (60 and 58 percent, respectively), while in some states like California and Wisconsin, only around one in three three- and four-year olds are in center-based care (31 and 33 percent, respectively).
- Wisconsin has the highest percentage of three- and four-year-olds in *family child care* (20 percent), while much less than half the proportion of this age group is in this form of care in Texas (7 percent).
- Twenty-four percent of these children are in *relative care* in Alabama. Minnesota, on the other hand, has only 11 percent of three- and four-year olds in relative care.
- In Washington and Massachusetts, around 30 percent of three- and four-year-olds have *parent care* as their primary arrangement (32 and 27 percent, respectively). In contrast, Alabama and Mississippi (8 and 10 percent, respectively) have very low percentages of children in this age group in parent care.

Child Care for Children from Families of Different Incomes

The child care arrangements of low-income children are an important policy priority for lawmakers. With welfare reform's work requirements expected to increase the demand for child care, and with federal and state governments investing to provide child care subsidies to low-income families, the types of child care arrangements used by these families are of increasing

interest to policymakers. Therefore, it is important to look separately at the arrangements of the low-income population¹⁰ and how these arrangements compare with those of higher-income families.

Nationally, we find that low-income children are less likely to be in centers than higher-income children (26 percent, compared with 35 percent) and are more likely to be in relative care (28 percent, compared with 20 percent) and parent care (28 percent, compared with 21 percent) (table 1). Low- and higher-income children, however, are almost equally likely to be in family child care (14 percent, compared with 17 percent).

Differences across States. There is great variety in the primary child care arrangements used by low-income children across the states, as well as in the arrangements used by higher-income children. In fact, no consistent pattern exists across states for either income group—different forms of care are prevalent in different states (see table 1).

Low-Income Families. A closer look at low-income families across states, for example, shows that:

- In Massachusetts, Mississippi, and Florida, roughly a third or more of low-income children are in *centers* (38, 34, and 32 percent, respectively). Conversely, California, Wisconsin, Michigan, New York, Minnesota, and Washington—those states with the smallest proportions of low-income children in center-based care—have about one in five children in this type of arrangement (17 to 21 percent) (figure 4).
- New York has the highest percentage of low-income children in *family child care*—17 percent. In contrast, Washington has only 7 percent of low-income children in family child care.
- In Mississippi, Michigan, and Alabama, about two in five low-income children use *relatives* as their primary care arrangement (43, 39, and 38 percent, respectively)—roughly twice the percentage of low-income children in relative care as Florida (21 percent).
- Washington has by far the highest percentage of low-income children using *parent care*, with almost three times as many children in this form

of care (41 percent) as in Mississippi (14 percent).

Higher-Income Families. Among higher-income children, findings show that:

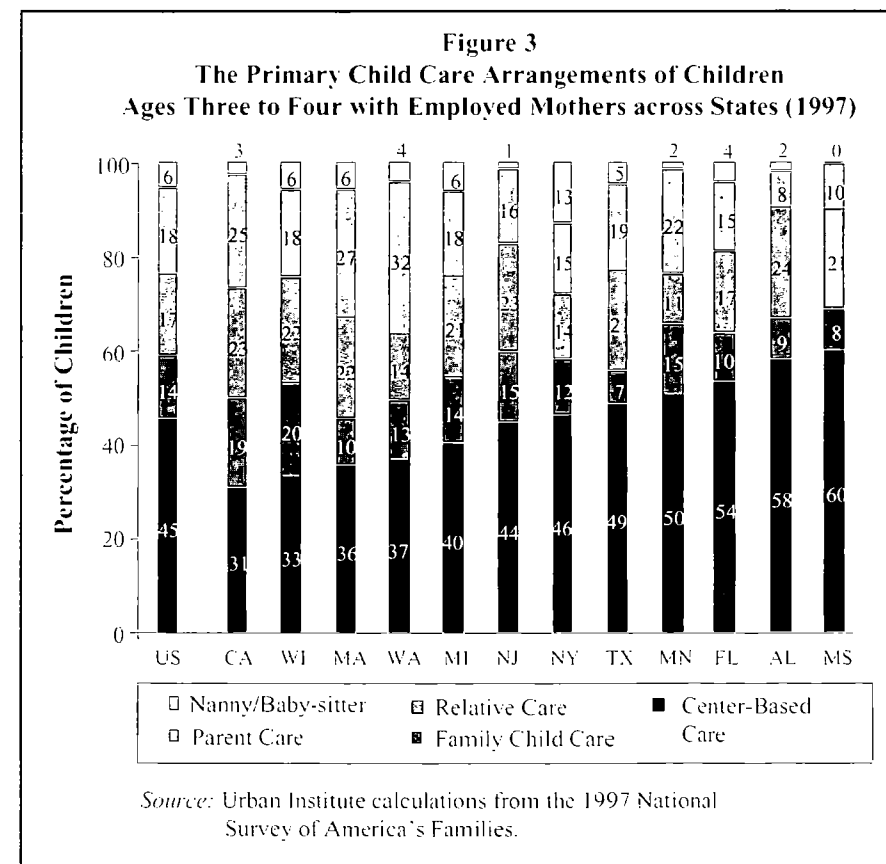
- The proportion in *center-based care* ranges from more than two in five in Alabama and Minnesota (50 and 44 percent, respectively) to less than one in five in California (20 percent) (table 1).
- Wisconsin has the largest percentage of higher-income children in *family child care*, with 22 percent. Conversely, New York and Massachusetts have only around 10 percent of higher-income children in this form of care (9 and 10 percent, respectively).
- Though children in higher-income families generally have *relatives* as their primary care arrangements less frequently than low-income children, some states—including New Jersey, Massachusetts, California, Michigan, Texas, and Wisconsin—have as many as one in four higher-income children in this form of care (all between 24 and 26 percent). Minnesota has by far the lowest percentage of higher-income children in relative care (6 percent).

- The use of *parent care* ranges from over 30 percent of higher-income children in California and Massachusetts (34 percent each) to as low as 12 percent in Texas.

Differences within Individual States. The differences that exist between low- and higher-income populations in the use of child care arrangements are also of interest to policymakers. Different patterns of child care use between the two populations within a particular state may reflect the ability of higher-income families to pay more for child care, the inability of low-income families to access certain kinds of care, or different child care preferences between the two income groups.

Comparing low- and higher-income children in each state reveals large differences in the use of child care arrangements. Consistently, the major differences occur in the use of center-based care; higher-income children are much more likely to be in centers than low-income children. Low-income children are instead found more frequently in relative and parent care. Specifically, data show that:

- The largest gaps in the use of *centers* occur between low- and higher-income children in Alabama and Minnesota, where the percentage of



THE URBAN INSTITUTE
2100 M Street, N.W.
Washington, D.C. 20037

Nonprofit Org.
U.S. Postage
PAID
Permit No. 8098
Washington, D.C.

Address Service Requested

Telephone: (202) 833-7200 ■ Fax: (202) 429-0687 ■ E-Mail: paffairs@ui.urban.org □ Web Site: <http://www.urban.org>

This series presents findings from the National Survey of America's Families (NSAF). First administered in 1997, the NSAF is a survey of 44,461 households with and without telephones that are representative of the nation as a whole and of 13 selected states (Alabama, California, Colorado, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Washington, and Wisconsin). As in all surveys, the data are subject to sampling variability and other sources of error. Additional information about the survey is available at the Urban Institute Web site: <http://www.urban.org>.

The NSAF is part of *Assessing the New Federalism*, a multiyear project to monitor and assess the devolution of social programs from the federal to the state and local levels. Alan Weil is the project director. The project analyzes changes in income support, social services, and health programs. In collaboration with Child Trends, the project studies child and family well-being.

The project has received funding from The Annie E. Casey Foundation, the W.K. Kellogg Foundation, The Robert Wood Johnson Foundation, The Henry J. Kaiser Family Foundation, The Ford Foundation, The John D. and Catherine T. MacArthur Foundation, the Charles Stewart Mott Foundation, The David and Lucile Packard Foundation, The McKnight Foundation, The Commonwealth Fund, the Stuart Foundation, the Weingart Foundation, The Fund for New Jersey, The Lynde and Harry Bradley Foundation, the Joyce Foundation, and The Rockefeller Foundation.

About the Authors

Jeffrey Capizzano is a research associate in the Urban Institute's Population Studies Center. He has written and published in the areas of transportation and welfare policy and is currently working on an investigation of child care policy in 13 states.

Gina Adams is a senior research associate in the Urban Institute's Population Studies Center, where she is responsible for directing research on child care and early education. Her research efforts focus on policies and programs that affect the affordability, quality, and supply of child care and early education, as well as on the child care arrangements of families.

Publisher: The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037

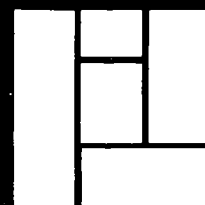
Copyright © 2000

The views expressed are those of the authors and do not necessarily reflect those of the Urban Institute, its board, its sponsors, or other authors in the series.

Permission is granted for reproduction of this document, with attribution to the Urban Institute.

For extra copies call 202-261-5687, or visit the Urban Institute's Web site (<http://www.urban.org>) and click on "Assessing the New Federalism."

THE URBAN INSTITUTE



NEW FEDERALISM
National Survey of America's Families

A product of
**Assessing the
New Federalism,**
an Urban Institute
Program to Assess
Changing Social
Policies

THE NUMBER OF CHILD CARE ARRANGEMENTS USED BY CHILDREN UNDER FIVE: VARIATION ACROSS STATES

Jeffrey Capizzano and Gina Adams

Balancing employment and child rearing can be a complex endeavor for parents with preschool children. With roughly 76 percent of children under five with employed parents in some form of nonparental care each week, often for many hours, parents must sometimes use more than one child care arrangement. For example, parents may primarily use a center-based child care arrangement or family child care home, but also may rely on a relative for some hours each week. Relatively little is known about the reasons behind the use of multiple child care arrangements: parents may desire to expose children to a number of different environments, or they may need more than one arrangement to cover all of the hours of their employment. Factors such as the availability of certain types of child care, the costs of care, the ability of parents to pay for care, and the differences between work schedules and the hours of child care programs may also play a role in parents' use of more than one child care arrangement.

This brief investigates the number of child care arrangements that children under five with employed mothers use each week nationally and across selected states. State patterns in the use of multiple child care arrangements are examined because it is likely that great diversity exists across states, due in part to differences in the costs and supply of child care as well as variations in labor force patterns and child care policies. It is important to note that the consistent weekly use of multiple child care arrangements is being investigated here, *not* the stability of child care arrangements over time (i.e., the number of different sequential arrangements that a child may experience over a certain time period). This analysis of the use of multiple child care arrangements is important because such practices represent an important dimension of the child care experiences of America's families.

We begin by examining national and state estimates of the number of arrangements used by children under five with employed mothers. We focus on how these patterns vary for children of different ages (infants and toddlers contrasted with three- and four-year-olds) and for children in low- and higher-income families. Finally, we analyze the types of child care arrangements that are combined when parents use multiple arrangements for their children.

For those preschool children in child care, being in more than one child care arrangement each week is a fairly common experience.

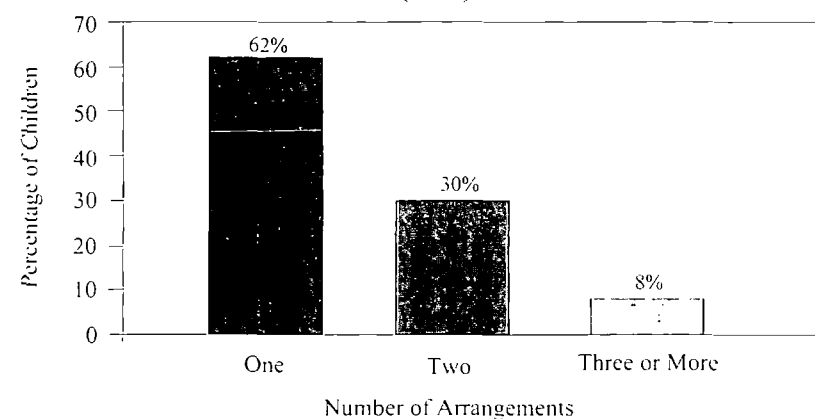
The National Survey of America's Families

Data from the 1997 National Survey of America's Families (NSAF)¹ are used to examine the use of multiple child care arrangements. The NSAF oversampled households with income below 200 percent of the federal poverty level (FPL) and collected child care

information on a nationally representative sample of children, as well as on representative samples of children in 12 states.² For randomly selected children in the sample households, interviews were conducted with the person most knowledgeable about each child. Since the mother was most often the most knowledgeable adult, the term "mother" is used here to refer to this respondent.³ The interviewers asked the mother about the categories of care used by her child and about the number of hours that the child spent in each category of care.⁴ Our estimates may undercount slightly the actual number of arrangements used by families, as the survey did not always capture multiple arrangements if they fell within the same category of care.⁵

This analysis focuses only on children under five whose mothers were interviewed during the nonsummer months.⁶ The analysis is also restricted to preschool children whose mothers are employed and to those children who have a nonparental child care arrangement. Nonparental arrangements include a

Figure 1
National Estimates of the Number of Nonparental Child Care Arrangements among Children under Five with Employed Mothers (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families. Percentages are for children in nonparental child care only. A sizable percentage of children with employed parents are not placed in nonparental child care. See, for example, brief B-7 in this series.

child care center, nursery, or preschool program; a before- or after-school program; a Head Start program; a family child care home; a baby-sitter or nanny; a relative in the child's home; and a relative in the relative's home. We sum the number of arrangement types that each preschool child is in each week on a regular basis and examine the proportion of children in one, two, or three or more child care arrangements.

How Many Arrangements Are Preschool Children in Each Week?

The National Picture

Nationwide, a large minority of children under five with employed mothers is in two or more nonparental child care arrangements each week. Almost two out of five (38 percent) children in nonparental care have more than one regular child care arrangement each week (figure 1). Most of these children are in two arrangements—30 percent—while 8 percent have three or more. The remaining 62 percent have only a single child care arrangement.

State Patterns

While the percentage of children in multiple arrangements varies somewhat by state, there is relatively little variation from the national average (figure 2). The focus below is on the states with the highest and lowest shares of children under five in multiple arrangements are highlighted.⁷

Across the individual states, findings show that:

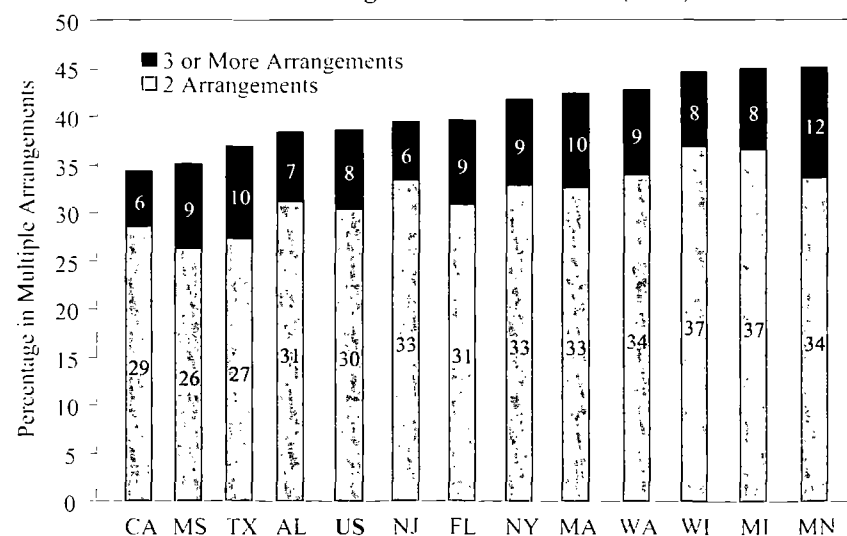
- In each state, at least one in three children using nonparental care is regularly placed in more than one child care arrangement each week. Minnesota, Michigan, and Wisconsin have the largest percentage of children regularly in multiple arrangements (46, 45, and 45 percent of children, respectively), while California has the smallest percentage of children in more than one arrangement each week (35 percent).

- While most states have relatively small proportions of children in nonparental care using three or more arrangements per week, Minnesota, Massachusetts, and Texas have at least 10 percent of children under five in this many arrangements (12, 10, and 10 percent, respectively).

Multiple Child Care Arrangements among Children of Different Ages

When examining the use of multiple child care arrangements, it is important to look separately at preschool children of different ages because parents tend to make different choices for the care of their infants and toddlers versus their three- and four-year-olds. These differences across the two age groups may be a result of different preferences for the care of infants and toddlers versus three- and four-year-olds or may be because parents have different forms of care more readily available to them. For example, three- and four-year-olds are more likely to have access to part-day preschool programs, such as Head Start and state prekindergarten programs, which may result in a greater use of multiple arrangements among this group. Therefore, it is useful to examine the number of child care arrangements used by children under three in contrast to the number used by three- and four-year-olds.

Figure 2
Children under Five with Employed Mothers in Multiple Nonparental Child Care Arrangements across States (1997)*



Source: Urban Institute calculations from the 1997 National Survey of America's Families.

*Children in nonparental care only.

population than among higher-income families in the use of multiple arrangements across states.

In addition, it was expected that low-income children would be more likely to be in multiple nonparental child care arrangements; this turns out not to be the case. Nationally and across most states, children from low-income families are no more likely to be in multiple arrangements than higher-income children. In fact, in the only state where a statistically significant difference between the two populations was found—Michigan—higher-income children were more likely to be in multiple arrangements than children from low-income families.

Finally, most children who have multiple child care arrangements nationally are in a combination of formal and informal care, regardless of age or income. Older children, however, are slightly more likely than infants and toddlers to be in combinations of all formal arrangements (such as a center and family child care home), while children under three are more likely to be in two "informal" child care arrangements. There are no differences between children from families of different incomes in the extent to which they rely on combinations of formal and informal arrangements.

It is also important to note that while the use of multiple arrangements is widespread, it is not clear whether it has a detrimental impact on parents or children. Coordinating multiple arrangements may add to the complexity and stress of balancing employment and child rearing, but it may also provide greater reliability of care because of the presence of alternative child care arrangements should one form of care be unavailable (Folk and Yi 1994). While research has found that unstable and disrupted arrangements over time are detrimental to children, little research has been conducted on the impact of multiple stable arrangements. Future research should investigate the relationship between multiple child care arrangements, parental stress, and the development of children. What is clear, however, is that parents commonly use multiple child care arrangements for their preschool children, making it an issue for many American families that must balance work and raising children.

Notes

The authors thank James Barsimantov for his excellent research assistance as well

as Alan Weil, Stefanie Schmidt, Joan Lombardi, and Sandy Hofferth for helpful comments on earlier versions of the brief.

1. The NSAF is a national survey of over 44,000 households and is representative of the noninstitutionalized, civilian population of persons under age 65 in the nation as a whole and in 13 focal states.

2. The states are Alabama, California, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Washington, and Wisconsin. Colorado is also a focal state in the *Assessing the New Federalism* (ANF) project but is not included in these analyses. Due to the late addition of Colorado to the ANF project, responses to the child care questions from a large number of Colorado respondents were received during the summer months and did not provide information on nonsummer child care arrangements, which are the focus of this analysis. Because of the small size of the nonsummer sample from Colorado, it is excluded from the analysis.

3. The mother of the child was the "most knowledgeable adult" for 78.5 percent of the children in the sample.

4. For more on NSAF survey methods, including the "most knowledgeable adult," see Dean Brick et al. (1999).

5. To capture child care arrangements, mothers were asked if the child attended any of three separate categories of center-based care: Head Start; a group or day care center, nursery, preschool, or prekindergarten program; or a before- or after-school program. Mothers were also asked about baby-sitting in the home by someone other than them or their spouse and questioned about "child care or baby-sitting in someone else's home." A child can be cared for in two center-based arrangements within the same category (two nursery schools, for example), two different baby-sitters in the child's home, or two different individuals outside the child's home. In these cases, the NSAF captures only one of the arrangements and therefore undercounts the number of arrangements used by that parent. These undercounts, however, are small. For example, NSAF's percentage of children in two center-based arrangements is 5 percentage points lower than National Childhood Education Survey (NCES) estimates, another nationally representative data source. This is also true of NSAF data about the percentage of children regularly cared for by two different relatives, which is 4 percentage points lower than the NCES.

6. Because child care arrangements and the hours spent in care can vary widely from the school year to the summer, the

observations with data on child care relating to the summer months (June 12 to September 26) were not included in this analysis. The observations that are included in the analysis are weighted to provide representative data on child care during the school year. Our data set contains a total of 3,974 children under five with employed mothers, and each state sample contains at least 214 children.

7. The states that have the highest and lowest percentages of children in multiple arrangements are presented here; they are statistically different from each other at the .05 level. Differences among other states not presented in the text may or may not be statistically significant. In addition, one should be cautious in interpreting the actual point estimates. Confidence intervals around the national point estimates averaged ± 3 percentage points, while intervals around subpopulation point estimates within states were larger (± 8 percentage points for our state estimates of age and income subpopulations).

8. Here we define low-income families as families with incomes at or below 200 percent of the FPL—i.e., \$25,258 for a family of two adults and one child in 1997. Higher-income families are defined as those above 200 percent of the poverty level.

9. While there is no common definition of "formal" and "informal" child care, "formal" child care arrangements refer to child care settings that are more likely to be regulated by state licensing systems. These include most center-based arrangements and, depending on the state, the majority of family child care homes. "Informal" arrangements refer to care settings that are seldom regulated by state licensing agencies, including relative care and baby-sitters or nannies in the child's home.

10. These figures may be slightly underestimated (see note 5). Given the small size of the underestimation, however, it is unlikely that these percentages were significantly influenced by the undercount.

References

Dean Brick, Pat, Genevieve Kenney, Robin McCullough-Harlin, Shruti Rajan, Fritz Scheuren, Kevin Wang, J. Michael Brick, and Pat Cunningham. 1999. *1997 NSAF Survey Methods and Data Reliability*. Washington, D.C.: The Urban Institute, National Survey of America's Families Methodology Report No. 1.

Folk, Karen Fox, and Yunae Yi. 1994. *Journal of Marriage and the Family* 56 (August): 669–80.

child care) and "informal" (such as relatives and nannies or baby-sitters)⁹ arrangements (table 2). For example, among those children in multiple arrangements each week, 24 percent are placed in a center-based arrangement and with a relative each week, 9 percent are placed in a center-based arrangement and with a nanny/baby-sitter, and 7 percent are placed in a family child care home and with a relative.

A much smaller percentage of those children using multiple arrangements are placed exclusively in combinations of formal arrangements (20 percent).¹⁰ Finally, 15 percent of those children with two or more arrangements are in a combination of different informal care arrangements—13 percent are with two relatives and the remaining 2 percent are with a relative and a nanny/baby-sitter.

Variation by Age

The age of the preschool child affects the types of care that are combined (table 2). Infants and toddlers using multiple child care arrangements are more likely to be in two informal arrangements than are three- and four-year-olds. Twenty-four percent of infants and toddlers with multiple

arrangements use combinations of informal arrangements, compared with 7 percent of three- and four-year-olds. Conversely, three- and four-year-olds using multiple arrangements are more likely to use two formal arrangements than are younger children: 25 percent of older preschool children are in all formal arrangements, compared with 15 percent of infants and toddlers. Both of these age groups, however, are still most likely to have some combination of formal and informal child care. Seventy percent of three- and four-year-olds and 61 percent of infants and toddlers in multiple arrangements use a mixture of formal and informal arrangements.

Variation by Income

Low- and higher-income families, however, do not differ in the extent to which they use combinations of formal and informal care. Children from low- and higher-income families are equally likely to combine two formal arrangements (21 percent of higher-income children, compared with 19 percent of low-income children) and be in combinations of informal arrangements (14 percent of higher-income children and 17 percent of low-income children). Likewise, children from both

income groups are equally likely to have some combination of formal and informal care each week (64 percent of low-income children and 63 percent of higher-income children).

Conclusions

In this analysis of the use of multiple child care arrangements, a number of findings emerge. First, for those preschool children who are in nonparental care, placement in more than one child care arrangement is a fairly common experience—nationally and across individual states. Indeed, nationwide, nearly two out of five preschool children (38 percent) in nonparental care are in multiple child care arrangements each week, with individual states not varying considerably from this average. Further, multiple arrangements are common among both infants and toddlers and three- and four-year-olds (34 and 44 percent, respectively). Three- and four-year-olds, however, are three times as likely as younger preschool children to be in three or more arrangements nationally, with even larger differences evidenced in certain states. Finally, low- and higher-income parents are equally likely to use multiple arrangements, but there seems to be greater variation among the low-income

Table 1													
Nonparental Arrangements: Children under Five with Employed Mothers, by Selected Characteristics and State													
	US (%)	AL (%)	CA (%)	FL (%)	MA (%)	MI (%)	MN (%)	MS (%)	NJ (%)	NY (%)	TX (%)	WA (%)	WI (%)
All Children													
One Arrangement	61	62	66	60	57	55	55	65	61	58	63	57	55
Two Arrangements	30	31	29	31	33	37	34	26	33	33	27	34	37
Three or More Arrangements	8	7	6	9	10	8	12	9	6	9	10	9	8
Sample Size ^a	(3,974)	(244)	(214)	(255)	(280)	(273)	(318)	(247)	(271)	(256)	(257)	(230)	(538)
Child's Age													
Younger Than Three Years													
One Arrangement	65	65	66	65	64	60	63+	73+	65	67+	70+	65+	60
Two Arrangements	30	33	29	27	31	35	32	21	32	33	24	28	35
Three or More Arrangements	4	2+	5	8	5+	6	5+	6	3	0+	5+	6	4+
Sample Size ^a	(2,009)	(116)	(105)	(122)	(134)	(139)	(160)	(125)	(136)	(124)	(136)	(129)	(273)
Ages Three to Four Years													
One Arrangement	56	58	65	55	50	48	45+	53+	56	48+	54+	44+	50
Two Arrangements	31	30	28	36	34	39	36	34	35	33	31	43	39
Three or More Arrangements	13	13+	7	9	16+	12	19+	13	9	19+	15+	13	12+
Sample Size ^a	(1,965)	(128)	(109)	(133)	(146)	(134)	(158)	(122)	(135)	(132)	(121)	(101)	(265)
Income as a Percent of the FPL													
200 Percent and Below													
One Arrangement	63	64	64	57	52	65+	58	69	69	61	64	64	57
Two Arrangements	30	32	30	31	32	33	29	22	26	31	26	29	38
Three or More Arrangements	7	4	6	11	16	2+	13	9	6	8	10	7	5
Sample Size ^a	(1,812)	(121)	(115)	(130)	(92)	(114)	(134)	(137)	(93)	(118)	(135)	(95)	(245)
Above 200 Percent													
One Arrangement	60	60	67	62	59	51+	54	61	58	56	63	55	55
Two Arrangements	31	31	28	31	33	38	35	31	36	34	28	36	37
Three or More Arrangements	9	9	6	7	8	11+	11	9	6	10	9	10	9
Sample Size ^a	(2,162)	(123)	(99)	(125)	(188)	(159)	(184)	(110)	(178)	(138)	(122)	(135)	(293)
Source: Urban Institute calculations from the 1997 National Survey of America's Families.													
Notes: These percentages are of children in nonparental child care only. A sizable percentage of children with employed parents, however, are not placed in nonparental child care. See, for example, brief B-7 in this series. Actual percentages may vary on average +/- 3 percentage points from national estimates, +/- 6 percentage points from overall state estimates, and +/- 8 percentage points from state estimates for children of different ages and income levels. Percentages do not sum to 100 as a result of rounding.													
a. Sample sizes in parentheses. Bold type indicates that the estimate is different from the national average. Plus (+) indicates a significant difference between the categories within age and income in a state.													

The Nation Overall

Among preschool children in nonparental care with employed mothers nationwide, infants and toddlers are less often in multiple child care arrangements than three- and four-year-olds. Specifically, 34 percent of children under three are regularly in multiple child care arrangements, compared with 44 percent of three- and four-year-olds (table 1). This difference in the use of multiple child care arrangements is driven almost entirely by the greater use of three or more arrangements by three- and four-year-old children. While children under three are equally as likely as three- and four-year-olds to be in two arrangements per week (30 percent and 31 percent, respectively), three- and four-

year-olds are much more likely to be in three or more arrangements (13 percent, compared with 4 percent).

Variation across the States

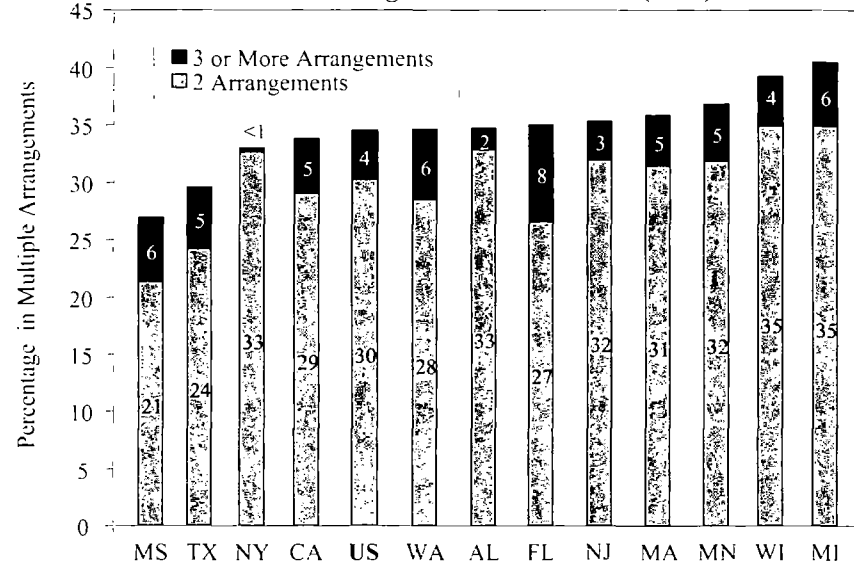
For both age groups across states, there is a good deal of variation in the percentage of children in multiple child care arrangements each week.

Infants and Toddlers. Among infants and toddlers in nonparental care, every state examined has a sizable portion—at least one quarter—in multiple child care arrangements, although some states have significantly higher proportions (figure 3). The use of three or more arrangements for infants and toddlers, however, is not common across the focal states. Specifically:

- In Michigan, 41 percent of children under three are in more than one child care arrangement; in contrast, only 27 percent in Mississippi are in multiple arrangements.
- Florida has the largest percentage of infants and toddlers in three or more arrangements (8 percent). New York has the smallest proportion of infants and toddlers in three or more arrangements, less than 1 percent.
- **Three- and Four-Year-Olds.** A substantial number of three- and four-year-olds are in two or more nonparental arrangements per week in many of our focal states, but the percentages vary widely (figure 4):
 - Over 50 percent of these children have multiple child care arrange-

Table 2 Combinations of Nonparental Arrangements: Children under Five with Employed Mothers, by Child's Age and Income					
Combinations	Age			Income	
	All Children (%)	0-2 Years (%)	3-4 Years (%)	Low (%)	Higher (%)
Formal Arrangements Only					
Center-Based + Center-Based	4	0	8	5	4
Center-Based + Family Child Care	13	15	12	12	14
Three Formal Arrangements	3	0	5	1	3
Total	20	15	25	19	21
Combination of Formal and Informal					
Center-Based + Relative	24	22	27	26	23
Center-Based + Nanny/Baby-sitter	9	7	11	3	11
Family Child Care + Relative	7	11	4	10	6
Family Child Care + Nanny/Baby-sitter	6	9	3	8	5
Center + Two Relatives	6	4	8	8	5
Center + Family Child Care + Nanny/Baby-sitter	5	4	6	4	5
Center + Family Child Care + Relative	2	1	4	1	3
Other Combinations of Three Arrangements	5	3	7	4	5
Total	65	61	70	64	63
Informal Arrangements Only					
Relative in Child's Home + Nanny/Baby-sitter	2	4	1	1	3
Relative in Home + Relative out of Home	13	20	6	16	11
Total	15	24	7	17	14
Sample Size	(1,620)	(708)	(912)	(694)	(926)
Source: Urban Institute calculations from the 1997 National Survey of America's Families.					
Note: Percentages do not sum to 100 as a result of rounding.					

Figure 3
Children* under Three with Employed Mothers in Multiple Nonparental Child Care Arrangements across States (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.
*Children in nonparental care only.

ments in Washington, Minnesota, Michigan, and New York (56, 55, 51, and 52 percent, respectively), while only 35 percent of three- and four-year-olds are in multiple arrangements in California.

- Minnesota and New York have nearly one in five three- and four-year-old children in *three or more* arrangements per week (each with 19 percent); California has the smallest percentage (7 percent).

Variation within each State

Large differences also exist in the number of arrangements for children of different ages *within* each state. Comparing infants and toddlers with three- and four-year-olds shows that within almost all states, older preschool children are more likely to be in multiple arrangements per week than are infants and toddlers. Specifically:

- The largest differences between the number of arrangements used by these two age groups occur in Washington, Mississippi, and New York (table 1). In these states, the percentage of three- and four-year-olds using multiple arrangements is close to 20 percentage points greater than for infants and toddlers. In California, however, there is virtually no difference in the use of multiple child care arrangements between older and younger pre-school children.
- As is true nationally, in many states the large differences in the use of

and three- and four-year-olds in three or more arrangements.

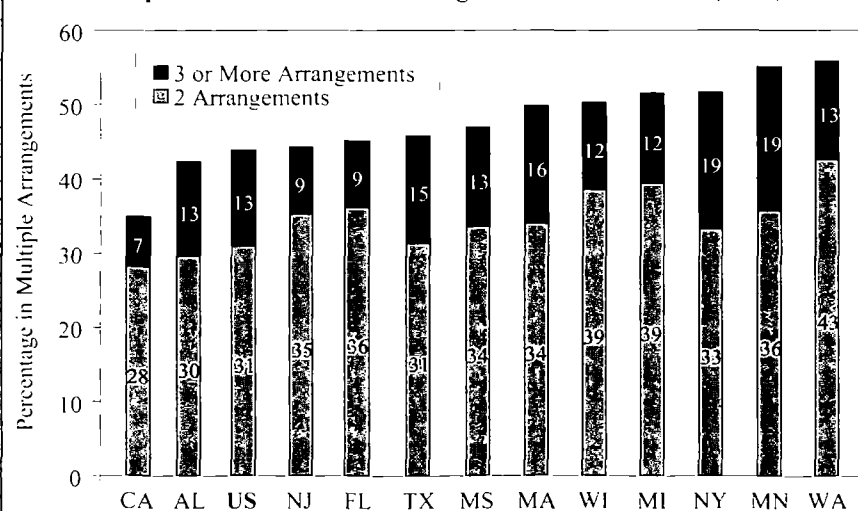
Multiple Child Care Arrangements for Families of Different Incomes

A common hypothesis is that the use of multiple child care arrangements is greater among low-income families than higher-income families. Parents from low-income families are more likely to work odd-hour jobs, have access to a smaller range of child care options, and have a family composition different from higher-income families. These differences may make it more difficult for low-income parents to find one arrangement to cover all of their child care needs, potentially leading to a higher use of multiple arrangements. In addition, many part-day preschool programs (such as Head Start and state prekindergarten programs) are targeted toward low-income children. Therefore, it is important to examine separately the use of multiple arrangements among the low-income population and higher-income families.⁸

Nationally

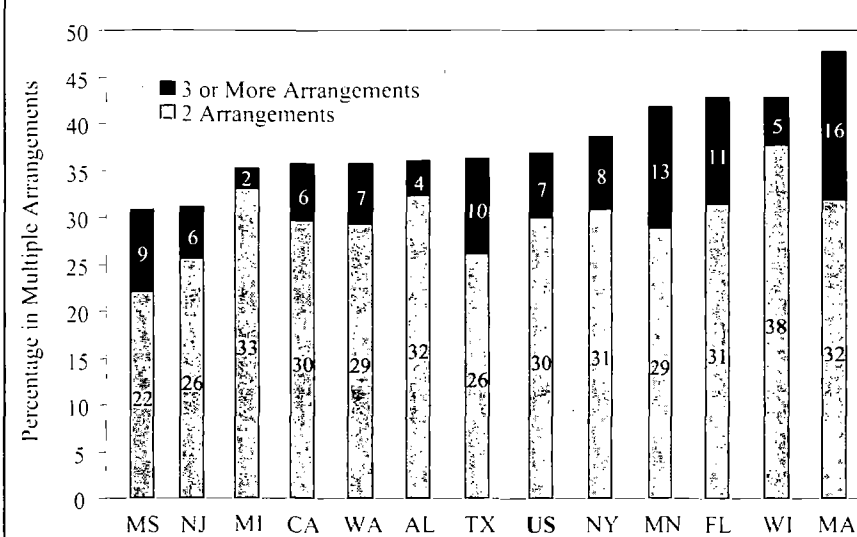
Contrary to this hypothesis, findings show that low-income children are no more likely to be in multiple nonparental child care arrangements than are higher-income children. Across the nation, 37 percent of chil-

Figure 4
Children* Ages Three and Four with Employed Mothers in Multiple Nonparental Child Care Arrangements across States (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.
*Children in nonparental care only.

Figure 5
Children* in Low-Income Families with Employed Mothers in Multiple Nonparental Child Care Arrangements across States (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.
*Children under five in nonparental care only.

dren from low-income families are regularly in multiple child care arrangements, compared with 40 percent of higher-income children (table 1). Children from low-income families are also no more likely to be placed in three or more arrangements each week: 7 percent of low-income children are regularly in three or more arrangements, compared with 9 percent of higher-income children.

Across the States

Examining children from different income groups *across* states reveals a good deal of state variation in the percentage of children in each income group in multiple child care arrangements.

Low-Income Families. Every state has less than half of low-income preschool children with employed parents in multiple child care arrangements, though there is some variation (figure 5). Specifically:

- Massachusetts has the largest percentage of low-income children in multiple arrangements (48 percent), while New Jersey and Mississippi have the smallest percentages (32 and 31 percent, respectively).
- Massachusetts and Minnesota have 16 and 13 percent of low-income children in *three or more* nonparental arrangements, respectively; Michigan has only 2 percent.

Higher-Income Families. Variation also exists across states in the use of

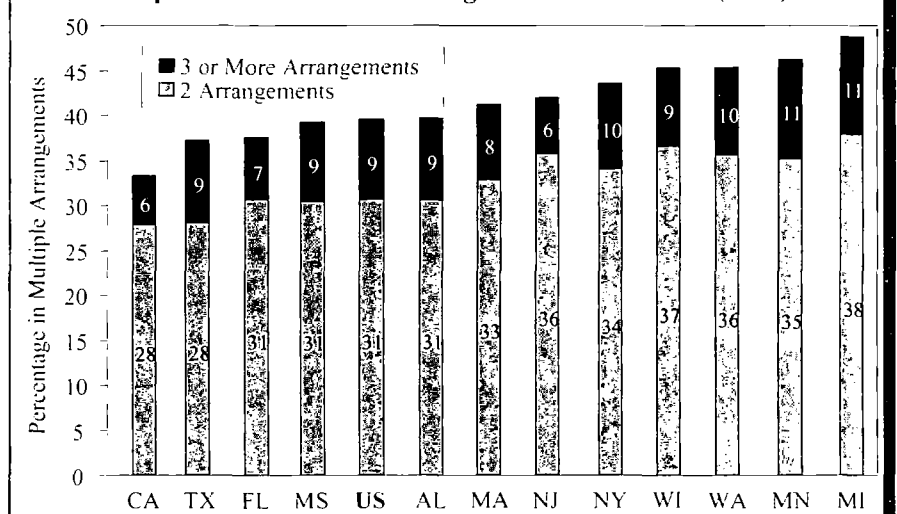
multiple child care arrangements among children from *higher-income* families (figure 6):

- Michigan has the largest percentage of higher-income children in multiple child care arrangements (49 percent); California has the smallest percentage (34 percent).

Comparisons within States

Looking at income differences *within* states shows that most states mimic the national pattern, with the

Figure 6
Children* in Higher-Income Families with Employed Mothers in Multiple Nonparental Child Care Arrangements across States (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.
*Children under five in nonparental care only.

proportion of children in multiple arrangements being similar for the low- and higher-income populations. Specifically, data show that:

- In 7 of the 12 focal states, the difference in the share of each income group using multiple arrangements is 5 percentage points or less (table 1). In Texas, for example, there is virtually no difference between the proportion of low- and higher-income children in multiple arrangements (36 percent and 37 percent, respectively). In contrast, however, the percentage of higher-income children in multiple arrangements in Michigan is 14 points higher than that of low-income children (49 percent, compared with 35 percent).

What Types of Child Care Arrangements Are Combined?

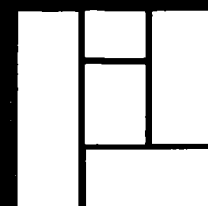
With close to 40 percent of preschool children in multiple nonparental child care arrangements nationally, and as many as 46 percent in such arrangements in some states, the question arises as to what types of multiple arrangements families are using. While this question cannot be examined here for individual states, nationally, most of those children that are placed in multiple child care arrangements (65 percent) are placed in some combination of "formal" (such as center-based and family

THE URBAN INSTITUTE
2100 M Street, N.W.
Washington, D.C. 20037

Nonprofit Org.
U.S. Postage
PAID
Permit No. 8098
Washington, D.C.

Address Service Requested

**THE URBAN
INSTITUTE**



NEW FEDERALISM
National Survey of America's Families

A Product of
**Assessing the
New Federalism,**
an Urban Institute
Program to Assess
Changing Social
Policies

Telephone: (202) 833-7200 ■ Fax: (202) 429-0687 ■ E-Mail: paffairs@ui.urban.org ■ Web Site: <http://www.urban.org>

This series presents findings from the National Survey of America's Families (NSAF). First administered in 1997, the NSAF is a survey of 44,461 households with and without telephones that are representative of the nation as a whole and of 13 selected states (Alabama, California, Colorado, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Washington, and Wisconsin). As in all surveys, the data are subject to sampling variability and other sources of error. Additional information about the survey is available at the Urban Institute Web site: <http://www.urban.org>.

The NSAF is part of *Assessing the New Federalism*, a multiyear project to monitor and assess the devolution of social programs from the federal to the state and local levels. Alan Weil is the project director. The project analyzes changes in income support, social services, and health programs. In collaboration with Child Trends, the project studies child and family well-being.

The project has received funding from The Annie E. Casey Foundation, the W.K. Kellogg Foundation, The Robert Wood Johnson Foundation, The Henry J. Kaiser Family Foundation, The Ford Foundation, The John D. and Catherine T. MacArthur Foundation, the Charles Stewart Mott Foundation, The David and Lucile Packard Foundation, The McKnight Foundation, The Commonwealth Fund, the Stuart Foundation, the Weingart Foundation, The Fund for New Jersey, The Lynde and Harry Bradley Foundation, the Joyce Foundation, and The Rockefeller Foundation.

About the Authors

Jeffrey Capizzano is a research associate in the Urban Institute's Population Studies Center. He has written and published in the areas of transportation and welfare policy and is currently working on an investigation of child care policy in 13 states.

Gina Adams is a senior research associate in the Urban Institute's Population Studies Center, where she is responsible for directing research on child care and early education. Her research efforts focus on policies and programs that affect the affordability, quality, and supply of child care and early education, as well as on the child care arrangements of families.

Publisher: The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037

Copyright © 2000

The views expressed are those of the authors and do not necessarily reflect those of the Urban Institute, its board, its sponsors, or other authors in the series.

Permission is granted for reproduction of this document, with attribution to the Urban Institute.

For extra copies call 202-261-5687, or visit the Urban Institute's Web site (<http://www.urban.org>) and click on "Assessing the New Federalism."

THE HOURS THAT CHILDREN UNDER FIVE SPEND IN CHILD CARE: VARIATION ACROSS STATES

Jeffrey Capizzano and Gina Adams

A large majority of preschool children with employed mothers currently spend at least some time each week in the care of individuals who are not their parents. Fueled by increases in workforce participation among women, work requirements for single mothers receiving public assistance, and parental concerns over the "school-readiness" of preschoolers, the number of children under five in child care has increased significantly over the past three decades. In fact, in 1997, 77 percent of preschool children with employed mothers were cared for in child care centers, in family child care homes, by relatives, or by nannies for at least some time each week (Capizzano, Adams, and Sonenstein 2000). Largely because of this growing reliance on nonparental care, the topic of early childhood care and education has emerged both as an issue of public concern and a major component of U.S. social policy.

Across states, a sizable proportion of preschool children with employed mothers are in full-time child care.

Examining Child Care at the State Level

While federal child care policy has received national attention in recent years, states and localities have historically been at the center of child care policymaking. States, for example, establish many of the child care subsidy policies—such as reimbursement rates for child care providers and copayment rates for recipients of child care assistance—and also regulate child care quality. In 1996, changes to federal child care policy outlined in the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) brought increased attention to the role of states in

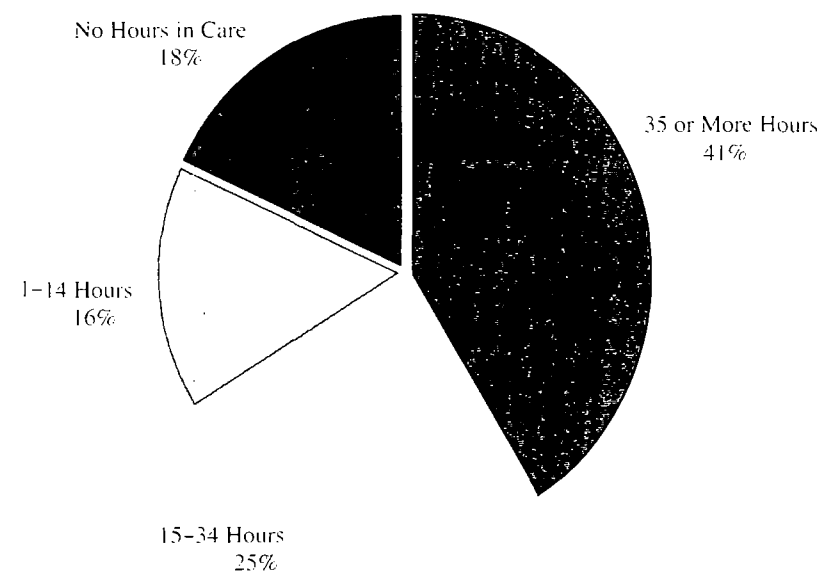
child care policymaking. For example, PRWORA enhanced the role of state policymakers by ending the child care entitlement for welfare recipients, combining a number of diverse child care funding streams into a single block grant, and increasing child care funding to states.

In light of these changes to federal policy, understanding state-level patterns of child care use has taken on added significance. Yet relatively little is known about child care patterns in individual states or how they vary across states because most of what we know about the use of child care is gathered from nationally representative surveys that are not designed to capture state-level child care patterns. The significant variation that exists in child care usage across states is most likely due to such differences as labor force patterns, child care costs and supply, and child care policies. A better understanding of state-level patterns of care will provide state policymakers with additional information when forming child care policy and will assist them in identifying the likely impact of policy changes.

The focus here is on an aspect of child care that is important to state policymakers: the number of hours that children spend in care each week. Research has found that the hours spent in care, especially when combined with such factors as family characteristics and the quality of care used, can affect a child's social and cognitive development (NICHD Early Childhood Research Network 1998).¹

This brief examines the number of hours that preschool children with employed mothers spent in child care in 1997, how the number of hours spent in care varied across selected states, and

Figure 1
National Estimates of the Hours Spent in Nonparental Care by
Children under Five with Employed Mothers (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.

how the amount of time in care differed across states for children of different age and income groups. We begin by looking at national and state estimates of the hours that children under five with employed mothers spent in care, and we then proceed to focus specifically on how these patterns vary for children whose mothers are employed full-time, children of different ages (infants and toddlers contrasted with three- and four-year-olds), and children from higher- and low-income families.

The National Survey of America's Families

Data from the 1997 National Survey of America's Families (NSAF)² are used to determine the hours that preschool children spend in care each week. The NSAF oversampled households with income below 200 percent of the federal poverty level (FPL) and collected child care information on a nationally representative sample of children as well as on representative samples of children in 12 states.³ For randomly selected children in the sample households, interviews were conducted with the person most knowledgeable about each child. From

these interviews, data were collected about the types of care used and the number of hours that the child spent in each form of care.⁴ Since the mother was most often the most knowledgeable adult, the term "mother" is used here to refer to this respondent.⁵ For this analysis we focus only on children under five whose mothers were interviewed during the nonsummer months.⁶ We also restrict our analysis to preschool children whose mothers were employed.

For this analysis, the hours that each child spent in care across all reported nonparental arrangements were totaled and the child was then placed in one of four categories: "full-time care" (35 or more hours per week), "part-time care" (15 to 34 hours per week), "minimal care" (1 to 14 hours per week), and "no hours in child care" (no regular hours in a nonparental child care arrangement).⁷

How Many Hours per Week Are Children in Child Care?

The National Picture

In the United States overall, a significant proportion of preschool

children with employed mothers (41 percent) are in care for 35 or more hours per week (figure 1). Another 25 percent of preschool children are in care 15 to 34 hours per week, while 16 percent are in care for 1 to 14 hours and 18 percent of children spend no hours in care (see note 7).

State Patterns

These percentages, however, vary substantially across the states (figure 2). The focus below is on the states with the greatest differences in the percentage of preschool children in the hours categories.⁸ Specifically, findings show that:

- Two of the southern states—Mississippi and Alabama—have the highest percentages of children in full-time care, with over half of preschool children with employed mothers in full-time care (59 and 56 percent, respectively). Texas also has a high number of preschool children in full-time care (46 percent).
- Conversely, California, Massachusetts, and Washington have the lowest percentages of children in full-time care, with less than one in three children in care for 35 hours or more per week (29, 29, and 33 percent, respectively).
- California and Washington have the highest proportions of children who spend no hours in child care and are two of the states with the lowest use of full-time care (table 1). Each has at least one-quarter of preschool children who spend no regular hours in care (30 and 26 percent, respectively). In contrast, Michigan has the lowest percentage of children with no hours in child care (13 percent).

While these findings focus on full-time care and no reported hours in care, the extent of state variation continues beyond these categories. Across all of the hours categories, even those states that look similar in one category may differ in others. For example, both California and Massachusetts have small percentages of children in full-time care (29 percent each), but the percentages of children

child care choices of families within their states.

Notes

The authors thank James Barsimantov for his excellent research assistance as well as Alan Weil, Stefanie Schmidt, Linda Giannarelli, Joan Lombardi, Sandy Hofferth, and Lynne Casper for helpful comments on earlier versions of the brief.

1. In other briefs, we examine the child care arrangement where the child spends the most number of hours each week and the number of arrangements used to cover the hours that the child is in care. Brief B-7 in this series examines the primary care arrangements of children under five nationally and across selected states. Brief B-12 examines the use of multiple child care arrangements by these children.

2. The NSAF is a national survey of over 44,000 households and is representative of the noninstitutionalized, civilian population of persons under age 65 in the nation as a whole and in 13 focal states. The survey focuses primarily on health care, income support, job training, and social services, including child care.

3. The states are Alabama, California, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Washington, and Wisconsin. These states were chosen because they capture regional differences and differences in state fiscal capacity and because they contain over 50 percent of the U.S. population. Colorado is also a focal state in the *Assessing the New Federalism* (ANF) project but is not included in these analyses. Due to the late addition of Colorado to the ANF project, responses to the child care questions from a large number of Colorado respondents were received during the summer months and did not provide information on nonsummer child care arrangements, which are the focus of this analysis. Because of the small size of the nonsummer sample from Colorado, it is excluded from the analysis.

4. For more information on NSAF survey methods, including the "most knowledgeable adult," see Dean Brick et al. (1999).

5. The mother of the child was the "most knowledgeable adult" for 83 percent of the children in the sample.

6. Because child care arrangements and the hours spent in care can vary widely from the school year to the summer, the observations with data on child care relating to the summer months (June 12 to September 26) were not included in this analysis. The observations that are included are weighted to provide representative data on child care during the school year. Our data set contains a total of 4,853 children under five with employed mothers, and each state sample contains at least 275 children.

7. The NSAF's questions focused on regular nonparental arrangements, which include Head Start, center-based care (nurseries, preschools, prekindergarten), and before- and after-school programs, as well as care in and out of the child's home by relatives and non-relatives. The survey did not include questions about parental care, which could include care provided by the other parent, the mother caring for the child while she worked, or care for the child at home by a self-employed mother. If the respondent did not report an arrangement, the child is assumed to be in one of these "parental care" categories. We are confident that this measure captures parental arrangements because the share of children of employed parents with "parental arrangements" as the primary arrangement in the NSAF (24 percent) is identical to the share (24 percent) of preschool children in the 1994 Survey of Income and Program Participation who were cared for primarily by their mother or their father while their mother was working (Casper 1997). Because these forms of care are not "nonparental" arrangements, the NSAF did not obtain specific data on them and they are grouped into the "no hours in care" category.

8. The states that have the highest and lowest percentages of children

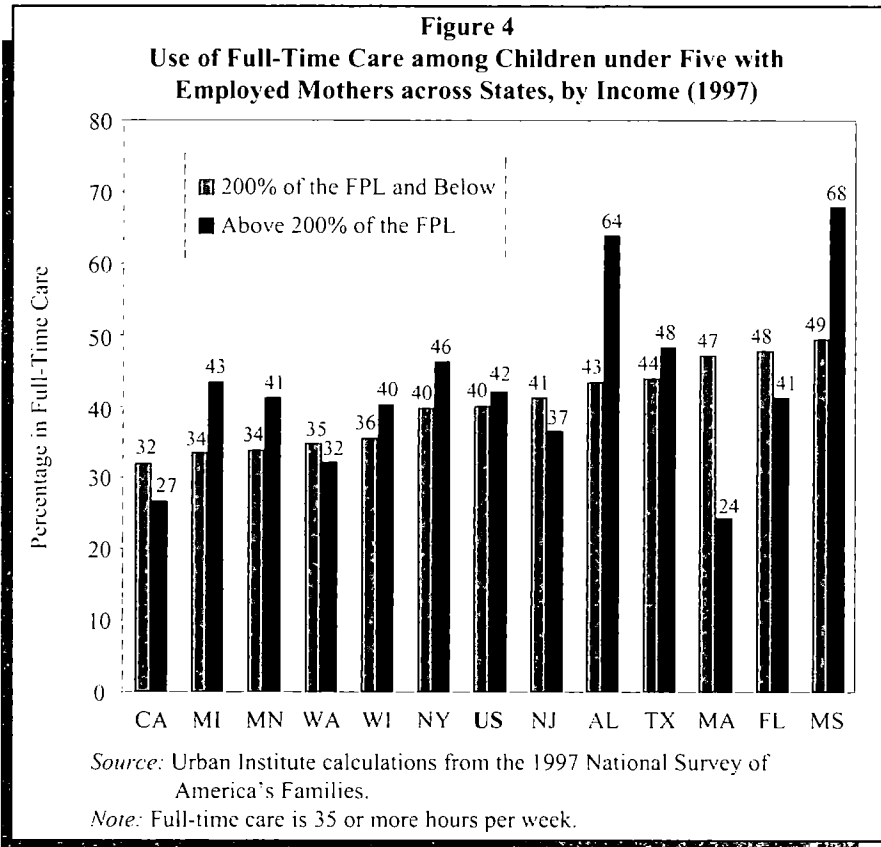
in a given hours category are presented here. The states presented here with the highest and lowest percentages of children in each hours category are statistically different from each other at the .05 level. Differences among other states not presented in the text may or may not be statistically significant. In addition, one should be cautious in interpreting the actual point estimates because of the sizes of the state samples. Confidence levels around the national point estimates averaged ± 3 percentage points, and the confidence levels around subpopulation point estimates within states were larger (± 7 percentage points for our state estimates of age and income subpopulations).

9. A low-income family is a family with an income equal to or below 200 percent of the FPL—i.e., \$25,258 for a family of two adults and one child in 1997.

References

- Capizzano, Jeffrey, Gina Adams, and Freya Sonenstein. 2000. "Child Care Arrangements for Children under Five: Variation across States." Washington, D.C.: The Urban Institute. *Assessing the New Federalism Policy Brief B-7*.
- Casper, Lynne M. 1997. "Who's Minding Our Preschoolers?" Current Population Reports P70-62 (fall 1994 update). U.S. Department of Commerce, Economics and Statistics Administration, Bureau of the Census. <http://www.census.gov/prod/3/97pubs/p70-62.pdf>.
- Dean Brick, Pat, Genevieve Kenney, Robin McCullough-Harlin, Shruti Rajan, Fritz Scheuren, Kevin Wang, J. Michael Brick, and Pat Cunningham. 1999. *1997 NSAF Survey Methods and Data Reliability*. Washington D.C.: The Urban Institute. National Survey of America's Families Methodology Report No. 1.

NICHD Early Childhood Research Network. 1998. "Early Child Care and Self-Control, Compliance, and Problem Behavior at Twenty-Four and Thirty-Six Months." *Child Development* 69 (4): 1145-70.



Higher-Income Families. Among higher-income families:

- Even more variation exists across states in the time that children from higher-income families spend in care. For example, there are nearly three times as many higher-income children in full-time care in Mississippi and Alabama (68 and 64 percent, respectively) as in Massachusetts and California (24 and 27 percent, respectively) (figure 4).
- Variation also exists in the proportion of higher-income children in the no-hours-in-care category across states. As many as 27 percent of children are in the no-hours category in California, while as few as 6 percent of children are in this category in Texas (table 1).

Comparisons within States

Another way to examine the patterns of hours spent in care is to examine the differences between income groups *within individual states*. Generally, the percentage of low- and higher-income children in full-time care is similar across many of the states. However, combining the full-time and 15- to 34-hour categories shows that most states have a larger percentage of

higher-income children in 15 or more hours of care. In addition:

- Alabama and Mississippi have the largest differences in the percentage of higher- and low-income children in full-time care (21 and 19 percentage points greater, respectively) (figure 4).
- There are some states where low-income children are *more* likely to be in full-time care than higher-income children. However, Massachusetts, with a difference of 23 percentage points, is the only state with a statistically significant difference (47 percent of low-income compared with 24 percent of higher-income children) (figure 4).

Conclusions

Two findings emerge from this review of state-level child care data on the hours that children spend in child care. First, child care plays an important role in the lives of many of America's families. Despite enormous variation across the 12 states examined here, a sizable proportion of preschool children with employed mothers are in care for a significant number of hours each week, regardless of

state of residence, age, or family income. Given that recent research has found that very early life activities of children affect brain development and that quality preschool programs assist children in preparing for school, the increasing use of child care reinforces the need for state policymakers to pay close attention to the experiences of children while they are in child care.

Second, while national patterns generally hold across most states, it is clear that policymakers cannot rely on national child care data to accurately capture patterns of child care utilization existing in individual states. Indeed, every national pattern observed was contradicted by at least one state. For example, while older children are in care longer hours than younger children nationally, in Washington or Texas this difference is negligible. Similarly, while higher-income children nationally are in care for longer hours, this is clearly not evident in Massachusetts.

Simply documenting differences that exist in the hours that children spend in care is only the first step to better understanding state-level patterns of child care. The next step is to uncover the factors associated with these differences. The states analyzed here differ across a host of demographic, socioeconomic, and cultural variables, as well as in state child care policies and in child care costs and supply. Initial examination of these data show that no single factor—such as differences in the labor force patterns of mothers—can explain these variations. Consequently, it appears that a combination of factors are likely to explain differences in the amount of time that children spend in care across states. Additional research using multivariate analysis is necessary to illuminate how these forces are associated with state differences and to further assist state policymakers in making decisions about child care policy.

The findings that do emerge from this brief, however, reveal that many children are in care for long hours each week and that the amount of time a child spends in care varies by state. These findings reinforce the importance of continuing to explore state differences in child care through state-specific data, such as the NSAF, and emphasize the challenges facing policymakers across the country as they work to develop policies to support the

in the other hours categories are very different (table 1). Such patterns highlight the diversity of child care utilization across states and point to the unique child care challenges that state policymakers and administrators face in making decisions about their states.

Hours That Preschool Children with Full-Time Employed Mothers Spend in Child Care

The amount of time that children spend in care is likely to be related to the hours that their mothers work.

Therefore, it is important to distinguish the differences in child care hours across states that result from employment patterns versus other potential factors. We begin by looking only at the hours in care for those children whose mothers are employed full-time.

Table 1 Children under Five with Employed Mothers in Different Hours of Nonparental Care, by Selected Characteristics and State												
	US (%)	AL (%)	CA (%)	FL (%)	MA (%)	MI (%)	MN (%)	MS (%)	NJ (%)	NY (%)	TX (%)	WA (%)
All Children												
No Hours in Care	18	14	30	20	22	13	17	14	24	17	15	26
1 to 14 Hours	16	12	18	13	22	19	16	10	14	19	15	16
15 to 34 Hours	25	19	23	23	27	28	27	17	25	20	23	25
35 or More Hours	41	56	29	44	29	40	39	59	38	44	46	33
Sample Size ^a	(4,823)	(286)	(288)	(317)	(339)	(320)	(378)	(277)	(341)	(305)	(309)	(304)
Mothers Working Full-Time												
No Hours in Care	17	12	27	20	21	14	20	13	23	19	14	33
1 to 14 Hours	12	10	17	6	14	15	10	10	12	10	13	9
15 to 34 Hours	18	14	19	18	24	19	17	12	20	14	22	17
35 or More Hours	52	64	38	55	40	52	52	65	45	57	52	41
Sample Size ^a	(3,399)	(229)	(210)	(228)	(198)	(197)	(258)	(227)	(240)	(197)	(247)	(206)
Child's Age												
Younger Than Three Years												
No Hours in Care	21+	21+	35	28+	30+	15	21+	17	32+	24+	15	27
1 to 14 Hours	17	11	20	12	15+	21	18	10	12	22	14	15
15 to 34 Hours	23+	19	19	21	29	26	26	19	25	16+	25	26
35 or More Hours	39	49+	26	38+	27	38	35	54+	31+	39+	45	32
Sample Size ^a	(2,572)	(148)	(150)	(168)	(179)	(168)	(205)	(143)	(186)	(158)	(160)	(173)
Three to Four Years												
No Hours in Care	13	4+	23	8+	12+	11	11+	9	11+	9+	16	25
1 to 14 Hours	14	12	16	14	32+	15	14	9	17	15	16	18
15 to 34 Hours	28	19	28	27	25	30	29	15	24	26+	21	22
35 or More Hours	44	64+	33	52+	31	43	45	67+	47+	50+	47	35
Sample Size ^a	(2,251)	(138)	(138)	(149)	(160)	(152)	(173)	(134)	(155)	(147)	(149)	(131)
Income As a Percentage of the FPL												
200 Percent and Below												
No Hours in Care	23+	17	33	25	18	21+	22	13	27	20	28+	33
1 to 14 Hours	16	17	15	11	17	21	17	13	11	20	11	19
15 to 34 Hours	21+	23	20	16+	18+	25	28	25+	21	20	18	13+
35 or More Hours	40	43+	32	48	47+	34	34	49+	41	40	44	35
Sample Size ^a	(2,290)	(148)	(161)	(168)	(114)	(143)	(169)	(152)	(121)	(144)	(179)	(133)
Above 200 Percent												
No Hours in Care	16+	12	27	16	23	10+	15	15	22	15	6+	23
1 to 14 Hours	15	8	21	14	23	18	16	7	15	18	18	15
15 to 34 Hours	27+	16	25	29+	29+	29	27	10+	26	20	28	30+
35 or More Hours	42	64+	27	41	24+	43	41	68+	37	46	48	32
Sample Size ^a	(2,533)	(138)	(127)	(149)	(225)	(177)	(209)	(125)	(220)	(161)	(130)	(171)

Source: Urban Institute calculations from the 1997 National Survey of America's Families.

Notes: Actual percentages may vary on average +/- 3 percentage points from national estimates, +/- 5 percentage points from overall state estimates, and +/- 7 percentage points from state estimates for children of different ages and income levels. Percentages do not sum to 100 as a result of rounding. The NSAF's questions focused on nonparental arrangements and did not include questions about care provided by another parent, care for the child while the parent was at work, or care for the child at home by a self-employed parent. Those respondents not reporting a child care arrangement are assumed to be in one of these forms of care and are coded as having no hours in nonparental care.

a. Sample sizes in parentheses. **Bold** type indicates that the estimate is significantly different from the national average at the .05 level. Plus (+) indicates a significant difference between the categories within age and income in a state at the .05 level (i.e., younger children are different from older children).

The Nation Overall

Nationwide, while 41 percent of all preschool children with employed mothers are in full-time care, the proportion increases to 52 percent for those children whose mothers are employed full-time (table 1). Another 18 percent of children under five with mothers employed full-time are in part-time care (15 to 34 hours), while 12 percent are in care for 1 to 14 hours, and 17 percent spend no hours in nonparental care.

Variation across the States

By looking only at the children of mothers employed full-time, we can determine whether differences in the time that children spend in care can be explained simply by state variations in the proportion of mothers who work full-time. Data show that the variation across states persists even when only children with mothers employed full-time are analyzed. For example, Mississippi and Alabama still have the highest percentages of children in full-time care (65 and 64 percent respectively). At the opposite end of the range, California, Massachusetts, and Washington (38, 40, and 41 percent, respectively) have the lowest proportions of these children in full-time care. Additionally, Washington and California still

have the largest percentages of children who spend no regular hours in care (33 and 27 percent, respectively).

It appears that one of the possible reasons for differences in the number of hours that children are in care across states—the proportion of mothers working full-time—does not explain state variation. Other factors, some of which are discussed later in the brief, must explain these differences in the hours that children spend in care.

Hours That Children of Different Ages Spend in Child Care

Parents make child care choices for their infants and toddlers that often differ from choices they make about care for their three- and four-year-olds. Preschool children of different ages have different needs, which may be reflected in the hours that parents place them in care. Therefore, it is important to look separately at the hours spent in care by children under three and by three- and four-year-olds.

National Patterns

Generally, three- and four-year-olds are somewhat more likely to be in

care for more hours than are children under three (see table 1). In the United States as a whole, three- and four-year-olds are slightly more likely to be in full-time care (44 percent compared with 39 percent) and more likely to be in part-time care (28 percent compared with 23 percent). Additionally, only 13 percent of three- and four-year-olds spend no hours in care, while 21 percent of children under three are in this category.

Across the States

Individual states, however, vary considerably in the distribution of child care hours for both younger and older preschool children (figure 3).

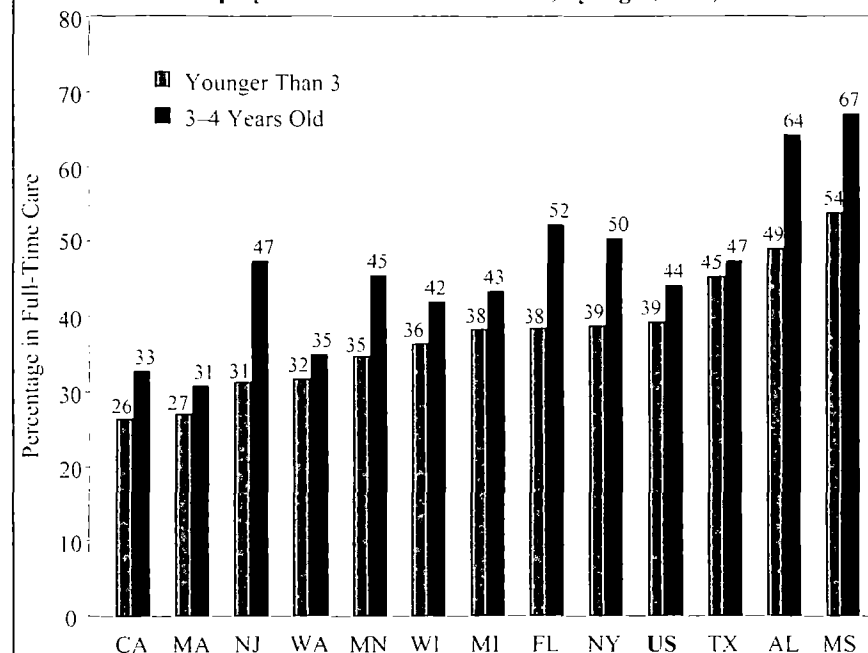
Infants and Toddlers. Among infants and toddlers, data show that:

- In Mississippi, Alabama, and Texas, about half of children under three with employed mothers are in care for 35 or more hours a week (54, 49, and 45 percent, respectively). Conversely, in California and Massachusetts, only about one in four children under three is in care for 35 hours or more per week (26 and 27 percent, respectively).
- California has the highest percentage of very young children who spend no regular hours in child care (35 percent), while Michigan, Texas, and Mississippi have the lowest percentage of very young children in this category (15, 15, and 17 percent, respectively) (table 1).

Three- and Four-Year-Olds. Similarly, among three- and four-year-old children:

- Mississippi and Alabama have the highest percentages of three- and four-year-olds in full-time care (67 and 64 percent, respectively). These percentages are twice as large as those for California, Massachusetts, and Washington (33, 31, and 35 percent, respectively).
- Across most states, there are few three- and four-year-olds with employed mothers who spend no hours in nonparental care. Alabama has the lowest percentage in this category—only 4 percent.

Figure 3
Use of Full-Time Care among Children under Five with Employed Mothers across States, by Age (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.

Note: Full-time care is 35 or more hours per week.

Additionally, less than 1 in 10 children have no reported hours in care in Florida, Mississippi, and New York (8, 9, and 9 percent, respectively).

- However, a few states do have a sizable share of three- and four-year-olds with no regular hours in child care. California and Washington have by far the largest percentages in this category, with 23 and 25 percent of children. This is about six times the proportion found in Alabama (4 percent).

Within the States

There are also differences within states with regard to the time that each age group spends in care. Interestingly, in some states there are large differences in the number of hours that three- and four-year-old children and children under three are in care, while in others the two age groups spend similar amounts of time in care. For example:

- New Jersey, Alabama, Florida, Mississippi, and New York each have much larger percentages (at least 10 percentage points greater) of three- and four-year-

old children in full-time care than children under three (figure 3).

- Conversely, there are states where older and younger children spend about the same amount of time in child care. For example, in Texas and Washington the percentages across all hours categories are very similar for both older and younger preschool children (table 1).

Time That Children in Families with Different Incomes Spend in Child Care

With changes to welfare policy geared toward moving welfare recipients into work, child care use among low-income families has been an important focus of policymakers. Within this context, it is useful to understand how much time children with employed mothers in low-income families⁹ spend in care, how the length of time varies by state, and how the hours that low-income children spend in care compare with children in higher-income families (family

income above 200 percent of the FPL).

Nationally

In general, children in higher-income families spend slightly more time in care than low-income children, though the difference is smaller than might be expected given the link between hours of work and income earned. Nationally, the percentages of preschool children in care for 35 or more hours per week are similar for higher- and low-income children (42 and 40 percent, respectively), while children from higher-income families are more likely to be in part-time care (27 and 21 percent, respectively). Similar percentages of higher- and low-income children spend 1 to 14 hours in care per week (15 and 16 percent, respectively), while higher-income children are less likely than low-income children to spend no hours in nonparental care (16 percent and 23 percent, respectively).

Across the States

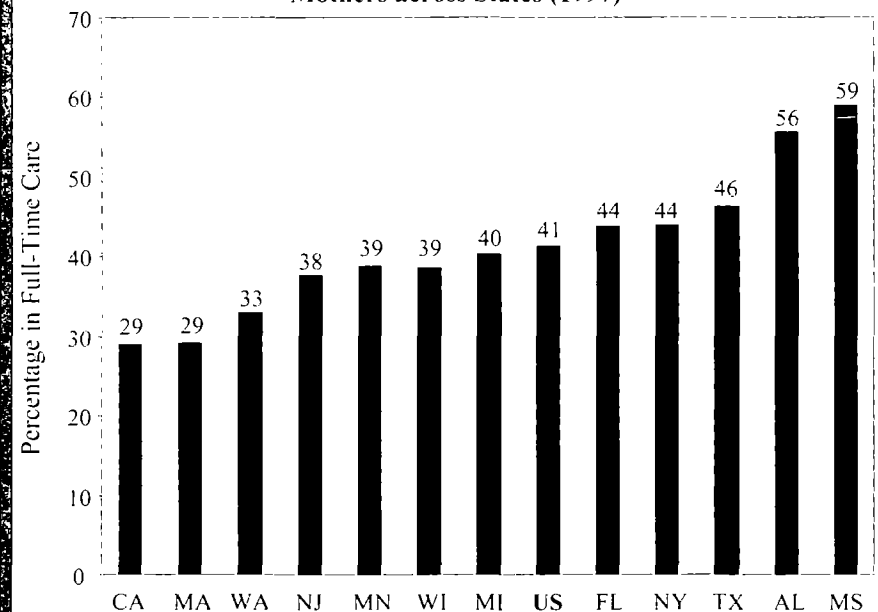
There are two ways to examine the differences in the hours of care between children in higher- and low-income families across states. Looking first at the variation across states *within each income group*, the following patterns become evident.

Low-Income Families. Among low-income families:

- There is variation across states in the hours that low-income preschoolers with employed mothers spend in full-time care. For example, almost 50 percent of low-income children are in full-time care in Mississippi (49 percent) and Florida (48 percent) (figure 4). However, only one in three low-income children in California, Michigan, and Minnesota are in full-time care (32, 34, and 34 percent, respectively).
- There is similar variation in other hours categories. For example, 33 percent of low-income children spend no hours in care in California and Washington, while as few as 13 percent of children from low-income families in Mississippi have zero hours in child care (table 1).

Figure 2

Use of Full-Time Care among Children under Five with Employed Mothers across States (1997)



Source: Urban Institute calculations from the 1997 National Survey of America's Families.

Note: Full-time care is 35 or more hours per week.

Income and Employment Issues Agenda: Assessing the New Federalism, Round 2

(Note: Plans subject to fluctuation depending on data release and many other factors.)

- ***Policy Briefs (available September-October 2000)***

Briefs will compare basic descriptive results from NSAF round 2 (1998-1999) with those from round 1 (1996-1997) to explore changes since the start of welfare reform. Three are currently planned:

- *Has the caseload become increasingly disadvantaged?*
- *Does the employment and economic status of recent welfare leavers differ from that of those who left early in the process of welfare reform?*
- *Has the use of education and training services by those in the welfare system increased or decreased since the passage of federal reforms?*

- ***Snapshots of America's Families (available November 2000)***

Snapshots will provide statistics on basic outcomes showing differences across states and across time (when possible).

- *Family Structure by Income and Type*
- *Children Born Outside of Marriage*
- *Food Concerns and Affordability*
- *Poverty for Children and Adults*
- *Attitudes Towards Welfare and Working Mothers*
- *Employment of Parents*
- *Receipt of Child Support*
- *Knowledge of the Earned Income Tax Credit by family type, work status, and race. (based on new questions)*
- *Knowledge of TANF Time Limits for Adult Recipients (grouped by states' time limit policy). (based on new questions)*

- **Longer Papers that Go Into More Depth on Topics or Require More Sophisticated Analysis (available December 2000 through 2001) Several will be chosen for presentation at a conference in 2001 (plans not yet formalized).**

Some of these papers will attempt to link states' policies to outcomes and controlling for other differences across states (or groups of states). These will be available later in 2001. (The list below is not comprehensive nor definitive.)

- *How Has Income Changed for Families Since the Passage of Welfare Reform?*

This paper will compare sources of income, total income, poverty, and the poverty gap for low-income families in 1996 and 1998. Results will include valuation of non-cash benefits received (such as food stamps and the EITC). It will include differences across the ANF states.

- *How Have Welfare Leavers Fared Across Time?*

This paper will use new information available on the NSAF that asked families about the timing of the process of leaving welfare. Employment and earnings will be compared for those who left welfare at different points in time. The paper will also examine family and child well being indicators for those who left welfare at different stages.

- *Has Welfare Reform Affected the Living Arrangements of Low-Income Families?*

Federal welfare legislation included mandatory rules about the living arrangements of unmarried teenage mothers. In addition, alternative living arrangements (doubling up, living with a partner) may be used to cope with diminished economic resources. To what extent do we observe changes in living arrangements since welfare reform and for whom? Have these changes had effects on the well being of children and parents?

- *How Has Welfare Reform Affected Participation in the Food Stamp Program?*

We know that many welfare leavers also left the food stamp program. Does this trend continue through 1999? Are there differences in participation across states that have implemented different policies regarding the ease of retention of food stamp eligibility for the working poor?

- *How Does Access to Safety Net Services Work in the States?*

Our case study team is visiting each of the ANF states to understand variations in local offices approaches to the delivery of TANF-related services. They will describe how this works for families in and outside of the TANF program. It will explore differences observed since the first round of case studies when welfare reform was just beginning to roll out in the states.

- *To What Extent Do Disadvantaged Adults Participate in Education and Training Activities?*

Workers with higher education and skill levels clearly have an advantage in the labor market. To what extent do prime age adults with low levels of education participate in formal training? Do some states maintain policies that facilitate and encourage participation more than others? And do these policies lead to better labor market outcomes?

- *How Has Participation in Safety Net Programs Changed Since Welfare Reform?*

Historically, many families eligible for benefits from government safety net programs have not taken advantage of these benefits. Families with relatively low participation rates included those with relatively low benefits and those with less information about benefit availability (such as those with language barriers). There is growing evidence that program participation rates have dropped since the passage of welfare reform, but we have not carefully documented whether families not participating look significantly different from those who have traditionally not participated. This paper will estimate welfare program eligibility (including SSI, food stamps and TANF) and examine trends in participation across time. It will examine cross-program participation for families with and without TANF cash assistance.

- *How Do States' Policies Affect Work Among Low-Income Mothers?*

This paper will explore the variation in employment outcomes for low-income, single mothers across states. It will explore the effects of different state policies -- focusing on welfare policy, but also incorporating differences in minimum wage, family leave and other relevant policies -- to see whether some lead to better labor market outcomes.

- *Have States' Child Support Enforcement Policies Made a Difference in Receipt of Child Support and the Well-Being of Custodial-Parent Families?*

This paper will examine whether the number of children receiving child support payments has increased, and whether the increases can be attributed to state policy changes. It will examine whether the number of fathers living with children has increased, whether parents living apart from their children spend more time with their children, and whether the well-being of children has improved as a result.

- *Has Child Support Enforcement Success Come at a Prohibitively high Cost to Nonresident Parents?*

This paper will examine the effect of the most punitive elements of states' child support enforcement policies for poor nonresident fathers: default orders, retroactive orders, and minimum orders. It will examine the effect of these policies on two outcomes among low-income nonresident fathers: whether they pay child support and if so, how much; and whether they spend time with their children and if so, how much.

- **Integrative Analysis (available late in 2001 and early 2002)**

We plan to pull together papers across the project into a few integrative volumes. One example is a volume focused on "*Are the Objectives of The PRWORA Being Met?*" This will draw upon a series of papers (from case study, NSAF, and secondary data analysis) that have focused on:

- State Flexibility
- Work
- Work Supports
- Financial Well-Being
- Family Formation and Fertility
- At Risk Populations

Integrative essays would focus on what we have learned about each of these topics.

June 2, 2000

MEMORANDUM FOR HILLARY RODHAM CLINTON

**FROM: ANN O'LEARY
HEATHER HOWARD**

**CC: MELANNE VERVEER
NEERA TANDEN
PATTI SOLIS-DOYLE**

SUBJECT: LEGACY EVENTS

As part of your effort to demonstrate your solid record of accomplishments for children, youth and families and how these accomplishments have specifically benefited New Yorkers, we are proposing a series of legacy events in New York. These events would allow you to expand upon the record set out in your campaign video, demonstrate how these accomplishments have benefited New Yorkers, set out next steps on these important issue, and contrast your family-women-youth friendly record with that of your opponent. This list is not intended to be exhaustive, but to highlight several events that could begin a series of children, youth, and family accomplishment events.

Suggested Events:

SUPPORTING WORKING FAMILIES WHILE PROVIDING ENRICHING OPPORTUNITIES FOR CHILDREN AND YOUTH

You could do a series of events laying out your record on supporting working families by establishing your record on after-school, childcare and family and medical leave while calling for next steps. Below are several examples:

Afterschool Opportunities

Accomplishments: The great success of expanding funding for after-school opportunities can be directly attributed to your call to action at the White House Conference on Childcare in October of 1997 on working together "to make successful after-school programs more widely available." At that time, the 21st Century Community Learning Centers were only funded at \$1 million and you and the President called for a major increase in funding. Thanks to your hard work, funding for afterschool opportunities went from \$1 million in 1997 to \$453 million this year (and a proposed \$1 billion in FY '01). The program is currently serving 850,000 students Nationwide.

Benefit to New Yorkers: This year alone, New York is receiving nearly \$18 million in new grants to fund 22 new after-school programs to keep New York's children safe and engaged in the after-school hours (total grants received by New York to come).

Next Steps:

- (1) Expand child-care tax credit to help families pay for after-school care for older children. This suggestion was raised during preparation for the White House Conference on Teenagers. Currently, the CDCTC only allows families to take advantage of a tax credit for child care expenses of their children under age 13. At the time of the conference, the Administration was not able to announce such an expansion due to limited resources, but recently we have learned that we may have some flexibility to offer new tax initiatives.

Last week, drawing on the idea from the teen conference, Gore called for a new refundable After-School Tax Credit (ASTC) for families with children age six to 16. This new tax credit would build upon CDCTC by providing up to a 50% tax credit for after-school expenses and would help the parents of five million youth ages 13 to 16 pay for quality after-school care.

- (2) Call for a further expansion of the 21st Century after-school program to specifically reach older student –middle school and high school students.
- (3) Come out for a High School Community Service Proposal. Research shows that students engaged in service to their community are more likely to do well in school and to be safe in the after school hours. This initiative would expand AmeriCorps to 10,000 high schools students serving full time in the summer and part-time during the school year to keep students engaged in the non-school hours.

Childcare

Accomplishments: Your record is clear that you have worked tirelessly to improve access to safe, affordable, high quality child care for America's working families and to ensure that children enter school ready to learn. The Administration's proposal for substantial and historic new investments in child care, Head Start, and other programs serving young children can be directly tied to the results of the White House conferences on Child Care and on Early Learning and Brain Development. In fact, funding for Head Start has nearly doubled since 1993 and is on track to reach the goal of serving 1 million children by 2001.

Benefit to New Yorkers: Over 45,000 New York Children were enrolled in Head Start in 1999 alone. And, this year, New York will receive \$344.6 million in Head Start funding, an increase of \$162.5 million over 1993. This year, New York also received more than \$245 million in federal funds to provide New York's low-income working families with greater access to affordable child care.

Next Steps: With roughly 76 percent of children under five with employed parents in some form of non-parental care (and the numbers continuing to rise), parents need even greater access to high quality childcare. Much more needs to be done and New Yorkers need to know that you would be the strongest advocate for child care:

- (1) Access – A continued commitment to the Administration's child care access proposals and a commitment to continue to support and expand such proposals. As you know, this year's childcare budget includes a \$30 billion (over 10 years) proposal to broaden the

CDCTC to help over 8 million families pay their child care expenses by 1) making the Child and Dependent Care Tax Credit refundable for the first time; 2) increasing the level of the credit; and 3) extending the credit to parents who stay at home with their children.

In addition, funding for CCDBG needs to be dramatically increased. Currently CCDBG only reaches 12% of eligible low-income families. The FY 2001 request is to bring up the funding level to \$2 billion with an \$817 million increase in order to reach additional 150,000 children. A call to continue to provide outreach to eligible families and funding to meet eligibility.

- (2) **New Access Issues:** Provide a flexible grant program to localities to provide "wrap-around services" in order to offer services such as full-day Head Start or full-day pre-K programs or child care provision during non-traditional hours. This new proposal would address the needs to today's working parents and would help to explore the issue of how the Federal government can be more responsive to the needs of the changing work force.

Background: (a) **Multiple child care providers:** A recent report from the Urban Institute demonstrated the patchwork practices in which parents are forced to engage just to cover care for their child during the day, often needing to bring their child to two (if not three) various settings during the day. In New York, 39% of low-income employed mothers have their children in multiple child care arrangements during their working days. Unfortunately, many more low-income families only have access to half-day child care programs, such as Head Start, and have to make various arrangements for the other half of the day (b) **Access for parents working non-traditional hours:** Most formal child care providers are only open during regular business hours, but with an ever increasing service sector more and more low-income workers need child care in the evening or on weekends.

- (3) **Quality –** A continued call for an Early Learning fund that would increase the percentage of accredited child care providers, reduce child-staff ratios, and increase the training and development of early childhood providers.

Adoption and Foster Care

Accomplishments: Through your determined work to make foster care work better, to find and assist adoptive families, and to break down barriers to adoption, thousands of children have benefited. From 1996 to 1998, the number of adoptions nationwide rose 29 percent - from 28,000 to 36,000 - and is on track to meeting the Administration's goal of 56,000 adoptions in 2002. Through your hard work, the President signed the Adoption and Safe Families Act and the Foster Care Independence Act of 1999.

Benefit to New Yorkers: New York received a bonus award for greatly increasing the percentage of children being adopted from the Foster Care rolls and in 1999 received a cash bonus of nearly \$200,000.

Possible Event: On Wednesday, June 14, 2000, New York will be hosting the 14th Annual Independent Living Skills Conference at Fordham University. This conference is entitled, "The John H. Chafee Foster Care Independence Act: Visions and Strategies." It will focus on the Foster Care Independence Act by providing information to New York child care advocates and health and human service providers on what more can be done to serve children aging out of the foster care system. In addition, they will be awarding a "2000 Independent Living Award" to Alfred Perez, the powerful young man who spoke at the White House event at which the President signed the Independent Living Act. This venue might be a good opportunity for you to highlight your record in this area and to call for action to make sure that this bill is implemented and more is done for this population.

INVESTING IN THE HEALTH AND WELL-BEING OF WOMEN AND CHILDREN

CHIP

Accomplishments: With your leadership, in 1997 the Administration passed the largest single investment in health care for children since 1965 -- an unprecedented \$24 billion over five years -- to cover as many as five million children throughout the nation. This investment guarantees the full range of benefits that children need to grow up strong and healthy. Two million children nationwide have health coverage thanks to the CHIP plan.

Benefit to New Yorkers: 521,301 children in New York have coverage thanks to the CHIP program. New enrollment numbers, to be released soon, will probably show an even greater number of children benefiting.

Next Steps:

- 1) Endorse FamilyCare, a proposal unveiled by the President to build on CHIP by covering parents. It would provide higher Federal matching payments for state coverage of parents of children eligible for Medicaid or CHIP, allowing parents to be covered in the same plan as their children.
- 2) Expand CHIP to children up to 250% of poverty (about \$41,000 for a family of four). This would cover an additional one million uninsured children nationally. We do not have numbers on how many in New York would be affected, but given the strength of the program in New York, we know that New York would benefit greatly from additional Federal support. The Vice President has already proposed this.
- 3) Endorse proposals to accelerate enrollment of children in CHIP and Medicaid. The President's budget includes proposals to allow school lunch programs to share information with Medicaid (60% of uninsured children are in the school lunch program), and expand sites authorized to enroll children, including schools, child care centers, homeless programs, and emergency rooms.
- 4) Call on New York State to spend more of the money it received under Welfare Reform to help families leaving welfare retain Medicaid benefits. The New York Times recently reported that New York has spent only 10.6% of the money it has received and still has \$44 million available.
- 5) We are working with Chris Jennings to develop additional proposals.

Patients' Bill of Rights

Accomplishments: This Administration, with your strong support, has proposed tough, enforceable, consumer health care protections. Each day Congress fails to enact the Patients Bill of Rights results in 14,000 physicians seeing patients harmed because a plan failed to provide coverage for a prescription drug, 10,000 physicians seeing patients harmed because a plan refused a diagnostic test or procedure, and 7,000 physicians seeing patients harmed because their insurance plan refused a referral to a specialist. Women are particularly vulnerable without these health care protections because they are greater users of health care services, they make three-quarters of the health care decisions for their families, and they have specific health care needs that are directly addressed by a patients' bill of rights, such as direct access to an obstetrician-gynecologist.

Benefit to New Yorkers: 7.5 million New Yorkers (and 3.8 million women) are in ERISA-covered plans and need Federal protection.

Next Steps: Highlight the need for a basic set of protections for patients generally, but spotlight the importance of this issue to women specifically. [Note: Lazio sponsored legislation with Rep. Nita Lowey to require health insurers to allow direct access to obstetrician-gynecologists, but in voting against the Patients' Bill of Rights he voted against making this a reality].

Domestic Violence

Accomplishments: The Violence Against Women Act, which you championed, has bolstered local law enforcement, prosecution, and victims' services, and resulted in real reductions in domestic violence. The Justice Department has awarded more than \$700 million dollars in VAWA grant funds to law enforcement officials, prosecutors, victim advocates, and courts to address the problem of violence against women at the state, tribal and local levels. HHS has awarded X for shelters for battered women and their families. A report released recently by the Bureau of Justice Statistics demonstrated that domestic violence has declined since 1993 and that VAWA programs are working. In 1998, for example, women experienced 20.3% fewer violent offenses at the hands of an intimate partner than in 1993. In 1996, 1997, and 1998, intimate partners committed fewer murders than in any other years since 1976.

Benefit to New Yorkers: Under VAWA grant programs, New York has received over \$20 million for battered women shelters from Family Violence Prevention Funds. [Law enforcement funding to follow.]

Next Steps:

- 1) Call for reauthorization of VAWA, which would not only reauthorize critical grants to law enforcement and battered women shelters, but would also improve criminal provisions in the statute.
- 2) Highlight successful VAWA grant programs.
- 3) Express disappointment over the recent Supreme Court decision (U.S. v. Morrison, also known as Brzonkala). [Helps with Courts message].

Ann?

File Fiedelholz middle



Bruce Reel

CHIEF OF STAFF TO THE PRESIDENT

John -

Can your people
be in touch with

Mr. Fiedelholz has requested a win
meeting with the President - his request
is currently pending in Scheduling.

~~Thank you very much~~

Thats
John

Fern

The Jeremy Fiedelholz Institute To Protect Children

Mercede Executive Park
1802-102 N. University Drive, #279
Plantation, Florida 33322

Mr. Podesta, this letter is a follow-up to my recent discussion with your assistant Fern. She had asked me to reclarify my objectives in meeting with the President and First Lady regarding the growing tide of criminal neglect in licensed day care..

Since my son's tragic death at his first two hours of day care, we have developed and helped push legislation to combat day care neglect and fraud. Jeremy's law has passed in New York and Florida, but it must become Federal law. Parents across the country need protection from this type of criminal behavior. Our meeting would focus on a bipartisan strategy to accomplish this goal. Senator Dodd and Graham have been big supporters of our efforts. Below is an overview of the day care fraud problem.

Historically, our country has confronted various emerging industries where children have been endangered due to a lack of governmental enforcement.(i.e. coal mines, textile mills and others). It took a large number of deaths and a public outcry to establish legislative enforcement mechanisms. Day care has reached this crisis point.

Due to the high demand for child care and low supply of qualified caretakers, most states rushed to fill the void by designing a day care licensing system that confers professional status on moms and pops without proper training. Further, there are no identifiable thresholds of criminal behavior. This loose licensing process and the lure of big dollars has created an incentive for day care operators to defraud parents on the level of supervision their child is receiving. Ultimately, this fraud leads lead to neglectful day care conditions.

Once supervision is compromised or withdrawn, defenseless infants and toddlers are at risk. Due to a lack of timely intervention, defective products or other accidents have a better chance of becoming the source of deaths or serious injury. Prior to Jeremy's case, most of these incidents were dismissed purely as accidental deaths that should be adjudicated in the civil courts. Our campaign has changed this view.

The fuse that causes the child's death may be civil in nature, but the creation of this neglect time bomb is a direct result of blatant criminal fraud. Jeremy's law addresses this fraud. It provides disincentives for day care operators to make false representations on the number of children being cared for, the certification of assistants and other supervisory issues. The construction of the law is very narrow law and doesn't address training and standards. The impact of the law won't clog our court dockets with frivolous claims, doesn't preempt state laws and doesn't offend the jurisdictional boundaries of states. Rather, it's a law that reflects the changing dynamics of our workplace-both parents work. Additionally, it provides reasonable barriers to criminal behavior in a growing industry where defenseless children's lives are at stake.

It is our hope that federal legislation criminalizing intentional day care misrepresentations to parents will lower the number of deaths and serious injuries in day care. Again, thank you.



Plea deal in baby's death



DESTROYED: Julie Fiedelholz, above, wipes tears from her eyes next to her husband, Mark, as he speaks to the judge on Monday.

The Fiedelholts' infant son, Jeremy, died after being left at defendant Christina Schwartzberg's day-care center for a brief time. At right, the couple hold an urn with their son's ashes that they brought to the trial.

Staff photos/Dorothy Shoen Blach



House arrest, probation, fine ordered for day-care owner

By **PATLA MCALEER**
STAFF WRITER

Clutching the urn containing their baby son's ashes, Mark and Julie Fiedelholz watched Monday as Christina Schwartzberg pleaded no contest to child neglect in connection with the infant's death.

Schwartzberg's plea came as jury selection was to begin in her criminal trial. She would have faced up to 5 years in prison if convicted.

The Fiedelholts and prosecutor Dennis Siegel asked the judge to sentence Schwartzberg to at least

Schwartzberg

some jail time for the felony crime. They said it would deter other day-care owners from engaging in similar neglect.

"Our family is destroyed," Mark Fiedelholz said as tears rolled down his wife's face. "We're here, but our souls are ripped out."

"Jeremy's dead. Nothing is going to bring him back," he told the judge. "I'm really here for the rest of the children."

But complying with the terms of the plea, Broward Circuit Judge Ronald J. Rothschild sentenced Schwartzberg, 34, to two years of house arrest, three years of probation and to pay restitution or a \$2,500 fine. He also banned her from caring for any children she is not related to for 5 years.

Jeremy Fiedelholz was 3 months old when his mother dropped him off for a two-hour trial run at Schwartzberg's Plantation day-care center on Jan. 29, 1997. She returned early and found him lying face down in a cot with vomit on his face; he was not breathing.



continues on 2B

Woman pleads no contest to neglect in baby's death

■ JEREMY

(CONTINUED FROM PAGE 1B)

A day later, Jeremy was declared brain dead and removed from life support. An autopsy found he died of positional asphyxia.

Prosecutors said they could not charge Schwartzberg with causing the baby's death because the evidence pointed only to neglecting Jeremy and three other children in her care.

Schwartzberg went out to buy Spagettios, prosecutors said, leaving an uncertified aide who was 7 months pregnant in charge of 13

children and a dog.

A police investigation showed Schwartzberg lied to parents about the number of children in her care, violated rules limiting the ratio of children to adults and hid children so parents would not suspect her.

On the day of Jeremy's death, there were six infants, six 1-year-olds and a 2-year-old at the center.

The couple did everything they could to ensure their son's welfare. They checked to make sure Schwartzberg was a certified caregiver and quizzed her about her standards of care.

"Her only motive for operating a

day-care center the way she did was for money," prosecutor Siegel told the judge. "She lied to the parents about what she was doing."

Schwartzberg did not speak except to murmur brief responses to questions from the judge.

But her attorney, Bruce Zimet, said Jeremy's death has also devastated Schwartzberg.

"This woman has lived with what she did and didn't do for three years," Zimet said. "She will live with it for the rest of her life."

He read aloud from a statement Schwartzberg prepared but was too upset to read herself: "I did not intend to harm or injure any child.

"Nobody can ever understand the depth of my remorse," the statement continued. "I know my remorse will remain with me for the rest of my life."

Rothschild said nothing he could do would diminish the tragedy of the baby's death.

Citing Schwartzberg's previously clean record, Rothschild said he felt that and the evidence in the case made house arrest and probation the appropriate sentence.

If he had the legal authority to ban her from running a day care or working in one for the rest of her life, the judge said he would do so. Instead, he imposed a 5-year ban.

Schwartzberg will be able to care for her three children and relatives.

Outside court, the Fiedelholts said they were satisfied by the judge's action.

"It's not a slap on the wrist," Julie Fiedelholtz said. "I'm relieved that it's over, we want to move on."

"It's a very stiff sentence, and I think a lot of the day-care operators are going to watch this and know they're not going to get a free pass," Mark Fiedelholtz said.

Jeremy's death has devastated the whole family, Mark Fiedelholtz said. Julie's son Jonathan, now 16, worries about the health of the couple's 22-month-old son, Jordan.

But the family is trying to overcome their fears, and they are expecting another baby in September.

The family campaigned avidly to create greater government oversight of day-care centers.

"Jeremy's Law," which makes it a felony for day-care givers to lie to parents or misrepresent the care offered by their facility, has been enacted in Florida and New York and is being considered in other states, Mark Fiedelholtz said.

Paula McMahon can be reached at pmcmahon@sun-sentinel.com or 954-356-4533.

Records: Day-care operator lied

Helper said she was told to hide extra children

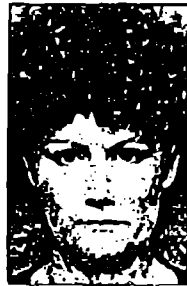
By HENRY FITZGERALD JR.
Staff Writer

The Plantation home day-care operator charged with neglect after an infant died in her home routinely lied to parents who came to her seeking child care, records released on Tuesday by the Broward State Attorney's Office show.

Christina Schwartzberg and a helper routinely understated the number of children being cared for in the home, and sometimes hid children from county inspectors, the records show.

Key among the documents is a 173-page statement to investigators from Cheryl Lavigne, whom Schwartzberg hired for \$250 a week.

Lavigne's interview, as well as oth-



Schwartzberg

ers from parents and investigators, is part of 639 pages of documents gathered during the State Attorney's Office investigation.

The office in September charged Schwartzberg, 32, with neglect for leaving Lavigne with 13 infants and toddlers while Schwartzberg went grocery shopping.

While Schwartzberg was away, 3-month-old Jeremy Fiedelholz died of positional asphyxia because he was placed on his stomach.

His parents, Mark and Julie Fiedelholz, had left Jeremy with Schwartzberg for a two-hour trial run on Jan. 29. When Julie Fiedelholz arrived to pick him up, she found him lying face down in a portable crib.

He had stopped breathing and had vomit on his face.

"This woman was a day-care predator," Mark Fiedelholz said on

Tuesday.

"She was hunting for parents for them to bring their children. We were being exploited."

The incident sparked a flurry of activity over county licensing for home day-care centers.

Schwartzberg is not charged directly with Jeremy's death, but rather for violating county rules about the number of children who can be cared for at a licensed day-care center.

Schwartzberg's license, which allowed her to look after five infants and five after-school children, was suspended immediately after the incident.

Schwartzberg later voluntarily surrendered her license.

The Fiedelholzes have said repeatedly that Schwartzberg lied to them about how many children she was keeping in her home, 5660 SW Third Court in Plantation.

Lavigne's statement backs up the Fiedelholzes' claims.

"Did [Schwartzberg] specifically tell you that if some parent asked

about the number of children there that you were to misrepresent the number?" prosecutor Dennis Siegel asked Lavigne on Aug. 4.

"Yes," answered Lavigne, who was granted immunity in exchange for her statements. "All the time."

Lavigne also said Schwartzberg knew Lavigne's training was not up to date, and often told her to go with several children to a back room in the house when inspectors came.

"Why did she send you to the back?" asked Siegel.

"To watch the other children and she didn't have me all certified to be there," Lavigne said. "She didn't want to get herself in trouble."

Lavigne said Schwartzberg left her alone with the children often, including once for more than an hour while she went to get her nails done.

Schwartzberg's attorney, Bruce Zimet, said the revelations do nothing to make the state's case stronger.

"It doesn't change anything," Zimet said. "I think [Schwartzberg is] still going to be exonerated at trial."

A tentative trial date is Jan. 9.

Florida makes it a crime for child-care centers to lie

By STEVE BOUSQUET
Herald Capital Bureau

TALLAHASSEE — It took two years, but the Legislature Monday passed a bill that makes it a crime in Florida for the operator of a child-care center to lie to parents or inspectors.

As more families are made up of full-time working parents, and more single parents are leaving the welfare rolls for the workplace, the Broward lawmaker spearheading the bill says the state has a responsibility to ensure safety standards in child-care centers.

Sponsored by Rep. Steve Effman, D-Sunrise, the bill was filed after a 3-month-old boy suffocated on his first day at a licensed day-care center in Plantation in 1997. In memory of the boy, Effman's bill is called the Jeremy Fiedelholz Safe Day Care Act.

"It is an important milestone for the state of Florida, and it goes a long way toward protecting kids," Effman said. "The people who take care of our kids need to always act professionally and take their responsibilities very seriously."

Jeremy's father, Mark Fiedelholz, who has lobbied for similar laws in other states, said Florida

now has the strongest law in the country to protect customers from being deceived by operators.

"It's day-care Russian roulette," Fiedelholz said. "In our case, unfortunately, it was played and we lost a child."

Jeremy and 12 other children under the age of 2 were left in the supervision of a single unlicensed day-care worker. Broward County's licensing division required one adult for every four infants.

Effman said parents should ask questions about child-care center operators: Are staffers certified? Do they know CPR?

The bill (SB 750), which now goes to Gov. Jeb Bush, passed the House 115-1, with only Rep. Bill Sublette, R-Orlando, voting no. The Senate vote was 40-0 Friday.

Effman reworked his bill and made criminal sanctions less severe after the measure died in the final minutes of the 1998 session in the Senate. The measure now makes it a first-degree misdemeanor to knowingly give false information to parents or inspectors. If a violation results in serious bodily harm or death to a child, the charge becomes a second-degree felony.

e-mail: sbousquet@herald.com

State

Day-care negligence a crime

Governor hopes new law brings peace of mind

By MARC VIOLETTE
Ottaway News Service

ALBANY - Gov. George Pataki yesterday signed legislation making New York the first state in the nation to criminalize major day-care violations, like those that claimed the life of New Windsor native Mark Fiedelholtz's infant son, Jeremy.

"Our kids are so precious," Pataki said yesterday, with Mark Fiedelholtz at his side. "Every parent should have peace of mind that when they drop their children off at a day-care center they should have confidence that the license means something."

The law Pataki signed yesterday makes it a felony punishable by up to

four years in prison if a child is seriously injured or killed because of a day-care center's negligence. Day-care operators can also be jailed up to a year if they intentionally mislead parents or officials about the number of children they care for, the size of their facility or the credentials and qualifications of their staff.

Fiedelholtz and his wife, Julie, have campaigned relentlessly for such a law since January 1997 when their son Jeremy died unattended in his crib two hours after he was dropped off on his first morning at a child-care center in Florida, where the Fiedelholts now live.

The center's owner lied to the Fiedelholts about the number of children she cared for, claiming there were only four children when in fact there were 13.

On the day Jeremy died, the owner left to run errands, leaving all 13 children in the care of a poorly trained illegal immigrant.

"No one can understand the extreme agony of having a perfectly healthy child

die in a pool of blood and vomit in a place that's supposed to be a safe haven for children," Mark Fiedelholtz said.

The new law was also prompted by the case of the Haas family whose three-month old daughter, Julia, died unattended in a baby swing at an Albany child care center.

In both the Fiedelholtz and Haas cases officials were able to revoke the licenses of the day-care operators but were unable to bring criminal charges against them because the deaths were caused by neglect, not overt child abuse.

The new law takes effect Nov. 1.

"This law will change the face of day care," said Mark Fiedelholtz, who predicted that other states will soon pass similar measures. He said the law sends a clear message to day-care operators "who use their centers as playgrounds for fraud and neglect. Your playgrounds are now closed. Forever."

Yesterday's bill signing ceremony took place at a child care center in the

shadow of the state Capitol.

Sen. William Larkin, R-New Windsor, who sponsored the legislation, has been a longtime friend of the Fiedelholtz family.

At the podium yesterday, Larkin praised the Fiedelholtz and Haas families' persistence in pressing for legislation to close a gaping loophole in day-care law.

"When you have nine grandchildren this gets emotional," a teary Larkin said.

Looking down at the children arrayed at his feet on the floor of the day-care center, Pataki said that the "Jeremy Fiedelholtz and Julia Haas Safe Day Care Act" gives the state a law that puts teeth into day-care regulation.

Pataki said the vast majority of child care centers are operated by honest and caring providers. But he vowed that for those who break the law "we will make them criminals because that is what they are."



Date: Thursday, March 23, 2000

To: John Podesta's Office
Attention Fern
Phone:
Fax: 202-456-1907

From: Mark Fiedelholz
Phone: 954-748-7698
Fax: 954-321-0865

Pages: 6

Subject: Meeting with the President and First Lady on Day Care Fraud

file: CMVW
Shukla



Press Release

2100 M STREET NW WASHINGTON D.C. 20037 T:202/261-5709 F:202/728-0232 paffairs@ui.urban.org www.urban.org

Office of Public Affairs—Susan Brown, Director

For Release: March 8, 2000

Contacts: Harold Leibovitz, *Assessing the New Federalism* (202) 261-5815
Renu Shukla, Office of Public Affairs (202) 261-5278

Three out of four young children of employed moms in nonparental child care *National picture masks vast differences among states*

WASHINGTON, D.C., March 8, 2000—Three-quarters of all young children of employed mothers are in nonparental child care arrangements while their mothers work. Two out of five are in child care more than 35 hours a week, and nearly as many rely weekly on more than one caregiver.

But the type of care, hours in care, and number of different arrangements each week vary among states, according to the first examination of such state patterns of child care, conducted for the Urban Institute's *Assessing the New Federalism* project.

A team of Urban Institute researchers, led by Gina Adams, is using data from the 1997 National Survey of America's Families to paint a picture of a variety of child care issues that are of particular importance to states. These initial findings, discussed in three new policy briefs, focus on the arrangements and hours of care for children under age five whose mothers are employed. Future analyses will cover family spending on child care and child care for school-age children.

The 44,000-household survey oversamples the low-income population. In-depth analyses of data were conducted in 12 states: Alabama, California, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Washington, and Wisconsin.

"These initial findings reveal remarkable variation across states in child care arrangements for young children," explained Adams. "For example, Alabama, Minnesota, and Mississippi have twice the proportion of young children in center-based care as does California. Furthermore, there is often at least one state that looks different from any national pattern we see."

Child care is now a significant component of social policy, due to the growing proportion of women in the work force, new work requirements in welfare policies, bigger federal and state roles in supporting child care services for low-income families, and concern about school-readiness.

Researchers analyzed center-based child care, care by a nonrelated person in his or her home (family child care), care by a relative, care by a nanny or baby-sitter, and care by a parent. Highlights follow.

High state variation in rates of nonparental child care. In Mississippi, 85 percent of children under age five are in nonparental child care when their mothers go to work, compared with 66 percent in California. Nationwide, 41 percent of young children are in nonparental child care at least 35 hours a

week, or full-time. In the studied states, this rate ranges from 59 percent in Mississippi to 29 percent in California.

Infants and toddlers or low-income children most likely in relative or parent care. More than half of infants and toddlers, or children between the ages of birth through two, are cared for by relatives or parents, compared with a little more than one-third of children between the ages of three and four. Among the states, parent and relative care for infants and toddlers ranges from 70 percent in California to 54 percent in Michigan. Low-income children under age five are less likely than higher-income children to be in centers (26 percent, compared with 35 percent) and are more likely to be in relative or parent care (56 percent, compared with 41 percent). Massachusetts is the only state in which a higher proportion of low-income children is in center-based care than higher-income children.

Three- and four-year-olds in child care more hours per week than infants and toddlers. Seventy-two percent of three- and four-year-olds are in care more than 15 hours per week, compared with 62 percent of infants and toddlers. State variation is wide, with one in two infants and toddlers in full-time care in Mississippi, Alabama, and Texas, compared with one in four in California and Massachusetts. Two-thirds of three- and four-year-olds in Mississippi and Alabama are in full-time care, compared with one-third in California, Massachusetts, and Washington.

Multiple child care arrangements common. Nearly 40 percent of children under age five are in two or more nonparental child care arrangements each week. Low-income children were no more likely to be in multiple nonparental arrangements than higher-income children, but age generally did make a difference. Three- and four-year-olds were more than three times as likely as infants and toddlers to be in three or more arrangements. In the studied states, while over 50 percent of three- and four-year-olds had more than one arrangement in Washington, Minnesota, Michigan, and New York, only 35 percent had more than one arrangement in California.

Combinations of "formal" and "informal" multiple arrangements common. Two-thirds of children under age five who are in multiple arrangements are placed in some combination of "formal" (center-based or family child care) and "informal" (relative care or baby-sitter) care. Of the remaining children, infants and toddlers are more likely than three- and four-year-olds to be in two informal arrangements (24 percent and 7 percent, respectively), while three- and four-year-olds are more likely than infants and toddlers to be in formal arrangements exclusively (25 percent and 15 percent, respectively).

"Our research demonstrates the importance of child care in the lives of America's families," explained Jeffrey Capizzano, a member of the Urban Institute child care research team. "The tremendous differences between states illustrate the unique child care challenges that state policymakers and administrators face."

For a more complete discussion, see three new policy briefs prepared for the Urban Institute's *Assessing the New Federalism* project: "Child Care Arrangements for Children under Five: Variation across States," by Capizzano, Adams, and Freya Sonenstein, and "The Hours That Children under Five Spend in Child Care: Variation across States" and "The Number of Child Care Arrangements Used by Children under Five: Variation across States," both by Capizzano and Adams. They are available at www.urban.org, or the Urban Institute Publications Sales Office at (202) 261-5687.

Assessing the New Federalism is a multiyear Urban Institute project designed to analyze the devolution of responsibility for social programs from the federal government to the states. The **Urban Institute** is a nonprofit,

nonpartisan policy research and education organization that examines the social, economic, and governance problems facing the nation.

al Federal Dollars for Child Care

	Discretionary (CCDBG) Program Level /1	Mandatory & Matching Fund Appropriation	JOBS & Transitional Child Care (Federal share of expenditures)	At-Risk Child Care Appropriation	Total Funding (Program Level) /1	FY1993-2000 Percent Increase	Discretionary (CCDBG) Appropriation	Total Appropriations	FY1993-2000 Percent Increase
FY 1 3	825,000,000	n/a	620,182,804	300,000,000	1,745,182,804		892,711,000	1,812,893,604	
FY 1994	892,711,000	n/a	752,718,839	300,000,000	1,945,429,839		892,711,000	1,945,429,839	
FY 1995	892,711,000	n/a	949,602,823	300,000,000	2,142,313,823		934,642,000	2,184,244,623	
FY 1996	934,642,000	n/a	981,406,369	300,000,000	2,216,048,369		934,642,000	2,216,048,369	
FY 1997	853,762,000	1,967,000,000	-	-	2,920,762,000		19,120,000	1,986,120,000	
FY 1998	1,002,139,697	2,067,000,000	-	-	3,069,139,697		1,002,139,697	3,069,139,697	
FY 1999	1,000,000,000	2,187,000,000	-	-	3,167,000,000		1,000,000,000	3,167,000,000	
FY 2000	1,182,672,000	2,387,000,000	-	-	3,549,672,000	103%	1,182,672,000	3,549,672,000	96%

930,000
 From user
 future, little
 for attorney
 paying for food

TOTAL P. 02
 TOTAL P. 02

In FY 1997, CCDBG funds were awarded to States on the last day of the fiscal year in which they were appropriated. This column shows FY92-96 CCDBG funds according to the year in which they were available to be spent (the year after they were appropriated).

Ann-

This should answer your question on child care funding. As you know we are asking for an additional \$817 million for FY01, to bring the discretionary funding level to about \$2.6 billion (since the \$1.82 B was bracket ended).

1.75 million FY98 1.5 million 715 million
 2.44 million
 1.92 million 2.07 → additional 50,000 → 2.22
 2001 150,000 100,000 817
 1.82 (value for last yr)
 2.56 (TANF change sum)
 200,000 - 400,000 400,000

B



NATIONAL WOMEN'S LAW CENTER

Table of Child Care Votes during the 105th Congress, 2nd Session and the 106th Congress, 1st Session

Date	Action	Vote
March 31, 1998	Motion to waive a point of order as to Dodd amendment to the FY99 Budget Resolution. The amendment was to include a reserve fund to improve the availability, affordability and quality of child care.	50-48
June 11, 1998	Motion to table Kerry-Bond amendment to the tobacco reform legislation. The amendment required a portion of the National Tobacco Settlement Trust Fund to be used to increase the Child Care and Development Block Grant.	33-66
March 25, 1999	Motion to table Dodd-Jeffords amendment to the FY 2000 Budget Resolution. The amendment increased mandatory spending in the Child Care and Development Block Grant by \$7.5 billion over five years and provided adequate room in the revenue instructions for an expansion of the Dependent Care Tax Credit.	40-57
April 13, 1999	Dodd-Jeffords motion to instruct conferees to include in the FY 2000 Budget Resolution conference report the Dodd-Jeffords amendment adopted on March 25, 1999.	66-33
July 30, 1999	Dodd-Jeffords amendment to the FY2000 Budget Reconciliation to increase the mandatory spending in the Child Care and Development Block Grant by \$10 billion over ten years.	Agreed to by voice vote.
September 30, 1999	Motion to table Dodd-Jeffords amendment to the Labor/HHS FY 2000 appropriations bill. The amendment increased discretionary spending in the Child Care and Development Block Grant from \$1.182 billion to \$2 billion.	41-54

With us on your side, great things are possible

Securing a Portion of the Surplus for Children

Safe, Affordable Child Care and After-School Programs

Every day, 13 million babies, toddlers and preschoolers are in child care. *This is three out of five young children.* Children enter care as early as 6 weeks of age and can be in care for as many as 40 hours a week until they reach school age. These child care experiences will affect the way children think, learn and behave for the rest of their lives.

Millions more school-age children are in after-school and summer activities. Each week nearly 5 million children are left home alone after school while their parents work. Studies show that juvenile crime peaks between 3:00pm and 7:00 pm. Quality after-school programs with positive adult mentors can keep children safe while reducing the likelihood of at-risk behavior like smoking, drugs, sex, and crime.

Entering the millennium, the President has a unique opportunity to leave a legacy for children. With a \$2.9 trillion surplus predicted over the next decade, it is time for the President to invest a portion of the surplus in efforts that can make a real difference in the lives of children. The FY 2001 budget is the last chance for the President to call for significant increases in the Child Care and Development Block Grant, Head Start, the 21st Century Learning Centers, and the Dependent Care Tax Credit, to improve the affordability, availability, and quality of early childhood development efforts as well as after-school activities. These investments now will reap enormous benefits in the future.

- **Give more families help paying for child care.** Currently, only about one out of every ten eligible children receives the child care assistance they need. Five million children could be served through the Child Care and Development Block Grant with an additional investment of \$25.8 billion over five years.
- **Enable children who are home alone to participate in quality after-school programs.** Nearly five million children are left home alone each week after school. Two and a half million of these children could participate in after-school activities with an additional investment of \$22.5 billion in the 21st Century Learning Centers over the next five years.
- **Improve the quality of early care and education programs.** Creation of a new Early Learning Fund of \$10 billion over five years will enable local communities to target quality improvement funds to best meet the needs of their own children and families.
- **Ensure full funding for Head Start.** An additional investment of \$17.7 billion over the next five years would ensure that all Head Start eligible children can participate in high quality early education programs.
- **Expand the Dependent Care Tax Credit.** The Dependent Care Tax Credit should be increased to allow families earning up to \$30,000 to qualify for 50 percent of the credit to give low and middle income families additional help in paying for child care. The tax credit should also be made refundable to allow lower income families to benefit from it.

The FY2001 Budget: Recent census data shows that poverty is declining. That's the good news. For some 13.5 million children still living in poverty, good news is something they only hear about. It's time to ensure that poor children and children in low-wage struggling families have ready access to quality early childhood development – either in Head Start or child care so that they start school ready to learn. And, once children are in school, they need access to affordable after-school initiatives with positive role models who can help keep them on track during the most tumultuous years.

We know what needs to be done. We have the resources. Now is the time to invest a portion of the surplus in children at times in their lives where it can make an enormous difference.