

Child Care & Early Education RESEARCH CONNECTIONS

A partnership of the National Center for Children in Poverty, the Inter-university Consortium for Political and Social Research, the Office of Child Care, and the Office of Planning, Research, and Evaluation

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Child Care Subsidy Administration A Key Topic Resource List

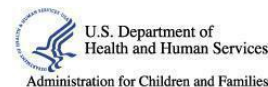
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Research Connections conducted a comprehensive search of its collection for resources focused on the administration of child care subsidies. Search results are grouped into four broad areas:

- Child care subsidy administration
- Child care subsidy access and use
- Coordination of child care subsidies and Temporary Assistance to Needy Families and other federal support programs
- Child Care and Development Fund (CCDF) database

From the many results, *Research Connections* selected a limited number of resources of various types including reports and papers, fact sheets and briefs, summaries, and reviews. Selection criteria included policy relevance and relatively recent publication.

Resources are organized according to publisher type and publication date. *Research Connection's* short descriptions are included for each resource on the following list. For complete citations, which include abstracts and full text for some resources, click on the titles.



Overview:

Child care subsidies -administered by the federal Child Care and Development Fund (CCDF) program- have two goals: to support the employment of low income parents including parents receiving or transitioning from welfare, and to provide quality, stable child care arrangements for their children. States have considerable flexibility in how they administer subsidy programs, resulting in a lot of variation in subsidy practices and policies across states and localities. Research suggests, nevertheless, that parents may face considerable barriers in accessing and retaining their child care subsidies.

A growing body of research explores the administration of child care subsidy programs including: how CCDF is coordinated with other federal support programs such as Temporary Assistance for Needy Families (TANF), Head Start, etc.; variations in state policies regarding funding, eligibility limits, provider payments, parent co-payments, and wait lists; and issues around parents' access to and retention of child care subsidies. To support this research, the newly developed CCDF database provides researchers and others with a comprehensive, up-to-date database of child care subsidy policies for all 50 States, the District of Columbia, and U.S. Territories.

Research questions on child care subsidy administration include:

- What are the systems that states put in place to implement child care programs and coordinate them with TANF and other programs that serve low-income children and their families?
- What are the strategies that states use to make the most effective use of available funds to meet the child care needs of low-income families?
- How do states balance decisions about who should receive subsidies (eligibility rules), how much parents should be required to contribute (co-payment levels), and how much subsidy individual providers should get (payment rates)?
- What family and child characteristics are associated with the use of child care subsidies?
- What are parents' experiences with subsidy practices and policies? What barriers do they face in obtaining and keeping their subsidies?
- How do providers experience the subsidy system? Are there practices or policies that deter them from participating in the subsidy system?

Acknowledgements:

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CHILD CARE SUBSIDY ADMINISTRATION

Government

- **United States. Department of Health and Human Services. Office of the Assistant Secretary for Planning and Evaluation. (2007). [Using vouchers to deliver social services: Considerations based on the Child Care and Development Fund \(CCDF\) and Temporary Assistance for Needy Families \(TANF\) program experiences](#) Washington, DC: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation**
An examination of the role of voucher systems in delivering social services through the Child Care and Development Fund (CCDF) and Temporary Assistance for Needy Families (TANF) programs, based on interviews with state program administrators, conversations with local area staff, and in-depth site visits and case studies
- **United States. Administration for Children and Families. (2007) [National Study of Child Care for Low-Income Families: State and Community Substudy: Final report](#) Washington, DC: U.S. Administration for Children and Families.**
A study of ongoing changes in state and community policies for meeting the child care needs of low-income families as a result of welfare reform implementation, including child care subsidy use and expenditures from 1997 to 2001 and child care subsidy policies and their administration from 1999 to 2002, based on administrative records, policy manuals, and key informant interviews from 17 states and 25 communities

University and Research Organizations

- **Iruka, Theoma U. & DeMarco, Allison. (2011) [Wake County Smart Start and Human Services child care subsidy study](#). Raleigh, NC: Wake County SmartStart**
A study of challenges and recommendations to improve the child care subsidy system in Wake County, North Carolina, based on a review of documents, interviews with administrative staff, and focus groups with parents, child care providers, and subsidy program staff
- **Adams, Gina, Rohacek, Monica, Snyder, Kathleen (2008). [Child care voucher programs: Provider experiences in five counties](#) Washington, DC: Urban Institute**
A study of child care providers' experiences with the voucher systems funded by the Child Care Development Fund (CCDF) and used to subsidize child care for low income families, based on a survey of approximately 300 staff and providers from five counties in four states (Alabama, California, New Jersey, and Washington).
- **Adams, Gina, Snyder, Kathleen, Banghart, Patti. (2008). [Designing subsidy systems to meet the needs of families: An overview of policy research findings](#) Washington, DC: The Urban Institute**
A summary of strategies used by state and local agencies to support parents through the process of accessing and retaining child care subsidies

- **Rohacek, Monica, Adams, Gina, Snyder, Kathleen. (2008).** [Child care centers, child care vouchers, and faith-based organizations](#) Washington: DC: Urban Institute
An examination of the roles of faith-based organization in providing or supporting center-based child care, particularly for children from families receiving vouchers, in five counties in four states (Alabama, California, New Jersey, and Washington).
- **Snyder, Kathleen, Bernstein, Sara, Adams, Gina (2008).** [Child care vouchers and unregulated family, friend, and neighbor care](#) Washington, DC: Urban Institute.
A study of providers of unregulated family, friend, and neighbor care who participate in the voucher system of subsidized care to determine their characteristics and their perceptions of policy, and a study of the voucher agencies' experiences with family, friend, and neighbor caregivers, among samples of caregivers and voucher agency staff in five counties from four states
- **Carlson, Barbara, & Scharf, Rebecca. (2004).** [Lost in the maze: Reforming New York City's fragmented child care subsidy system](#) New York: Welfare Law Center.
A report from the Welfare Law Center discussing the New York City child care subsidy system and offering focus group recommendations to help create an easy-to-use, seamless subsidy system.
- **Adams, Gina, & Snyder, Kathleen. (2003)** [Essential but often ignored: Child care providers in the subsidy system](#) (Occasional Paper No. 63). Washington, DC: Urban Institute
An analysis of subsidy policies and practices that affect providers serving subsidized families, focusing on the amount providers are paid to care for subsidized children and how providers experience the subsidy system
- **De Wys, Shelley, Brandon, Richard N., and Maher, Erin J. (2003).** [Child care subsidy benefit structures: A cross-state comparison](#) Unpublished manuscript.
An examination of variations in child care subsidy policies across states, focusing on affordability, financial accessibility, adequacy, work incentives, and equity
- **Edie, David, Adams, Diane B., Riley, Dave A., Roach, Mary A. (2003).** [Alternative policy options for child care subsidy programs](#) (Public Policy Options for Early Care and Education Report No. 1). Madison: University of Wisconsin—Extension.
A description of Wisconsin's child care subsidy policies and an outline of the potential consequences of four possible funding-related policy changes.

Other

- **Washington, Valora. (2009)** [The Massachusetts Child Care Voucher Study: Progress and possibilities](#) Boston: Bessie Tartt Wilson Children's Foundation.
An overview of a study on the efficacy of a child care subsidy system to provide low-income families with access to child care in Massachusetts
- **Schulman, Karen, and Blank, Helen. September (2009).** [State child care assistance policies 2009: Most states hold the line, but some lose ground in hard times](#) Washington, DC: National Women's Law Center
A study of changes to state child care assistance policies from February 2008 to February 2009, including changes to income eligibility limits, waiting lists, parent co-payments, and reimbursement rates, based on a survey of state child care administrators

- **Schulman, Karen, and Blank, Helen. (2008).** [State child care assistance policies 2008: Too little progress for children and families](#) Washington, DC: National Women's Law Center
A study of changes to state child care assistance policies from February 2007 to February 2008, including changes to income eligibility limits, waiting lists, parent co-payments, and reimbursement rates, based on a survey of state child care administrators
- **Afterschool Investments Project. (2007).** [State child care subsidy administration policies for school-age care](#) Washington, DC: Finance Project
An examination of how state child care subsidy administration policies for school age care providers affect access to child care for school age children
- **Mezey, Jennifer, Lombardi, Joan, Schumacher, Rachel, Greenberg, Mark H., Hutchins, John. (2002).** [Unfinished agenda: Child care for low-income families since 1996: Implications for federal and state policy](#) Washington, DC: Center for Law and Social Policy.
An in-depth synthesis of the child care experiences of low-income parents, child care providers, and state child care systems since 1996 in Illinois, Iowa, Maine, Texas, and Washington

CHILD CARE SUBSIDY ACCESS & USE

Government

- **United States. Administration for Children and Families. Office of Planning, Research and Evaluation. (2010)** [The effect of child care subsidies for moderate-income families in Cook County, Illinois: Final report](#). (OPRE 2011-3). Washington, DC: U.S. Administration for Children and Families, Office of Planning, Research and Evaluation.
A study of the impact on employment, earnings, and child care outcomes of expanding child care subsidy eligibility to moderate-income families and of extending the subsidy eligibility redetermination period from six months to a year, based on 1,884 Cook County, Illinois, child care subsidy applicants with incomes exceeding the state's eligibility limit who were randomly assigned to standard or expanded eligibility and, if assigned to expanded eligibility, to standard or extended redetermination
- **United States. Administration for Children and Families. Office of Planning, Research and Evaluation. (2010)** [Effects of reducing child care subsidy copayments in Washington State: Final report](#) (OPRE 2011-2). Washington, DC: U.S. Administration for Children and Families, Office of Planning, Research and Evaluation.
A study of the impact on subsidy duration, employment, and income of reduced child care subsidy copayments, based on 5,106 Washington State child care subsidy applicants randomly assigned to standard or reduced copayment schedules
- **United States. General Accounting Office (GAO). (2002).** [Child care: States exercise flexibility in setting reimbursement rates and providing access for low-income children](#) (GAO-02-894). Washington, DC: U.S. General Accounting Office.
A survey of variations in state-level practices for the use and reimbursement of Child Care Development Fund (CCDF) subsidies, based on the questionnaire responses of 49 state child care officials and case studies of nine rural, urban and suburban communities in Illinois, Maryland, and Oregon.

- **United States. Administration for Children and Families, (1999). [Access to child care for low-income working families](#) Washington, DC: U.S. Administration for Children and Families**

This report explores the magnitude of the gap between the demand for child care subsidy assistance and the actual acquisition among low-income, subsidy eligible families.

Journals

- **Johnson, Anna D., Martin, Anne, & Brooks-Gunn, Jeanne. (2011). [Who uses child care subsidies?: Comparing recipients to eligible non-recipients on family background characteristics and child care preferences.](#) Children and Youth Services Review, 33(7),1072-1083**

A study of predictors of subsidy receipt among eligible families and a second study that compares subsidy recipients' to eligible non-recipients' use of Head Start, public pre-kindergarten, or subsidized care, based on data from a nationally representative longitudinal sample of preschoolers

- **Morris, Pamela A., & Hendra, Richard. (March 2009). [Losing the safety net: How a time-limited welfare policy affects families at risk of reaching time limits](#) Developmental Psychology, 45(2), 383-400**

An account of the development of a risk index for single mothers at risk of reaching the time limit of a welfare program, and a study of the effect of welfare transition time limits on child care choice, parental employment and income, quality of home environment, parental aggravation and depression, parenting harshness, parental monitoring of children, children's health, behavior, and engagement and achievement in school, among families likely to reach welfare time limits, based on data collected in Escambia County, Florida during the implementation of the state's Family Transition Program (FTP)

- **Scott, Ellen K., London, Andrew S., Hurst, Allison. (2005). [Instability in patchworks of child care when moving from welfare to work](#) Journal of Marriage and the Family, 67(2), 370-386.**

A longitudinal study of welfare recipients in Cleveland, Ohio, examining the stability of child care arrangements during welfare-to-work transitions

- **Shlay, Anne B., Weinrub, Marsha, Harmn, Michelle, Tran, Henry. (2004). [Barriers to subsidies: Why low-income families do not use child care subsidies](#) Social Science Research, 33(1), 134-157.**

An analysis of why child care subsidies are underutilized among African-American families in Philadelphia, Pennsylvania

Universities and Research Organizations

- **Adams, Gina & Rohacek, Monica. (2010). [Child care instability: Definitions, context, and policy implications.](#) Washington, DC: Urban Institute**

An examination of child care instability, including its definition and characteristics, causes, relationship to child care subsidies, and policy implications

- **Holod, Aleksandra, Johnson, Anna D., Martin, Anne, Gardner, Margo, & Brooks-Gunn, Jeanne. (2010). [Experiences with child care subsidy application and recertification in New York City](#). New York: Columbia University, National Center for Children and Families**

A summary of a study of parents' experiences with child care subsidy application and recertification, the characteristics of parents who reported problems with application and recertification, and the relationship of problems to subsidy stability, based on a survey of approximately 2,000 families who received child care subsidies in February 2008 in New York City and administrative data linked to survey respondents
- **Gardner, Margo, Martin, Anne, Holod, Aleksandra, Johnson, Anna D., Brooks-Gunn, Jeanne. (2009). [The duration and dynamics of child care subsidy use in New York City: Children aged 0-5](#) New York: Columbia University, National Center for Children and Families**

A summary of a study of the duration of, number of, and gaps between subsidy spells of children from birth through age five in New York City from January 2006 through December 2008
- **Gardner, Margo, Martin, Anne, Holod, Aleksandra, Johnson, Anna D., Brooks-Gunn, Jeanne. (2009). [The duration and dynamics of child care subsidy use in New York City: Children aged 6-13](#) New York: Columbia University, National Center for Children and Families**

A summary of a study of the duration of, number of, and gaps between subsidy spells of children aged six through 13 in New York City from January 2006 through December 2008.
- **Grobe, Deana, Weber, Roberta B. (Bobbie), Davis, Elizabeth E. (2006). [Why do they leave?: Child care subsidy use in Oregon](#) Corvallis: Oregon State University, Family Policy Program**

An investigation into why Oregon parents leave the child care subsidy system and a comparison of those findings to studies examining why eligible parents did not take up subsidies
- **Snyder, Kathleen, Banghart, Patti, and Adams, Gina. (2006). [Strategies to support child care subsidy access and retention: Ideas from seven Midwestern states](#). Washington, DC: The Urban Institute.**

An overview of the child care subsidy policies and strategies in place in Illinois, Indiana, Iowa, Michigan, Minnesota, Ohio, and Wisconsin in 2005, focusing on access to and retention of subsidies
- **Schaefer, Stephanie A., Kreader, J. Lee, & Collins, Ann. (2005). [Predictors of child care subsidy use](#) New York: Child Care & Early Education Research Connections**

A review of research on factors influencing child care subsidy use among eligible families
- **Witte, Anne D., Queralt, Magaly. (2005). [An examination of the duration of child care subsidies in Rhode Island: Impacts of policy changes and cross state comparisons](#) Wellesley, MA: Wellesley College, Department of Economics**

A longitudinal comparison of the relationships between the duration of child care subsidy use and family characteristics, the presence of an entitlement system, changes in and use of welfare programs, and increases in access to subsidies, based on data collected from three cohorts of families in Rhode Island receiving their first subsidies in 1996, 1997, or 2000

- **Kinukawa, Akemi, Guzman, Lina, Lippman, Laura. (2004). [National estimates of child care and subsidy receipt for children ages 0 to 6: What can we learn from the National Household Education Survey?](#) Washington, DC: Child Trends.**
A research brief using data from the National Household Education Survey, 2001, to examine the characteristics and child care arrangements of children aged zero to six receiving child care subsidies.
- **Lowe, Edward D., & Weisner, Thomas S. (2004). ["You have to push it--who's gonna raise your kids?": Situating child care and child care subsidy use in the daily routines of lower-income families](#) (The Next Generation Working Paper Series No. 7). New York: MDRC.**
A study of the factors explaining the low and episodic use of center-based child care and child care subsidy programs, on the basis of data from the New Hope Ethnographic Study.
- **Southern Institute on Children and Families. (2004) [Status report on state implementation efforts: Action plan to improve access to child care assistance for low-income families in the South](#) Columbia, SC: Southern Institute on Children and Families.**
An overview of state-level actions to increase the access to and use of child care subsidies in 17 southeastern states and the District of Columbia.
- **Witte, Ann D., and Queralt, Magaly. (2003) [Impacts of eligibility expansions and provider reimbursement rate increases on child care subsidy take-up rates, welfare use and work](#) (NBER Working Paper Series No. 9693). Cambridge, MA: National Bureau of Economic Research.**
An assessment of the influence of expanded child care subsidy eligibility, and increased provider reimbursement rates, on demand for care, cash assistance receipt, and employment among current and former welfare recipients in Rhode Island
- **Adams, Gina, Snyder, Kathleen, and Sandfort, Jodi R. (2002) [Getting and retaining child care assistance: How policy and practice influence parents experiences](#) (Occasional Paper No. 55). Washington, DC: Urban Institute.**
A study of parents' interaction with the child care subsidy system and how state and local subsidy policies and practices affect parents' experiences. Particular attention is paid to the process of applying for and retaining subsidies.
- **Adams, Gina, Snyder, Kathleen, and Sandfort, Jodi R. (2002) [Navigating the child care subsidy system: Policies and practices that affect access and retention.](#) (Series A, No. A-50). Washington, DC: The Urban Institute.**
A brief that summarizes the results of a study of child care subsidy policies and practices that can affect parents' interaction with the subsidy agency, the subsidy application process, and subsidy retention.
- **Meyers, Marcia K., Peck, Laura, Davis, Elizabeth E., Collins, Ann, Kreader, J. Lee, Georges, Annie, Weber, Roberta B. (Bobbie), Schexnayder, Deanna Schroeder, Daniel G., Olson, Jerry A. (2002) [The dynamics of child care subsidy use: A collaborative study of five states](#) New York: Columbia University, National Center for Children in Poverty**
A study of characteristics of child care subsidy use in Illinois, Maryland, Massachusetts, Oregon, and Texas from July 1997 to June 1999, including examinations of services received, continuity, duration, and stability, based on administrative data collected from state subsidy payment systems.

- **Weber, Roberta B. (Bobbie), Davis, Elizabeth E. (2002).** [Continuity and stability: Dynamics of child care subsidy use in Oregon](#) New York: Columbia University, National Center for Children in Poverty.
A comparative study of child care subsidy programs in five states, focusing on length of subsidy receipt and provider stability for Oregon families, compared to those in Illinois, Maryland, Massachusetts, and Texas
- **Witte, Anne D., Queralt, Magaly. (2002).** [Take-up rates and trade offs after the age of entitlement: Some thoughts and empirical evidence for child care subsidies \(NBER Working Paper Series No. 8886\)](#). Cambridge, MA: National Bureau of Economic Research
A model of determinants of child care subsidy use, a comparison of subsidy take-up rate calculations between states that do and do not guarantee subsidies to all eligible families, and an estimate of the usage rates of child care subsidies among eligible Rhode Island families

COORDINATION OF CHILD CARE SUBSIDY AND TEMPORARY ASSISTANCE TO NEEDY FAMILIES AND OTHER FEDERAL SUPPORT PROGRAMS

Government

- **United States. Administration for Children and Families. Office of Planning, Research and Evaluation, (2001)** [Welfare-to-work transitions for parents of infants: In-depth study of eight communities \[Final report\]](#) Princeton, NJ: Mathematica Policy Research
A qualitative study of the relationship between various child care policies and the ability of low income parents of infants to meet the work or school requirements for receipt of public assistance, based on interviews with service providers and both teenage and adult parents receiving Temporary Aid for Needy Families (TANF) from 8 purposively-selected communities across 6 states.
- **United States. Dept. of Health and Human Services. Office of Inspector General. Office of Evaluation and Inspections, (1999).** [Head Start, TANF, and child care needs assessments.](#) (OEI-05-98-00540). Washington, DC: U.S. Department of Health and Human Services, Office of Inspector General
A description of efforts to assess family needs and provide support services to low-income families receiving Head Start, Temporary Assistance to Needy Families (TANF) and Child Care and Development Fund (CCDF) subsidies

Universities and Research Organizations

- **Adams, Gina, Holcomb, Pamela A., Snyder, Kathleen, Koralek, Robin, Capizzano, Jeffrey. (2006).** [Child care subsidies for TANF families: The nexus of systems and policies](#) Washington, DC: The Urban Institute.
The first part of a three-part study of the interaction between state and local welfare-to-work programs and child care assistance programs, focusing on administrative structures, protocols and interagency coordination as they affect TANF parents.

- **Adams, Gina, Koralek, Robin, Martinson, Karin. (2006).** [Child care subsidies and leaving welfare: Policy issues and strategies](#) Washington, DC: Urban Institute
The second part of a three-part study of the interaction between state and local welfare-to-work programs and child care assistance programs, focusing on child care subsidy use by parents in transition from TANF to employment
- **Holcomb, Pamela A., Adams, Gina, Snyder, Kathleen, Koralek, Robin, Martinson, Karin, Capizzano, Jeffrey. (2006).** [Child care subsidies and TANF: A synthesis of three studies on systems, policies, and parents](#) Washington, DC: Urban Institute
A summary of findings from a three-part study of the interaction between state and local welfare-to-work programs and child care assistance programs, focusing on administrative structures, protocols and interagency coordination as they affect administrators and TANF parents, child care subsidy use by parents in transition to work, and the experiences of current and former TANF recipients with the subsidy system.
- **Snyder, Kathleen, Bernstein, Sara, Koralek, Robin. (2006).** [Parents' perspectives on child care subsidies and moving from welfare to work](#) Washington, DC: Urban Institute
The third part of a three-part study of the interaction between state and local welfare-to-work programs and child care assistance programs, presenting focus group data on the experiences of current and former TANF recipients with the child care subsidy system.
- **Zedlewski, Sheila R., Adams, Gina, Dubay, Lisa C., Kenney, Genevieve M. February 2006.** [Is there a system supporting low-income working families?](#) (Low-Income Working Families Paper 4). Washington, DC: Urban Institute
An investigation of the efficiency of the Medicaid and State Child Health Insurance Program (SCHIP), food stamps, child care subsidies, and the earned income tax credit (EITC) programs in supporting low-income, working families
- **Adams, Gina and Rohacek, Monica. (2002).** [Child care and welfare reform](#) (Welfare Reform & Beyond Policy Brief No. 14). Washington, DC: Brookings Institution.
An overview the evolution of federal child care subsidy policy since 1996, a discussion of the use of subsidized child care among low-income populations, and an identification of possible themes in the debate over the reauthorization of federal funds for the subsidy, expansion, and improvement of child care and early education services
- **Loprest, Pamela, Schmidt, Stefanie, Witte, Ann D. (1999).** [Welfare reform under PRWORA: Aid to children with working families](#) (Wellesley College Working Paper 99-12). Wellesley, MA: Wellesley College, Department of Economics
An assessment of themes and impacts of welfare reform for states and families, including examinations of the "work-first" approach, child care funding and subsidies, and employment incentives

Other

- **Matthews, Hannah, & Ewen, Danielle (2008).** [Child care assistance in 2006: Insufficient investments.](#) Washington, DC: Center for Law and Social Policy
An overview of Temporary Assistance for Needy Families (TANF) and Child Care and Development Block Grant (CCDBG) funds that states devoted to child care spending in 2006

CHILD CARE and DEVELOPMENT FUND (CCDF) DATABASE

Government

- **Minton, Sarah, Durham, Christin; Giannarelli, Linda; (2011) [The CCDF policies database book of tables: Key cross-state variations in CCDF policies as of October 1, 2009](#). (OPRE Report 2011-37). Washington, DC: U.S. Administration for Children and Families, Office of Planning, Research and Evaluation**
A comparison of aspects of Child Care and Development Fund (CCDF) policies among the 50 states, District of Columbia, and territories, including: (1) eligibility requirements for families and children; (2) application, redetermination, terms of authorization, and waiting lists; (3) family payments; (4) policies for providers, including reimbursement rates; and (5) administration and quality development
- **Giannarelli, Linda. (2011). [Child Care and Development Fund \(CCDF\) Policies Database, 2009](#) [Computer file]. ICPSR32261-v1. Ann Arbor, MI: Inter-university Consortium for Political and Social Research [distributor], 2011-11-14. doi:10.3886/ICPSR32261.v1**
The CCDF Policies Database project is a comprehensive, up-to-date database of inter-related sources of CCDF policy information that support the needs of a variety of audiences through (1) Analytic Data Files and (2) a Book of Tables. These are made available to researchers, administrators, and policymakers with the goal of addressing important questions concerning the effects of alternative child care subsidy policies and practices on the children and families served, specifically parental employment and self-sufficiency, the availability and quality of care, and children's development.

To suggest additions to this Key Topic Resource List, please email us at contact@researchconnections.org.

The full results came from a search on: subsidy administration policy access.