

110TH CONGRESS
1ST SESSION

S. 2187

To amend the Child Care and Development Block Grant Act of 1990 to provide for child care workforce development initiatives, and for other purposes.

IN THE SENATE OF THE UNITED STATES

OCTOBER 17, 2007

Mrs. CLINTON (for herself and Mr. CASEY) introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To amend the Child Care and Development Block Grant Act of 1990 to provide for child care workforce development initiatives, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Quality Child Care
5 for America Act”.

6 **SEC. 2. FINDINGS.**

7 Congress finds the following:

8 (1) Young children’s environment plays an
9 enormous role in brain development. Research states

1 that most of the brain’s neural connections, or syn-
2 apses, are produced in the first 3 years of life. Expe-
3 riences that promote healthy social and emotional
4 development during these years are critically impor-
5 tant in affecting behavior and learning into adult-
6 hood.

7 (2) More than 12,000,000 children age 5 and
8 younger, and not yet in kindergarten, are in child
9 care every week. Of those, approximately 6,000,000
10 children under age 3 spend some or all of their day
11 being cared for by someone other than parents.

12 (3) About 3 out of 5 mothers (61 percent of
13 mothers) with children under age 3 are in the work-
14 force.

15 (4) High quality, developmentally appropriate
16 child care increases children’s chances of succeeding
17 in school. A 4-State study that compared children in
18 high-quality child care with children in low-quality
19 care found that by second grade, children who had
20 received high-quality care demonstrated greater
21 mathematical ability, greater thinking and attention
22 skills, and fewer behavioral problems than the chil-
23 dren who had received low-quality care. At-risk chil-
24 dren were particularly affected by the quality of the
25 care they received.

1 (5) While many child care providers (both in
2 centers and in homes) are providing high quality
3 care, too many are not receiving the support they
4 need to improve the quality of care.

5 (6) Better compensation is associated with im-
6 provements in child care quality, developmental out-
7 comes, and school readiness. However, the Depart-
8 ment of Labor reports that child care workers' aver-
9 age yearly wage in 2006 was \$18,820 (\$9.05 per
10 hour), well below the \$20,614 poverty threshold for
11 a family of 4.

12 (7) Low wages are inextricably linked to the re-
13 imbursement rates child care providers receive for
14 children who qualify for subsidies under the Child
15 Care and Development Block Grant Act of 1990. In
16 2006, only 9 States reimbursed the providers at the
17 federally recommended level, compared with 22
18 States in 2001 and 13 States in 2005. Inadequate
19 reimbursement rates make it much harder for child
20 care centers to pay above-poverty wages, and for
21 family child care providers to receive payments suffi-
22 cient for them to escape poverty.

23 (8) Child care providers are much more likely
24 than the workforce as a whole to lack health insur-
25 ance. Twenty-seven percent of child care providers

1 had no health insurance coverage in 2005. This com-
2 pares with an uninsurance rate of 16 percent for all
3 female workers. And, child care providers who have
4 health insurance often cannot afford the increased
5 out-of-pocket costs for premiums and co-payments
6 for such insurance.

7 (9) High turnover is extremely problematic in
8 the child care field, where children's social, emo-
9 tional, and intellectual development depend on a
10 positive, nurturing attachment to primary care-
11 givers. Thirty-five percent of individuals employed as
12 child care providers in 2005 were no longer em-
13 ployed as child care providers 1 year later.

14 (10) Additional investments in the child care
15 workforce are necessary to attract and retain quali-
16 fied child care providers. In the small but highly suc-
17 cessful Child Care WAGES project, which provides
18 education-based salary supplements to low-paid pre-
19 school teachers, preschool directors, and family child
20 care providers in 4 States, turnover rates range from
21 12 percent to 17 percent, far lower than the national
22 average.

23 (11) Research shows that quality child care is
24 contingent upon the special training child care pro-
25 viders receive in the area of child development. Both

1 increased formal education levels and recent, special-
 2 ized training in child development have been found
 3 consistently to be associated with high-quality inter-
 4 actions with children and children’s development.

5 (12) Lack of affordable, reliable, high-quality
 6 child care not only adversely affects children but is
 7 also an important factor in determining whether
 8 workers with family responsibilities have the capac-
 9 ity to maintain employment. Especially for low-in-
 10 come working mothers, access to child care is often
 11 a critical component in that determination.

12 **SEC. 3. AUTHORIZATION OF APPROPRIATIONS.**

13 Section 658B of the Child Care and Development
 14 Block Grant Act of 1990 (42 U.S.C. 9858) is amended—

15 (1) by striking “There” and inserting the fol-
 16 lowing “(a) IN GENERAL.—There”;

17 (2) by inserting “(other than section 658H)”
 18 after “this subchapter”; and

19 (3) by adding at the end the following:

20 “(b) WORKFORCE DEVELOPMENT INITIATIVES.—
 21 There are authorized to be appropriated to carry out sec-
 22 tion 658H \$200,000,000 for fiscal year 2008 and each
 23 subsequent fiscal year.”.

1 **SEC. 4. CHILD CARE WORKFORCE DEVELOPMENT INITIA-**
 2 **TIVES.**

3 The Child Care and Development Block Grant Act
 4 of 1990 is amended by inserting after section 658G (42
 5 U.S.C. 9858e) the following:

6 **“SEC. 658H. CHILD CARE WORKFORCE DEVELOPMENT INI-**
 7 **TIATIVES.**

8 “(a) RESERVATION.—An eligible entity that receives
 9 funds to carry out this subchapter for a fiscal year shall
 10 reserve and use the development portion of such funds for
 11 that fiscal year for activities described in this section.

12 “(b) USE OF FUNDS.—

13 “(1) IN GENERAL.—The eligible entity shall use
 14 amounts made available from the development por-
 15 tion to carry out 1 or more workforce development
 16 initiatives.

17 “(2) INITIATIVES.—In carrying out such an ini-
 18 tiative, the eligible entity may use the amounts for
 19 activities to assist eligible child care providers by im-
 20 proving the compensation or benefits of the pro-
 21 viders or enabling the providers to receive additional
 22 education or training, including—

23 “(A) providing for increased compensation,
 24 including health insurance coverage and retire-
 25 ment benefits, for the providers;

1 “(B) providing paid sick leave, paid vaca-
 2 tion leave, or paid release time for education or
 3 training relating to early childhood education,
 4 and paying for substitute providers during the
 5 leave or release time described in this subpara-
 6 graph;

7 “(C) providing tuition assistance or other
 8 support for that education or training and pro-
 9 viding increased compensation incentives for
 10 completing that education or training and ob-
 11 taining a related credential;

12 “(D) providing technical and financial as-
 13 sistance to enable eligible child care providers to
 14 meet State regulatory requirements applicable
 15 to child care services provided in the State (or,
 16 in the case of an Indian tribe, minimum child
 17 care standards described in section
 18 658E(c)(2)(E)) and to enable family child care
 19 providers to develop business plans for the pro-
 20 vision of child care; and

21 “(E) developing and carrying out men-
 22 toring programs and career plans for child care
 23 providers.

24 “(3) PROVIDERS.—In carrying out the initia-
 25 tive, the eligible entity shall make available not less

1 than 30 percent of the amounts described in para-
 2 graph (1) for eligible child care providers that are
 3 not center-based child care providers.

4 “(c) MAINTENANCE OF EFFORT.—The eligible entity,
 5 in utilizing the funds reserved under subsection (a) for a
 6 fiscal year, shall maintain the expenditures of the entity
 7 for activities described in subsection (b) at a level not less
 8 than the level of such expenditures maintained by the enti-
 9 ty for the preceding fiscal year.

10 “(d) LIMITATION.—Nothing in this section shall be
 11 construed to permit a State to decrease the number of
 12 children served under this subchapter for a fiscal year as
 13 compared to the number of children served under this sub-
 14 chapter for the previous fiscal year.

15 “(e) DEFINITIONS.—In this section:

16 “(1) COVERED PAYMENT.—The term ‘covered
 17 payment’ means the amount paid to a territory or
 18 Indian tribe, as the case may be, under section
 19 6580(a).

20 “(2) DEVELOPMENT PORTION.—The term ‘de-
 21 velopment portion’—

22 “(A) used with respect to a State, and a
 23 fiscal year, means the amount that bears the
 24 same relationship to the State allotment for
 25 that fiscal year as the amount appropriated

1 under section 658B(b) for that fiscal year bears
 2 to the total amount appropriated under section
 3 658B for that fiscal year; and

4 “(B) used with respect to a territory or In-
 5 dian tribe, and a fiscal year, means the amount
 6 that bears the same relationship to the covered
 7 payment to the territory or Indian tribe for that
 8 fiscal year as the amount appropriated under
 9 section 658B(b) for that fiscal year bears to the
 10 total amount appropriated under section 658B
 11 for that fiscal year.

12 “(3) ELIGIBLE ENTITY.—The term ‘eligible en-
 13 tity’ means a State, territory, or Indian tribe.

14 “(4) STATE.—The term ‘State’ does not include
 15 a territory.

16 “(5) STATE ALLOTMENT.—The term ‘State al-
 17 lotment’ means the amount allotted to a State under
 18 section 658O(b).

19 “(6) TERRITORY.—The term ‘territory’ means
 20 a jurisdiction described in section 658O(a)(1).”.

21 **SEC. 5. STATE PLAN.**

22 Section 658E(c) of the Child Care and Development
 23 Block Grant Act of 1990 (42 U.S.C. 9858c(c)) is amended
 24 by adding at the end the following:

1 “(6) DEVELOPMENT INITIATIVE.—The State
 2 plan shall state the activities that the State will pro-
 3 vide through the workforce development initiative
 4 carried out under section 658H.”.

5 **SEC. 6. REPORT.**

6 Section 658K(a)(2) of the Child Care and Develop-
 7 ment Block Grant Act of 1990 (42 U.S.C. 9858i(a)(2))
 8 is amended—

9 (1) in subparagraph (D), by striking “and” at
 10 the end and inserting a semicolon;

11 (2) in subparagraph (E), by inserting “and” at
 12 the end; and

13 (3) by inserting after subparagraph (E) the fol-
 14 lowing:

15 “(F) the activities funded through a work-
 16 force development initiative carried out under
 17 section 658H and an assessment of the impact
 18 of the activities on the work force in the
 19 State;”.

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