



# Appendix to the 2021 CCDF Policies Database Book of Tables

Child Care Subsidy Policies in Response to the COVID-19 Pandemic from  
March 2021 to March 2022

*OPRE Report 2023-021*

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APPENDIX TO THE 2021 CCDF POLICIES DATABASE BOOK OF TABLES: CHILD CARE SUBSIDY  
POLICIES IN RESPONSE TO THE COVID-19 PANDEMIC FROM MARCH 2021 TO MARCH 2022

OPRE Report 2023-021

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## ABOUT THE CCDF POLICIES DATABASE

The CCDF Policies Database project is maintained by the Urban Institute under funding from the Office of Planning, Research, and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services, with funds set aside for research in the Child Care and Development Block Grant Act. This project produces a comprehensive, up-to-date database of child care subsidy policies for the 50 States, the District of Columbia, and the US territories and outlying areas. The database contains hundreds of variables designed to capture the CCDF policies across time. The data are made available for public use; for more information visit <https://ccdf.urban.org>.

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# Overview

## Introduction

The Child Care and Development Fund (CCDF) provides federal money to States, Territories, and Tribes to subsidize the cost of child care for working families with low incomes.<sup>1</sup> Whether families are eligible for child care assistance and how much assistance they receive depends in large part on the policies set by each jurisdiction. Detailed policies vary widely across jurisdictions. This report serves as an appendix to the report “Key Cross-State Variations in CCDF Policies as of October 1, 2021” (available at <https://ccdf.urban.org>), which provides detailed information about State and Territory CCDF policy variations as of October 1, 2021. This report provides supplemental information about how states changed their policies in response to the COVID-19 pandemic.

## Primary Research Questions

This report focuses on State and Territory CCDF policies in response to the COVID-19 pandemic. This report addresses whether states and territories made changes to the following policies:

- Child and family eligibility policies
- Application and redetermination policies
- Income and copayment policies
- Provider payment policies
- Provider health and safety policies

This report includes policies related to the COVID-19 pandemic that were in effect at any point between March 2, 2021, the last date that information was verified for the 2020 COVID-19 Appendix, and March 1, 2022, when States/Territories began the annual data review process for the CCDF Policies Database (see “Methods” section for more information about the review process).<sup>2</sup> We asked States/Territories to confirm information on COVID-related policies that were in effect at any point during that period, although some of the policies may have gone into effect prior to March 2, 2021.

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<sup>1</sup> In addition to providing subsidies for working families, CCDF may also support parents in education and training programs as well as parents looking for employment.

<sup>2</sup> For more information about policies in the first year of the pandemic, see the project website at <https://ccdf.urban.org>.

## Purpose

The CCDF Policies Database project produces a comprehensive, up-to-date database of CCDF policies for the 50 States, the District of Columbia, and five U.S. Territories and outlying areas.<sup>3</sup> The database contains hundreds of variables designed to capture CCDF policies across time, allowing users to access policy information for a specific point in time as well as to see how and when policies change over time. The database is funded by the Office of Planning, Research, and Evaluation (OPRE) and maintained by the Urban Institute.

## Highlights

Highlights of CCDF policies made in response to the COVID-19 pandemic and in effect between March 2, 2021 and March 1, 2022 include:

- Nineteen States/Territories used modified job search eligibility policies (table 1). Of these, fourteen extended the amount of time they allowed for job search or expanded the group of families eligible for job search. Six considered job search a qualifying activity for initial eligibility rather than only for families already receiving subsidies. One newly allowed job search as an approved activity for eligibility. Some states implemented multiple changes to their job search policies during this time frame and are counted twice.<sup>4</sup>
- Sixteen States/Territories used different income eligibility thresholds for families with essential workers (table 1). Eleven of these States waived eligibility thresholds for essential workers entirely. Five States/Territories established higher eligibility thresholds for essential workers than for other families.
- Thirty-nine States/Territories did not require families to pay a copayment in certain circumstances (table 3). Of these, 33 States/Territories waived copayments for all families. Kansas and West Virginia waived copayments for families with essential workers, Nevada waived copayments for families that experienced a job loss, and Texas waived copayments for service industry workers. California and New Jersey each varied their policies during this time period. California first waived copayments for families that were enrolled but not receiving care, and then, beginning in July of 2021, waived copayments for all families. New Jersey first waived copayments, upon request, for families that experienced job loss or lost wages due to COVID-19, and then, beginning in November of 2021, waived copayments for all families.

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<sup>3</sup> The CCDF Policies Database does not include information on Tribal CCDF policies.

<sup>4</sup> See the footnotes for table 1 for more information on specific changes to State/Territory job search policies.

## Methods

The information in the database, and thus the information in the tables, is based primarily on the documents that caseworkers use as they work with families and providers (often termed “caseworker manuals”). The initial set of manuals coded for the database reflected policies in effect on or before October 1, 2009. Ongoing policy updates have been collected since that point to capture policy changes when they occur in each State/Territory.

Each year, the project produces a set of tables containing selected policies from the database. The tables are then reviewed by State/Territory administrators and verified for accuracy. (Because verification of this year’s tables took place in the spring of 2022, when many State/Territory administrators continued to focus on emergency needs in their States/Territories resulting from the ongoing COVID-19 pandemic, fewer States/Territories are considered “fully verified” than in some previous years. See “Key Cross-State Variations in CCDF Policies as of October 1, 2021” for more information.) The policies presented in this report were reviewed as part of the annual review process. The full database containing all of the variables and longitudinal details is also made available for public use at <https://ccdf.urban.org>.

## Glossary

ARPA: American Rescue Plan Act

CARES: Coronavirus Aid, Relief, and Economic Security Act

CCDBG: Child Care and Development Block Grant

CCDF: Child Care and Development Fund



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# Child Care Subsidies During the COVID-19 Pandemic

In response to the changing needs of families and child care providers during the COVID-19 pandemic, States and Territories adapted their Child Care and Development Fund (CCDF) programs to further support families in need of child care assistance and providers experiencing pandemic-related fluctuations in enrollment and income.<sup>5</sup> Program changes were geared toward addressing the increased economic hardship of families (e.g., lowering or suspending the family's copayment or share of the child care cost), the need for assistance for parents who lost employment (e.g., expanding eligibility for periods of job search), and the needs of essential workers (e.g., waiving some eligibility requirements for these workers), as well as stabilizing payments to providers when enrollment fluctuated, providing additional resources to help with the increased health and safety costs, and modifying certain existing health and safety requirements.<sup>6</sup>

The Child Care and Development Block Grant (CCDBG) Act of 2014 allows the Secretary of Health and Human Services the option to temporarily waive requirements in certain circumstances. States and Territories may apply for time-limited waivers in response to extraordinary circumstances such as the COVID-19 pandemic. Waiver approval is at the discretion of the Secretary and must be linked to the extraordinary circumstance at the time of the request. Many policies presented in this appendix were allowable only under approved CCDF waivers for COVID-19, while others were allowable under the existing flexibility of CCDF regulations.<sup>7</sup>

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<sup>5</sup> CCDF is a federal block grant program that provides funds to States, Territories, and Tribes to help subsidize child care for families with lower incomes. "States/Territories" is used throughout this appendix to refer to the 50 States, the District of Columbia, American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, Puerto Rico, and the Virgin Islands. The CCDF Policies Database and this appendix focus on State/Territory CCDF policies and do not cover Tribal CCDF policies.

<sup>6</sup> The Office of Child Care placed certain restrictions on changes requested by States, Territories, and Tribes.

<sup>7</sup> See <https://www.acf.hhs.gov/occ/training-technical-assistance/office-child-care-covid-19-resources> for more information on CCDF waivers and supports during the COVID-19 pandemic. In cases where the State/Territory policies appear to conflict with what was allowed under official waiver guidelines, the States/Territories may have used separate state funding to provide care under those circumstances.

The policies in this appendix are taken from the CCDF Policies Database, a project funded by the Office of Planning, Research, and Evaluation within the Administration for Children and Families.<sup>8</sup> The policies in the database are collected from each State's/Territory's caseworker manuals and ongoing policy updates, allowing users to see how and when policies change over time. The policies presented here were reviewed for accuracy by each State/Territory.<sup>9</sup>

This appendix includes policies related to the COVID-19 pandemic that were in effect at any point between March 2, 2021, the last date that information was verified for the 2020 COVID-19 Appendix, and March 1, 2022, when States/Territories began the annual data review process for the CCDF Policies Database.<sup>10</sup> We asked States/Territories to confirm information on COVID-related policies that were in effect at any point during that period.<sup>11</sup> The appendix tables show whether each State/Territory made specific types of policy changes related to:

- **Eligibility policies**, including job search eligibility as well as income thresholds and priority policies for parents who were considered essential workers during the pandemic (table 1)
- **Application and redetermination policies**, including whether families could apply in person for subsidies, verification requirements, reporting requirements, and the length of the redetermination period (table 2)
- **Income and copayment policies**, including the treatment of unemployment income when determining eligibility and copayments and whether copayments were waived for any families (table 3)
- **Provider payment policies**, including payments for child absences or provider closings and increases to provider payment (reimbursement) rates (table 4)

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<sup>8</sup> The data are available for public use through annual published reports and access to the full database detail at <https://ccdf.urban.org>.

<sup>9</sup> Each year, State/Territory administrators and program staff are asked to review and verify the data in the annual report. For the 2021 Key Cross-State Variations report, see: Kwon, Danielle, Kelly Dwyer, Margaret Todd, and Sarah Minton (2023). Key Cross-State Variations in CCDF Policies as of October 1, 2021: The CCDF Policies Database Book of Tables. OPRE Report 2023-020, Washington, DC: Office of Planning, Research, and Evaluation, Administration for Children and Families, U.S. Department of Health and Human Services. The data in the report represent a subset of the data in the database. Some States/Territories were not able to complete the review this year, particularly in light of the review process falling at the same time as the COVID-19 pandemic. For the information shown in this appendix about the COVID-19 policy response, the majority of States/Territories (50 out of 56) reviewed the materials and any issues that were raised were fully resolved. In four States/Territories (Guam, Hawaii, Puerto Rico, and the Virgin Islands), we were able to verify some of the information in the tables but had outstanding questions left after the verification period. In two cases (American Samoa and Louisiana), the State/Territory was unable to review the tables.

<sup>10</sup> For more information about policies in the first year of the pandemic, see the project website at <https://ccdf.urban.org>.

<sup>11</sup> CCDF waivers that were granted by the federal Office of Child Care in response to the COVID-19 pandemic expired on September 30, 2021. The policies captured in this report encompass that date. Any policies in this report that conflict with federal CCDF requirements should be assumed to be funded by a program's non-CCDF funds. For more information on waiver expiration, please see <https://www.acf.hhs.gov/sites/default/files/documents/occ/CCDF-ACF-IM-2021-03.pdf>.

- **Provider health and safety policies**, including waiving any background checks, certain health and safety training requirements, and certain health and safety checklist and inspection requirements (table 5)

The appendix tables also provide additional details about the policies, including cases when a State/Territory adopted different policy responses throughout this period of the pandemic. Information about when policies were adopted, and for how long, can be found in the full CCDF Policies Database.

# Changes to Eligibility Policies

## Extended Job Search Eligibility

Parents searching for a job may need child care so that they can attend interviews, work on resumes, or submit job applications. During the COVID-19 pandemic, when many families faced unemployment, several States/Territories expanded their CCDF eligibility for job search in order to provide child care support for parents looking for work.

Prior to the start of the COVID-19 pandemic, 52 States/Territories allowed parents to participate in job search and become or remain eligible for a subsidy. Of these, 34 States/Territories allowed job search for families already enrolled in the subsidy program, while some also allowed job search at initial application as well. States/Territories also varied in the amount of time they allowed parents to search for a job, ranging from 30 days per year to the remainder of the family's eligibility period.<sup>12</sup>

The following policy changes in response to the COVID-19 pandemic were in effect between March 2, 2021 and March 1, 2022<sup>13</sup>:

- Nineteen States/Territories used different job search eligibility policies (table 1).
- Of these, fourteen extended the amount of time they allowed for job search or expanded the group of families eligible for job search. Six considered job search a qualifying activity for initial eligibility rather than only for families already receiving subsidies. One newly allowed job search as an approved activity for eligibility. Some states implemented multiple changes to their job search policies during this time frame and are counted twice.<sup>14</sup>

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<sup>12</sup> Policy information for prior to the COVID-19 pandemic is available from the CCDF Policies Database. The policies described as in effect prior to the pandemic are the policies that were in place as of October 1, 2019. See <https://ccdf.urban.org> for more information.

<sup>13</sup> Some States/Territories also made changes to their job search policies that were unrelated to the COVID-19 pandemic. Information on policy changes that occurred after January 31, 2020, when the COVID-19 pandemic was declared a public health emergency, and October 1, 2020 can be found in the 2020 “Key Cross-State Variations” report. Information about policy changes between October 2, 2020 and October 1, 2021 can be found in the 2021 “Key Cross-State Variations” report.

<sup>14</sup> See the footnotes for table 1 for more information on specific changes to State/Territory job search policies.

## Eligibility Policies for Essential Workers

During the COVID-19 pandemic, employees in certain sectors critical to the continuity of fundamental services were deemed “essential workers” and therefore exempt from stay-at-home orders when they were in place. Although most States/Territories were no longer under stay-at-home orders by March 2021, some States/Territories continued to support essential workers by modifying certain CCDF policies to expand access to subsidized care. States/Territories established their own definition of who was an essential worker, but many considered workers in the following sectors essential: energy, child care, water and wastewater, agriculture and food production (including grocery stores), construction trades, transportation, social service organizations, emergency services, and healthcare.<sup>15</sup>

Many essential workers with children struggled to secure reliable child care during the COVID-19 pandemic.<sup>16</sup> Increasing costs of child care, paired with low wages of some essential workers, and fewer open providers meant that finding affordable and reliable child care was difficult for essential workers.<sup>17</sup> However, under the existing flexibility of CCDF regulations, extraordinary circumstances waivers for COVID-19, and provisions in the Coronavirus Aid, Relief, and Economic Security (CARES) Act, Consolidated Appropriates Act of 2021, and the American Rescue Plan Act, States/Territories could expand their CCDF eligibility requirements to allow greater eligibility for essential workers.<sup>18</sup>

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<sup>15</sup> See “COVID-19: Essential Workers in the States”, available at <https://www.ncsl.org/research/labor-and-employment/covid-19-essential-workers-in-the-states.aspx>

<sup>16</sup> Tomer, Adie, and Joseph Kane. 2020. *To protect frontline workers during and after COVID-19, we must define who they are*. Washington, DC: Brookings Institution.

<sup>17</sup> Workman, Simon, and Steven Jessen-Howard. 2020. *The True Cost of Providing Safe Child Care During the Coronavirus Pandemic*. Washington, DC: Center for American Progress. Bipartisan Policy Center. 2020. *Nationwide Survey: Child Care in the Time of Coronavirus*. Washington, DC: Bipartisan Policy Center.

<sup>18</sup> CCDF regulations allow states to classify some groups as needing protective services. For these groups, States/Territories may apply different policies, such as allowing them to qualify for CCDF at different income levels or with different activity requirements, prioritizing care for them, or waiving copayments. For more information on how States/Territories were encouraged to utilize their flexibility to support essential workers during the pandemic, see “CCDF Frequently Asked Questions in Response to COVID-19” available at <https://www.acf.hhs.gov/occ/faq/ccdf-frequently-asked-questions-response-covid-19>.

The following policies were adopted to address the needs of essential workers during the pandemic, and were in effect between March 2, 2021 and March 1, 2022:

- To determine if a family is initially eligible for CCDF, the family's income is compared to a maximum income amount, or eligibility threshold, which is determined by the States/Territories within federal guidelines. Sixteen States/Territories used different eligibility thresholds for families with essential workers (table 1). Eleven of these States waived eligibility thresholds for essential workers entirely. Five States/Territories used higher eligibility thresholds for essential workers than for other families, with the higher thresholds set as a percentage of the Federal Poverty Guidelines, state median income, or a dollar amount.
- In addition to using higher eligibility thresholds, some States/Territories allowed families of essential workers to receive priority, meaning that they were not subject to a waiting list if there was one in place. Five States/Territories guaranteed subsidies to children of essential workers, six States/Territories gave priority but did not guarantee subsidies to these children, and one state gave priority to children of essential workers in certain fields (table 1)

**Table 1. CCDF Eligibility Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If job search eligibility was extended due to the pandemic	If essential workers were eligible at different income thresholds	If families with essential workers received priority
Alabama	Yes <sup>2</sup>	Yes, income threshold waived <sup>3</sup>	Priority over other children, subsidy not guaranteed <sup>4</sup>
Alaska	No	No	No
American Samoa	No	No	No
Arizona	No	Yes, higher threshold <sup>5</sup>	No
Arkansas	Yes <sup>6</sup>	Yes, income threshold waived <sup>7</sup>	Subsidy guaranteed
California	No	No	Priority over other children, subsidy not guaranteed <sup>8</sup>
Colorado	No	No	No
Connecticut	Yes <sup>9</sup>	No	No
DC	No	No	No
Delaware	No	No	No
Florida	Yes <sup>10</sup>	Yes, income threshold waived	Priority over other children, subsidy not guaranteed
Georgia	Yes <sup>11</sup>	No	No
Guam	NA, job search not approved	Yes, higher threshold <sup>12</sup>	Priority over other children, subsidy not guaranteed
Hawaii	Yes <sup>13</sup>	Yes, income threshold waived <sup>14</sup>	No
Idaho	No	No	NA <sup>15</sup>
Illinois	Yes <sup>16</sup>	Yes, income threshold waived	Subsidy guaranteed
Indiana	Yes <sup>17</sup>	No	Priority over other children, subsidy not guaranteed
Iowa	No	No	No
Kansas	Yes <sup>18</sup>	Yes, higher threshold <sup>19</sup>	No
Kentucky	No	No	No
Louisiana	Yes <sup>20</sup>	Yes, income threshold waived <sup>21</sup>	No
Maine	No	No	No
Maryland	No	No	No
Massachusetts	Yes <sup>22</sup>	No	No
Michigan	No	No	NA <sup>23</sup>
Minnesota	No	No	No
Mississippi	Yes <sup>24</sup>	Yes, income threshold waived	Priority over other children, subsidy not guaranteed <sup>25</sup>
Missouri	Yes <sup>26</sup>	No	No
Montana	No	No	No
Nebraska	No	No	NA <sup>27</sup>
Nevada	No	No	Varies <sup>28</sup>
New Hampshire	No	No	No
New Jersey	No	No	No
New Mexico	No	Yes, higher threshold <sup>29</sup>	No
New York	No	No	No
No. Mariana Islands	No	No	Subsidy guaranteed
North Carolina	No	No	No
North Dakota	Yes <sup>30</sup>	No	NA <sup>31</sup>
Ohio	No	No	No
Oklahoma	Yes <sup>32</sup>	Yes, income threshold waived <sup>33</sup>	NA <sup>34</sup>



**Table 1. CCDF Eligibility Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If job search eligibility was extended due to the pandemic	If essential workers were eligible at different income thresholds	If families with essential workers received priority
Oregon	No	No	No
Pennsylvania	No	No	No
Puerto Rico	No	No	No
Rhode Island	Yes <sup>35</sup>	No	NA <sup>36</sup>
South Carolina	No	Yes, income threshold waived	Subsidy guaranteed
South Dakota	No	No	No
Tennessee	Yes <sup>37</sup>	Yes, income threshold waived	No
Texas	Yes <sup>38</sup>	Yes, higher threshold <sup>39</sup>	Subsidy guaranteed
Utah	NA, job search not approved		No
Vermont	No	No	NA <sup>40</sup>
Virgin Islands	No	No	No
Virginia	Yes <sup>41</sup>	No	No
Washington	No	No	No
West Virginia	No	Yes, income threshold waived	NA <sup>42</sup>
Wisconsin	No	No	NA <sup>43</sup>
Wyoming	No	No	No

Source: CCDF Policies Database

<sup>1</sup> This table shows policies related to the COVID-19 pandemic that were in effect at any point between March 2, 2021 (following the last date we verified these policies with the States/Territories) and March 1, 2022, when States/Territories began the annual data review process for the CCDF Policies Database. We asked each State/Territory to confirm information on COVID-related policies that were in effect at any point during that period. Six States/Territories were not able to complete the review. The table shows whether each policy was in place at any point during the pandemic. The footnotes provide additional details about the policies, including cases when a State/Territory adopted different policy responses throughout the pandemic. Information about when policies were adopted, and for how long, can be found in the full CCDF Policies Database.

<sup>2</sup> In response to the COVID-19 pandemic, all participating families were authorized for six months of job search.

<sup>3</sup> Health care providers and caregivers with children through age 12 could qualify for child care assistance as a protective services group, and eligibility was not based on the parent's income.

<sup>4</sup> Health care providers and caregivers with children through age 12 could qualify for child care assistance as a protective services group, and eligibility was not based on the parent's income.

<sup>5</sup> Essential workers were eligible with income up to \$65,000 per year.

<sup>6</sup> All families could be assigned as having a service need of job search.

<sup>7</sup> Essential workers were eligible on a case-by-case basis until 9/30/2021. Beginning on 10/1/2021, all essential workers were eligible without regard to income.

<sup>8</sup> Higher priority was given to families of essential workers whose total family income did not exceed the current income eligibility threshold and who were not able to work remotely. Lower priority was given to families of essential workers whose total family income exceeded the current income eligibility threshold and who were not able to work remotely. For two-parent households, both parents were required to either be essential workers, or the other parent must have been unable to provide care for the child due to incapacitation. Children with parents who were essential workers automatically met the eligibility criteria for care. Families enrolled during the pandemic were authorized for emergency child care through June 30, 2020 and not the full 12-month eligibility period. New enrollments in COVID-19 emergency child care resumed February 23, 2021. Services for families enrolled in COVID-19 emergency child care were extended until June 30, 2022. All families who met eligibility and need requirements and who were previously enrolled in emergency child care prior to June 30, 2020 had priority for enrollment into ongoing subsidized child care over any other family on the waitlist.

**Table 1. CCDF Eligibility Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

- <sup>9</sup> If a parent reported a job loss due to COVID-19, they remained eligible for the subsidy until the end of their eligibility period.
- <sup>10</sup> Families who were not employed or attending an education or training program used job search for eligibility through June 30, 2021.
- <sup>11</sup> Families who experienced a permanent loss of employment or could not attend an education or training program due to matters related to COVID-19 could continue child care services at the current level through the end of their current eligibility period. The family did not have to report the permanent loss of activity. Families who complied with the redetermination process could receive child care services for another 12 months if their job search was due to COVID-19 job loss.
- <sup>12</sup> In response to the COVID-19 pandemic, families with essential workers earning up to 200 percent of the Federal Poverty Guidelines are eligible.
- <sup>13</sup> Families who did not have an activity currently, lost their activity, or whose activity hours were limited or reduced due to the pandemic were eligible for subsidies.
- <sup>14</sup> The income threshold is waived for families with essential workers due to the COVID-19 pandemic, as long as families apply by March 31, 2022.
- <sup>15</sup> All CCDF-eligible children received the same priority.
- <sup>16</sup> In response to COVID-19, child care was provided to parents or other relatives that requested a three-month period to establish an eligible employment or education activity. The job search was allowed once every 12 months through June 30th, 2022.
- <sup>17</sup> Between March 22, 2020 and April 10, 2021, the job search eligibility period was extended from 16 weeks to 26 weeks due to the COVID-19 pandemic for continuing eligibility. Beginning April 11, 2021, job search was also approved for initial eligibility for up to 53 weeks in response to the COVID-19 pandemic.
- <sup>18</sup> The job search period was extended to the end of the eligibility period.
- <sup>19</sup> Beginning on April 16, 2020, the state provided child care assistance to essential workers earning less than 250 percent of the Federal Poverty Guidelines for six months through the Hero Relief Program. On September 1, 2020, the Hero Relief Program cases were renewed for another six months.
- <sup>20</sup> In response to the COVID-19 pandemic, families may be approved for up to 90 days of job search for initial and continuing eligibility.
- <sup>21</sup> In response to the COVID-19 pandemic, the income threshold was waived for families with essential hospital personnel. Upon approval, certification for child care services was valid for 12 months. As the need was monitored, the applications were reassessed.
- <sup>22</sup> In response to the COVID-19 health emergency, families could be approved for job search for up to 26 weeks or the end of the 12-month eligibility period, whichever was sooner. Job search was allowed for initial and continuing eligibility.
- <sup>23</sup> All CCDF-eligible children received the same priority.
- <sup>24</sup> When disaster or emergency conditions have been declared, the agency may initiate an extended period of job search at which time new redetermination dates were to be set. Families have 60 days from the day that the declared emergency ends to complete job search activities or enroll in an approved educational program.
- <sup>25</sup> When disaster or emergency conditions have been declared, the agency may designate an emergency priority population in order to address the needs of emergency personnel during declared emergencies. In response to the COVID-19 pandemic, families with essential workers, including first responders, law enforcement, fire responders, health care workers, staff at care facilities, research personnel, and sanitation workers, could apply for an emergency certificate for up to 90 days of care. The emergency certificate could be renewed for additional 30-day periods on a case-by-case basis. Parents who qualified for this priority population could be served without regard to income and were exempt from paying a copayment.
- <sup>26</sup> In response to the COVID-19 health emergency, job search for a maximum of 60 days was allowed for initial eligibility.
- <sup>27</sup> All CCDF-eligible children received the same priority.
- <sup>28</sup> Families with child care staff were exempt from the waitlist.
- <sup>29</sup> In response to the COVID-19 pandemic, the eligibility thresholds for essential workers were raised. The initial threshold was increased to 350 percent of the Federal Poverty Guidelines, and the continuing and redetermination threshold was increased to 400 percent of the Federal Poverty Guidelines.

**Table 1. CCDF Eligibility Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

<sup>30</sup> In response to the COVID-19 pandemic, job search was also approved for initial eligibility.

<sup>31</sup> All CCDF-eligible children received the same priority.

<sup>32</sup> Eligible families who lost their job due to COVID-19 could receive a temporary child care subsidy benefit for 60 days of job search. Beginning October 1, 2021, eligible families who lost their job for any reason could receive a temporary child care subsidy benefit for three months of job search.

<sup>33</sup> Children of essential workers were considered to be in protective services.

<sup>34</sup> All CCDF-eligible children received the same priority.

<sup>35</sup> The job search period could be extended based on the needs of the family due to COVID-19.

<sup>36</sup> All CCDF-eligible children received the same priority.

<sup>37</sup> Families that no longer met the minimum work hour requirement at redetermination because of a change due to the COVID-19 pandemic were given a 90-day job search period. If the family met the minimum work hour requirement during the 90-day period, the family was approved for a full 12-month eligibility period. If the family was not able to meet the minimum work hour requirement during the job search period, their eligibility ended at the end of the 90 days.

<sup>38</sup> In response to the COVID-19 pandemic, families who did not meet initial employment or education requirements for protective services child care but were otherwise eligible could qualify for child care subsidies at initial eligibility with job search activities. Job search was allowed for three months at initial eligibility from July 2021 to September 2022.

<sup>39</sup> In response to the COVID-19 pandemic, families with service industry workers qualified for a special child care program for 12 months if household income was below 75 percent of state median income at initial eligibility and remained under 85 percent of state median income during the eligibility period.

<sup>40</sup> All CCDF-eligible children received the same priority.

<sup>41</sup> Due to the COVID-19 pandemic, job search was an eligible activity for applicants who met all other eligibility criteria.

<sup>42</sup> All CCDF-eligible children received the same priority.

<sup>43</sup> All CCDF-eligible children received the same priority.

# Changes to Application and Redetermination Policies

## Family Application Policies

Within their emergency flexibilities, States/Territories can establish or change policies for how families apply for subsidies and what types of information families must verify at application. Between March 2, 2021 and March 1, 2022, the following policies were in effect:

- Three States, California, Connecticut, and Rhode Island, no longer allowed families to apply in person at child care agency offices. Other States/Territories allowed families to submit applications online or through drop boxes (table 2).
- Two States, Massachusetts and Missouri, waived some of their regular verification requirements by allowing families to self-certify some information. One State, Georgia, waived the requirement to report changes in certain activities during the eligibility period (table 2).

## Extended Redetermination Periods

Families who participate in the State's/Territory's CCDF program are eligible to receive a subsidy for a set period of time, called a redetermination, recertification, or eligibility period. At the end of that time period, a family's eligibility is reevaluated to determine if they can continue to receive a subsidy. While redetermination periods are generally set at 12 months, States/Territories have the flexibility to set longer eligibility periods.<sup>19</sup> During the COVID-19 pandemic, families may have faced changes in their circumstances (e.g., a loss of employment) that could affect eligibility at redetermination. Families and caseworkers may also have faced challenges in completing the redetermination process, with certain safety measures potentially presenting a challenge to gathering and submitting documentation. Prior to the pandemic, almost all States/Territories had a redetermination period of 12 months, while Hawaii and American Samoa had redetermination periods of 6 months, and Nebraska had a redetermination period of 18 months.<sup>20</sup>

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<sup>19</sup> Federal policy requires States/Territories to establish redetermination periods that are at least 12 months in length. States/Territories are limited to terminating eligibility only in cases where families move out of the State/Territory, have excessive unexplained absences, substantiated fraud, or if the family's income exceeds 85 percent of state median income. For more information on how States/Territories were encouraged to utilize their existing flexibility for setting eligibility periods during the pandemic, see "CCDF Frequently Asked Questions in Response to COVID-19" available at <https://www.acf.hhs.gov/occ/faq/ccdf-frequently-asked-questions-response-covid-19>.

<sup>20</sup> The 2019 policy information is available from the CCDF Policies Database. See <https://ccdf.urban.org> for more information.

Between March 2, 2021 and March 1, 2022, the following redetermination policies in response to the COVID-19 pandemic were in effect:

- Six States/Territories extended their redetermination periods (table 2).
- Of the States/Territories with extended redetermination periods, the length varied from 90 days to the end of the emergency period.

**Table 2. CCDF Application and Redetermination Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 Day in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the state still allowed families to apply in person for subsidies	If any of the regular verification requirements were waived <sup>2</sup>	If any of the regular reporting requirements were waived	If the redetermination period was extended during the pandemic
Alabama	Yes	No	No	No
Alaska	Yes <sup>3</sup>	No	No	No
American Samoa	Yes	No	No	No
Arizona	Yes	No	No	No
Arkansas	Yes	No	No	Yes <sup>4</sup>
California	No <sup>5</sup>	No	No	No
Colorado	Yes	No	No	No
Connecticut	No	No	No	No
DC	Yes	No	No	Yes <sup>6</sup>
Delaware	Yes	No	No	No
Florida	Yes <sup>7</sup>	No	No	No
Georgia	Yes <sup>8</sup>	No	Yes <sup>9</sup>	No
Guam	Yes	No	No	No
Hawaii	Yes	No	No	No
Idaho	Yes	No	No	No
Illinois	Yes	No	No	No
Indiana	Yes	No	No	No
Iowa	Yes	No	No	No
Kansas	Yes	No	No	No
Kentucky	Yes	No	No	No
Louisiana	Yes	No	No	No
Maine	Yes	No	No	No
Maryland	NA, in-person applications not previously allowed	No	No	No
Massachusetts	Yes	Yes <sup>10</sup>	No	No
Michigan	Yes	No	No	No
Minnesota	Yes	No	No	No
Mississippi	NA, in-person applications not previously allowed	No	No	Yes <sup>11</sup>
Missouri	Yes	Yes <sup>12</sup>	No	No
Montana	Yes	No	No	No
Nebraska	Yes	No	No	No
Nevada	Yes	No	No	No
New Hampshire	Yes	No	No	No
New Jersey	Yes	No	No	Yes <sup>13</sup>
New Mexico	Yes	No	No	No
New York	Yes	No	No	Yes <sup>14</sup>
No. Mariana Islands	Yes	No	No	No
North Carolina	Yes	No	No	No
North Dakota	Yes	No	No	No
Ohio	Yes	No	No	No
Oklahoma	Yes	No	No	No
Oregon	Yes	No	No	No
Pennsylvania	Yes	No	No	No

**Table 2. CCDF Application and Redetermination Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 Day in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the state still allowed families to apply in person for subsidies	If any of the regular verification requirements were waived <sup>2</sup>	If any of the regular reporting requirements were waived	If the redetermination period was extended during the pandemic
Puerto Rico	Yes	No	No	No
Rhode Island	No <sup>15</sup>	No	No	No
South Carolina	Yes	No	No	No
South Dakota	Yes	No	No	No
Tennessee	Yes	No	No	Yes <sup>16</sup>
Texas	Yes	No	No	No
Utah	Yes	No	No	No
Vermont	Yes	No	No	No
Virgin Islands	Yes	No	No	No
Virginia	Yes <sup>17</sup>	No	No	No
Washington	Yes	No	No	No
West Virginia	Varies <sup>18</sup>	No <sup>19</sup>	No	No
Wisconsin	Yes	No <sup>20</sup>	No	No
Wyoming	Yes	No	No	No

Source: CCDF Policies Database.

<sup>1</sup> This table shows policies related to the COVID-19 pandemic that were in effect at any point between March 2, 2021 (following the last date we verified these policies with the States/Territories) and March 2, 2022, when States/Territories began the annual data review process for the CCDF Policies Database. We asked each State/Territory to confirm information on COVID-related policies that were in effect at any point during that period. Six States/Territories were not able to complete the review. The table shows whether each policy was in place at any point during the pandemic. The footnotes provide additional details about the policies, including cases when a State/Territory adopted different policy responses throughout the pandemic. Information about when policies were adopted, and for how long, can be found in the full CCDF Policies Database.

<sup>2</sup> The general policy is shown in the tables and special policies for essential workers are described in the footnotes.

<sup>3</sup> Offices were closed during the pandemic, but families could continue to submit applications in person through a drop box.

<sup>4</sup> Redetermination was suspended in response to the COVID-19 pandemic.

<sup>5</sup> Due to the COVID-19 pandemic, applications could be submitted online using digital signatures and electronic submission of supporting documentation.

<sup>6</sup> Redetermination was suspended in response to the COVID-19 pandemic.

<sup>7</sup> Applications were required to be submitted in person if assistance was required.

<sup>8</sup> Families were allowed to apply in person, if needed, on Tuesdays and Thursdays until January 9, 2022. Beginning January 10, 2022, families were allowed to apply in person, if needed, every weekday.

<sup>9</sup> Parents who permanently lost their employment or stopped attending an education or training program due to matters related to COVID-19 could continue child care services at the current level through the end of their current certification period. The parent did not need to report this permanent loss in activity.

<sup>10</sup> Some income was allowed to be self-reported to simplify verification requirements during the pandemic.

<sup>11</sup> When disaster or emergency conditions have been declared, the agency may waive the redetermination requirement during the declared emergency and issue a temporary certificate for 90 days. The agency could renew the temporary certificate for additional 30-day periods on a case-by-case basis.

<sup>12</sup> Due to the COVID-19 health emergency, a client statement could be accepted as documentation for verification if the client was unable to obtain the requested documentation due to the COVID-19 pandemic, and their statement of income, job loss, reduced hours, or other need was determined to be reasonable by the caseworker.



**Table 2. CCDF Application and Redetermination Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 Day in Response to the COVID-19 Pandemic<sup>1</sup>**

- <sup>13</sup> In response to the COVID-19 pandemic, recertification timelines were extended for three months to allow extra time for submission of required documentation or processing of applications. Families were eligible for continued child care for at least three months to avoid interruption of child care services.
- <sup>14</sup> During the COVID-19 pandemic, districts had the option to request a waiver to extend the eligibility period up to 90 days. New York City extended the eligibility period in each of the months from March 16, 2020 through April 30, 2021.
- <sup>15</sup> Beginning January 18, 2022, families were able to apply in person.
- <sup>16</sup> Eligibility periods were extended due to the COVID-19 pandemic.
- <sup>17</sup> The requirement for a face-to-face interview was temporarily suspended in response to the COVID-19 pandemic through March 31, 2021.
- <sup>18</sup> Families were required to apply for child care services via phone call directly with a case manager due to an initial statewide closure of Child Care Resource & Referral offices. Each Child Care Resource & Referral office was responsible for determining the safety level for opening the sites and returning to face-to-face applications.
- <sup>19</sup> Families were permitted to submit all verification documents via fax, mail, drop box, email, smart phone pictures, text, or other forms of electronic submission due to the COVID-19 pandemic.
- <sup>20</sup> During the COVID-19 public health crisis, applicants could only self-declare employment and income when verification was not available due to a COVID-19 related reason.

# Changes to Income and Copayment Policies

## Unemployment Compensation as Countable Income

States/Territories have discretion in how they define a family's countable income when determining CCDF eligibility. During the pandemic, when many families received Unemployment Compensation, States/Territories made decisions about whether to include those benefits as countable income.

Each State/Territory administers their own Unemployment Insurance program, which provides temporary financial assistance to recently unemployed individuals. Applicants must meet work and wage criteria and be unemployed through no fault of their own.<sup>21</sup> In addition to regular unemployment compensation available through each State/Territory, during the pandemic, the federal government extended and increased unemployment compensation through a variety of programs, including the Federal Pandemic Unemployment Compensation (FPUC) program, authorized under the CARES Act and the Consolidated Appropriations Act of 2021.<sup>22</sup> Under FPUC, eligible recipients were entitled to an additional \$600 per week of unemployment compensation (on top of regular state payments) between March 28 and July 31, 2020. After a lapse, additional FPUC payments of \$300 per week resumed on December 27, 2020.<sup>23</sup> The additional \$300 in benefits, originally in place through March 14, 2021, was extended again in March 2021 by the American Rescue Plan Act and expired September 6, 2021.<sup>24</sup> Like with regular unemployment compensation, States/Territories had the flexibility to determine whether or not to count FPUC as income when determining family eligibility.<sup>25</sup>

State/Territory policies for the treatment of Unemployment Compensation include:

- Forty-five States/Territories count all income from regular unemployment insurance benefits (table 3). Two States, Minnesota and Vermont, count regular unemployment insurance benefits in certain circumstances.

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<sup>21</sup> See "Unemployment Insurance" available at [https://oui.doleta.gov/unemploy/docs/factsheet/UI\\_Program\\_FactSheet.pdf](https://oui.doleta.gov/unemploy/docs/factsheet/UI_Program_FactSheet.pdf).

<sup>22</sup> In addition to Federal Pandemic Unemployment Compensation, unemployed individuals may have been eligible for additional benefits through the Pandemic Emergency Unemployment Compensation program, which provided benefits for an extended period of time, or the Pandemic Unemployment Assistance Program, which provided benefits to individuals ineligible for regular unemployment compensation. Information on all of the pandemic related unemployment benefits available through the Department of Labor can be found here: <https://www.dol.gov/coronavirus/unemployment-insurance>.

<sup>23</sup> See "U.S. Department of Labor Publishes Guidance on Federal Pandemic Unemployment Compensation" available at <https://www.dol.gov/newsroom/releases/eta/eta20200404>.

<sup>24</sup> See "Unemployment Insurance Program Letter No. 14-21" available at [https://wdr.doleta.gov/directives/attach/UIPL/UIPL\\_14-21.pdf](https://wdr.doleta.gov/directives/attach/UIPL/UIPL_14-21.pdf).

<sup>25</sup> Another type of federal support during the pandemic was the provision of economic impact payments and recovery rebates (stimulus checks). Stimulus checks were not countable income for CCDF eligibility. See "Supplemental Funds: Eligibility/Redetermination" available at <https://www.acf.hhs.gov/occ/faq/stabilizing-child-care-and-covid-19-faqs>.

- Eighteen States counted the \$300 in FPUC. Several Territories do not have regular unemployment insurance programs or did not participate in the FPUC program.

## Waiving Family Copayments

Families participating in their State/Territory CCDF program are typically required to pay a family copayment, often called a “copayment.” States/Territories can set the copayment amount based on family size, income, the number of children in care, or other factors, and some States/Territories categorically exempt certain groups of families from paying copayments. During the COVID-19 pandemic, to help alleviate some of the financial pressure families were experiencing, many States/Territories waived copayments.

At some point between March 2, 2021 and March 1, 2022, the following copayment policies were in effect:

- Thirty-nine States/Territories waived copayments (table 3).
- Of these, 33 States/Territories waived copayments for all families. Kansas and West Virginia waived copayments for families with essential workers, Nevada waived copayments for families that experienced a job loss, and Texas waived copayments for service industry workers. California and New Jersey each varied their policies during this time period. California first waived copayments for families that were enrolled but not receiving care, and then, beginning in July of 2021, waived copayments for all families. New Jersey first waived copayments, upon request, for families that experienced job loss or lost wages due to COVID-19, and then, beginning in November of 2021, waived copayments for all families.<sup>26</sup>

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<sup>26</sup> Time-limited CCDF extraordinary circumstance waivers that were granted by the federal Office of Child Care in response to the COVID-19 pandemic expired on September 30, 2021. Any policies in this report that conflict with federal CCDF requirements should be assumed to be funded by a program’s non-CCDF funds. For more information, see <https://www.acf.hhs.gov/sites/default/files/documents/occ/CCDF-ACF-IM-2021-03.pdf>.

**Table 3. CCDF Unemployment Income and Family Copayment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the \$300 in additional income from Federal Pandemic Unemployment Compensation was counted as income when determining eligibility and copayments in 2021	If income from all other unemployment insurance benefits was counted when determining eligibility and copayments	If the state waived copayments
Alabama	No	Fully counted	Yes, for all families
Alaska	Yes	Fully counted	Yes, for all families
American Samoa	--- <sup>2</sup>	--- <sup>3</sup>	NA <sup>4</sup>
Arizona	Yes	Fully counted	No
Arkansas	No	Not counted	Yes, for all families
California	Yes <sup>5</sup>	Fully counted <sup>6</sup>	Yes, for families enrolled but not receiving care; Yes, for all families <sup>7</sup>
Colorado	No	Fully counted	Yes, for all families <sup>8</sup>
Connecticut	Yes	Fully counted	Yes, for all families
DC	--- <sup>9</sup>	Fully counted	No
Delaware	No	Fully counted	Yes, for all families
Florida	No	Fully counted	Yes, for all families
Georgia	Yes	Fully counted	Yes, for all families
Guam	No	NA <sup>10</sup>	Yes, for all families
Hawaii	No <sup>11</sup>	Not counted <sup>12</sup>	Yes, for all families
Idaho	Yes	Fully counted	No
Illinois	No	Fully counted	No
Indiana	Yes	Fully counted	Yes, for all families
Iowa	Yes	Fully counted	Yes, for all families
Kansas	No	Fully counted	Yes, for families of essential workers <sup>13</sup>
Kentucky	No	Fully counted	No
Louisiana	No	Fully counted	Yes, for all families
Maine	Yes	Fully counted	Yes, for all families
Maryland	No	Not counted	No
Massachusetts	No <sup>14</sup>	Fully counted <sup>15</sup>	Yes, for all families
Michigan	No <sup>16</sup>	Fully counted <sup>17</sup>	Yes, for all families
Minnesota	Yes	Varies/partially counted <sup>18</sup>	No
Mississippi	No <sup>19</sup>	Fully counted <sup>20</sup>	Yes, for all families
Missouri	Yes <sup>21</sup>	Fully counted <sup>22</sup>	Yes, for all families
Montana	No	Fully counted	No <sup>23</sup>
Nebraska	No	Fully counted	No
Nevada	Yes	Fully counted	Yes, for some families that experienced a job loss <sup>24</sup>
New Hampshire	No	Fully counted	No
New Jersey	No	Fully counted	Yes, for all families; yes, upon request <sup>25</sup>

**Table 3. CCDF Unemployment Income and Family Copayment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the \$300 in additional income from Federal Pandemic Unemployment Compensation was counted as income when determining eligibility and copayments in 2021	If income from all other unemployment insurance benefits was counted when determining eligibility and copayments	If the state waived copayments
New Mexico	No <sup>26</sup>	Not counted	Yes, for all families
New York	No	Fully counted	Yes, for all families <sup>27</sup>
No. Mariana Islands	No	Fully counted	No
North Carolina	No	Fully counted	Yes, for all families
North Dakota	No	Fully counted	Yes, for all families
Ohio	No	Fully counted	No
Oklahoma	No	Fully counted	Yes, for all families
Oregon	No	Fully counted	Yes, for all families
Pennsylvania	No	Fully counted	No
Puerto Rico	--- <sup>28</sup>	--- <sup>29</sup>	Yes, for all families
Rhode Island	No	Fully counted	Yes, for all families
South Carolina	Yes	Fully counted	Yes, for all families
South Dakota	No	Fully counted	Yes, for all families
Tennessee	Yes <sup>30</sup>	Fully counted	Yes, for all families
Texas	No	Not counted	Yes, for service industry workers <sup>31</sup>
Utah	No	Fully counted	Yes, for all families
Vermont	No	Varies/partially counted <sup>32</sup>	No
Virgin Islands	NA <sup>33</sup>	--- <sup>34</sup>	No
Virginia	No	Fully counted	Yes, for all families
Washington	Yes	Fully counted	Yes, for all families
West Virginia	Yes	Fully counted	Yes, for essential workers
Wisconsin	No	Fully counted	No
Wyoming	Yes	Fully counted	Yes, for all families

Source: CCDF Policies Database

<sup>1</sup> This table shows policies related to the COVID-19 pandemic that were in effect at any point between March 2, 2021 (following the last date we verified these policies with the States/Territories) and March 1, 2022, when States/Territories began the annual data review process for the CCDF Policies Database. We asked each State/Territory to confirm information on COVID-related policies that were in effect at any point during that period. Six States/Territories were not able to complete the review. The table shows whether each policy was in place at any point during the pandemic. The footnotes provide additional details about the policies, including cases when a State/Territory adopted different policy responses throughout the pandemic. Information about when policies were adopted, and for how long, can be found in the full CCDF Policies Database.

<sup>2</sup> Information not found in State's/Territory's manual.

<sup>3</sup> Information not found in State's/Territory's manual.

<sup>4</sup> American Samoa waived copayments for all eligible families prior to the COVID-19 pandemic.

<sup>5</sup> Standard unemployment insurance was counted. Pandemic Emergency Unemployment Compensation and Pandemic Unemployment Assistance were also fully counted as unearned income, but Pandemic Unemployment Compensation was not counted for applicants or recipients.

**Table 3. CCDF Unemployment Income and Family Copayment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

- <sup>6</sup> Standard unemployment insurance was counted. Pandemic Emergency Unemployment Compensation and Pandemic Unemployment Assistance were also fully counted as unearned income, but Pandemic Unemployment Compensation was not counted for applicants or recipients.
- <sup>7</sup> Between September 1, 2020 and June 30, 2021, copayments were waived for families where all children in the family who were enrolled in care remained at home for that month, either for distance learning because of closure of the facility, where all currently enrolled children were not able to receive in-person services due to a public health order, or for families sheltering in place. Beginning July 1, 2021, copayments were waived for all families in response to the COVID-19 pandemic.
- <sup>8</sup> Parent fees were waived at the county's discretion.
- <sup>9</sup> Information not found in State's/Territory's manual.
- <sup>10</sup> The territory does not have unemployment compensation.
- <sup>11</sup> No unemployment insurance, including standard unemployment insurance, Federal Pandemic Unemployment Compensation, Pandemic Unemployment Assistance, or Pandemic Emergency Unemployment Compensation, was counted.
- <sup>12</sup> No unemployment insurance, including standard unemployment insurance, Federal Pandemic Unemployment Compensation, Pandemic Unemployment Assistance, or Pandemic Emergency Unemployment Compensation, was counted.
- <sup>13</sup> Families enrolled in the Hero Relief Program for essential workers were exempt from paying copayments due to the COVID-19 pandemic.
- <sup>14</sup> Extra weekly benefits provided under the Federal Pandemic Unemployment Compensation program were excluded from income.
- <sup>15</sup> Extra weekly benefits provided under the Federal Pandemic Unemployment Compensation program were excluded from income.
- <sup>16</sup> Standard unemployment insurance was counted. Pandemic Emergency Unemployment Compensation and Pandemic Unemployment Assistance were also fully counted as unearned income, but Pandemic Unemployment Compensation/Income, Assistance Program for Lost Wages, and Pandemic Unemployment Compensation Benefits were not counted. Temporary excess income, defined as an income increase that was greater than the income eligibility limit, which was not expected to last more than six months, could not be used to deny eligibility.
- <sup>17</sup> Standard unemployment insurance was counted. Pandemic Emergency Unemployment Compensation and Pandemic Unemployment Assistance were also fully counted as unearned income, but Pandemic Unemployment Compensation/Income, Assistance Program for Lost Wages, and Pandemic Unemployment Compensation Benefits were not counted. Temporary excess income, defined as an income increase that was greater than the income eligibility limit, which was not expected to last more than six months, could not be used to deny eligibility.
- <sup>18</sup> Unemployment insurance was counted for most adult family members, but unemployment insurance paid to adult dependents who were 18 years of age and enrolled in secondary school or to adult caregivers who were 18 or 19 years of age and enrolled in school at least half-time was not counted. State, local, and tribal government payments issued to relieve the adverse economic impact of the COVID-19 pandemic were also excluded from income.
- <sup>19</sup> When disaster or emergency conditions have been declared, the agency may choose to waive the requirement for consideration of family income for eligibility. If income is required to be calculated during a declared emergency, disaster relief funds are not included in the calculation of income.
- <sup>20</sup> When disaster or emergency conditions have been declared, the agency may choose to waive the requirement for consideration of family income for eligibility. If income is required to be calculated during a declared emergency, disaster relief funds are not included in the calculation of income.
- <sup>21</sup> Unemployment benefits received from funds created by the CARES Act were included in income for eligibility determinations.
- <sup>22</sup> Unemployment benefits received from funds created by the CARES Act were included in income for eligibility determinations.
- <sup>23</sup> Based on federal funding from the Coronavirus Response and Relief Supplemental Appropriations Act, all families had a monthly copayment of \$10.
- <sup>24</sup> Copayments could be temporarily be waived for families receiving a subsidy who had lost their jobs due to COVID-19 as determined by special consideration.

**Table 3. CCDF Unemployment Income and Family Copayment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

- <sup>25</sup> Between March 13, 2020 and October 31, 2021, families were eligible to have their copayment waived upon request if they have experienced job loss or lost wages due to COVID-19. Beginning November 1, 2021, copayments were waived for all families.
- <sup>26</sup> In the case of a public health emergency, the department secretary could disregard certain temporary income, such as federal stimulus payments, unemployment benefits, or hazard pay.
- <sup>27</sup> Policy coded for New York City. Districts had the option to waive copayments during the COVID-19 pandemic. New York City waived copayments from March 16, 2020 through December 31, 2021.
- <sup>28</sup> Information not found in State's/Territory's manual.
- <sup>29</sup> Information not found in State's/Territory's manual.
- <sup>30</sup> Federal Pandemic Unemployment Compensation was counted at redetermination only.
- <sup>31</sup> Copayments were waived for service industry workers with income below 75 percent of state median income.
- <sup>32</sup> The first \$10,200 of unemployment benefits was not counted as income when determining eligibility and copayments for anyone whose income was less than \$150,000.
- <sup>33</sup> Families in the Virgin Islands were not eligible to receive additional income from the Federal Pandemic Unemployment Compensation program.
- <sup>34</sup> Information not found in State's/Territory's manual.



# Changes to Provider Payment Policies

## Policies for Paying Providers on Days Children are Not in Care

States/Territories set their own policies regarding the rules for paying providers. Here we describe the rules for paying providers during closures or child absences. In the next section we present the policies for the reimbursement rates—or amounts—providers can be paid.

The Child Care and Development Block Grant (CCDBG) Act states that States/Territories are required to provide assurance that they will, “implement enrollment and eligibility policies that support the fixed costs of providing child care services by delinking provider reimbursement rates from an eligible child’s occasional absences due to holidays or unforeseen circumstances such as illness.”<sup>27</sup> The COVID-19 pandemic highlighted the importance of such policies as many providers struggled with changes in attendance and fluctuating income.<sup>28</sup>

Prior to the COVID-19 pandemic, some States/Territories implemented policies that allowed providers to be paid for days children were not in care due to child absence or provider closure. The number of days States/Territories paid providers for absences and closures varied by State/Territory.<sup>29</sup> Typically, once a child exceeded the number of allowable absent days or a provider exceeded the number of allowable closure days, the provider would not receive payments from the State/Territory for additional absences or closures.

During the COVID-19 pandemic, States/Territories adopted different policies to address provider closings, child absences, and fluctuations in attendance. These policies included expanding the definitions of approved provider closures to include declared emergencies or disasters and mandatory closures due to shutdowns, including quarantine, in the definition of allowable child absences, and paying providers based on enrollment instead of attendance. Paying providers based on enrollment allows providers to receive an established payment based on the number of children usually enrolled with the provider, rather than based on the number of children attending care each day, thus allowing for greater stability in provider payments and income. In contrast, payment based on attendance means that providers are paid only for the days children who are registered actually receive care.

For at least some period of time between March 2, 2021 and March 1, 2022:

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<sup>27</sup> The Child Care and Development Block Grant Act of 2014 is available at <https://www.congress.gov/113/plaws/publ186/PLAW-113publ186.pdf>.

<sup>28</sup> Child Care Aware of America. 2020. *Picking up the Pieces: Building a Better Child Care System Post COVID-19*. Arlington, VA: Child Care Aware of America.

<sup>29</sup> For more information on provider payment policies that were in effect prior to the COVID-19 pandemic, please see the full database at: <https://ccdf.urban.org>

- Thirty-six States/Territories had policies in place that changed how providers were paid for days children were not in care by increasing the number of allowable absences or closures for which providers could be paid or paying providers based on enrolment instead of attendance (table 4).<sup>30</sup>

## Enhanced Reimbursement Rates

Each State/Territory establishes the maximum amounts that they will pay child care providers caring for children in the subsidy program, often referred to as “maximum reimbursement rates” or “provider payments.”<sup>31</sup> States/Territories establish reimbursement rates for providers, usually based on a percentage of the market rate for providers in the State/Territory. They also have the option to set levels of reimbursement rates, often called “tiered rates,” at higher levels to reflect increased payments for providers that met additional criteria outlined by the State/Territory.

In response to the pandemic, some States adjusted their reimbursement rates to reflect additional costs and lost income for providers that remained open.

- At some point between March 2, 2021 and March 1, 2022, 16 States paid providers higher rates that used COVID-19 specific adjustments to reimbursement rates, separate from regularly scheduled adjustments (table 4).<sup>32</sup> Some of these States paid all providers the same higher amount based on their tiered rates system. For example, Rhode Island paid all center-based providers not previously rated with five stars under the Quality Rating and Improvement System (QRIS) the five-star rate, and the previously rated five-star providers a higher rate. Others, like Oklahoma and Arkansas, paid an additional flat dollar amount per day regardless of previous rating.

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<sup>30</sup> Additional provider payment policy information for before and during the COVID-19 pandemic is available from the CCDF Policies Database. See <https://ccdf.urban.org> for more information, including changes made to provider payment policies during 2020 and 2021 that were unrelated to the COVID-19 pandemic.

<sup>31</sup> The payments made to providers in the CCDF program are often referred to as “maximum reimbursement rates” or “provider payments” but are officially termed “payment rates” in the CCDBG Act and Final Rule. While the terms “maximum reimbursement rates” and “payment rates” are sometimes used interchangeably, “payment rate” is a more general term that includes not only payment on a reimbursement basis, but also alternative payment practices. The term “maximum reimbursement rate” is used in this report to be consistent with the underlying CCDF Policies Database.

<sup>32</sup> Additional information on changes to reimbursement rates unrelated to the COVID-19 pandemic is available from the CCDF Policies Database. See <https://ccdf.urban.org> for more information.

**Table 4. CCDF Provider Payment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the state increased the allowable number of absences or closures for which providers could be paid	If the state applied different provider reimbursement rates
Alabama	No	No
Alaska	No	No
American Samoa	No	No
Arizona	No	Yes <sup>2</sup>
Arkansas	Yes <sup>3</sup>	Yes <sup>4</sup>
California	Yes <sup>5</sup>	No
Colorado	Yes <sup>6</sup>	No
Connecticut	No	No
DC	No	Yes <sup>7</sup>
Delaware	Yes <sup>8</sup>	Yes <sup>9</sup>
Florida	No	No
Georgia	Yes <sup>10</sup>	NA <sup>11</sup>
Guam	Yes <sup>12</sup>	No
Hawaii	Yes <sup>13</sup>	Yes <sup>14</sup>
Idaho	No	No
Illinois	Yes <sup>15</sup>	No
Indiana	Yes <sup>16</sup>	Yes <sup>17</sup>
Iowa	Yes <sup>18</sup>	No <sup>19</sup>
Kansas	Yes <sup>20</sup>	No
Kentucky	No	No
Louisiana	Yes <sup>21</sup>	No
Maine	Yes <sup>22</sup>	No
Maryland	No	No
Massachusetts	Yes <sup>23</sup>	No
Michigan	No	Yes <sup>24</sup>
Minnesota	Yes <sup>25</sup>	No
Mississippi	Yes <sup>26</sup>	Yes <sup>27</sup>
Missouri	No	No
Montana	Yes <sup>28</sup>	No
Nebraska	Yes <sup>29</sup>	No
Nevada	Yes <sup>30</sup>	No
New Hampshire	No	No
New Jersey	Yes <sup>31</sup>	Yes <sup>32</sup>
New Mexico	Yes <sup>33</sup>	No <sup>34</sup>
New York	Yes <sup>35</sup>	No
No. Mariana Islands	No	No
North Carolina	No	No
North Dakota	Yes <sup>36</sup>	No
Ohio	Yes <sup>37</sup>	No
Oklahoma	Yes <sup>38</sup>	Yes <sup>39</sup>
Oregon	Yes <sup>40</sup>	No
Pennsylvania	Yes <sup>41</sup>	No
Puerto Rico	No	No
Rhode Island	Yes <sup>42</sup>	Yes <sup>43</sup>
South Carolina	No	No
South Dakota	Yes <sup>44</sup>	No
Tennessee	Yes <sup>45</sup>	No
Texas	Yes <sup>46</sup>	Yes <sup>47</sup>
Utah	Yes <sup>48</sup>	No
Vermont	No	No

**Table 4. CCDF Provider Payment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the state increased the allowable number of absences or closures for which providers could be paid	If the state applied different provider reimbursement rates
Virgin Islands	No	No
Virginia	Yes <sup>49</sup>	Yes <sup>50</sup>
Washington	No	No
West Virginia	Yes <sup>51</sup>	Yes <sup>52</sup>
Wisconsin	Yes <sup>53</sup>	Yes <sup>54</sup>
Wyoming	Yes <sup>55</sup>	Yes <sup>56</sup>

Source: CCDF Policies Database

<sup>1</sup> This table shows policies related to the COVID-19 pandemic that were in effect at any point between March 2, 2021 (following the last date we verified these policies with the States/Territories) and March 1, 2022, when States/Territories began the annual data review process for the CCDF Policies Database. We asked each State/Territory to confirm information on COVID-related policies that were in effect at any point during that period. Six States/Territories were not able to complete the review. The table shows whether each policy was in place at any point during the pandemic. The footnotes provide additional details about the policies, including cases when a State/Territory adopted different policy responses throughout the pandemic. Information about when policies were adopted, and for how long, can be found in the full CCDF Policies Database.

<sup>2</sup> Between January and September 2021, providers who cared for children of essential workers under a COVID-19 emergency program were paid higher rates equal to the 75th percentile of the market rate.

<sup>3</sup> Providers were eligible to be paid beyond the number of normally allowable absent days by filling out a waiver request due to the COVID-19 pandemic.

<sup>4</sup> Providers accepting child care vouchers during the COVID-19 pandemic were paid an additional \$10 per child for infant and toddlers, an additional \$7 for preschool children, and \$5 for school age children.

<sup>5</sup> Providers were paid for up to 30 COVID-19 related non-operational days, in addition to the current non-operational days through June 30, 2021. Beginning July 1, 2021, providers were paid for up to 16 COVID-19 related non-operational days, in addition to the current non-operational days. Providers that remained open during the COVID-19 emergency were paid based on their certified need regardless of attendance. Families certified for a variable schedule and license-exempt providers were reimbursed based on the maximum authorized hours of certified need.

<sup>6</sup> Counties had the option to increase the number of paid absence days due to COVID-19.

<sup>7</sup> Providers were paid at the public health emergency subsidy rate, which temporarily increased subsidy reimbursement rates for licensed child development facilities participating in the District’s child care subsidy program, in order to partially offset the effects of increased costs or reduced revenues that subsidy child care providers may have experienced due to the public health emergency resulting from the COVID-19 pandemic.

<sup>8</sup> Between February 2021 and November 2021, providers were paid for up to twice the number of absent days authorized up to 10 absent days. Beginning December 2021, providers were paid up to 15 absent days.

<sup>9</sup> Enhanced reimbursement allowed providers to apply to be reimbursed for vacant slots for which they were not receiving a subsidy or a private payment.

<sup>10</sup> All providers were paid for any child with an active scholarship, including absent children, who received care at least once since enrolling in Childcare and Parent Services (CAPS). This applied to open and temporarily closed providers only.

<sup>11</sup> There are no established maximum reimbursement rates. The state pays licensed and license-exempt formal child care providers their published rate for the type of care provided to the child.

<sup>12</sup> All child care providers were paid based on enrollment for the duration of the public health emergency due to COVID-19.

<sup>13</sup> Providers were paid based on enrollment due to the COVID-19 pandemic. Providers were paid for full-time care for any caretakers impacted by any federal, state, or county declared emergency proclamation related to a man-made or natural disaster or public health pandemic situation.

<sup>14</sup> Providers were paid based on temporary rates established in response to the COVID-19 pandemic through December 31, 2021.

**Table 4. CCDF Provider Payment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

- <sup>15</sup> Providers were eligible to be paid beyond the number of normally allowable absent days by filling out a waiver request from the state.
- <sup>16</sup> In response to the COVID-19 pandemic, providers were paid a full-time rate for any non-school age child who attended at least 25 hours per week. Providers were paid a full-time rate for school-age children who attended at least 10 hours a week during the school year. Families received 81 absence days and providers received six paid holidays and up to five inclement weather days as needed.
- <sup>17</sup> Reimbursement rates were increased by 20 percent due to increased costs related to the COVID-19 pandemic.
- <sup>18</sup> All providers were paid based on enrollment due to COVID-19 through August 31, 2021. Beginning September 1, 2021, the state returned to normal reimbursement practices for absences.
- <sup>19</sup> Center-based providers that remained open during the COVID-19 pandemic were eligible to receive an additional \$2,000 per month, and home-based providers that remained open during the COVID-19 pandemic were eligible to receive an additional \$500 per month.
- <sup>20</sup> Benefits continued to be paid to families regardless of attendance so families could continue to pay providers during the COVID-19 pandemic.
- <sup>21</sup> Providers were paid based on enrollment due to the COVID-19 pandemic.
- <sup>22</sup> Beginning March 27, 2021, providers were paid based on enrollment due to COVID-19.
- <sup>23</sup> All providers were paid based on enrollment due to COVID-19.
- <sup>24</sup> Rates were temporarily increased by 50 percent.
- <sup>25</sup> Until June 27, 2021, or for three biweekly billing periods after the end of the peacetime emergency, whichever was earlier, providers that closed due to COVID-19 were allowed payment for up to six weeks, or an additional six weeks if the provider received payments under previous temporary closure policies. Providers were paid for additional days when children were absent beyond the limit, and the family or provider requested an exemption from the absent day limit due to COVID-19.
- <sup>26</sup> Providers that were open and providing care for children were paid based on enrollment in response to the COVID-19 pandemic.
- <sup>27</sup> All child care subsidy certificates were paid at a higher enhanced rate due to the COVID-19 pandemic.
- <sup>28</sup> Between March 2021 through May 2021, providers were paid for a two-week quarantine of a child in response to the COVID-19 pandemic. Beginning June 1, 2021, providers were paid the full monthly authorized time for each child regardless of attendance in response to the COVID-19 pandemic.
- <sup>29</sup> Providers that were open, staffed, and licensed could be paid for days when an eligible child did not receive care from the provider because the child's parent or legal caretaker kept the child home or was unable to utilize care due to the COVID-19 emergency. Providers were paid in accordance with the child's regular attendance schedule and current child care subsidy authorization. No extra hours or days were allowed for absent child billings. This policy was set to terminate 30 days after the COVID-19 state of emergency was lifted.
- <sup>30</sup> Between March 1, 2021, and June 30, 2021, all licensed providers and privately owned out of school time providers were paid based on enrollment. Between July 1, 2021 and August 23, 2021, all providers were paid based on attendance. Beginning August 24, 2021, providers were paid based on a child's enrollment in response to the COVID-19 pandemic. There was no limit to the amount of allowed absences for which providers were reimbursed.
- <sup>31</sup> All providers were paid based on enrollment due to COVID-19.
- <sup>32</sup> In response to COVID-19, providers received supplemental payments of \$150 per part-time subsidy-eligible child, per month and \$300 per full-time subsidy-eligible child from March 1, 2021 through December 31, 2021.
- <sup>33</sup> All child care providers were paid based on enrollment for the duration of the public health emergency due to COVID-19, which ended on December 31, 2020. All providers continued to be paid based on enrollment under permanent change to state policy following the end of the public health emergency.
- <sup>34</sup> Licensed providers that remained open were paid an additional \$200 per child in care.
- <sup>35</sup> Policy coded for New York City. Districts had the option to expand the maximum total number of days that providers were paid on behalf of a child already in receipt of a subsidy who was temporarily absent from care due to the effects of COVID-19, or the maximum total number of days that providers were paid for being closed due to the effects of COVID-19. This included, but was not limited to, instances where children were absent from care due to the parent or caretaker being furloughed or working from home as a result of the disaster emergency, children were kept home as a precautionary measure to limit exposure to COVID-19, children were temporarily absent due to illness or official

**Table 4. CCDF Provider Payment Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

- quarantine, programs were closed due to exposure to COVID-19, due to low enrollment as a result of the disaster emergency, or as a precautionary measure to reduce the spread of COVID-19.
- <sup>36</sup> All providers were paid based on enrollment due to COVID-19.
- <sup>37</sup> A provider could be paid for up to 35 pandemic days per fiscal year.
- <sup>38</sup> If the child in care was authorized for weekly units of care and the child attended a minimum of 11 days during the month, the provider could be reimbursed for absences. The provider could be paid up to 11 or 12 absent days depending on the month. In-home providers were not paid the weekly rate.
- <sup>39</sup> Providers received an additional \$5 per day per child to help with lost income due to the COVID-19 pandemic. The child must have been in attendance in order for the provider to receive the additional payment.
- <sup>40</sup> Until June 30, 2021, providers were paid up to one month after a child who was scheduled to attend was no longer in care due to COVID-19.
- <sup>41</sup> Providers were paid based on enrollment due to the COVID-19 pandemic through September 30, 2021.
- <sup>42</sup> Providers were paid based on enrollment due to the COVID-19 pandemic.
- <sup>43</sup> Until December 31, 2021, all center providers not previously rated as 5 Star were paid the 5 Star rate. All center providers previously rated as 5 Star were paid the ninetieth percentile rates. All family child care home providers were paid the Step 4, Star 5 rate for infants and toddlers and the Step 4 rate for preschool and school age children.
- <sup>44</sup> During the COVID-19 pandemic, licensed and registered providers could be paid for unlimited absent hours for the time the child was not in care for a reason related to COVID-19. The reasons included if the child care program was closed to address program needs related to COVID-19, a family chose to keep their child home out of precaution or because the parent was not currently working due to COVID-19, or the family was quarantined at home due to exposure to COVID-19 or a COVID-19 illness.
- <sup>45</sup> Providers who were closed due to the COVID-19 pandemic were paid if the closure lasted 30 days or less.
- <sup>46</sup> Absences were not required to be reported due to COVID-19 and attendance standards were waived through April 1, 2021.
- <sup>47</sup> Providers were paid a 25 percent enhanced rate in March 2021; a 20 percent enhanced rate in April 2021; a 15 percent enhanced rate in May 2021; a 10 percent enhanced rate in June 2021; a 5 percent enhanced rate in July 2021; and a 20 percent enhanced rate beginning in October 2021 due to the COVID-19 pandemic.
- <sup>48</sup> All providers were paid based on enrollment due to the COVID-19 pandemic. As long as the child attended at least eight hours in the first benefit month and the child remained enrolled, child care could be issued for up to 90 days of non-attendance.
- <sup>49</sup> Level 1 and Level 2 providers that were open were eligible to be paid for up to 180 absence days in response to the COVID-19 pandemic.
- <sup>50</sup> Rates were increased for Level 1 vendors in response to the COVID-19 pandemic.
- <sup>51</sup> Providers were paid the number of billable days in each month if the child attended one full day during the month.
- <sup>52</sup> Providers who cared for children of essential workers were reimbursed at Tier III rates.
- <sup>53</sup> A child care provider was not required to return subsidy funds to the Department for a temporary closure lasting up to 14 consecutive calendar days if the closure was due to a COVID-19 exposure. This policy was not limited to a single 14-consecutive-calendar-day COVID-19 closure.
- <sup>54</sup> Families with children ages 0 to 3 years old received a temporary 21 percent subsidy increase.
- <sup>55</sup> Providers were paid based on enrollment due to the COVID-19 pandemic.
- <sup>56</sup> Providers were paid based on the 75th percentile due to the COVID-19 pandemic.

# Changes to Provider Health and Safety Policies

## Waiving Provider Health and Safety Requirements

States/Territories are required to establish minimum health and safety standards for providers who care for children receiving a CCDF subsidy. These include policies regarding the physical environment of the facility, infectious diseases, and training. Though many CCDF child care providers are licensed by the State/Territory and therefore must meet all requirements (regarding facility safety, staff training requirements, employee/volunteer criminal history checks, and so on) that are established by the State/Territory through licensing, some providers are not licensed, such as most in-home care providers, relative providers, some family child care homes, drop-in school-age programs, and religiously-exempt child care providers. These providers are often referred to as “unlicensed providers,” “license exempt,” “legally unregulated providers,” or “providers legally operating without regulation,” and each State/Territory establishes policies for these providers within the framework of the federal requirements.<sup>33</sup>

Due to the COVID-19 pandemic, some States/Territories waived some health and safety requirements, such as some criminal background checks, some facility inspections, and training requirements for both unlicensed and licensed providers.<sup>34</sup> Waiving some health and safety requirements may have allowed States/Territories to retain existing providers and more quickly enroll new emergency providers in the program, as providers may have faced challenges completing certain requirements while offices (such as fingerprinting offices) were closed or operating with reduced hours. The Centers for Disease Control and Prevention (CDC) also recommended limiting the number of people who come in contact with each other in child care settings to help control the spread of COVID-19, so some States/Territories may have decided to waive in-person activities like inspections and trainings, or move to virtual options, to comply with this guidance.<sup>35</sup>

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<sup>33</sup> The CCDF Policies Database captures State/Territory health and safety policies for legally unlicensed home-based providers across five main policy categories, but has not historically collected information on health and safety requirements for licensed providers. These policy categories include background check requirements, health and safety inspections, training requirements, tuberculosis testing, and basic application criteria. This year, during the annual verification process, States/Territories were asked to confirm health and safety policies for both unlicensed and licensed providers. The CCDF Policies Database will continue to track policies for legally unlicensed providers over time, though this report includes information that applies to licensed providers as well. More detailed policies on background checks, health and safety inspections, and CPR and First Aid training for unlicensed providers are included in the annual report “Key Cross-State Variations in CCDF Policies as of October 1, 2021: The CCDF Policies Database Book of Tables.” The CCDF Policies Database does not track health and safety requirements for licensed providers since this information is already available from other sources; see the National Database of Child Care Licensing Regulations at <https://childcareta.acf.hhs.gov/licensing>.

<sup>34</sup> The Office of Child Care placed certain restrictions on waivers related to health and safety requirements.

<sup>35</sup> For more information on guidance for operating child care facilities during COVID-19, see “Guidance for Operating Child Care Programs during COVID-19” available at <https://www.cdc.gov/coronavirus/2019-ncov/community/schools-childcare/guidance-for-childcare.html#open>.



For at least some period of time between March 2, 2021 and March 1, 2022<sup>36</sup>:

- Thirty-five States/Territories waived some background check requirements for providers (table 5). This includes States/Territories that waived certain types of background check requirements, like background checks with fingerprints, background checks across state lines, and some but not all background checks for certain types of providers.
- Eleven States/Territories waived some health and safety training requirements (table 5). This includes CPR and First Aid training and other training requirements for licensed and unlicensed providers that required in-person training. States/Territories that required providers to complete trainings virtually are not included in this count, but are noted in table 5.
- Twenty States/Territories waived some health and safety checklist or certain inspection requirements (table 5). This includes licensed providers that had some licensing inspections waived and unlicensed providers that are subject to other CCDF lead agency inspections. States/Territories that required providers to complete inspections virtually are not included in this count, but are noted in table 5.

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<sup>36</sup> Time-limited CCDF extraordinary circumstance waivers that were granted by the federal Office of Child Care in response to the COVID-19 pandemic expired on September 30, 2021. Any policies in this report that conflict with federal CCDF requirements should be assumed to be funded by a program's non-CCDF funds. For more information, please see <https://www.acf.hhs.gov/sites/default/files/documents/occ/CCDF-ACF-IM-2021-03.pdf>.

**Table 5. CCDF Provider Health and Safety Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the state waived any background check requirements for providers	If the state waived health and safety training requirements for providers	If the state waived health and safety checklist or some inspection requirements for providers
Alabama	Yes <sup>2</sup>	No	No
Alaska	Yes <sup>3</sup>	No	No
American Samoa	Yes <sup>4</sup>	No	No
Arizona	Yes <sup>5</sup>	No <sup>6</sup>	No <sup>7</sup>
Arkansas	Yes <sup>8</sup>	No	No
California	Yes <sup>9</sup>	Yes	Yes
Colorado	Yes <sup>10</sup>	No	No <sup>11</sup>
Connecticut	No	Yes	Yes
DC	No	No <sup>12</sup>	No <sup>13</sup>
Delaware	Yes <sup>14</sup>	No	No
Florida	No	No	No
Georgia	No	No	No
Guam	No	No	No
Hawaii	No	Yes	Yes
Idaho	No	No	No
Illinois	No	No	No
Indiana	Yes <sup>15</sup>	No	No
Iowa	Yes <sup>16</sup>	No	Yes
Kansas	Yes <sup>17</sup>	Yes <sup>18</sup>	Yes <sup>19</sup>
Kentucky	Yes <sup>20</sup>	No	No
Louisiana	Yes <sup>21</sup>	No	Yes
Maine	Yes <sup>22</sup>	No	No
Maryland	Yes <sup>23</sup>	No	No
Massachusetts	Yes <sup>24</sup>	No	No <sup>25</sup>
Michigan	No	No <sup>26</sup>	No
Minnesota	Yes <sup>27</sup>	No <sup>28</sup>	Yes
Mississippi	No	No	No
Missouri	No	No	No
Montana	Yes <sup>29</sup>	No	Yes
Nebraska	Yes <sup>30</sup>	No	No <sup>31</sup>
Nevada	No	No	Yes
New Hampshire	Yes <sup>32</sup>	No	Yes
New Jersey	Yes <sup>33</sup>	No	No
New Mexico	Yes <sup>34</sup>	No	Yes
New York	No	Yes	Yes
No. Mariana Islands	Yes <sup>35</sup>	Yes <sup>36</sup>	Yes
North Carolina	Yes <sup>37</sup>	Yes	Yes
North Dakota	No	No	No
Ohio	No	No	No
Oklahoma	Yes <sup>38</sup>	No	Yes <sup>39</sup>
Oregon	Yes <sup>40</sup>	No <sup>41</sup>	No <sup>42</sup>
Pennsylvania	No	Yes <sup>43</sup>	Yes <sup>44</sup>
Puerto Rico	No	No	No
Rhode Island	No	No	No
South Carolina	Yes <sup>45</sup>	Yes	Yes
South Dakota	No	No	No
Tennessee	No	No	No
Texas	Yes <sup>46</sup>	Yes <sup>47</sup>	No
Utah	Yes <sup>48</sup>	No <sup>49</sup>	No <sup>50</sup>

**Table 5. CCDF Provider Health and Safety Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

State/Territory	If the state waived any background check requirements for providers	If the state waived health and safety training requirements for providers	If the state waived health and safety checklist or some inspection requirements for providers
Vermont	Yes <sup>51</sup>	No	Yes
Virgin Islands	No	No	No
Virginia	Yes <sup>52</sup>	No <sup>53</sup>	No
Washington	Yes <sup>54</sup>	Yes	Yes
West Virginia	Yes <sup>55</sup>	No	No
Wisconsin	Yes <sup>56</sup>	No	Yes
Wyoming	Yes <sup>57</sup>	No	No

Source: CCDF Policies Database

<sup>1</sup> This table shows policies related to the COVID-19 pandemic that were in effect at any point between March 2, 2021 (following the last date we verified these policies with the States/Territories) and March 1, 2022, when States/Territories began the annual data review process for the CCDF Policies Database. We asked each State/Territory to confirm information on COVID-related policies that were in effect at any point during that period. Six States/Territories were not able to complete the review. The table shows whether each policy was in place at any point during the pandemic. The footnotes provide additional details about the policies, including cases when a State/Territory adopted different policy responses throughout the pandemic. Information about when policies were adopted, and for how long, can be found in the full CCDF Policies Database.

<sup>2</sup> The National Sex Offender Registry check and interstate background check requirements were waived for licensed providers due to the COVID-19 pandemic.

<sup>3</sup> The National Sex Offender Registry check and interstate background check requirements were waived for licensed providers due to the COVID-19 pandemic.

<sup>4</sup> The fingerprinting requirement was waived for all providers due to the COVID-19 pandemic.

<sup>5</sup> The interstate, National Crime Information Center, and National Sex Offender Registry checks were waived due to COVID-19.

<sup>6</sup> Providers were required to maintain CPR and first aid certification. If classes were unavailable, the state could extend the time for completing the training.

<sup>7</sup> Home inspections at initial certification and complaint visits were conducted in person. All other monitoring visits could be completed virtually due to the COVID-19 pandemic. The third month monitoring visit for new providers could be waived.

<sup>8</sup> The fingerprinting requirement were waived for all providers due to the COVID-19 pandemic.

<sup>9</sup> The National Sex Offender Registry check and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.

<sup>10</sup> The National Sex Offender Registry check and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.

<sup>11</sup> Routine annual inspections were conducted virtually due to COVID-19.

<sup>12</sup> Health and safety trainings were offered virtually by the agency in response to the COVID-19 pandemic.

<sup>13</sup> The method of on-site facility inspections was modified to include virtual inspections in response to state and federal health and safety guidance and the anticipated challenges and requirements in the post-health emergency period.

<sup>14</sup> During the state declared emergency for the COVID-19 pandemic, prospective staff members at center-based providers could begin work on a provisional basis (if supervised at all times) after the request had been submitted, but before receiving satisfactory results on either the FBI or state fingerprint checks.

<sup>15</sup> The National Sex Offender Registry check and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.

<sup>16</sup> The fingerprinting requirement was waived for all providers due to the COVID-19 pandemic.

<sup>17</sup> The fingerprinting requirement was waived for all licensed providers due to the COVID-19 pandemic.

<sup>18</sup> Training requirements were waived for all licensed providers due to the COVID-19 pandemic. The waivers for these health and safety requirements expired on June 15, 2021 when the state of emergency in Kansas was ended. Providers were given until August 17, 2021 to meet all requirements.

**Table 5. CCDF Provider Health and Safety Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

- <sup>19</sup> Health and safety requirements were waived for all licensed providers due to the COVID-19 pandemic. The waivers for these health and safety requirements expired on June 15, 2021 when the state of emergency in Kansas was ended. Providers were given until August 17, 2021 to meet all requirements.
- <sup>20</sup> The fingerprinting requirement was waived for all providers due to the COVID-19 pandemic.
- <sup>21</sup> The fingerprinting requirement was waived for all providers due to the COVID-19 pandemic.
- <sup>22</sup> The type of background check waived was not specified.
- <sup>23</sup> The National Sex Offender Registry check and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.
- <sup>24</sup> The National Sex Offender Registry, fingerprinting, and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.
- <sup>25</sup> Inspections were conducted virtually between June 2020 and July 2021.
- <sup>26</sup> Training could be completed online due to the COVID-19 pandemic.
- <sup>27</sup> Due to the COVID-19 pandemic, requirements for fingerprint-based background checks, interstate criminal registry checks, National Crime Information Center/National Sex Offender Registry checks, and FBI criminal history checks were temporarily waived. In place of fingerprint-based background checks, the state was conducting emergency checks using name and date of birth. Effective September 15, 2021, Minnesota resumed fingerprint-based, fully federally compliant child care background studies. Everyone who has completed an emergency check was required to submit a new background check by July 2, 2022 in order to ensure full compliance with state and federal background check requirements.
- <sup>28</sup> For legal non-licensed (LNL) providers, in-person CPR and first aid training requirements for providers were temporarily waived through August 30, 2021 as a result of the COVID-19 health emergency. CPR and first aid training were still required, but online training met the requirement. The timeframe for legal non-licensed providers to complete the orientation training requirement, met by taking Supervising for Safety Legally Non-licensed, was extended from within 90 days of care being authorized with an unrelated child to within 90 days after the emergency declaration ended. This temporary policy ended effective July 15, 2021. For licensed and certified centers, CPR and first aid training requirements were modified to allow the requirement to be met through online training and testing and with at least one staff person who had first aid training and one staff person who had CPR training in the last three years being present at all times when children were present in the center. These modifications ended August 30, 2021.
- <sup>29</sup> The National Sex Offender Registry, fingerprinting, and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.
- <sup>30</sup> Child care center staff members were allowed to start employment while their fingerprinting background check results were pending as long as an internal state background check was completed and the individual was supervised by an approved staff member.
- <sup>31</sup> Home inspections for licensed providers were completed either in person or virtually due to COVID-19.
- <sup>32</sup> The fingerprinting requirement was waived due to COVID-19.
- <sup>33</sup> The interstate background check requirement was waived for all providers due to the COVID-19 pandemic.
- <sup>34</sup> The interstate background check requirement and the \$44 background check fee were waived for all providers in response to the COVID-19 pandemic.
- <sup>35</sup> In response to COVID-19, providers who applied as an emergency relative child care provider were exempt from all background checks except for a police clearance and sex offender registry background check for six months.
- <sup>36</sup> In response to the COVID-19 pandemic, providers who applied as an emergency relative child care provider were exempt from preservice, CPR, and first aid trainings for six months.
- <sup>37</sup> All criminal background check requirements were waived due to the COVID-19 pandemic.
- <sup>38</sup> Non-relative in-home providers were allowed to provide care between May 1, 2020 and September 30, 2021 in response to the COVID-19 pandemic. During this period, inspections and background check requirements were waived for those providers.
- <sup>39</sup> Non-relative in-home providers were allowed to provide care between May 1, 2020 and September 30, 2021 in response to the COVID-19 pandemic. During this period, inspections and background check requirements were waived for those providers.
- <sup>40</sup> The fingerprinting requirement was waived for all providers due to the COVID-19 pandemic.

**Table 5. CCDF Provider Health and Safety Policies in Effect at Any Time Between March 2, 2021 and March 1, 2022 in Response to the COVID-19 Pandemic<sup>1</sup>**

- <sup>41</sup> Providers were given 90 days after approval to complete CPR and first aid training. Providers could enroll in online trainings through September 30, 2021.
- <sup>42</sup> Home inspections were completed virtually due to COVID-19.
- <sup>43</sup> Health and safety training requirements were waived for licensed providers.
- <sup>44</sup> Health and safety inspections were waived for licensed providers.
- <sup>45</sup> All criminal background check requirements were waived due to the COVID-19 pandemic.
- <sup>46</sup> The National Sex Offender Registry, fingerprinting, and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.
- <sup>47</sup> Preservice training requirements were waived due to the COVID-19 pandemic.
- <sup>48</sup> The fingerprinting and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.
- <sup>49</sup> CPR and first aid training classes completed online could be accepted if in-person classes were not available.
- <sup>50</sup> Virtual inspections could be used on a case-by-case basis.
- <sup>51</sup> The National Sex Offender Registry, fingerprinting, and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.
- <sup>52</sup> If an individual had to use a hard copy fingerprint card process, due to the closure of a fingerprint site during the COVID-19 emergency, individuals were given leniency to work pending fingerprint check results if they were supervised by another person who had a completed fingerprint check. The provider was still required to comply with all requirements once the emergency had passed.
- <sup>53</sup> The CPR and first aid training requirements were waived for caregivers other than the provider due to the COVID-19 emergency. For providers whose CPR, MAT, or first aid certifications expired during the state of emergency, their certifications were extended for 90 days.
- <sup>54</sup> The fingerprinting and interstate background check requirements were waived for all providers due to the COVID-19 pandemic.
- <sup>55</sup> The interstate background check requirement was waived for all providers due to the COVID-19 pandemic. Providers permitted as an emergency response to COVID-19 were allowed to open on a provisional license with minimal face-to-face and on-site assessment to accommodate the influx of children to the child care network from families with essential workers. These provisional licenses were then revisited with more intense review for proceeding to a regular license. In-home providers were not permitted to open on a provisional license and provide care in the child's home as part of this pop-up response for essential workers.
- <sup>56</sup> The FBI fingerprinting requirement was waived between March 24, 2020 and March 15, 2021 due to the COVID-19 pandemic. Providers were required to complete their fingerprinting requirements by June 1, 2021.
- <sup>57</sup> The interstate background check requirement was waived for all providers due to the COVID-19 pandemic.

# About the Authors

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