



ELSEVIER

Early Childhood Research Quarterly 19 (2004) 505–527

**Early  
Childhood  
Research  
Quarterly**

## Child care quality: centers and home settings that serve poor families

Bruce Fuller<sup>a,\*</sup>, Sharon Lynn Kagan<sup>b</sup>, Susanna Loeb<sup>c</sup>, Yueh-Wen Chang<sup>a</sup>

<sup>a</sup> *University of California, Berkeley, CA, USA*

<sup>b</sup> *Teachers College, Columbia University, New York, NY, USA*

<sup>c</sup> *Stanford University, Stanford, CA, USA*

---

### Abstract

The effects of center-based care on early development, outside of carefully controlled demonstration programs, appear to be positive yet often modest for children from low-income families. But little is known about variation in the quality of centers and preschools found among low-income neighborhoods. Evidence also remains scarce on the observed quality of home-based care, the settings that most children attend and into which large infusions of federal dollars are now directed. This paper reports on the observed quality of 166 centers and 187 nonparental home settings (including family child care homes and kith or kin providers) serving children in five cities situated in California, Connecticut, or Florida. Centers displayed higher mean quality as gauged by provider education and the intensity of structured learning activities, compared to home-based settings, but did not consistently display more positive child–provider interactions. Great variability among centers and home-based settings was observed, including between-city differences. Second, we found that contextual neighborhood attributes accounted for the quality of providers selected more strongly than family-level selection factors. Mothers with stronger verbal abilities (PPVT scores) did select higher quality centers; those employed longer hours each week relied on kith and kin providers with lower education levels. Interrelationships among different quality measures are detailed. The policy implications of such wide disparities in center and home-based care quality are discussed, including how states could more carefully strengthen regulatory or quality improvement efforts.

© 2004 Elsevier Inc. All rights reserved.

*Keywords:* Child care; Quality; Poor families

---

\* Corresponding author. Tel.: +1 510 643 5362.

*E-mail address:* b.fuller@berkeley.edu (B. Fuller).

## 1. Introduction

High quality preschools or child care centers have displayed encouraging gains in early language and cognitive development for children from poor families (for reviews, Barnett, 1995; Currie, 2001). Yet observed effects on cognitive and social development are mixed among children sampled across ‘naturally varying’ centers, setting aside the carefully controlled demonstration programs. This may be linked to the widely varying quality of centers operating among poor neighborhoods (Burchinal, 1999; Vandell & Pierce, 2003).

This prompts the first question addressed in this paper: What average levels of, and degree of variability in, *center quality* are observed across low-income communities? Evidence is scarce, but limited findings show that structural measures of quality (e.g., child–staff ratios) may vary independently of process measures (e.g., child–caregiver social relations). Initial work suggests that centers in poor communities can display fairly high levels of quality on structural indicators, given the efficacy of state regulation and targeted subsidies in some states (Loeb, Fuller, Kagan, & Carrol, 2004; Phillips, Voran, Kisker, Howes, & Whitebook, 1994).

Equally pressing are two parallel questions, How does the mean quality of *center-based programs* differ from *home-based care*? And, similar to the question posed of centers, how can we characterize variability in home care found in low-income communities? Just over 9.2 million children under age five were served by kith or kin providers on a regular basis, and another 2.4 million attended licensed family child care homes (FCCHs) in 1997 (Smith, 2002). This compares to 5.8 million young children attending a center in the same year.

Only three studies have been published to date that report on the observed quality of nonparental home settings, drawing on multi-state samples (Fosburg, 1982; Kontos, Howes, Shinn, & Galinsky, 1994; NICHD, 2000). This is unfortunate, given that government support of home-based care has risen dramatically for poor and working-class families in recent years (Blau, 2001). Moreover, little research has examined alternative ways of measuring quality in home-based settings which may be predictive of children’s developmental trajectories.

We observed the quality of 166 center and 187 home-based child care arrangements utilized by mothers after they entered a welfare-to-work program in California, Connecticut, or Florida in 1998. The home-based settings included 118 kith or kin arrangements and 69 licensed FCCHs. Our longitudinal study, in general, focuses on the types and quality of child care selected as these mothers moved from welfare to paid jobs, and with what developmental consequences for their young children (Fuller, Kagan, & Loeb, 2002).

We begin by reviewing the field’s differing accounts of why quality varies so dramatically among local communities, and what we know empirically about the comparative quality of center versus home-based programs. Second, we describe the design of our study, report descriptive findings on the quality of care that mothers selected, and identify possible factors that influence these child care selection patterns. Third, we show how nonparticipation rates in observational studies such as ours’ can bias estimates of quality levels. Finally, we discuss implications of our findings for policy makers and local practitioners.

### 1.1. *The quality of child care available to poor families*

Many conceptualize child care in America as a *market*, comprised of organizations and individuals that offer early care and education services. Parents express demand for these services and pay fees or, for low-income parents, government subsidizes organizations or aids families directly via child care

vouchers. Within this framing, quality levels are then driven by market forces: “. . . the quality of care that parents can access with child care subsidy funds is predominantly determined by the larger forces that shape the overall child care market” (Adams & Rohacek, 2002, p. 421; also Blau, 2001). To better understand parental choice, researchers then move from this demand framework and study how parents’ individual attributes – maternal education, parental beliefs, stress or other factors in the home – influence the type or quality of care selected (Clarke-Stewart, 1999; Fuller, Holloway, & Liang, 1996).

Another conception of the child care sector begins not from the demand side but from the supply side, emphasizing the *institutional* actors that dominate a mixed market, yielding a range of local options which display varying levels of quality. For example, Head Start preschools served about 813,000 3- and 4-year-olds in 2001, regulated from Washington but run by local agencies. Another 765,000 children were served through state preschool programs. In addition, federal child care block-grants and state matching funds supported over 2 million children, primarily through portable vouchers to parents (Adams & Rohacek, 2002). Differing quality standards are attached to these funding streams, often interacting with state quality regulations. State determination of reimbursement rates for public child care providers, sometimes guided by market rates but politically determined in the end, also exemplifies non-market forces at work (Adams et al., 2002). From this supply-side viewpoint, institutional factors shape local quality through mechanisms that play-out differently among states and regions.

This helps to explain why the quality of center care (or FCCHs) observed in earlier studies, appears to be so variable across communities. If only market forces were at work, and given that poor families can not afford high fees, we would expect to see few centers in low-income neighborhoods and quality would be uniformly low. In fact, structural indicators of quality – including staffing ratios, teacher qualifications, and salaries – tend to be *relatively* high in many centers serving poor families, compared to centers situated in blue-collar or middle-class communities where families neither afford high fees nor qualify for subsidies (Fuller, Raudenbush, Wei, & Holloway, 1993). Phillips et al. (1994) found comparatively high levels of center quality on structural indicators, yet process indicators were low, including less robust child–teacher interactions and lower educational content, compared to middle-class centers (also, Loeb et al., 2004).

The consistent finding that children from poor families benefit most from quality centers is often explained from a deficit perspective: these children enter with lower cognitive and language proficiencies, compared to middle-class children who benefit from stronger home practices (for review, Burchinal, 1999). But this pattern would also be evident if children from poor families benefit from relatively high quality centers, compared to lower quality centers that may be disproportionately situated in middle-class and blue-collar neighborhoods (Fuller & Strath, 2001).

Other studies, in contrast, show that low-income and non-English speaking parents are more likely to select lower quality centers (along structural features or using the Early Childhood Environment Rating Scale, ECERS), or these parents rely more on home-based providers who are less educated, on average, and less likely to create educationally rich settings for young children (CQO, 1995; Goelman & Pence, 1987; NICHD, 1997).

Uneven quality levels among subsidized centers may be explained by institutional forces operating at state and local levels. For example, Fuller et al. (2003) found that centers receiving a larger share of their budget from subsidies and falling under California’s tighter regulations displayed lower child–staff ratios and fewer children per classroom, compared to fee-supported centers falling under less stringent standards. When Florida improved required staffing ratios and teacher education levels, offering a natural experiment, the observed quality of centers and child outcomes rose markedly (Howes et al., 1998).

Centers located in states with stronger quality regulations have generally scored higher on the ECERS than centers serving similar populations in states with weaker standards (CQO Study Team, 1995; Holloway, Kagan, Fuller, Tsou, & Carroll, 2001). The NICHD study of early child care found that state quality standards likely matter, showing that children scored higher on school readiness and language comprehension at 36 months of age when they attended centers meeting several quality benchmarks, including staffing ratios and provider education levels, although few prior selection factors (for children or teachers) were available on which to control (NICHD, 1999).

The regulation of provider education levels, or stronger center subsidies to sustain better trained staff, may help to explain quality variation. For example, center staff with two or four-year college degrees may display higher levels of sensitivity and responsiveness with preschool-age children (Howes, 1997; Howes, Whitebook, & Phillips, 1992; Hamre & Bridges, 2004). But we still do not know the magnitude with which gradations of education or child development training yield significant child-level effects, due to insufficient selection controls in early studies.

Despite these differing accounts for why quality varies across communities, we still know little about the level and distribution of quality among low-income neighborhoods. With such scarce observational data from poor neighborhoods – for centers and home-based programs – evidence is equally thin regarding how multiple gauges of quality may be interrelated or not.

### 1.2. *Comparing the quality of center and home-based care*

Most young children with working mothers still receive care in various types of home-based settings. In 1997, for example, among the nation's 10.1 million children under 5 years old with an *employed* mother, just over 44% were cared for by a grandparent or kin member other than the father, 15% by unrelated individuals, and 13% in regulated FCCHs (Smith, 2002). Among the additional 9.1 million children with *stay-at-home* mothers, 20% received regular care from kin, 5% from unrelated individuals, and a negligible number from FCCH providers.

Kith and kin providers are subjected to criminal background checks in some states but rarely face other regulatory requirements. They are increasingly reimbursed through federally funded vouchers, particularly after 1996 when welfare-to-work reforms spurred substantial increases in child care spending. Just over a fourth of all families supported through the federal child care block-grant, for instance, are using unregulated kith or kin members as caregivers, about 700,000 families monthly (U.S. Department, 2002). In California, just over half of all families in the state welfare-to-work program who drew child care subsidies in 2001 were using unregulated kith or kin (Hirshberg, 2003).

Government's rising support of informal arrangements has unfolded despite little evidence on the quality of these settings. Kontos et al. (1994) observed 226 home-based settings, including licensed and unlicensed FCCHs and individual caregivers, spread across three cities, revealing low levels of quality, on average. On the seven-point Family Day Care Rating Scale (FDCRS), just 9% scored in the "good quality" range, defined as scale scores of between 5 and 7 points. Over a third scored in the 'poor quality' range, with average scale scores of just 1 or 2 points, similar to five more modest evaluations reviewed by the Kontos team.<sup>1</sup>

<sup>1</sup> This study suffered from a low response rate. Of the original 947 eligible parents drawn, 739 agreed to participate. But only 145 of their providers agreed to be observed. A second sample was drawn, yielding an additional 81 providers. Any resulting bias may be in the direction of inflating the observed quality of these settings. That is, if the research team had gained access to a more random sample of home-based providers, average quality may have been lower.

The Kontos study also found that young children were not more securely attached to kin members, compared to unrelated caregivers (two-thirds of all individual caregivers lived below the poverty line). This is consistent with Fosburg's (1982) finding, also based on observations, that kin providers tended to interact less with young children, compared to unrelated caregivers. Forty-six percent of the kin providers had not completed high school, compared to just 9% of the FCCH providers. Regulated FCCHs were disproportionately used by middle-class families, compared to low-income families who were more likely to select kin providers.

The Kontos team also found that some indicators of quality were interrelated. Within home-based settings, FCCHs displayed the highest quality levels as gauged by the FDCRS and the Arnett Scale of Caregiver Sensitivity; these providers expressed a stronger intent to stay in the early childhood field, compared to kin providers. FCCH providers, whether regulated or not, tended to care for more children during the day, compared to kin providers, indicating that larger size may be a positive correlate of other quality measures.

Holloway et al. (2001) observed somewhat higher quality among FCCHs in California and Connecticut in terms of mean FDCRS scores, compared to the Kontos findings, for sampled middle-class and low-income families. The Kontos team reported FDCRS scores averaging 3.4 (out of 7 maximum, averaging across subscales), compared to a mean of 4.3 among the FCCHs observed in the Holloway study. The latter team also reported wide variability in scores across individual FDCRS scales, ranging from a mean of 1.5 on children's engagement with activity corners, to 3.0 on the use of worksheets, and 5.7 on the availability of sand or water play materials. FDCRS items related to play and learning materials were moderately correlated to the caregivers' education levels ( $r = .32$ ,  $p < .01$ ) but not to social-interaction items. FCCHs enrolling more children displayed higher scores on both dimensions of quality embedded in the FDCRS, compared to homes with fewer children (similar to Kontos' findings).

### 1.3. Research questions

Moving from these quality issues and the extant literature, we began our study focusing on a pair of interrelated questions: What types of child care do low-income parents select, and what is the observed quality of that care? The extent to which maternal employment shapes young children's development is likely mediated, in part, by these child care selection patterns. Given scarce knowledge of how quality may vary across poor neighborhoods, we sampled families and followed children into their child care providers in five cities situated across three states: California, Connecticut, and Florida.

Second, we compared the quality of center and home-based care, given the propensity of many poor families to choose the latter and the lack of observational evidence from these settings. We administered measures of quality, especially gauges of child-caregiver interactions that allowed us to arrive at comparative claims about the qualities of center versus home-based providers.

Third, we revisited the question of whether various dimensions of quality are interrelated, or whether certain structural or social process measures may move independently among center and home-based settings in low-income communities.

Finally, we examine the predictive validity of contextual and family factors in estimating the quality of care that mothers selected. This allowed us to illuminate the relative efficacy of institutional or contextual factors, vis-à-vis family-level determinants. In turn, we then estimated the degree to which non-participation of some centers or home providers biased our estimated levels of quality.

Table 1

Attributes of all sampled mothers and children, 1998 (means and S.D.s reported;  $n = 927$  families)

| Research site                  | Mother's age (year) | Focal child's age (month) | Ethnicity (%) |          |            | No high school diploma (%) | Mother lives with at least one other adult (%) |
|--------------------------------|---------------------|---------------------------|---------------|----------|------------|----------------------------|--|
|                                |                     |                           | Black         | Latino   | Vietnamese |                            |  |
| San Francisco<br>( $n = 195$ ) | 29                  | 28                        | 57 (111)      | 18 (35)  | 0 (0)      | 59 (115)                   | 66 (129)                                       |
| San Jose ( $n = 219$ )         | 29                  | 29                        | 7 (15)        | 51 (112) | 26 (57)    | 65 (142)                   | 83 (182)                                       |
| Manchester<br>( $n = 73$ )     | 26                  | 24                        | 20 (15)       | 19 (14)  | 0 (0)      | 35 (26)                    | 42 (31)  |
| New Haven<br>( $n = 238$ )     | 25                  | 25                        | 44 (105)      | 21 (50)  | 0 (0)      | 36 (86)                    | 36 (86)  |
| Tampa ( $n = 202$ )            | 32                  | 29                        | 47 (95)       | 14 (28)  | 1 (2)      | 50 (101)                   | 52 (105)                                       |

## 2. Procedures

### 2.1. Sample—families and child care settings

We randomly sampled single mothers with at least one child, 12–42 months of age, during the second half of 1998. All women had recently entered their state's new welfare-to-work program, placing immediate pressure on them to find paid work outside the home. In our Florida (Tampa) and two California (San Francisco and San Jose) sites, we conducted a maternal interview, lasting 90–120 min, at the local welfare office or by phone. In Connecticut (Manchester and New Haven), participating mothers were interviewed by phone.<sup>2</sup> Among the women meeting the screening criteria – unmarried mothers entering new welfare programs with a young child – 89% agreed to sit for the first interview. This resulted in a sample of 927 initial participants, spread across the 5 sites. If more than one child fell into our target age range, we selected the eldest as the focal child.

A follow-up interview on a variety of child care issues was then conducted between four and 18 months after the initial interview, after most women had selected a child care provider.<sup>3</sup> The data for the present paper stem from the subset who reported using a nonparental child care provider for at least 10 h per week, equaling 568 of the original mothers. The Connecticut families entered a random-assignment experiment, whereas no assignment to a control group was possible in California or Florida. The present analysis is not affected by the experimental design of the Connecticut substudy.

Table 1 reports basic characteristics for *all* sampled mothers and children, whether or not they selected a nonparental child care provider. Most mothers were in their mid to late 20s and had modest levels of school attainment, with significant variability across the city sites. The mean focal child's age ranged

<sup>2</sup> The Connecticut families were part of a random-assignment experiment which included splitting the mothers into a program or control group. The latter half of the sample did not face pressure to work outside the home, nor did they face time limits on receiving cash aid. Inclusion in the control group, however, had no significant effect on quality of care selected when tested in our selection models. All other design features, maternal interview data, and observational methods were identical across all five research sites. For additional details on the Connecticut subsample, see Fuller et al. (2002).

<sup>3</sup> Interviews of Connecticut mothers occurred about 18 months after they entered the state's new welfare experiment. During the initial interviews we discovered that many women already were using a child care provider, since they were working part-time even though eligible for cash aid, or they were unemployed but had enrolled their child in a center or FCCH program.

Table 2

Attributes of sample mothers and children with observational data by type of child care selected, 1998 (means and S.D.s reported)

| Child care type                         | Mother's age (year) | Focal child's age (month) | Ethnicity (%) |         |            | No high school diploma (%) | Mother lives with at least one other adult (%) |
|---|---------------------|---------------------------|---------------|---------|------------|----------------------------|--|
|   |                     |                           | Black         | Latino  | Vietnamese |                            |  |
| Center ( <i>n</i> = 166)                | 27                  | 31                        | 37 (61)       | 26 (43) | 7 (12)     | 42 (70)                    | 70 (116)                                       |
| Family child care home ( <i>n</i> = 69) | 26                  | 28                        | 33 (23)       | 24 (17) | 14 (10)    | 46 (32)                    | 79 (55)  |
| Kith or kin ( <i>n</i> = 118)           | 27                  | 27                        | 39 (46)       | 27 (32) | 9 (11)     | 44 (52)                    | 78 (92)  |
| <i>F</i> or chi-square statistic        | .65                 | 6.94**                    | .57           | .24     | 2.77       | .42                        | 3.30   |

\*\*  $p < .01$ .

from 24 months in Manchester to 29 months in San Jose and Tampa. Each local sample closely matched attributes of their respective county's universe of welfare families comprised of a single mother and at least one young child (Fuller et al., 2002). These samples are not necessarily nationally representative of low-income welfare entrants.

We asked each mother for her consent to visit the primary child care provider. We gained access to 378 of the child care settings, equaling 67% of the settings reported by the 568 mothers using nonparental care (at least 10 h per week). The share of center teachers who consented to the observational session was considerably higher, 81%, compared to the participation rate of home-based providers, 60% (combining FCCHs and kith or kin providers). Complete data necessary for the present analyses were available for 353 child care settings, including 166 observed centers, 69 FCCHs, and 118 kith or kin arrangements.

Table 2 provides the same descriptive data but only for the subset of families for whom we gained access to, and observed, their primary child care provider. Children enrolled in centers were significantly older (31 months of age on average), compared to children in FCCHs or kith and kin arrangements (28 and 27 months, respectively). Children in centers also tended to be from homes where the mother was the only resident adult, compared to children placed in home settings who lived with at least one other adult, perhaps offering more social support or indicating a more extended kinship system.

The type of care selected by mothers varied significantly across the three states. For example, among the women in Tampa, fully 70% had selected a center program after entering the study; 5% had selected an FCCH; and 25% a kith or kin caregiver. In contrast, just 13% of the Connecticut mothers selected a center; 10% used an FCCH; and 77% were in a kith or kin arrangement. California fell in between: 29% selected a center; 17% an FCCH; and 54% a kith or kin provider. These between-state selection differences generally mapped against the neighborhood supply of centers, as earlier detailed (Fuller et al., 2002).

## 2.2. Measures of center and home-based provider quality

We assessed structural features of child care settings, first through a 45-min interview with the center teacher, FCCH operator, or kith or kin caregiver. This provided information on the number of children in the setting, presence of assistants, education and experience levels of the provider, and training specific

to child development. The child–staff ratio and group size were verified during our observations but only for the day we visited.

During the observation, be it a center or home, we administered the Arnett Scale of Caregiver Behavior (Arnett, 1989). It focuses on the character of social interaction between child and caregiver, including the caregiver’s attentiveness and responsiveness, propensity to explain misbehavior and reason with the child, as well as warmth and affect. Items coded by the field researcher included, “(caregiver) speaks warmly to the children” and “pays positive attention to the children as individuals.” The Arnett Scale also measures the extent to which caregivers explain misbehavior or more cooperative behavior, rather than disciplining through directives absent explanation. Field staff were trained centrally on all observations measures and required to reach a 90% level of inter-rater agreement on individual scales for the Arnett and for the other observation measures discussed below.

We also employed the Child–Caregiver Observation System (C-COS) developed by Mathematica Policy Research, Inc. for the national evaluation of Early Head Start. This is a low-inference recording of actions in which the focal child and/or provider is engaged over 40 timed snapshots. Field staff, during each 30-s snapshot, check-off possible behaviors, including verbal interaction between the provider and child, either actor initiating a question, child is working with materials, the child’s emotional responses as a result of activity or interaction, watching television or video, and overall ratings regarding the warmth and responsiveness manifest in the child–caregiver relationship over the 40 snapshots. During training sessions, before they could begin field work, each staff member reached 90% inter-rater agreement among the 22 possible behaviors or emotional reactions observed across 10 snapshots.

At the end of the observation period field staff completed the ECERS for centers and the FDCRS for all home-based settings. Each instrument gauges a variety of structural and physical aspects of organizations, such as facilities quality, availability of developmentally appropriate learning and play materials, the arrangement of child activities, and the nature of child–caregiver interaction (Harms, Clifford, & Cryer, 1997).<sup>4</sup> We had reservations about using the FDCRS in kith and kin settings, since it awards higher scores to home settings that are formally arranged for children and in ways that resemble centers. But these scores were supplemented by the social-interaction constructs gauged by the Arnett and C-COS instruments. The majority of mothers selecting FCCs resided in San Jose, a limitation discussed below.

### *2.3. Predictors of child care quality selected by mothers*

Attention to the selection of child care of varying quality informs two questions. First, we know little about whether family-level factors shape the quality of care that parents ‘choose,’ be it a center or home-based provider. Given the institutional forces sketched above, family-level factors may play less of a role than subsidy and regulatory policies, at least in low-income communities. Second, earlier observational studies of child care quality have suffered from widely varying response rates. Gaining access to home settings, often selected by low-income parents, has been difficult for research teams. A typical design is to focus exclusively on centers, sampling organizations directly rather than families that sort into differing types of care. This serves to boost response rates but also narrows variability among families. Center-

---

<sup>4</sup> We decided to use the ECERS, rather than the ITERS, assuming that most children would be at the upper end of our age distribution. This proved to be true: two-thirds of the participating children enrolled in centers were 24 months or older. And since our sample was split between children in center or home-based care, we did not want to introduce another quality measure for this small group of young toddlers.



focused designs obviously ignore home-based settings. In addition, the factors driving selection into child care types, or settings of variable quality, can not be studied.

By starting with families, rather than child care settings, we can model predictors of selected quality, then use this information to adjust for possible bias due to limited, non-random access to center or home settings. We studied several factors, through multivariate regression, that helped to explain the quality of center or home-based care. After identifying these selection factors, we then estimate the quality of center and home care for our entire family sample, and compare these predicted quality levels against observed levels.

Maternal-level factors include mother's age, ethnicity, school attainment (dichotomously coded as receiving a high school diploma or not), mother's Peabody Picture Vocabulary Test (PPVT) score (percentile score, [Dunn & Dunn, 1997](#)), employment status (currently working, regular hours or odd-hours), and frequency with which the mother reads with the child, a measure from the HOME Inventory ([Bradley, 1993](#)).<sup>5</sup> These data were obtained during our initial interview in 1998, with the exception of the PPVT administration which occurred during our home visit during wave 2 data collection in 2000.

Data on several contextual factors were available to make our selection model more complete, including the research site (coded as dummy variables with Tampa as the base) and the number of center-based enrollment slots operating in each mother's census tract in 1998. These data were collected from state and local agencies that license or register centers. We also examined the possible influence of family income, ethnic composition, and mean school attainment levels within sampled mothers' respective census tracts, but these demographics features were not related to quality of care selected.

#### 2.4. *Sharpening quality measures—principal components analysis*

We factor analyzed the standard instruments – including ECERS, FDCRS, Arnett and C-COS scales – to assess underlying constructs which could be identified. For example, the principal components analysis identified two dimensions across the Arnett scales for our sample of providers (with Eigen values greater than 1). The first dimension appeared to capture the provider's positive affect and responsiveness to children (11 items,  $\alpha = .89$ ). The second dimension, comprised of three items, was related to the provider's explanations and talk with the child, for instance, explaining to the youngster why his or her misbehavior was not appropriate (5 items,  $\alpha = .74$ ). This construct proved to effectively discriminate different child care settings.

The principal components analysis of the ECERS scales revealed two distinct factors: eight items related to structured learning or play activities ( $\alpha = .98$ ), and several remaining items related to facilities and furnishings in the classroom or outdoor play area (7 items,  $\alpha = .97$ ). The former composite proved to be more robust when estimating quality levels of centers selected by mothers. Similarly, the FDCRS scales split into the structured-activities dimension (11 items,  $\alpha = .98$ ) and into items related to discipline and socialization (5 items,  $\alpha = .94$ ). Again, the former composite ( $\alpha = .98$ ) displayed high inter-item

---

<sup>5</sup> Other home practices, including pro-developmental activities from the HOME inventory, such as reading with one's child, were not related to quality of care selected. A variety of social support measures also held no significant relationship to the quality of care selected. We examined the time spent in the social welfare system (months on cash aid) and involvement with other family support programs, but these factors were not related to quality selection. They were dropped from final selection models, detailed below.

reliability and predictive validity in estimating quality levels selected by mothers. The most internally reliable C-COS items related to the frequency of interaction between provider and child, including the provider's propensity to invite the child's verbalization, and engagement of the child in group activities, as opposed to wandering about unengaged in any identifiable activity or social interaction (7 items in total,  $\alpha = .90$ ).<sup>6</sup>

### 3. Findings

#### 3.1. Data analysis plan

Our analysis involved three steps. We identified distinct dimensions of quality gauged by several scales, and studied the extent to which these multiple measures were interrelated. Next, we examined mean differences quality levels observed in centers versus home-based settings across the multiple indicators. We have separated home-based settings between FCCHs and kith or kin arrangements in all but one case, as detailed below. Finally, we analyzed how contextual factors and family-level factors were related to the quality of care that mothers selected.

#### 3.2. Interrelationships among the quality measures

The quality measures were interrelated in several instances. Details of this correlational analysis appear in [Appendix A](#). When observing inside centers, the ECERS was related to basic indicators of social interaction: the propensity of the provider to engage the child in talk and less disengagement by the focal child in classroom activities (both from the C-COS). In addition, focal children were more consistently engaged when teachers displayed a higher propensity to reason and explain actions to children. Teacher reasoning was negatively related to the simple count of teacher–child interactions, suggesting that less adult talk was required for group management or discipline. Note that reported associations are significant at  $p < .05$  or stronger.

Social-interaction measures embedded in the C-COS behaved differently relative to the other quality measures used within FCCH and kith or kin settings. Despite the lower count of FCCHs selected by mothers, compared to center or kith and kin providers, the frequency of verbal interaction between the provider and focal child, as well as the propensity of the provider to ask questions, was significantly related to the sensitivity and responsiveness dimension of the Arnett. Within kith and kin settings, the measures tended to be more highly interrelated: the frequency of provider–child interaction (C-COS) was significantly correlated with the provider's education level; the reasoning dimension of the Arnett was negatively related to propensity of the focal child to be watching television; frequency of provider questions to the child was associated with the overall FDCRS score (again, each correlation with  $p < .05$ ).

Overall, we observed some associations between selected measures of quality. Yet with the exception of kith and kin settings, the Arnett, ECERS and FDCRS, and C-COS were not always interrelated. [Appendix B](#) provides correlations for all measures, split for center and home-based providers.

---

<sup>6</sup> Details on the principal components analyses and exact scales contributing to the composites are available from the authors.

Table 3  
Observed child care quality for center and home-based settings (means and S.D.s reported<sup>a</sup>)

|  | San Francisco | San Jose      | Tampa         | Manchester and New Haven | F-value           |
|--|---------------|---------------|---------------|--------------------------|-------------------|
| Centers ( <i>n</i> = 166)                        | <i>n</i> = 28 | <i>n</i> = 30 | <i>n</i> = 97 | <i>n</i> = 11            |                   |
| Early Childhood Environment Rating Scale (ECERS) | 4.6 (1.1)     | 5.8 (.8)      | 3.2 (1.4)     | 2.3 (1.2)                | 40.90***          |
| Arnett Social Interaction Scale                  | 3.0 (.8)      | 3.4 (.4)      | 2.7 (.7)      | 2.6 (.7)                 | 9.81***           |
| Caregiver completed high school (%)              | 97 (18)       | 94 (25)       | 88 (32)       | 73 (47)                  | 1.97              |
| Caregiver had college units in ECE (%)           | 57 (50)       | 64 (49)       | 13 (34)       | 56 (53)                  | 17.62***          |
| Children in setting (group size)                 | 15.6 (7.3)    | 14.5 (6.1)    | 11.8 (7.2)    | –                        | 4.18*             |
| Ratio of children per adult caregiver            | 4.5 (2.1)     | 5.9 (3.6)     | 7.9 (5.1)     | –                        | 7.38***           |
| Family Child Care Home ( <i>n</i> = 69)          | <i>n</i> = 13 | <i>n</i> = 42 | <i>n</i> = 9  | <i>n</i> = 5             |                   |
| Family Day Care Environment Rating Scale (FDCRS) | 3.0 (1.7)     | 2.8 (1.3)     | 3.8 (1.9)     | –                        | 1.82              |
| Arnett Social Interaction Scale                  | 2.7 (.9)      | 3.0 (.7)      | 3.1 (.6)      | –                        | .63               |
| Caregiver completed high school (%)              | 86 (36)       | 67 (48)       | 50 (53)       | –                        | 1.79              |
| Caregiver had college units in ECE (%)           | 38 (51)       | 11 (32)       | 11 (33)       | –                        | 2.88 <sup>+</sup> |
| Children in setting (group size)                 | 6.5 (3.7)     | 3.6 (2.8)     | 4.1 (3.4)     | –                        | 4.82*             |
| Ratio of children per adult caregiver            | 2.3 (1.4)     | 2.1 (1.5)     | 2.4 (1.5)     | –                        | .48               |
| Kith and Kin ( <i>n</i> = 118)                   | <i>n</i> = 24 | <i>n</i> = 35 | <i>n</i> = 15 | <i>n</i> = 44            |                   |
| Family Day Care Environment Rating Scale (FDCRS) | 2.6 (1.0)     | 2.8 (1.1)     | 2.5 (1.1)     | 2.5 (1.0)                | .66               |
| Arnett Social Interaction Scale                  | 2.9 (.7)      | 3.0 (.6)      | 2.2 (.7)      | 3.0 (.6)                 | 6.50**            |
| Caregiver completed high school (%)              | 73 (45)       | 41 (50)       | 47 (51)       | 71 (46)                  | 3.90*             |
| Caregiver had college units in ECE (%)           | 0 (0)         | 6 (24)        | 7 (25)        | 4 (21)                   | .47               |
| Children in setting (group size)                 | 2.3 (1.6)     | 2.9 (2.4)     | 2.3 (1.5)     | –                        | .67               |
| Ratio of children per adult caregiver            | 1.6 (.9)      | 2.0 (1.6)     | 2.3 (1.5)     | 3.4 (2.1)                | 4.58**            |

<sup>a</sup> Mean item scores reported for ECERS, FDCRS, and Arnett measures.

<sup>+</sup>  $p < .1$ .

\*  $p < .05$ .

\*\*  $p < .01$ .

\*\*\*  $p < .001$ .

### 3.3. Quality differences by child care type and city

Table 3 reports mean scores for structural and process measures of quality by site and provider type. Looking first at the indicators of center quality, large between-site differences were observed for average ECERS scores ( $p < .001$ ). For example, the average ECERS score among San Jose centers equaled 5.8, compared to just 3.2 in Tampa (ECERS maximum equals 7). Center quality in both California sites compared favorably to centers observed by the Cost, Quality, and Outcomes study team, sampled from a wider variety of communities (CQO, 1995).

For Connecticut we combined scores for Manchester and New Haven providers. Our decision rule was not report means for less than 10 settings, since generalizing to sites would not be valid. Fewer than 10 participating mothers in Connecticut selected a licensed FCCH, so no means are reported.

Arnett scores followed a similar pattern, but the differences were not as wide, ranging from 3.4 in San Jose centers to 2.4 in Manchester (maximum score equals 4,  $p < .001$ ). Arnett scores ranged lower in the 11 Connecticut centers to which we gained access, but the variability was not as great as that observed across ECERS scores.

Staffing ratios were significantly higher in Tampa centers, averaging 7.9 children per adult, compared to just 4.5–1 in San Francisco centers ( $p < .001$ ). Again, the California centers compared favorably to earlier observational studies. For example, the NICHD study of early child care observed 7.0 children per staff member in class groups with 3-year-olds, and 5.2–1 for groups with 4-year-olds (NICHD, 1997). The American Academy of Pediatrics recommends ratios of 7 to 1 for 3-year-olds and 4 to 1 for 2-year-olds.

The smallest class groups were observed in Tampa, equaling 11.8 children, compared to 15.6 in San Francisco centers ( $p < .05$ ). Tampa centers relied less on classroom aides which accounts for why these centers had the highest staffing ratio with somewhat smaller class groups.

Over 80% of lead teachers in each city reported they had completed high school, except among the few centers observed in Manchester. The share of center teachers with college-level units in early childhood education (ECE) was lower for staff in Tampa centers.

Caution is warranted in interpreting the findings for *family child care homes* (FCCHs), since San Jose mothers disproportionately made up the group selecting this type of care. Structural measures did significantly differ across sites. Average group size in FCCHs was significantly higher in San Francisco, 6.5 children on average, compared to San Jose (3.6) and Tampa (4.1,  $p < .05$ ). Staffing ratios reflected this difference but were not statistically significant. Mean FDCRS scores overall were quite similar to average levels observed by Kontos et al. (1994) for their sample of lower income families.

The character and quality of *kith and kin* providers varied among sites, primarily in terms of school attainment and child–staff ratios. Education levels were considerably higher in Manchester and San Francisco, where 89% and 73% had completed high school, respectively, compared to just 41% in San Jose ( $p < .05$ ). This pattern was not consistently associated with Arnett scores, with San Francisco caregivers scoring relatively high at 2.9, along with San Jose caregivers, despite their low education levels, scoring at 2.9, as well. In contrast, Tampa caregivers were poorly educated and displayed low Arnett scores, averaging 2.2 on these four-point scales ( $p < .01$ ).

### 3.4. Explaining the quality of care selected

In total, we regressed nine separate quality indicators on contextual and maternal-level factors that may contribute to the quality of *centers* selected by mothers. For centers, this included the total ECERS score, the two ECERS dimensions (described in the methods section), the two Arnett dimensions, and the three C-COS factors related to social-interaction patterns. We also estimated the child–staff ratio from the same selection factors. All predictors were entered simultaneously. We experimented with entering differing blocks of predictors, but the basic multivariate story is quite clear with the simple, one step procedure. Dummy variables for sites were created in a standard manner, a value of 1 indicates the family lived in that particular city and a zero indicates that the family did not reside in that site. Tampa is the excluded site in all regression estimations.

From among these seven regressions, four explained at least 10% of the variance in the quality outcome (adjusted  $r^2$ ). The same number of regression estimations were studied for *home-based* care, including and then excluding FCCHs. Five of nine regressions accounted for at least 10% of the variance in the quality indicator.

Table 4

Estimating the quality of centers selected by mothers ( $\beta$  coefficients and unstandardized S.E.s reported)

|  | ECERS average score | ECERS factor: structured learning activities | Arnett factor: provider's verbal explanations | C-COS factor: focal child interaction with caregiver |
|--|---------------------|--|---|--|
| New Haven  | -.63 (.67)          | -.79 (.77)                                   | .31 (.42)                                     | 1.99 (1.94)  |
| Manchester   | -2.05 (.81)*        | -2.71 (.93)**                                | .06 (.52)                                     | 1.60 (2.11)  |
| San Francisco  | 1.43 (.36)***       | 1.68 (.41)***                                | .58 (.23)*                                    | 4.39 (.88)***  |
| San Jose   | 2.36 (.35)***       | 2.32 (.40)***                                | 1.18 (.24)***                                 | 3.46 (.90)***  |
| Capacity   | 4.3e-5 (3.1e-4)     | 1.2e-4 (3.6e-4)                              | -1.3e-4 (2.1e-4)                              | 4.5e-4 (8.2e-4)                                      |
| Latina   | -.16 (.32)          | -.28 (.37)                                   | -.02 (.21)                                    | -.65 (.83)   |
| African American   | -.25 (.30)          | -.45 (.35)                                   | -.01 (.19)                                    | -1.15 (.78)  |
| Asian American   | -.03 (.61)          | .09 (.69)                                    | -.63 (.38)                                    | -1.45 (1.56)   |
| Mother's school attainment: did not complete high school     | .18 (.23)           | .27 (.26)                                    | -.18 (.16)                                    | -.38 (.61)   |
| Mother's age   | .01 (.02)           | .003 (.02)                                   | -.02 (.01)                                    | -.03 (.04)   |
| Frequency of readings to child                               | .04 (.12)           | -.03 (.14)                                   | -.10 (.01)                                    | -.16 (.32)   |
| Mother's weekly working hours                                | .003 (.01)          | .004 (.01)                                   | .001 (.004)                                   | .02 (.01)  |
| Mother's weekly working hours (missing dummy)                | -.26 (.76)          | -.23 (.86)                                   | .93 (.51)+                                    | -.34 (2.1)   |
| Mother's working on regular daytime schedule                 | .16 (.25)           | .29 (.28)                                    | .19 (.16)                                     | -.05 (.64)   |
| Mother's working on regular daytime schedule (missing dummy) | .65 (.77)           | .65 (.88)                                    | -.65 (.51)                                    | 1.17 (2.1)   |
| Mother's PPVT score  | .04 (.02)+          | .03 (.24)                                    | 3.4e-4 (.01)                                  | .005 (.05)   |
| Mother's PPVT score (missing dummy)                          | 3.11 (1.82)+        | 3.0 (2.1)                                    | .10 (1.13)                                    | .44 (4.59)   |
| Intercept  | -.34                | .34  | 3.7   | 2.28   |
| F statistic  | 6.17***             | 5.56***                                      | 2.77***                                       | 2.89***  |
| N of cases   | 140                 | 140  | 131   | 145  |
| Adjusted $r^2$   | .39                 | .36  | .19   | .18  |

+  $p < .10$ , for corresponding  $t$ -statistics.\*  $p < .05$ , for corresponding  $t$ -statistics.\*\*  $p < .01$ , for corresponding  $t$ -statistics.\*\*\*  $p < .001$ , for corresponding  $t$ -statistics.

Table 4 reports the estimation models for mothers selecting centers. Similar to the descriptive statistics above, the city in which the mother resided makes a sizeable difference in estimating the total ECERS score, the ECERS dimension related to structured learning activities, the reasoning and explanation dimension of the Arnett, and frequency of verbal interaction between the focal child and provider.

Mothers with higher PPVT scores tended to select centers with slightly higher ECERS scores. Mothers employed for more hours weekly tended to select centers where the observed teacher scored higher on the

explanations dimension of the Arnett ( $p < .06$ ). Overall, the mother's city of residence is more strongly related to center quality than maternal or family-level attributes. This suggests that institutional forces may more strongly shape the quality of centers locally available than household-level factors, at least among the selection determinants that we measured.

These same selection models behave differently when estimating the quality of all *home-based* providers, including FCCH and kith and kin providers. We display in [Table 5](#) the regression models which include a dummy variable indicating whether the provider was an FCCH (value coded, 1) or a kith or kin provider (coded, 0). FDCRS scores ranged higher in the two Connecticut sites, with the FCCH dummy variable in the model. FCCHs, on average, displayed higher FDCRS scores on the structured learning activities dimension, compared to kith and kin arrangements.

When estimating mean Arnett scores, we see that Asian American mothers (disproportionately represented in the San Jose site) selected home-based providers that scored one-half point lower on the four-point Arnett Scale. This may be linked to lower education levels among Vietnamese American mothers, and presumably their kith and kin members, relative to other ethnic groups.

We estimated the provider's education level – for either the center teacher or home-based provider – with a logistic regression that reports on the likelihood of completing high school (final column, [Table 5](#)). San Francisco providers were more likely to have completed high school, relative to Tampa home-based providers ( $p < .05$ ). Importantly, FCCHs providers were more likely to have completed high school, compared to kith and kin home providers ( $p < .01$ ). Mothers who worked more hours per week tended to select less well educated providers. It may be that mothers who labor for more hours per week must rely more heavily on kith or kin, finding only part-day center arrangements, and tend to spend less time with their child (suggested by Fuller, Kagan, & Loeb, 2002).

Finally, we ran identical regression estimates of quality selected just for mothers who selected a kith or kin provider, dropping the FCCH cases. Latina and Black mothers selected kith or kin caregivers with lower FDCRS scores and fewer structured learning activities, but Arnett scores were no different, compared to White mothers and their selected kith or kin providers. Arnett scores were lower within kith and kin settings selected by mothers who were employed for longer hours each week (all corresponding coefficients significant at  $p < .05$ ).

### 3.5. *Estimating quality levels for the entire family sample*

Moving from the parameters identified in these selection models, we then estimated mean quality levels in a second set of regressions after including all mothers interviewed, independent of whether we had gained access to their child care provider. For example, we obtained complete interview data on 200 mothers who reported using centers but observed 166 of these centers. Similarly, complete interview data for mothers selecting a kith or kin provider were available for 293 mothers, even though we observed just 118 of their providers.

[Table 6](#) summarizes the results from this second set of regressions, after estimating mean quality levels for the complete set of families using either a center or kith or kin provider. The mean ECERS scale score, for instance, equaled 3.9 among the 166 observed centers. But the estimated mean is just 3.4 after including all 200 families in the selection model ( $p < .01$ ). The pattern is similar for the structured learning activities dimension of the ECERS, suggesting that observed centers are of higher quality than the broader range of centers selected by the entire family sample. However, no significant differences were detected

Table 5

Estimating the quality of home-based providers selected by mothers, including family child care homes ( $\beta$  coefficients and unstandardized S.E.s reported)

|  | FDCRS mean<br>scale score | FDCRS factor:<br>structured<br>learning<br>activities | Arnett mean<br>scale score | Child–adult<br>staffing<br>ratio | Caregiver’s<br>school<br>attainment |
|--|---------------------------|---|----------------------------|----------------------------------|-------------------------------------|
| New Haven  | -.40 (.38)                | -.32 (.39)  | .62 (.23)**                | 2.24 (.60)***                    | 1.52 (.72)*                         |
| Manchester   | -.55 (.57)                | -.43 (.58)  | .47 (.44)                  | .90 (1.01)                       | –                                   |
| San Francisco  | -.34 (.36)                | -.24 (.37)  | .42 (.22)+                 | -.36 (.47)                       | 1.64 (.71)*                         |
| San Jose   | -.36 (.35)                | -.28 (.35)  | .42 (.22)+                 | .07 (.45)                        | .27 (.63)                           |
| Capacity   | -2.1e-4 (2.3e-4)          | -3.1e-4 (2.3e-4)                                      | -2.7e-4 (1.4e-4)+          | -2.2e-4 (3.2e-4)                 | -1.1e-4 (4e-4)                      |
| Family child care home   | .48 (.21)*                | .63 (2.92)**  | .16 (.13)                  | .50 (.28)+                       | 1.13 (.43)**                        |
| Latina   | -.16 (.28)                | -1.17 (.29)   | -.30 (.18)+                | .46 (.38)                        | -.38 (.54)                          |
| African American   | -.30 (.25)                | -.36 (.25)  | -.19 (.17)                 | -.02 (.36)                       | -.12 (.49)                          |
| Asian American   | -.18 (.38)                | -.00 (.38)  | -.50 (.25)*                | -.10 (.51)                       | .17 (.78)                           |
| Mother’s school attainment: did<br>not complete high school        | .05 (.20)                 | .03 (.20)   | .17 (.12)                  | -.16 (.28)                       | .04 (.38)                           |
| Mother’s age   | -.02 (.02)                | -.01 (.02)  | .001 (.01)                 | .01 (.02)                        | .03 (.03)                           |
| Frequency of readings to child                                     | -.13 (.10)                | -.11 (.10)  | -.14 (.07)*                | -.07 (.14)                       | -.47 (.81)*                         |
| Mother’s weekly working hours                                      | -.004 (.01)               | -.01 (.01)  | -.01 (.003)+               | .003 (.01)                       | -.02 (.01)*                         |
| Mother’s weekly working hours<br>(missing dummy)                   | .08 (.38)                 | -.02 (.39)  | .34 (.24)                  | -.11 (.60)                       | -.67 (.77)                          |
| Mother’s working on regular<br>daytime schedule                    | .02 (.24)                 | -.002 (.25)   | .08 (.16)                  | -.35 (.32)                       | -.26 (.46)                          |
| Mother’s working on regular<br>daytime schedule (missing<br>dummy) | .07 (.40)                 | .09 (.40)   | -.15 (.25)                 | -.48 (.61)                       | -.39 (.81)                          |
| Mother’s PPVT score  | .01 (.01)                 | .01 (.01)   | .01 (.01)                  | .03 (.02)                        | .02 (.03)                           |
| Mother’s PPVT score (missing<br>dummy)                             | .70 (1.28)                | .97 (1.30)  | .76 (.85)                  | 1.90 (1.87)                      | 1.89 (2.54)                         |
| Intercept  | 3.24                      | 2.67  | 2.33                       | -.44                             | -.38                                |
| F statistic  | .84                       | 1.18  | 2.05*                      | 2.20**                           | 36.9 (chi-square)**                 |
| N of cases   | 166                       | 166   | 127                        | 142                              | 169                                 |
| Adjusted $r^2$   | .09                       | .13   | .13                        | .13                              | .17                                 |

+  $p < .10$ , for corresponding  $t$ -statistics.\*  $p < .05$ , for corresponding  $t$ -statistics.\*\*  $p < .01$ , for corresponding  $t$ -statistics.\*\*\*  $p < .001$ , for corresponding  $t$ -statistics.

Table 6

Quality levels for observed providers and estimated for all providers selected by mothers (means and S.D.s reported)

| Quality measure                       | Observed providers | Estimated for all reported providers | T-value |
|---------------------------------------|--------------------|--------------------------------------|---------|
| Centers                               | <i>n</i> = 166     | <i>n</i> = 200                       |         |
| ECERS, mean scale score               | 3.9 (1.65)         | 3.4 (1.28)                           | 2.83**  |
| ECERS, structured learning activities | 4.2 (1.83)         | 3.7 (1.44)                           | 2.93*** |
| Arnett, verbal explanations           | 3.3 (.94)          | 3.4 (.53)                            | n.s.    |
| C-COS child–caregiver Interaction     | 2.9 (3.69)         | 2.9 (1.78)                           | n.s.    |
| Kith and kin settings                 | <i>n</i> = 118     | <i>n</i> = 293                       |         |
| FDCRS, mean scale score               | 2.6 (1.05)         | 2.5 (.37)                            | n.s.    |
| Arnett, mean scale score              | 2.9 (.70)          | 2.9 (.39)                            | n.s.    |
| Child–staff ratio                     | 2.2 (1.62)         | 2.7 (1.12)                           | 2.76**  |

\*\*  $p < .01$ .\*\*\*  $p < .005$ .

for the Arnett reasoning and explanation dimension, nor for the child–provider interaction dimension of the C-COS.<sup>7</sup>

Differences were not observed for the FDCRS mean score, nor for the Arnett, among observed kith and kin versus estimated levels for the entire family sample. However, the child–staff ratio was significantly lower in the observed settings, compared to the estimated ratio for all kith and kin settings. Again, those providers who allowed our field staff to visit tended to be of higher quality than those providers or mothers who denied access.

#### 4. Discussion

Returning to our core questions, we first emphasize that these mothers selected child care providers of widely varying quality. For those who selected *centers*, indicators of quality varied significantly across the five cities. This was particularly true for the ECERS and Arnett scores which corresponded to the teacher’s education level and the classroom’s child–staff ratio. Overall, quality levels were not impressive, except for centers in San Francisco and San Jose where ECERS scores and teachers’ school attainment were quite high, at least compared to earlier studies conducted in low or middle-income communities.

*Family child care homes* displayed significantly higher quality on multiple measures, compared to *kith and kin settings*, including FDCRS scores and provider education levels. Importantly, quality levels of FCCHs, while ranging lower than centers, were less variable across sites. Whether institutional forces are weaker than market forces, such as FCCH regulatory standards or subsidy levels, remains an open question. Caution is warranted in generalizing from these findings, since many of the mothers selecting FCCHs resided in San Jose. In California, higher center quality may be the result of higher quality standards, reimbursement levels, or stronger staff development efforts, compared to Connecticut and Florida, but such policies did *not* yield similar between-site differences in FCCH quality.

<sup>7</sup> Again, these are the quality indicators for which we could explain at least 0.10 of the variance, based on the quality selection models.



Kith and kin providers scored quite low on the FDCRS. We do not know whether this measure, designed for organized FCCHs, holds predictive validity when used in these less formal settings. Arnett Scale scores were not significantly lower in kith or kin settings, compared to centers or FCCHs, suggesting that social relations vary along different dimensions, compared to levels of materials, structured tasks, and facilities. The share of kith and kin providers who had completed high school or ECE units was considerably lower, compared to center teachers or FCCH providers. This may account for somewhat higher cognitive growth observed for children attending higher quality FCCHs, compared to kith and kin arrangements (Loeb et al., 2004).

#### *4.1. Institutional context and family-level selection factors*

Variation in the quality of centers selected was strongly related to the mother's city of residence. This suggests that states or locales differ in their capacity to advance center quality over time, or their ability to widen poor families' access to higher quality centers. Mothers working more hours per week tended to select lower quality providers, and Asian American (mainly Vietnamese) mothers selected home-based providers who scored lower on the Arnett Scale, compared to providers selected by other ethnic groups. Otherwise, individual and family-level factors were weak in explaining the quality of care selected, particularly relative to site effects. This suggests that for low-income families, institutional mechanisms that expand center supply or regulate quality more effectively play a forceful role relative to family-level selection factors.

We found that organizational measures of centers, including many items on the ECERS, were moderately related to social-interaction measures. Children were more engaged in activities (rather than wandering unoccupied, as recorded with the C-COS) when attending centers that displayed higher ECERS and Arnett scores. For FCCH providers, the C-COS interaction measures, especially the amount of verbal interaction between child and caregiver, were significantly related to Arnett scores.

Still, more work is required to understand how the organizational structure of settings – including the arrangement of learning tasks and adult language opportunities – is related to the character of child–caregiver interaction and how these dimensions of quality may play out differently in centers versus home settings. On balance, the ways in which children were socially engaged in centers with better educated teachers appear to be linked to the supply of materials and some degree of formalization observed within classrooms (as gauged by the ECERS).

Overall, these findings suggest that the field might reflect on how we conceive of child care selection. Our finding that maternal and family-level factors held little predictive power in estimating the quality of care selected – but city of residence held a strong relationship – calls out for more attention to local context, including how state and local agencies shape the availability of center programs in low-income communities. Our own earlier work adopted family-level demand models, often from economists, in estimating selection patterns. But if local supply, regulations, and subsidy flows (for low-income families) are at work, we risk over-emphasizing the role of family-level selection factors.

#### *4.2. Policy implications*

Three basic policy implications emerge from these findings. First, low quality levels observed among many home-based settings – including care by poorly educated adults – is worrisome. Rising appropri-

ations for child care, witnessed over the past decade, have greatly expanded the availability of parental vouchers, often reimbursing kith and kin members for their services. While perhaps a sensible income-support policy, this strategy appears to legitimate and support low quality care in many instances. The opportunity cost is high: these public dollars are diverted away from centers and the possibility of strengthening the center and preschool infrastructure.

One countervailing force is that many low-income women work at night or on weekends when few centers can afford to remain open. Unless the financing of centers improves, home-based providers will remain the only option for millions of low-wage workers.

Second, the consistent finding that mothers employed for longer hours each week selected lower quality home-based providers is troubling as well, especially in light of recurring political pressure to lengthen the work week for women receiving public assistance. Earlier research on welfare reform experiments, particularly the Minnesota program, found that children's environments and developmental outcomes can improve when mothers are allowed to work less than full time (Zaslow et al., 2002). One mediator accounting for these positive effects may be that mothers are better able to find higher quality home-based caregivers who provide less than full-time care.

Third, the sharp differences in center quality across cities prompts questions over what specific institutional mechanisms – subsidy flows, regulatory mechanisms, or professional development – are effectively raising quality in some places but not others. Some work suggests that state monitoring activity is more efficacious than simply raising regulatory standards (Blau, 2001). Less is known about how local action, especially professional development and infrastructure gains, can advance center quality.

Indeed, states and local governments should move carefully on regulatory fronts. We found that teacher or provider education levels – at the low end, such as among providers in Tampa – were related to lower quality on other gauges. But we also found that positive social-interaction measures, such as those gauged by the Arnett, are *not* necessarily related to providers' formal education, nor to structural measures of quality (as assessed by the ECERS). States and counties – especially in light of the current push for universal preschool – may find themselves regulating on easily measured elements of “quality” which are not empirically related to children's development. On the other hand, social-interaction measures are predictive of developmental trajectories in some poor communities (e.g., Loeb et al., 2004) but difficult to translate into regulations. Policy makers and professional associations should determine whether certain indicators truly advance children's growth and how these indicators are interrelated to other features of quality. Otherwise, government will implement costly quality standards that hold high symbolic value but do little to advance children's growth.

## Acknowledgments

The Growing Up in Poverty Project has been funded by the U.S. departments of education and health and human services, along with the Casey, Packard, MacArthur, and Spencer foundations. The project is currently supported by the Walter and Elise Haas and Haas Jr. charitable funds. Special thanks are due Michael Laracy and Marie Young for their generous support of the child-care observation substudy which informs the present paper. Jude Carroll and Jan McCarthy directed the field work in Connecticut and Florida, respectively.

## Appendix A. Interrelationships among quality measures

When observing center-based programs two C-COS scales proved to be related to scores on the Early Childhood Environment Rating Scale (ECERS). The frequency with which the provider urged the focal child to talk was moderately correlated with the mean of all scale scores drawn from the ECERS ( $r = .24$ ,  $p < .002$ ). Frequency is simply reported as the number of snapshots in which the behavior was observed, ranging from 0 to 40 instances.

In addition the frequency with which the focal child was observed wandering, not engaged in any identifiable task was associated with the total ECERS score ( $r = -.54$ ,  $p < .001$ ). This same wandering frequency item was negatively related to the second dimension identified from the Arnett subscales, indicating the provider's propensity to explain misbehavior and reason with the children ( $r = -.40$ ,  $p < .001$ ). A third C-COS item – the simple count of interactions between the focal child and the provider – was negatively associated with the provider's reasoning behavior on the Arnett ( $r = -.23$ ,  $p < .006$ ). This may indicate more frequent and directive discipline of the focal child within center settings.

C-COS items behaved differently in FCCH settings vis-à-vis other quality measures. Most notably, the frequency of verbal interaction between the focal child and the FCCH provider was moderately related to the first identified dimension of the Arnett, the items that tap into sensitivity and the affectively warm responsiveness of the provider ( $r = .29$ ,  $p < .007$ ). This same dimension of the Arnett was moderately associated with the frequency with which the provider invited the focal child to talk ( $r = .22$ ,  $p < .04$ ).

For individual kith and kin providers, some of the same C-COS scales were related to structural dimensions of quality. For instance, the count of observed interactions between the focal child and the individual provider was associated with the caregiver's education level ( $r = .25$ ,  $p < .03$ ). The frequency with which the caregiver invited the child to talk was associated with the total FDCRS score ( $r = .30$ ,  $p < .02$ ). The frequency with which the focal child was watching television was negatively related to the second Arnett dimension, the caregiver's propensity to explain and reason with the child ( $r = -.30$ ,  $p < .01$ ). In sum, certain scales on the C-COS hold fairly consistent construct validity in terms of being related to the Arnett scale and, at times, total ECERS or FDCRS scores.

## Appendix B

See Tables B.1 and B.2.

Table B.1  
Correlations between center quality measures and predictors of quality selected by mothers

|   | 2     | 3     | 4     | 5    | 6      | 7     | 8     | 9     | 10    | 11     | 12     | 13    | 14    | 15     | 16     | 17     | 18    |      |
|---|-------|-------|-------|------|--------|-------|-------|-------|-------|--------|--------|-------|-------|--------|--------|--------|-------|------|
| 1. ECERS score                                  | .95** | .51** | .20** | -.13 | -.24** | .21** | .55** | .18*  | .15*  | -.14   | .04    | .06   | .10   | .04    | -.13   | .01    | .05   |      |
| 2. ECERS factor: structured learning activities |       | .45** | .17*  | -.14 | -.25** | .23** | .49** | .19*  | .14   | -.15   | .06    | .09   | .09   | .00    | -.10   | .04    | .04   |      |
| 3. Arnett factor                                |       |       | .11   | -.07 | -.13   | .09   | .43** | .08   | .10   | -.03   | -.04   | -.09  | -.08  | .00    | -.03   | .05    | -.04  |      |
| 4. C-COS: child engaged                         |       |       |       | .03  | -.01   | .34** | .24** | .26** | .14   | -.13   | .09    | .01   | .04   | -.05   | -.02   | -.04   | .01   |      |
| 5. Site: New Haven                              |       |       |       |      | -      | -     | -     | .26** | -.03  | .00    | .04    | .06   | .01   | .02    | -.29** | -.25** | .03   |      |
| 6. Site: Manchester                             |       |       |       |      |        | -     | -     | .02   | -.05  | -.04   | .17**  | .05   | -.03  | .01    | -.12*  | -.09   | .00   |      |
| 7. Site: San Francisco                          |       |       |       |      |        |       | -     | .13   | .18** | -.02   | .08    | .01   | .07   | .00    | .01    | -.03   | .02   |      |
| 8. Site: San Jose                               |       |       |       |      |        |       |       | .07   | .10   | -.09   | .11    | .07   | .07   | -.06   | -.09   | .06    | .08   |      |
| 9. Local enrollment capacity                    |       |       |       |      |        |       |       |       | .18** | -.09   | .14    | .03   | .08   | -.07   | -.06   | -.11   | .03   |      |
| 10. Latina                                      |       |       |       |      |        |       |       |       |       | -.44** | -.17*  | .11   | -.05  | -.05   | -.01   | -.09   | .08   |      |
| 11. African American                            |       |       |       |      |        |       |       |       |       |        | -.21** | -.01  | -.04  | -.01   | .07    | .08    | -.04  |      |
| 12. Asian                                       |       |       |       |      |        |       |       |       |       |        |        | .19** | .16*  | -.30** | -.10   | -.04   | .02   |      |
| 13. No high school diploma                      |       |       |       |      |        |       |       |       |       |        |        |       | -.16* | -.17** | -.08   | -.13   | .03   |      |
| 14. Mother's age                                |       |       |       |      |        |       |       |       |       |        |        |       |       | -.15*  | -.08   | .01    | -.05  |      |
| 15. Reading frequency with child                |       |       |       |      |        |       |       |       |       |        |        |       |       |        |        | -.15*  | .09   | .08  |
| 16. Hours employed per week                     |       |       |       |      |        |       |       |       |       |        |        |       |       |        |        |        | .45** | -.08 |
| 17. Working regular day shift                   |       |       |       |      |        |       |       |       |       |        |        |       |       |        |        |        |       | .02  |
| 18. Mother's PPVT score                         |       |       |       |      |        |       |       |       |       |        |        |       |       |        |        |        |       |      |

\*  $p < .05$ .

\*\*  $p < .01$ .

Table B.2  
Correlations between home-based quality measures and predictors of quality selected by mothers

|   | 2     | 3     | 4     | 5     | 6   | 7    | 8    | 9     | 10     | 11     | 12     | 13   | 14   | 15    | 16    | 17     | 18    | 19    | 20   |      |
|---|-------|-------|-------|-------|-----|------|------|-------|--------|--------|--------|------|------|-------|-------|--------|-------|-------|------|------|
| 1. FDCRS score                                  | .96** |       |       |       |     |      |      |       |        |        |        |      |      |       |       |        |       |       |      |      |
| 2. FDCRS factor: structured learning activities | .38** | .42** |       |       |     |      |      |       |        |        |        |      |      |       |       |        |       |       |      |      |
| 3. Arnett factor                                |       |       | .26** |       |     |      |      |       |        |        |        |      |      |       |       |        |       |       |      |      |
| 4. Child–adult staffing ratio                   |       |       |       | .04   | .07 | .07  | -.01 | .10   | -.11   | .06    | -.04   | -.13 | .10  | .14   | .00   | -.10   | -.18* | -.11  | .07  |      |
| 5. Caregiver’s school attainment                |       |       |       | .06   | .07 | .13  | .14* | -.14* | -.06   | .11    | -.16*  | .03  | .10  | .10   | .06   | -.12   | -.15* | -.08  | .03  |      |
| 6. Site: New Haven                              |       |       |       | .30** | .02 | -.11 | -.12 | -.13  | -.13   | .01    | .02    | .00  | -.05 | -.01  | -.05  | -.02   | .05   | -.03  | -.06 |      |
| 7. Site: Manchester                             |       |       |       |       | –   | –    | –    | -.11  | -.19** | -.23** | .17*   | .05  | .07  | -.06  | .13   | .09    | -.02  | -.01  |      |      |
| 8. Site: San Francisco                          |       |       |       |       |     | –    | –    | .02   | -.06   | .08    | -.02   | -.09 | -.06 | .07   | -.04  | -.22** | -.13  | -.06  |      |      |
| 9. Site: San Jose                               |       |       |       |       |     |      | –    | .02   | -.03   | -.02   | .03    | -.06 | .09  | .06   | .03   | .04    | -.04  | .20** |      |      |
| 10. Local enrollment capacity                   |       |       |       |       |     |      |      | .20** | .25**  | .14*   | -.26** | .14* | .00  | -.03  | -.14* | -.16*  | -.03  | .00   |      |      |
| 11. FCCH  |       |       |       |       |     |      |      |       | .04    | .09    | -.16   | .08  | .03  | -.19* | .00   | -.06   | -.01  | .07   |      |      |
| 12. Latina                                      |       |       |       |       |     |      |      |       |        |        | -.05   | -.02 | .05  | .04   | -.08  | .05    | -.14  | .00   | .09  |      |
| 13. African American                            |       |       |       |       |     |      |      |       |        |        |        | –    | –    | .05   | .15*  | -.11   | -.06  | -.06  | -.01 |      |
| 14. Asian                                       |       |       |       |       |     |      |      |       |        |        |        |      | –    | -.10  | -.10  | .14*   | .06   | .12   | .01  |      |
| 15. No high school diploma                      |       |       |       |       |     |      |      |       |        |        |        |      |      | .18** | .13   | -.35** | -.09  | -.05  | .00  |      |
| 16. Mother’s age                                |       |       |       |       |     |      |      |       |        |        |        |      |      |       | .00   | -.15*  | -.18* | -.16* | .00  |      |
| 17. Reading frequency with child                |       |       |       |       |     |      |      |       |        |        |        |      |      |       |       | -.19** | -.04  | -.08  | .04  |      |
| 18. Hours employed per week                     |       |       |       |       |     |      |      |       |        |        |        |      |      |       |       |        | .02   | .17*  | .08  |      |
| 19. Working regular day shift                   |       |       |       |       |     |      |      |       |        |        |        |      |      |       |       |        |       | .44** | -.03 |      |
| 20. Mother’s PPVT score                         |       |       |       |       |     |      |      |       |        |        |        |      |      |       |       |        |       |       |      | -.02 |

\*  $p < .05$ .

\*\*  $p < .01$

## References

- Adams, G., & Rohacek, M. (2002). More than a work support? Issues around integrating child development goals into the child care subsidy system. *Early Childhood Research Quarterly*, *17*, 418–440.
- Adams, G., Snyder, K., Sandfort, J. (2002). *Getting and retaining child care assistance: How policy and practice influence parents' experiences* (Occasional paper no. 55). Washington, DC: Urban Institute.
- Arnett, J. (1989). Caregivers in day-care centers: Does training matter? *Journal of Applied Developmental Psychology*, *10*, 541–552.
- Barnett, W. (1995). Long-term effects of early childhood programs on cognitive and school outcomes. *Future of Children*, *5*(3), 25–50.
- Blau, D. M. (2001). *The child care problem: An economic analysis*. New York: Russell Sage Foundation.
- Bradley, R. (1993). Children's home environments, health, behavior, and intervention efforts: A review using the HOME inventory as a marker measure. *Genetic, Social, and General Psychology*, *119*, 439–490.
- Burchinal, M. (1999). Child care experiences and developmental outcomes. In S. Helburn (Ed.), *The silent crisis in U.S. child care*. *Annals of the American Academy of Political and Social Science*, *563*, 73–97.
- Clarke-Stewart, A. (1999). *Characteristics and quality of child care for toddlers and preschoolers*. Manuscript, NICHD Early Child Care Research Network, Washington, DC.
- Currie, J. (2001). Early childhood education programs. *Journal of Economic Perspectives*, *15*, 213–238.
- CQO Study Team. (1995). *Cost, quality, and child outcomes in child care centers*. Technical report, University of Colorado, Denver.
- Dunn, L., & Dunn, L. (1997). *Peabody Picture Vocabulary Test* (3rd ed.). Circle Pines, MN: American Guidance Service.
- Fosburg, S. (1982). Family day care: The role of the surrogate mother. In L. Laosa & I. Sigel (Eds.), *Families as learning environments for children* (pp. 223–260). New York: Plenum.
- Fuller, B., Kagan, S. L., & Loeb, S. (2002). *New lives for poor families? Mothers and young children move through welfare reform*. Berkeley: University of California and Teachers College, Columbia University.
- Fuller, B., Holloway, S. D., Bozzi, L., Burr, E., Cohen, N., & Suzuki, S. (2003). Explaining local variation in child care quality: State funding and regulation in California. *Early Education and Development*, *14*, 47–66.
- Fuller, B., Holloway, S. D., & Liang, X. (1996). Family selection of child-care centers: The influence of household support, ethnicity, and parental practices. *Child Development*, *67*(6), 3320–3337.
- Fuller, B., Raudenbush, S., Wei, L., & Holloway, S. D. (1993). Can government raise child-care quality? The influence of family demand, poverty, and policy. *Educational Evaluation and Policy Analysis*, *15*, 255–278.
- Fuller, B., & Strath, A. (2001). The child-care and preschool workforce: Demographics, earnings, and unequal distribution. *Educational Evaluation and Policy Analysis*, *23*, 37–55.
- Goelman, H., & Pence, A. (1987). Some aspects of the relationships between family structure and child language development in three types of day care. In D. Peters & S. Kontos (Eds.), *Continuity and discontinuity in child care* (pp. 129–146). Norwood, New Jersey: Ablex Publishing.
- Hamre, B., & Bridges, M. (2004). Berkeley: Policy Analysis for California Education, University of California.
- Harms, T., Clifford, R., & Cryer, D. (1997). *Published ECERS and FDCRS scales*. New York: Teachers College Press.
- Hirshberg, D. (2003). *Child care demand and supply under CalWORKs: The early impacts of welfare reform for California's children, 1998–2000*. Berkeley: Policy Analysis for California Education, University of California.
- Holloway, S. D., Kagan, S. L., Fuller, B., Tsou, L., & Carroll, J. (2001). Assessing child-care quality with a telephone interview. *Early Childhood Research Quarterly*, *16*, 165–189.
- Howes, C. (1997). Children's experiences in center-based child care as a function of teacher background and adult-child ratio. *Merrill-Palmer Quarterly*, *43*, 404–425.
- Howes, C., Galinsky, E., Shinn, M., Sibley, A., Abbott-Shim, M., & McCarthy, J. (1996). *The Florida Child Care Quality Improvement Study*. New York: Families and Work Institute.
- Howes, C., Whitebook, M., & Phillips, D. (1992). Teacher characteristics and effective teaching in child care: Findings from the National Child Care Staffing Study. *Child and Youth Forum*, *21*, 399–414.
- Kontos, S., Howes, C., Shinn, M., & Galinsky, E. (1994). *Quality in family child care and relative care*. New York: Teachers College Press.

- Loeb, S., Fuller, B., Kagan, S. L., & Carrol, B. (2004). Child care in poor communities: Early learning effects of type, quality, and stability. *Child Development, 75*, 47–65.
- NICHD Early Child Care Research Network. (1997). Poverty and patterns of child care. In G. J. Duncan (Ed.), *Consequences of growing up poor* (pp. 100–131). New York: Russell Sage.
- NICHD Early Child Care Research Network. (1999). Child outcomes when child care center classes meet recommended standards of quality. *American Journal of Public Health, 89*, 1072–1077.
- NICHD Early Child Care Research Network. (2000). Characteristics and quality of child care for toddlers and preschoolers. *Applied Developmental Sciences, 4*, 116–135.
- Phillips, D. A., Voran, M., Kisker, E., Howes, C., & Whitebook, M. (1994). Child care for children in poverty: Opportunity or inequity? *Child Development, 65*, 472–492.
- Smith, K. (1997). *Who's minding the children? Child care arrangements, spring 1997*. Washington, DC: United States Census Bureau (pp. 70–86).
- United States Department of Health and Human Services. (2002). *Child care eligibility and enrollment estimates for fiscal year*. Washington, DC: Administration for Children and Families.
- Vandell, D., & Pierce, K. (2003). Child care quality and children's success at school. In A. Reynolds & M. Wang (Eds.), *Early childhood learning: programs for a new century* (pp. 115–139). New York: Child Welfare League.
- Zaslow, M., Moore, K., Brooks, J., Morris, P., Tout, K., Redd, Z., et al. (2002). Experimental studies of welfare reform and children. *Future of Children, 12*, 79–96.