

Child Advocacy Program
Art of Social Change:
Child Welfare, Education, & Juvenile Justice

Professor Elizabeth Bartholet
Lecturer on Law Jessica Budnitz

ASSIGNMENT PACKET for Session #10
November 11, 2010

Impact of the Economy on Child Homelessness

Sue Heilman
Former CEO, Horizons for Homeless Children

Mark Edwards
Opportunity Nation, a campaign of Be the Change, Inc.

Paul Epstein
Social Worker, Brookline High School
Co-Founder, "Foundation to Be Named Later"

Session #10
November 11, 2010

Assignment

Speaker Biographies

Session Description

Readings:

Pages

Sue Heilman

- 30-second Horizons for Homeless Children Public Service Announcement (PSA)
 - Students should view this PSA (with the image of a child):
<http://www.horizonsforhomelesschildren.org/Newsroom.asp>
- Sue Heilman, Causes of Child and Family Homelessness **1-4**
- Bridging the Gap, *More Homeless Children, Less Access to Early Education and Care*, Horizons for Homeless Children, October 2009 Report **5-60**
- 5 Horizons for Homeless Children PSAs
 - Students should view these additional 5 PSAs:
<http://www.horizonsforhomelesschildren.org/Newsroom-Video-Library.asp>, including the three 31 second PSAs with the Celtics and the two 3.5 minute PSAs with details about Horizons' programs
- Horizons for Homeless Children website
 - Students should peruse the Horizons for Homeless Children website, paying particular attention to the information in the "programs" and "advocacy" sections of the website:
<http://www.horizonsforhomelesschildren.org/>

Mark Edwards

- OpportunityNation Campaign Background **61-66**

Paul Epstein

- Foundation to Be Named Later Materials **67-70**

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Speaker Biographies

For over eighteen years, **Sue Heilman** worked at Horizons for Homeless Children. This past summer she stepped down as CEO. Having received her B.A. from Wheaton College, Sue has developed expertise over two decades in program planning, implementation, and evaluation; early childhood education; working with disadvantaged families; and fundraising, finance and administration.

Reporting to an active, diverse board of directors drawn from the Greater Boston community, as CEO of Horizons, Sue was responsible for all programmatic and administrative activities and manages a staff of more than 100. Sue joined Horizons for Homeless Children in January 1992 after serving as Executive Director of Thompson Island Education Center, where she had worked for almost ten years. Prior to Thompson Island, she worked for a variety of nonprofit organizations in the Boston area that served low-income and disadvantaged people. She was drawn to the work of Horizons for Homeless Children because of a strong personal desire to give young children, who suffer the greatest consequences of homelessness, opportunities to grow and thrive.

Sue believes that homeless children and families need and deserve support to grow, develop and become self-sufficient. "Change takes time," she says, "and there is no exact recipe for how to transform a family from the experience of homelessness to one of stability and self-sufficiency. There are many ingredients that help. I am honored to be a part of an organization that works with homeless children and families to put these ingredients together to help lead them to a better future."

Mark Edwards is the executive director of OpportunityNation, a campaign of Be the Change, Inc. OpportunityNation is building a national coalition of non-profit organizations, business leaders, leading thinkers, and grass roots organizations around a bipartisan/nonpartisan agenda to enhance economic opportunity and mobility. Our goal is to build awareness of the issues around opportunity and mobility in this country, and develop an agenda that has a role for citizens, communities, companies, and government. The OpportunityNation coalition will develop a policy platform and launch a national summit in November 2011 to focus attention on these issues, and use the upcoming presidential election as a lever to thrust the agenda into the mainstream debate. Prior to joining Be the Change, Mark was the managing partner of Edwards & Company, Inc., a marketing and communications company focused on elevating educational institutions and not-for-profit organizations.

Born 60 seconds before Theo Epstein, **Paul Epstein** is, technically, the middle of Leslie and Ilene Epstein's three children. Raised in Brookline with sister Anya and twin brother Theo, Paul graduated from Brookline High and headed off to Wesleyan a short 25 minutes from Theo and Anya at Yale. While playing soccer and studying classics, he discovered a passion for working with youth when he became a Big Brother. The experience completely changed the direction of his life and he embarked on a career in social work. After working in residential treatment at The Home for Little Wanderers, where he met his lovely wife, Saskia Grinberg, he earned an MSW from BU in 1998. He has worked as a social worker at Brookline High School for 7 years. He took a sabbatical to work on Saskia's and his vision to open the only youth community center in Brookline. In 2005, he co-founded the Foundation to be Named Later with Theo. He and Saskia live in Brookline with their two beautiful children, Annika and Ezra.

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Session Description

One out of every 50 children goes to sleep homeless. How can this happen in America? Sue Heilman, who served for over 18 years at Horizons for Homeless Children in Massachusetts, will answer this question, providing a historical context for childhood homelessness in the US. She will discuss the problem nationally as well as here in Massachusetts. She will highlight how the economy has impacted child homelessness.

Horizons leads the way in building partnerships with the private sector and government; the organization effectively engages volunteers and secures foundation funding. A significant part of Horizons' success has been its effective communication strategy. Mark Edwards has been involved in Horizons from the beginning, spearheading their communications efforts. Horizons materials appear in the subway, on National Public Radio, and even at Whole Foods. For an example of a video piece Horizons created for television and the web, see: <http://www.horizonsforhomelesschildren.org/Newsroom.asp>.

Prominent Bostonian Paul Epstein co-founded "The Foundation to Be Named Later" with his twin brother, Theo Epstein (General Manager of the Boston Red Sox). Epstein will describe how he uses his position and the foundation he created to highlight children's causes, including organizations like Horizons. In addition to his foundation work, Epstein is a social worker at Brookline High.

Presentation for Harvard Law School Class, 11/11/10

Causes of Child and Family Homelessness

Until the early 1980's, homelessness among children and families in Mass. and the US in general was fairly rare and uncommon. In 2010, more than 500,000 families will experience homelessness in this country and more than 10,000 of these families will be in Mass. (These are very conservative counts - others counts are as much as 5 times this many.) What happened to cause this huge surge in homelessness among families? There are many factors, but among them are 4 common themes:

1. A huge increase in the cost of housing.

In 1980 a small two-bedroom apartment in the least desirable neighborhood of Boston cost about \$200/month; today, that same apartment, still in the least desirable neighborhood of Boston, costs about \$1,200/month - a six-fold increase. Housing costs across the state and country have increased at generally this same rate over the past 30 years, and all other basic costs of living have increased at similar rates.

2. Minimum wage has not increased at nearly the same rate.

In 1980, minimum wage was about \$4.00/hour; today, it is about \$8.00/hour - a doubling in the same 30 year period. The differential between the increase in the cost of housing and other basic necessities and the increase in minimum wage - a multiple of 3 - has caused families who once were considered "poor" but at least were able to afford their own place to live, to become homeless.

3. Government reduced the size and scope of the "safety net".

Beginning in the 1980's, the federal government started reducing the kinds and amounts of supports they made available to poor families, starting with reductions in housing subsidies and other affordable housing programs, and then continuing with major reductions to other parts of the "welfare" system.

4. "Social" problems have factored into the increase in family homelessness, such as teen pregnancy and domestic violence.

Approx. one third of all homeless families are headed by a teenage mother, and about one quarter of all homeless families have just fled a domestic violence situation. In both cases, the economics of the situation, as per above, play a part in the resulting homelessness, i.e. a teen parent cannot make more than minimum wage because of her lack of education and training, and a victim of domestic violence may not have been working before she fled her abuser and now needs to become the primary breadwinner in the family and may not have sufficient education and training to make more than

minimum wage. In the latter case, there are often resulting issues with lack of self-esteem than hinder the ability to quickly move to self-sufficiency.

Example: How much money do you need to earn to afford a small apartment in the least desirable part of Boston if you are a single parent with two children and without getting any public subsidies? (Refer to Crittenton Women's Union's Mass. Family Self-Sufficiency Standard)

Rent - \$1200/month x 12 months	\$14,000/year
Utilities	2,000/year
Childcare for toddler full-time	14,000/year
After-school and summer for older child	5,000/year
Food	5,000/year
Transportation	1,000/year
Clothing	2,000/year
Health care	5,000/year
Total Expenses	\$48,000/year
Income required before taxes	\$60,000/year
Taxes at 20%	12,000/year
Net	Break even!! (No eating out, no vacation costs, no car, no savings, no frills of any kind.)

\$60,000 is the minimum required salary, which is the same as about \$30/hour - almost four times the minimum wage, and requires a high level of education and/or training to earn. Most families who become homeless are headed by a single mother who does not have a high degree of education and/or training.

If there are two parents with the same two children trying to live in the same apartment, the costs go up a little bit but not too much, and the earning power doubles - but if they each are only able to earn minimum wage, they still cannot make ends meet - they are only half-way there.

What happens once you become homeless in Mass.? Where do you live?

Most families who become homeless are considered the "hidden homeless": they stay on the couch or floor in a family member's or friend's apartment for a few nights at a time, moving every few days or weeks as they wear-out their welcome.

Some homeless families either immediately or eventually learn about and get assistance from the network of shelters and other programs that have become available in this state

to temporarily house them. These are the families who are more easily counted and served. At this time there are approx. 150 such shelters/programs in Mass., scattered throughout the state - none of which are publicly “advertised” so it is not obvious that they exist or where they are or how to “get in”. And “getting in” is not automatic - once you learn about them and request to get in, there is a long and arduous application process and usually a long waiting list, sometimes as long as a year. If they are victims of domestic violence, they may end up in a domestic violence shelter/program (funded generally through the Department of Children and Families), usually in a confidential location and with a very strict and rather short-term deadline for moving out (90 days usually). Since that is often not enough time to become “self-sufficient “ if they weren’t so beforehand, then they often are transferred to a “transitional” shelter/program, which may allow them to stay for several more months or even a year or more. If they are a teen parent, there are a number of shelter/programs specifically geared towards them in this state (generally funded through the Department of Transitional Assistance), and if they “get in” to one of them they may stay there for months or years depending on their age when they move in and how they progress. Most homeless families who end up in shelters end up in “emergency” shelters, (generally funded through the Department of Housing and Community Development) and the average stay there is about 8 months. (Because of the very long waiting lists for most shelters at this time and at other times in the past, DHCD has created a system of “overflow shelter motels” across the state as well.)

What is a shelter like?

No two shelters are alike, but they do have some things in common. The majority of shelters formerly were single-family homes that have been transformed into a “home” for 5-6 families. Each family gets their own room - usually about 10’ x 10’ in size (very cramped for 3-4 people to sleep in and keep all their belongings in), and shares a common bathroom and kitchen with the other families. There is very little privacy. These shelters are generally staffed 24 hours a day, seven days a week, and there are many rules that the families must follow in order to stay in the shelter. (Some shelters have been transformed from old school buildings, old hospitals, churches, nursing homes, etc. and house as many as 50 families in the same building; some shelters offer each family an actual apartment, with their own kitchen and living area, etc., but these are by far in the minority.) All shelters, in addition to providing temporary housing to the family, also assist the family in finding permanent housing, helping them get on waiting lists for subsidy programs, public housing units, etc. Some shelters also offer a variety of other supportive services, mostly directed at the parents. (Keep in mind that generally two-thirds of shelter residents are actually children.)

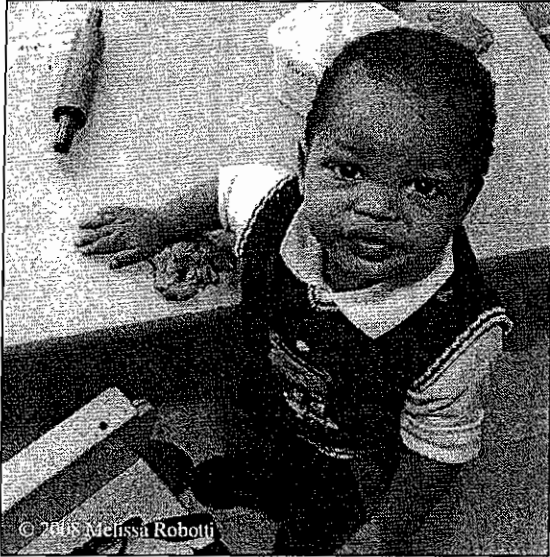
What does the experience of becoming and being homeless look like from the perspective of a child in the family?

Half of all children experiencing homelessness are aged 6 or younger and the other half are older than 6. Research conducted since this phenomenon began in the early 1980’s shows that becoming and being homeless are as traumatic to a young child as

experiencing war, violence, or the loss of a parent. Homelessness often causes significant developmental delays and emotional problems. This is because, just like almost all creatures, human growth and development happens most successfully when there is a strong sense of security, safety, and consistency in the environment, along with loving and nurturing caregivers. Homelessness, in almost all cases, disrupts all of these things from being possible. Moving from place to place every few days, weeks or months, and having no or virtually no financial or social resources, does not create a sense of security or lend itself easily to the parent finding time to be nurturing and loving with her child/ren.

This is where Horizons for Homeless Children comes in!

While the shelter staff are helping a homeless parent find permanent housing and arranging for other supportive services for them, the children are typically “put on hold”, brought from meeting to meeting, appointment to appointment. HHC’s services, through the Playspace Programs and the Community Children’s Centers, are designed to allow the children in these situations to “just be kids”, and also to help them “catch up” developmentally and “heal” from the trauma of homelessness. (The CCC’s also provide additional supportive services for the parents, especially regarding parenting skills.) Whether it is for a few hours in the HHC-operated Playspace in the shelter, or in the classroom of one of the CCC’s, the children can feel safe, secure, and nurtured - and therefore can get back to growing and developing normally.



Bridging the Gap

OCTOBER 2009

*More Homeless Children,
Less Access to Early Education and Care*



**HORIZONS FOR
HOMELESS CHILDREN**

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I. Executive Summary

Child and family homelessness are at an all-time high in Massachusetts, due to current economic conditions and fewer families being able to afford their own housing. As of the end of July 2009, there were approximately 2,880 families with about 5,050 children temporarily housed in emergency shelter in the Bay State, including approximately 2,780 children under the age of six. On any given day, there are about 1,000 additional homeless children in the Commonwealth who live in domestic violence shelters, residential programs for teen parents and their families, transitional housing programs, residential substance abuse programs, and HIV/AIDS residential programs, for a total of **over 6,000 homeless children living in shelters in Massachusetts on any given day, about 3,000 of whom are under the age of six – 11% more homeless children than reported in last year’s “Bridging the Gap.”**

The Commonwealth’s emergency shelter system has far exceeded its capacity. As a result, **more than 1,500 of these 6,000+ homeless children and their families are currently placed by the Commonwealth in motels, an increase of 50% since last year’s report. More than 800 of the children placed in motels are younger than school-age.**

Worse still, these statistics represent only the tip of the iceberg of child homelessness in Massachusetts. Tens of thousands more Massachusetts families with children sleep on floors and sofas of friends and relatives, or live in other makeshift arrangements such as cars and campgrounds. According to data collected by the Mass. Department of Elementary and Secondary Education in cooperation with the U.S. Centers for Disease Control, which used a comprehensive definition of homeless that includes children living in “doubled-up” situations, rather than a definition limited to children living in shelters, on any given day, an estimated 56,000 Massachusetts school-aged homeless children are homeless.¹ Given that for each school-aged homeless child there is a pre-school aged homeless child, this means that **on any given day there are also more than 50,000 homeless Massachusetts pre-school aged children – a total of well over 100,000 homeless children and youth in Massachusetts on any given day, and many thousands more over the course of a year.**

These troubling statistics reflect a national trend, in the midst of the worst economic downturn since the Great Depression. According to the U.S. Conference of Mayors, 83 percent of the cities surveyed reported an increase in homelessness in 2008, with an average increase of 12%.² The National Center on Family Homelessness estimates that **at least 1.5 million U.S. children will experience homelessness over the course of a year³, and the actual figure is most likely substantially higher.⁴** Congress has responded with renewed emphasis on addressing homeless children and their families, and for the first time in memory, a sitting President has acknowledged the importance of doing so.⁵

Homelessness has grave impacts on child development, including brain development. As a result, compared with both middle-class and poor housed peers, young homeless children experience more developmental delays, emotional problems such as anxiety and depression, and behavioral issues.⁶ Without the proper intervention, homelessness, whether of long or short duration, is a condition that impacts greatly on a child’s school readiness as well as later in life.

A ray of hope amidst all of this bad news? Scientific research shows that **quality early education and care makes a significant difference in the well-being and school-readiness of young homeless children, and helps the parents of those children move towards self-sufficiency.**

To determine how many homeless children living in shelter have access to this critical intervention, Horizons for Homeless Children (HHC) conducted a survey of shelters serving homeless families in Massachusetts in the summer of 2009, a repeat of the survey done the previous five years. The results of the survey are detailed in the pages that follow.

Recognizing the need to “bridge the gap” between homeless families’ need to access early education and care and their ability to access it, in December of 2007, the Massachusetts Department of Early Education and Care (EEC) and the Department of Transitional Assistance (DTA) implemented a new policy designed to improve access to early education and care for homeless families living in shelter.⁷ Under this policy, families living in homeless shelters were entitled to a childcare voucher as soon as they entered the shelter, which the families could then use to enroll their children in fully subsidized early education and care. The policy was designed to provide access to childcare vouchers with minimal red tape, which had been a major problem in spite of well-intentioned efforts in prior years to streamline the process for securing childcare vouchers. As a result of that policy, according to HHC’s 2008 survey of shelters, 64% of children living in homeless shelters⁸ in Massachusetts accessed early education and care, up from 47% in 2007.

Unfortunately, as a result of the Commonwealth’s current fiscal crisis, the progress that had been made has come to a halt, and is being reversed. First, in November of 2008, limitations were placed on homeless families’ access to childcare vouchers. Then, **as of September 1 of this year, the Commonwealth’s policy of providing homeless families living in shelter with automatic, immediate access to childcare vouchers was suspended.** As a result of the first of these setbacks, this year’s survey registered a 6% decline in the proportion of homeless children accessing early education and care (57% as of the summer of 2009, down from 64% in 2008). We anticipate a continuing decline, due to the suspension of the homeless childcare access policy, which occurred after this year’s shelter survey was completed. It is also important to note that the 57% participation rate does not take into account the more than 800 young children placed in motels, of whom anecdotal evidence suggests few are participating in early education and care while living in the motels. Including those children in the analysis would further reduce the “snapshot in time” early education and care participation rate.⁹

To improve access to early education and child care for homeless young children, both in Massachusetts and throughout the U.S., **this report offers the following recommendations:**

Recommendation # 1: Restore homeless families’ immediate access to childcare vouchers in Massachusetts

As noted above, in response to a funding shortfall, the Commonwealth of Massachusetts recently suspended its ground-breaking policy under which homeless families living in shelter had automatic/immediate access to childcare vouchers. This setback will make it difficult or impossible for many families to move toward self-sufficiency and move into permanent housing, and will also have a direct harmful impact on the well-being of homeless children. **We urge the Commonwealth to restore homeless families’ immediate access to childcare vouchers, and explore all options for finding the necessary funding.**

Recommendation # 2: Fund and implement comprehensive homelessness prevention and rapid re-housing strategies in Massachusetts, including early education and care and other child development services

Horizons for Homeless Children applauds the work of the Massachusetts Interagency Council on Housing and Homelessness (ICHH), and urges the Legislature to provide the necessary funding to implement the comprehensive homelessness prevention and rapid re-housing strategy being developed by the Council. We commend ICHH for directing the newly-formed “Regional Networks” to address the early education and childcare needs of families as part of their local homelessness prevention and rapid re-housing strategies, and urge the Regional Networks to do so, particularly in light of the Commonwealth’s suspension of automatic/immediate access to childcare vouchers for families in shelter. We also commend the Massachusetts Commission to End Homelessness for recommending that the Commonwealth strive to mitigate the negative impact of homelessness on children, by ensuring the availability of child development opportunities for all children who are homeless, at-risk of homelessness, or transitioning out of homelessness. **We urge the ICHH, the Department of Housing and Community Development and the Regional Networks to continue to focus on the critical role of early education and care and other child development services as part of any strategies for addressing and eliminating homelessness.**

Recommendation # 3: Help homeless families in Massachusetts living in motels access early education and care and other necessary supports

As this report goes to print, over **1,000 homeless families in Massachusetts – including more than 1,500 children, of whom over 800 are younger than school-age – are living in shelter overflow motels while they wait for a room in a shelter to open up.** Currently, the average length of stay in a motel is over three months, and considerably longer stays are common. In June of 2008, the Massachusetts Department of Early Education and Care (EEC) and the Department of Transitional Assistance (DTA) issued a policy document that stated that “[s]ince placement in hotels/motels is short term, and eventual shelter placement may not be in an area close to the previous hotel/motel placement it would be better to wait until the family is placed in shelter before offering access to child care.” The situation has changed since June of 2008. Several hundred young children and their families are stuck in shelter overflow motels, typically for extended periods of time, and need the opportunity to enroll in early education and care. **We therefore call upon EEC, the Department of Housing and Community Development, DTA, the Regional Networks and the Child Care Resource & Referral Agencies to help these families obtain childcare vouchers, enroll in early education and care, and secure transportation to the early education and care provider.**

Recommendation # 4: Provide additional resources to assist Head Start providers in identifying and serving homeless children

Under the federal Head Start re-authorization legislation signed into law in December of 2007, Head Start providers are now required to identify young homeless children in their service area, and prioritize enrollment of homeless children.¹⁰ However, finding families living in “doubled-up” arrangements in their local community – an often hidden form of homelessness – can be challenging, especially since many families from diverse cultural backgrounds who are living “doubled-up” do not identify themselves as homeless. Additionally, young children who are homeless have unique educational needs that frequently make it challenging for them to participate in early education and care settings. **Here in Massachusetts, we urge the Department of Early Education and Care, the Department of Elementary and Secondary Education, Department of Housing and Community Development, the Department of Transitional Assistance, local Child Care Resource and Referral Agencies, homeless shelters and public school district homelessness coordinators to collaborate with Head**

Start providers on efforts to maximize the enrollment of homeless children in Head Start programs. At the national level, we urge the Office of Head Start to ensure the delivery of training and technical assistance on how to meet the unique educational needs of homeless children and, we encourage the Administration for Children and Families, U.S. Department of Health and Human Services, and the U.S. Department of Education to coordinate their efforts to assist Head Start programs and Local Education Agencies to find and serve homeless children who can benefit from Head Start’s early education and comprehensive child development services and K-12 educational services.¹¹

Recommendation # 5: Address the needs of homeless children in “State Plans” submitted to the federal government

HHC recommends that the needs of homeless children, particularly young children, be addressed in the following State Plans (required by the federal government) and planning processes: Transitional Aid to Needy Families (TANF), Child Care and Development Block Grant (CCDBG), Community Development Block Grant (CDBG), and McKinney Supportive Housing Program (SHP). The Mass. Department of Early Education and Care made extensive reference to its efforts to meet the needs of homeless families and their children in the state plan submitted to the federal government in connection with the Child Care and Development Fund. Horizons for Homeless Children urges the Massachusetts Interagency Council on Housing and Homelessness to ensure that the above-referenced State Plans address the needs of young homeless children.

Recommendation # 6: Address the needs of homeless children as part of reauthorization of the U.S. Child Care Development Fund/Child Care and Development Block Grant.

The majority of the funds spent by state and local governments to facilitate access to early education and care for children in low-income families comes from federal sources.¹² For example, in Massachusetts, 68% of state spending on early education and care is derived from federal funding.¹³ In FY09, federal funding dedicated to early education and care through the Child Care and Development Fund (CCDF) is approximately \$7 billion, comprised of \$4.1 billion in Child Care and Development Block Grant (CCDBG) funds and \$2.9 billion in CCDF Mandatory and Matching funds. CCDF/CCDBG is due for reauthorization. **Just as Congress prioritized homeless children for enrollment as part of reauthorization of Head Start (see recommendation no. 4, above), so too should Congress prioritize homeless children for use of CCDF/CCDBG funds, through reauthorization of CCDF/CCDBG.**

II. Introduction to Horizons for Homeless Children

Horizons for Homeless Children (HHC) is a non-profit organization based in Boston that serves more than 2,300 homeless children and their families throughout Massachusetts each week. HHC operates three Community Children's Centers, providing full-time, professional early education and childcare and family support services for 175 homeless children and their parents each weekday. In addition, HHC has established Playspace Programs in about 140 family homeless shelters, domestic violence shelters and other shelter types across Massachusetts, where it installs and maintains Playspaces in the shelters, and recruits, trains, places and supports more than 1,000 volunteers who each week engage more than 2,200 children in educational play, designed to minimize or prevent the life-long harm of homelessness.

HHC has a Training and Technical Assistance program, through which it helps early education and care programs and other providers to better meet the needs of the homeless children they serve. HHC also has a Policy and Advocacy program to educate policymakers on the needs of homeless children, and impact state and federal policies in ways that will improve the lives of homeless children and their families.

For further information about HHC, please see Appendix 11 of this report, and visit www.horizonsforhomelesschildren.org.

III. Child and Family Homelessness in Massachusetts

A. Demographics

Child and family homelessness are at an all-time high in Massachusetts, due to current economic conditions and fewer families being able to afford their own housing. As of the end of July 2009, there were approximately 2,880 families with about 5,050 children temporarily housed in emergency shelter in Massachusetts, including 2,780 children under the age of six. On any given day, there are about 1,000 additional homeless children in the Commonwealth – about half of whom are under the age of six – who live in domestic violence shelters, residential programs for teen parents and their families, transitional housing programs, residential substance abuse programs, and HIV/AIDS residential programs, **for a total of over 6,000 homeless children living in shelters in Massachusetts on any given day, about 3,000 of whom are under the age of six – 11% more homeless children than reported in last year's "Bridging the Gap."**

The Commonwealth's emergency shelter system has exceeded its capacity. As a result, **more than 1,500 of these children (of whom more than 800 are younger than school-age) and their families are currently placed by the Commonwealth in motels, an increase of 50% since last year's report.** These children and their families lack access to kitchen facilities, and most have limited access to supports and limited ability to meet other basic family needs, while they wait for a room in a shelter to open up. The Commonwealth is attempting to address this situation with case management services provided by 17 caseworkers from the Massachusetts Department of Public Health's F.O.R. (Follow-up, Outreach and Referral) Families Program. The F.O.R. Families Program is a home visiting program funded by the Massachusetts Department of Housing and Community Development. Home visiting services are provided to homeless families who are temporarily sheltered in motels throughout the state. Home Visitors conduct family assessments, make referrals based upon the assessments and coordinate services with an array of community-based programs.

Worse still, these statistics represent only the tip of the iceberg of child homelessness in Massachusetts. Tens of thousands more Massachusetts families with children sleep on floors and sofas of friends and relatives, or live in other makeshift arrangements such as cars and campgrounds. According to data collected by the Mass. Department of Elementary and Secondary Education in cooperation with the U.S. Centers for Disease Control, which used a comprehensive definition of homeless that includes children living in “doubled-up” situations, rather than a definition limited to children living in shelters, on any given day, an estimated 56,000 Massachusetts school-aged homeless children are homeless.¹⁴ Given that for each school-aged homeless child there is a pre-school aged homeless child, this means that **on any given day there are also more than 50,000 homeless Massachusetts pre-school aged children – a total of well over 100,000 homeless children and youth in Massachusetts on any given day, and many thousands more over the course of a year.**

Family and child homelessness is not only a Massachusetts phenomenon, nor is Massachusetts the only state experiencing an increase in child and family homelessness. The National Center on Family Homelessness estimates that **at least 1.5 million U.S. children will experience homelessness over the course of a year¹⁵, and the actual figure is most likely substantially higher.¹⁶** Amidst the worst economic downturn since the Great Depression, the U.S. Conference of Mayors reports that 83 percent of the cities surveyed reported an increase in homelessness in 2008, with an average increase of 12%.¹⁷

B. Causes of Child and Family Homelessness

The leading causes of child and family homelessness are the high cost of housing, insufficient incomes (including poverty), domestic violence, and teen parenting.

Housing costs and the lack of affordable housing

The high cost of housing and lack of sufficient affordable housing in Massachusetts and across the U.S. is a major cause of family homelessness. In a 2004 study prepared for Citizen’s Housing and Planning Association (CHAPA) and the Massachusetts Housing Partnership (MHP) “Winners and Losers in the Massachusetts Housing Market: Recent Changes in Housing Demand, Supply, and Affordability,” researchers from the University of Massachusetts Donahue Institute report that:

In 1980, Massachusetts was a relatively affordable place in which to buy or rent a house for most families, ranking twenty-sixth out of the fifty states in the affordability of owner-occupied housing. But this situation changed significantly during the 1980s, so by 1990 Massachusetts had become the third most expensive state to buy a house, a position it retained in 2000.¹⁸ According to the Office of Federal Housing Enterprise Oversight, between 1980 and 2003, the nation’s largest overall percentage increase in housing prices occurred in Massachusetts.¹⁹ The cost of rental housing has grown similarly. In a 2003 study, Massachusetts was rated the least affordable state in which to rent an apartment.²⁰

Nationally, between 1970 and 1995, the gap between the number of low-income renters and the amount of affordable housing units skyrocketed from a nonexistent gap to a shortage of 4.4 million affordable housing units.²¹

The recent slowdown in the real estate market has not changed this basic reality: the cost of housing is out of reach for tens of thousands of families in Massachusetts and throughout the U.S., resulting in an epidemic of family homelessness. If anything, the foreclosure crisis

stemming from the slumping real estate market has contributed to an increase in homelessness, with tenants in buildings owned by landlords who face foreclosure particularly vulnerable.²²

In the past, state and federal governments sought to fill the gap between low incomes and the cost of housing, by producing public housing and issuing housing vouchers. However, in the past 25 years, both the state and federal governments have slashed funding for affordable housing. From 1976 through 1981, a period of six years, more than 735,000 new units of public housing were built using funding through the U.S. Dept. of Housing and Urban Development, an average of more than 120,000 new units per year. Beginning in 1982, federal funding came to a near halt. From 1982 through 2002, new construction of HUD-funded public housing slowed to about 13,000 per year. A similar trend has developed for construction of rural affordable housing through a program administered by the U.S. Department of Agriculture. From 1976 through 1985, the federal government funded the construction of over 30,000 units of rural affordable housing each year. Production of rural affordable housing slowed dramatically from 1986 through 1995; since then, an average of just 1,700 units of rural affordable housing have been built each year with federal funds.²³

During the same time period, the Housing Choice Voucher Program (commonly known as “Section 8”) has become the predominant form of federal housing assistance. However, due to limited federal funding, only one in nine eligible families receive them.²⁴ The state counterpart to the Section 8 program, the Mass. Rental Voucher Program, has also been cut in recent years. As a result, the number of families with MRVP vouchers declined by almost one third from 2001 to 2005.²⁵

The Obama Administration and Congress have begun to restore federal investments in affordable housing. However, it will take an extended period of time for these increased expenditures to effectively counteract the previous 25 years of cuts – assuming the increase is sustained in future years.

Insufficient incomes/poverty

According to the 2000 U.S. Census, Massachusetts ranks 12th in the United States in the percentage of children who are poor, with 12% of children under 18 living in poverty.

According to a 2002 MassINC study, “poverty has proven to be a more serious structural problem in our state than in the nation during the 1990s. Since 1993, poverty rates declined sharply in the U.S. but remained essentially unchanged in Massachusetts.”²⁶ In August of 2008, the Mass. Budget and Policy Center concurred, concluding that there has been no decline in poverty in Massachusetts over the past several years.²⁷ In 2007, the most recent year for which data is available, 13% of all children in Massachusetts lived in poverty.²⁸

While the federal poverty standard is useful for comparing poverty levels across time or geography, it is an outdated standard that grossly underestimates the income one must reach in order to escape being poor. A far more realistic standard is the Family Economic Self-Sufficiency Standard, developed by Crittenton Women's Union. For example, in order to be self-sufficient, a family of three living in Boston (e.g., a mother with one school-age child and one preschool-age child) must earn \$58,133 - more than three times the 2009 Federal Poverty Level of \$18,310, and much more than the income of the typical homeless family. While the cost of living is somewhat lower in other parts of the state, self-sufficiency is still a huge “reach” for homeless families. For example, in Lowell, the income needed to reach self-sufficiency is \$57,384. In New Bedford, it is \$46,220; in Worcester, it is \$48,513; and in Springfield, it is

\$46,573. Given this data, it comes as no surprise that thousands of families in Massachusetts cannot afford a home of their own.²⁹

While the cost of living typically rises from year to year, the incomes of low and middle-income families with children have actually been declining. For example, in 2000, the average household with children in the bottom fifth of the income distribution scale earned \$18,800 in 2005-equivalent dollars. By 2005, that same household was earning only \$16,800. Similarly, in 2000 the average household with children in the next-highest fifth of the income scale earned \$39,400 in 2005-equivalent dollars. By 2005, that figure had declined to \$37,500. In 2000 the average household with children in the middle fifth of the income scale earned \$59,100 in 2005-equivalent dollars, but by 2005 earned only \$57,200.³⁰

Domestic violence

In a national survey of homeless people, domestic violence was the second most frequently stated cause of homelessness for families, with 13 percent of homeless families saying that they had left their last place of residence because of abuse or violence in the household.³¹ In another study of homeless people in ten U.S. cities, 22 percent of homeless parents said they had left their last place of residence because of domestic violence.³² One study in Massachusetts found that 92 percent of homeless women had experienced severe physical or sexual assault at some point in their life, 63 percent had been victims of violence by an intimate partner, and 32 percent had been assaulted by their current or most recent partner.³³

Teen Parenting

After several years of decline dating back to 1991, the birth rate for U.S. teens rose in 2006, the most recent year for which data is available. As of 2006, 18% of teenage girls were projected to become teen mothers.³⁴ This has significant implications for homelessness, given the high rate of homelessness among teen parents. In Massachusetts, one third of teen parents experience homelessness at some point over the course of a year.³⁵ The clear implication of this statistic is that having children during the teen years can be a significant contributing factor in becoming homeless – an unsurprising conclusion, given the well-documented link between teen parenting and poverty.

C. The Family Shelter System

Congregate Family Shelters account for the majority of family shelters in Massachusetts, and most of them are overseen by the Department of Housing and Community Development (DHCD), through the Emergency Assistance program.³⁶ Families access congregate family shelters in the Emergency Assistance shelter network via DHCD staff co-located at local Department of Transitional Assistance offices. In a congregate shelter, members of a family typically have one bedroom to themselves and share kitchen, bath, and common space with other families, and parents receive supportive services designed to help them find permanent housing and move towards self-sufficiency. Until recently, homeless families with incomes of less than 130% of the Federal Poverty Level were eligible for placement in a congregate family shelter in the Emergency Assistance shelter network. Due to the ongoing fiscal crisis faced by Massachusetts and virtually every other state, the eligibility threshold was reduced to 115% as of July 1, 2009. The family's income must remain under 115% of the poverty line in order to stay in shelter; otherwise, they must move out within six months of crossing that income threshold. Shelter lengths of stay vary based on family circumstances, but stays of over a year are not uncommon.

Scattered Site Family Shelters are residential shelter programs that place families in apartments on a temporary basis. Scattered site shelters afford a greater degree of privacy to families, but still provide supportive services. Most scattered site family shelters are overseen by the Massachusetts Department of Housing and Community Development, through the Emergency Assistance program, with access administered by DHCD.³⁷

Domestic Violence (DV) Shelters tend to be structured like congregate family shelters with an overarching emphasis on safety planning for families who have been victims of violence. Overseen by the Massachusetts Department of Children and Families, DV shelters are in confidential locations and time limits of 90 days are typical. Unlike the Emergency Assistance shelter system, families in need of a domestic violence shelter can gain access by contacting the shelter provider directly through a hotline. In addition, unlike shelters in the Emergency Assistance shelter system, eligibility for domestic violence shelters is based on domestic violence victim status, rather than on income. Some domestic violence shelters are transitional shelter programs, meaning that they provide more services, support, and longer term stays. (See “Transitional Shelter Programs,” below.)

Teen Living Programs (TLPs) provide residential shelter and services for pregnant and parenting homeless teen mothers. These programs are administered by the Massachusetts Department of Public Health, and offer many services for their clientele. The typical stay for a teen parent and her child(ren) is about two years.

Transitional Shelter Programs may offer longer-term stays for families with additional service needs. Supports may include substance abuse treatment and support or assistance with mental health needs. Some families enter transitional programs directly, while others move into transitional programs after having first lived in a congregate shelter or a domestic violence shelter.

Motels are once again being used in Massachusetts to shelter families waiting for a room in a congregate or scattered site Emergency Assistance family shelter, due to the fact that the shelters are at their maximum capacity (about 2,000 families). Now, virtually all families entering the Emergency Assistance shelter system are initially placed in a motel, where the average length of stay is over three months, and considerably longer stays are common. As this report goes to print, over 1,000 Massachusetts families – including over 1,500 children, over 800 of whom are younger than school-age – are living in motels while they wait for a room in a shelter to open up. These families lack access to kitchen facilities, and have little or no access to supports and limited ability to meet other basic family needs.

D. Challenges in Accessing Family Shelter

In spite of the continuing upward trend in family homelessness, often the state’s shelter system is not an option. Historically, about one in five families fail to meet the Emergency Assistance shelter eligibility criteria, and are turned away.³⁸ Many families are screened out of shelter for various reasons including:

- being ‘over-income,’ for example, a family of three (mom and two children, one school-age and the other preschool-age) is deemed ‘over-income’ if their annual gross income is more than \$21,057 (115% of the Federal Poverty Level).
- having used shelter already within the past 12 months; or

- having been evicted from subsidized housing for non-payment of rent.³⁹

Regardless of the reason for denying a family state-subsidized shelter, the family is nonetheless homeless.

E. Supports for Homeless Families and Children in Shelter

The needs of homeless families vary depending on their individual circumstances. Most residential programs provide some degree of housing search services, either by on-site shelter staff or an outside agency. Support for employment (including job search, education, and training) is offered by a variety of state-funded and non-profit programs, although not always sufficient due to limited funding. However, the typical homeless shelter does not have sufficient resources to focus on the needs of the children, a major gap given that the great majority of residents of family homeless shelters are in fact children and youth.

Federal law addresses the educational rights of homeless children including those homeless children who live in a shelter. The education subtitle of the Federal McKinney-Vento Homeless Assistance Act guarantees access to public school education for school age homeless children. Reauthorized in January 2002 as part of the No Child Left Behind Act, McKinney-Vento ensures educational rights and protections for children and youth experiencing homelessness. For younger children, the McKinney-Vento Act provides that “each homeless child and youth must have equal access to the same free, appropriate public education, including public preschool education, as other children and youth.” However, while access to public school is compulsory, open, and universal, access to preschool education is not, a fact which limits the reach of McKinney-Vento for preschool homeless children.

The Mass. Department of Elementary and Secondary Education (DESE, formerly DOE) issued a series of Advisories in 2002 and 2003 providing guidance to school districts on implementation of the McKinney-Vento act, including one focusing on young homeless children. The Advisories are posted at www.doe.mass.edu/my/. See Appendix 6 of this report for DESE’s 2003 Advisory on serving homeless preschool children.

IV. The Impact of Homelessness on Children, and Effective Intervention

The Impact of Homelessness on Children

While all young children develop in different ways and at different paces, the period from birth to five years of age typically is a time of enormous growth and learning. At no other time in life are children’s brains developing as much or as rapidly.⁴⁰

All children require stability and consistency, individual attention, appropriate stimulation, protection from harm, structure and routine in order to grow and develop normally. These conditions allow a child to develop resiliency and are necessary to ensure that a child is developing appropriate skills for later success.

All of these foundations of child development are compromised by homelessness. As a result, homeless children frequently experience a high level of trauma.⁴¹ According to the American Public Health Association, the experience of homelessness can result in “toxic stress,”⁴² triggering a range of harmful biochemical impacts on the developing child, including abnormal brain development. According to a consortium of leading academic and clinical researchers, “[h]omelessness adversely affects the physical, mental and developmental wellbeing of

children.”⁴³ Compared with both middle-class and poor housed peers, young homeless children experience more developmental delays, emotional problems such as anxiety and depression, and behavioral issues.⁴⁴

Like any parent, homeless parents are responsible for taking care of their children and securing income and housing. Homeless parents face many barriers as they fulfill these basic parental responsibilities, including lack of employment opportunities, lack of education and training to do the jobs that are available, and few affordable housing opportunities. Given the tremendous challenges and stress faced by their parents, young homeless children often experience little or no positive interaction with adults, a situation that will limit their development. Homeless children may not be able to count on their primary caregiver, which could create the foundation for later emotional problems.

Homelessness impacts school readiness. Homeless children are 8 times more likely to be asked to repeat a grade, 3 times as likely to be placed in special education classes, and twice as likely to score lower on standardized tests.⁴⁵

Because of resource limitations, family shelters are typically geared toward serving the adult in the family. A common misunderstanding is that if the shelter “fixes” the adult’s issues then children’s success will follow. While clearly the well-being and potential of the parent plays a huge role in the child’s own prospects, the needs of both parent and child must be addressed simultaneously in order to make a lasting difference in the child’s life.

While public school enrollment is open to all school-age children, including homeless school-age children, as discussed later, not all homeless children have access to early education and care. Without a formal or informal care arrangement, the homeless parent often will need to bring the young child on all appointments and interviews. This makes it difficult for the parent to work, to find housing, and to attend school or training, all of which are important steps towards family self-sufficiency.

Early Education and Care Makes a Difference: The Impact of Quality Early Education and Care on Homeless Children and Their Families

A study issued in February of 2006 by the National Center on Family Homelessness (NCFH) documented with statistical significance the positive impact of quality early education and care on young homeless children and their parents. (“Evaluation of Horizons for Homeless Children’s Community Children’s Centers: Final Report.”)

NCFH tracked young homeless children enrolled in Horizons for Homeless Children’s Community Children’s Centers, and compared them to a similar group of homeless children not enrolled at HHC, over a period of five years. The study found that:

- Children enrolled at Horizons for Homeless Children exhibited greater improvements than the comparison group on the academic composite score, and also showed greater improvements in vocabulary and receptive language skills.
- Children enrolled at HHC were less likely to experience disruption in childcare than their comparison group peers.
- The majority of mothers of children enrolled at HHC said that HHC’s program helped their child become more confident in social situations, get ready for school academically, and feel better about him/herself.

- Mothers of children enrolled at HHC were far more likely to be employed at follow-up than their comparison counterparts.
- The incomes of families of children enrolled at HHC increased more than that of comparison group families.

Clearly, access to quality early education and care can make a huge difference in the lives of homeless children, and can help their families move towards self-sufficiency. The need to ensure homeless children's access to early education and care has also been recognized by policymakers and advocates representing a broad range of state agencies and organizations in Massachusetts.⁴⁶

For further discussion of this topic, see Appendix 4 to this report, "The Value of High-Quality Preschool Services."

V. The Early Education and Care System in Massachusetts

Early education and care for homeless young children is generally provided through the same system which is used by all Massachusetts young children.⁴⁷ Strategies for Children (the organizer of the "Early Education For All" campaign in Massachusetts) provides the following overview of the current early education and care system in Massachusetts:

Education and care for young children goes by many names: child care, day care, nursery school, preschool, pre-kindergarten, and early education. It is delivered in many settings: center-based, home-based or at the local public school, in urban, suburban and rural communities. Some programs are part-time, part-year, while others offer full-day, full-year services. They can be privately run, either non-profit or for profit, or they can be operated by the local school system or by a federally funded program such as Head Start.

Massachusetts early education and care is funded through three primary sources: public (federal, state and local), private (mostly foundation) and parent fees. Many programs also rely on significant in-kind contributions such as free space, utilities, materials and volunteers.⁴⁸

The quality of early education and care programs varies widely. The "gold standard" is accreditation by the National Association for the Education of Young Children. As described by The Boston Foundation, "Accreditation requires that minimum standards be met for quality of curriculum, facilities, nutrition, staffing, administration, teaching practices and relationship of teachers with parents." 35% of all center-based early education and care programs in Massachusetts are NAEYC-accredited.⁴⁹ While this may seem low, nationally, a mere 10% of early education and care programs are accredited.⁵⁰

As all parents with children enrolled in childcare or preschool are aware, early education and care programs are not inexpensive. Without publicly-funded subsidies, low-income families would not be able to access early education and care. About 80,000 young children (birth through age five) participate in some form of publicly-subsidized early education and care in Massachusetts.⁵¹ Subsidized child care is available to low-income families in the form of vouchers, contracted slots, and Head Start/Early Head Start.

Most families qualify for subsidized early education and care in one of two ways – though as noted below, qualifying for subsidized early education and care does not necessarily mean that the family will actually obtain a subsidy:

- Families on TAFDC⁵² (formerly known as “welfare,” or AFDC) who are engaged in work or a work-related activity such as job training or education, are entitled to childcare vouchers, as are families headed by working parents who received TAFDC cash benefits within the recent past.⁵³ While there is no waitlist for current or recent recipients of TAFDC, parents often face substantial delays in obtaining vouchers due to red tape, in spite of well-intentioned efforts in recent years to streamline the process for securing TANF vouchers.
- In general, families earning less than 50% of state median income with parent(s) who are working, actively seeking employment, in school, or serving in the military in a combat zone or hazardous duty zone qualify for a childcare voucher or a contracted slot, and remain eligible until they reach 85% of state median income. Families with a child or parent with a documented special need are eligible if they have an income at or below 85% state median income upon initial assessment, and remain eligible up to 100% of state median income.⁵⁴ Currently, 50% of state median income for a family of three is \$39,208, and 85% is \$66,653.⁵⁵ However, access to childcare vouchers for families in this category was suspended as of November of 2008, due to a funding shortfall. **Approximately 95,000⁵⁶ young children meet the income eligibility criterion for, but do not receive, subsidized early education and care, of whom more than 13,000⁵⁷ are on the formal waitlist maintained by the Department of Early Education and Care.**

Most families who receive public subsidies are required to contribute a co-payment, which ranges from \$520 to \$10,660 per child per year. Extremely poor families – families of two earning \$11,652 or less a year, families of three earning \$14,160 or less a year, and families of four earning \$17,052 or less a year – do not pay a co-payment. Virtually all homeless families fall into this category.

The Commonwealth of Massachusetts’ ultimate goal is the establishment of a universally-accessible early education and care system. This goal was recently codified in “An Act Relative to Early Education and Care,” which was passed unanimously by the Massachusetts Legislature, and was signed into law by Governor Deval Patrick in July, 2008.⁵⁸ Accomplishing this goal would be a huge victory for all young Massachusetts children and their families, including homeless children.

VI. Major Recent Policy Innovations

A. Recently-suspended Massachusetts policy on automatic access to early education and care for homeless families living in shelter⁵⁹

Recognizing the need to “bridge the gap” between homeless families’ need for early education and care and their ability to access it, in December of 2007, the Massachusetts Department of Early Education and Care (EEC) and the Department of Transitional Assistance (DTA) implemented a policy designed to improve access to early education and care for homeless families living in shelter. Under the policy, families living in homeless shelters were entitled to a childcare voucher as soon as they entered the shelter, which the families would then use to enroll their children in fully subsidized early education and care. The policy was also designed to provide access to childcare vouchers with minimal red tape, which had been a major problem in spite of well-intentioned efforts to streamline the process for securing childcare vouchers.⁶⁰ As a result of the policy, according to HHC’s 2008 survey of shelters, 64% of children living in homeless shelters in Massachusetts were accessing early education and care, up from 47% in 2007.

The curtailment of the policy in November of 2008 reversed some of this progress, with 57% of children living in homeless shelters accessing early education and care as of July of 2009. **We anticipate continuing decline in homeless children’s participation in early education and care, due to the suspension of the homeless childcare access policy, which occurred on September 1, after this year’s shelter survey was completed. It is also important to note that the 57% participation rate does not take into account the more than 800 young children placed in motels, of whom anecdotal evidence suggests few are participating in early education and care prior to being transferred to shelter. Including those children in the analysis would further reduce the “snapshot in time” early education and care participation rate for homeless children in the Massachusetts shelter system.**

B. New Head Start Reauthorization Provisions Regarding Homeless Children

Homeless children are far less likely to participate in Head Start than poor children with housing. Only 29,623 homeless children were enrolled in Head Start and Early Head Start during the 2007-2008 school year nationally, including 928 in Massachusetts.⁶¹ Given that there are at least 630,000 U.S. infants, toddlers and preschoolers who experience homelessness each year,⁶² less than 5% of homeless young children are served by Head Start and Early Head Start, in spite of the fact that 100% are eligible.⁶³

In December of 2007, former President Bush signed into law the “Improving Head Start for School Readiness Act of 2007,” which had been introduced by Senator Edward Kennedy and enacted by Congress. Several portions of the legislation deal directly with requirements regarding services to homeless children, including the following:

- Includes a definition of homelessness consistent with the education subtitle of the McKinney-Vento Homeless Assistance Act, including children living in “doubled-up” situations;
- Specifies that homeless children are categorically eligible for Head Start services;
- Requires Head Start programs to identify homeless preschool-aged children in their local community and to prioritize them for enrollment;

- Requires Head Start programs to allow homeless families to apply to, enroll in, and attend Head Start programs while required documents are obtained within a reasonable time frame;
- Requires Head Start programs to collect data on the number of homeless children in the program;
- Requires applicants for new Head Start programs to submit a plan to meet the needs of homeless children, including transportation needs;
- Requires the Office of Head Start to review Head Start standards and if applicable to modify them to reflect research-based practices with respect to homeless children;
- Allows quality improvement funds to be used for staff training, child counseling, and other services to address the challenges associated with homelessness;
- Requires Early Head Start programs to coordinate services with programs in the community for homeless infants and toddlers;
- Requires the Office of Head Start to provide technical assistance to improve outreach to, increase program participation of, and improve quality of services available to meet the unique needs of homeless children;
- Requires the Office of Head Start to ensure that reviews are conducted by review teams that include individuals who are knowledgeable, to the maximum extent practicable, about the needs of homeless children;
- Requires the Department of Health and Human Services to carry out research, evaluation, and demonstration activities in order to develop, test, and disseminate new ideas and ideas based on existing scientifically based research for addressing the needs of low-income preschool children, including homeless children; and
- Requires the Department of Health and Human Services to prepare a report on the status of children in Head Start programs, including homeless children.

These legislative changes have the potential to open up the opportunity for hundreds of thousands of homeless children across the U.S. to participate in high-quality early education and care. However, this will not be automatic. In order to realize the promise of the legislation, the Office of Head Start must not only ensure that all Head Start providers receive training and technical assistance to identify young homeless children in their communities – particularly homeless children living in doubled-up situations – and to meet homeless children’s unique needs, but must also ensure that Head Start programs who are mandated to maintain full-enrollment at all times have the resources necessary to enroll homeless children once they have been identified.

VII. Survey Purpose and Methodology

Because very little data is available about homeless young children in Massachusetts, Horizons for Homeless Children (HHC), in consultation with colleagues from the service provider community and state government, decided to conduct its first survey in 2003 (reported in 2004) to determine the extent to which young homeless children living in shelters are enrolled in child care, early education, and other types of programs while the parent is searching for housing, working, or going to school. The survey was repeated in 2004 (reported in 2005), 2006, 2007, 2008 and most recently in the summer of 2009.

Because of the generally decentralized nature of services for homeless families, it is often difficult to identify programs. This year 142 family sheltering programs were identified by HHC. These sheltering programs included congregate shelters, scattered site programs, transitional programs, teen living programs, domestic violence programs and substance abuse programs.

Programs were asked to fill out the requested information for each child in the program aged from **birth through 5 years of age (under age 6)**. Shelters were told that their responses would be confidential and that only aggregate data would be made public. To protect confidentiality and avoid duplication, each child was listed by first name/last initial (Jane D, Tommy S, etc.) or by number (Child #1, Child #2, etc.).

An initial e-mailing of surveys to 142 family sheltering programs was done in June and July 2009 with follow up in July and August 2009 to shelters that had not responded. The total shelter response rate was 68.3% with 97 out of 142 programs responding, compared to a 64.9% response rate in 2008, 60.5% in 2007, 55.6% in 2006, 58.9% in 2005, and 59.8 in 2004%.

VIII. Survey Results and Findings

Data was reported on 945 children in shelters from birth through 5 years of age. In the tables below, N may vary with each question based on number of complete responses or as otherwise noted. Comparison data from prior surveys are included below and in appendix 5.

A. Shelter Type and Region

The 945 children in the responses are distributed by shelter type and region as shown below in Tables 1, 1A and 1B, and the pie chart following Table 1B. (For a description of each shelter type, see section III-D, "Shelter System," above.) While the proportion of children included in the survey sample living in congregate and transitional shelters decreased from previous years, the proportion of children living in scattered site shelters has increased. This year's data also shows a more even geographic distribution of children than in previous years.

Children by Shelter Type (Table 1)

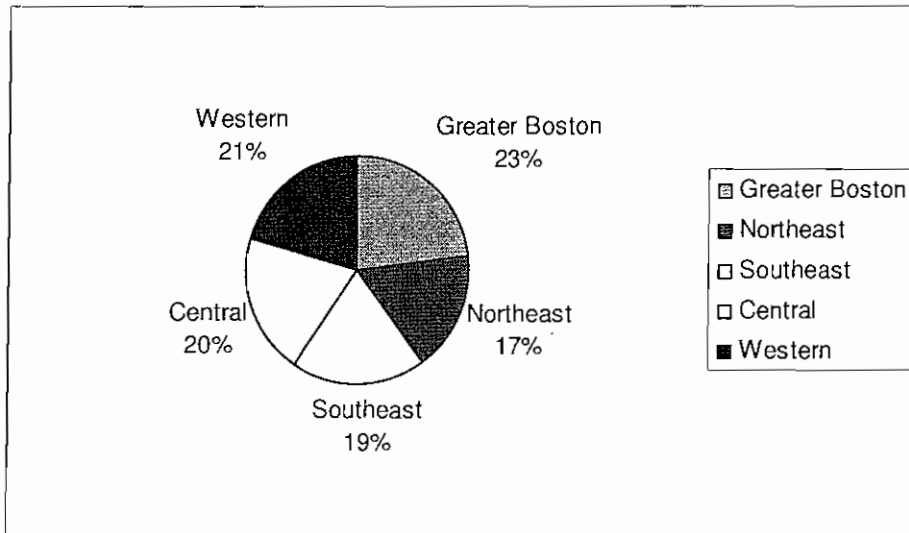
Shelter Type	2009 Survey		2008 Survey		2007 Survey		2006 Survey		2005 Survey	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Congregate	354	37.46%	475	46.60%	582	54.60%	548	55.10%	431	51.70%
Scattered site	164	17.35%	125	12.20%	75	7.04%	94	9.50%	121	14.50%
DV	101	10.69%	103	10.00%	89	8.35%	106	10.70%	102	12.20%
Transitional	89	9.42%	163	16.00%	154	14.45%	130	13.10%	100	12.00%
Teen parents	98	10.37%	89	8.60%	89	8.35%	78	7.80%	80	9.60%
Other/not spec.	139*	14.71%	69	6.70%	77	7.22%	38	3.80%	0	0.00%
Total	945	100.00%	1018	100%	1066	100%	994	100%	834	100%

*** Table 1B – Breakout of Children in Shelter Types Listed as "Other" – 2009 Survey**

Type	Number	Percentage
DV Transitional	9	6.47%
Substance Abuse	44	31.65%
DV Teen	8	5.76%
Scattered/Congregate	12	8.63%
Family Residential	15	10.79%
Apartment Based Family Shelter	51	36.69%
Total	139	100.00%

Children by Region (Table 1B)

Region	2009 Survey		2008 Survey		2007 Survey		2006 Survey		2005 Survey	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Greater Boston	218	23.07%	407	38.98%	481	45.12%	398	40.00%	443	53.10%
Northeast	160	16.93%	127	12.48%	164	15.38%	214	21.50%	110	13.20%
Southeast	180	19.05%	134	13.16%	157	14.73%	98	9.90%	115	13.80%
Central	193	20.42%	142	13.95%	139	13.04%	197	19.80%	97	11.60%
Western	194	20.53%	208	20.43%	125	11.73%	87	8.80%	69	8.30%
Total	945	100.00%	1018	100.00%	1066	100.00%	994	100.00%	834	100.00%



B. Ages of Children

Data on the ages of children is consistent with data from our previous year's surveys, with children aged two or younger constituting the majority of the survey sample.

Ages of Children (Table 2)

Age	2009 Survey		2008 Survey		2007 Survey		2006 Survey		2005 Survey	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Under 1 y.o.	225	23.81%	208	20.43%	247	23.17%	220	22.10%	184	22.10%
1 y.o.	189	20.00%	204	20.04%	172	16.14%	194	19.50%	170	20.40%
2 y.o.	165	17.46%	180	17.68%	202	18.95%	188	18.90%	160	19.20%
3 y.o.	150	15.87%	151	14.83%	156	14.63%	125	12.60%	147	17.60%
4 y.o.	108	11.43%	128	12.57%	103	9.66%	132	13.30%	124	14.90%
5 y.o.	93	9.84%	66	6.48%	92	8.63%	109	11.00%	41	4.90%
Not specified/older than 5	15	1.59%	81	7.96%	94	8.82%	26	2.60%	8	1.00%
Total	945	100.00%	1018	100%	1066	100.00%	994	100.00%	834	100.00%

Another way to look at the age data is to break it down by the age categories infant/toddler and preschool, categories that are used in the early education and care field, as seen in Table 2A below.

Age of Children by Category (Table 2A)

Age	2009 Survey		2008 Survey		2007 Survey		2006 Survey		2005 Survey	2004 Survey
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Percentage	Percentage
Infant & Toddler	579	60.82%	592	59.14%	621	58.26%	602	60.60%	61.60%	62.10%
Preschool	351	36.87%	345	33.88%	351	32.93%	366	36.80%	37.40%	37.70%
UNK	15	1.59%	81	7.95%	94	8.82%	26	2.60%	1.00%	0.30%
Total	952	100.00%	1018	100.00%	1066	100.00%	994	100.00%	100.00%	100.00%

C. Family Composition

Data on head of household is consistent with previous studies of Massachusetts homeless families, with the great majority of children in the survey sample living in a family headed by a single mother.⁶⁴

Children by Family Composition (Table 3)

Head of household	2009 Survey		2008 Survey		2007 Survey		2006 Survey		2005 Survey	2004 Survey
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Percentage	Percentage
Two parent	113	11.96%	125	12.26%	130	12.20%	91	9.10%	13.30%	13.60%
Single mother	807	85.40%	866	85.07%	876	82.18%	872	87.60%	83.30%	85.10%
Single father	15	1.59%	13	1.28%	10	0.94%	8	0.80%	1.20%	1.20%
Grandparent	3	0.32%	6	0.59%	3	0.28%	8	0.80%	1.30%	0.10%
Not specified	7	0.74%	8	0.79%	47	4.41%	17	1.70%	0.80%	0.00%
Total	945	100.00%	1018	100.00%	1066	100.00%	996	100.00%	100.00%	100.00%

D. Work and Work-Related Activity Status of Parents

Since 2005, the annual survey has included a question asking whether the child’s parent(s) is/are working. Since 2007, the survey has also included a question on the parent’s job training status. And in this year’s survey, a question was added on job search status. While the 2009 data is consistent with findings from previous years indicating that the great majority of parents living in family homeless shelters in Massachusetts do not work, the data does show a significant increase in the percentage of children with parents who do work. In addition, there are more children with parents who are in job training/education than there are children with parents who work. Similarly, there are more children with parents actively looking for work than there are children with parents who work. **Taken together, some 66% of the children have parents who participate in one or more of these work and work-related activities**

Work Status of Child’s Parent(s) (Table 4)

Status	2009 Survey		2008 Survey		2007 Survey		2006 Survey		2005 Survey	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Children with working parents	209	22.23%	179	17.83%	206	20.34%	173	19.50%	139	18.80%
Children with non-working parents	731	77.77%	825	82.17%	807	79.67%	716	80.50%	602	81.20%
Total	940	100.00%	1004	100.00%	1013	100.00%	889	100.00%	741	100.00%

Job Training/Education Status of Child's Parent(s) (Table 4A)

Status	2009 Survey		2008 Survey		2007 Survey	
	Number	Percentage	Number	Percentage	Number	Percentage
Children with Parents in Job Training/Educational Program	331	36.29%	357	35.84%	195	21.59%
Children with Parents not in Job Training/Educational Programs	581	63.71%	639	64.16%	708	78.41%
Total	912	100.00%	996	100.00%	903	100.00%

Job Search Status of Child's Parent(s) (Table 4B)

Status	Number	Percentage
Children with Parents Actively Looking for work	311	32.91%
Children with Parents Not Actively Looking for work	580	61.38%
Unspecified	54	5.71%
Total	945	100.00%

E. Public Assistance Status of Parents

“Welfare,” or Transitional Aid to Families with Dependent Children (TAFDC) as it is called in Massachusetts, is a state-federal government program that gives time-limited cash assistance to low-income families with dependent children, including pregnant women, to help them meet the basic needs of their children. For example, a family living in unsubsidized housing, with a single parent not exempt from the TAFDC work requirement but with no “countable” income, and two children, would get a cash benefit of \$618 per month, or \$7,416 per year. The 2009 data confirms previous findings indicating that the great majority of family shelter residents in Massachusetts are on TAFDC. This is not surprising, given the fact that in order to be eligible for the largest subset of family shelters, Emergency Assistance shelter, homeless families must meet strict income guidelines.⁶⁵

TAFDC Status of Children's Parents (Table 5)

Status	2009 Survey		2008 Survey		2007 Survey		2006 Survey		2005 Survey	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Children with parents on TAFDC	837	89.71%	934	93.21%	879	89.06%	786	89.50%	624	83.90%
Children with parents not on TAFDC	96	10.29%	68	6.79%	108	10.13%	92	10.50%	120	16.10%
Total	933	100.00%	1002	100.00%	987	100.00%	878	100.00%	744	100.00%

F. Homeless Children's Participation in Early Education and Care

Each year the survey has been conducted, the survey questionnaire asked what the child's situation is during the day. Following are the response options:

Stays with Parent means that the child spends most of her or his time during the day with the parent. This option is a desirable one for some middle-class and upper-income families with another parent earning enough to support the family. However, for homeless families it means that the child must accompany the parent(s) on all appointments as they search for permanent housing or attend shelter meetings. This arrangement also makes it difficult if not impossible to work or participate in job training, hindering the family's ability to move towards self-sufficiency. Moreover, the child misses out on critical opportunities for healthy brain development offered by quality early education and care, and consequently remains very vulnerable to the life-long harmful impacts of homelessness.

Stays with Relative/Friend indicates an informal arrangement whereby the child is staying with someone outside the immediate family. While this arrangement may help facilitate parental efforts to move towards self-sufficiency, the child still often misses out on critical opportunities for healthy brain development offered by quality early education and care.

Head Start is a comprehensive program for children from birth to five years of age in families with income at or below the official poverty line (\$18,310 for a family of three), or who receive public assistance. Preschool Head Start enrolls 3 and 4 year old children, and Early Head Start serves children birth to 3 years. Some Early Head Start programs also serve pregnant mothers. Ten percent (10%) of enrollment slots are designated for children with disabilities. Head Start is administered by the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Head Start. Because of funding limitations and other barriers, Head Start is not able to serve all children who are eligible. According to the National Institute of Early Education Research, less than 60 percent of eligible children are served by Head Start programs.⁶⁶ As noted above, a far lower percentage of homeless children are enrolled in Head Start programs.⁶⁷ In the tables that include data on types of care arrangements, "Head Start" responses are combined with "Center-based" child care.

Center-based Child Care for the purposes of this survey refers to child care and/or early education services provided by a center or a public school. Low-income families may access center-based child care through a public subsidy such as a voucher or contracted slot, subject to funding limitations.

Home-based or Family Child Care is licensed care given in a provider's home for up to six children. If the provider's own children are receiving care in the provider's home, they are counted towards the limit of six children.

Kindergarten was offered as a possible response, since shelter staff completing the survey were asked to provide information regarding every child under the age of six living in the shelter, and many five year-old children attend kindergarten. However, kindergarten is not considered to fall under the rubric of early education and care. To focus on access to child care and early education, children attending kindergarten were omitted from certain tables showing data from the 2006-2009 surveys, as noted below. Children attending kindergarten were excluded from all data from the 2005 and 2004 surveys.

Other was offered as an answer to cover any arrangement not described by any of the other response options.

Table 6 below presents data on the weekday care arrangements described above.

Care Provided for Child (Table 6)⁶⁸

Category	2009 Survey	2008 Survey	2007 Survey	2006 Survey	2005 Survey	2004 Survey
N =	926	972	1,043	967	834	724
Stays with Parent	39.74%	31.69%	48.02%	45.71%	40.05%	51.93%
Stays with Relative or Friend	2.81%	2.16%	3.87%	3.83%	2.40%	3.87%
Head Start, Early Head Start, or center-based child care/early ed. program/preschool	41.90%	40.95%	33.30%	34.95%	47.00%	38.40%
Home-based/Family Child Care	14.58%	22.02%	13.94%	11.69%	9.11%	5.66%
Other/not specified	0.97%	3.19%	0.87%	3.83%	1.44%	0.14%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Another way to look at this data is to combine the responses into children with some formal care/education arrangement vs. children with no formal arrangement. A formal arrangement includes children in Head Start, a center-based program, or a home-based (or family) child care. In 5 instances, forms of care listed above under “other/not specified” were deemed to constitute a formal care arrangement, and therefore included in the “In Early Education & Care” category below. “Not in Early Education & Care” includes those children staying with parent or staying with a relative or friend, not specified, as well as 4 responses under “other” not deemed to constitute a formal care arrangement.

As shown in Table 6A below, as of the summer of 2009, 57% of homeless young children living in shelters in Massachusetts are in some type of formal early education and care, compared to 64% in 2008. Based on this data, it is clear that the November 2008 curtailment of the policy on access to childcare vouchers for homeless families living in shelter (prior to suspension of the policy as of September 1, 2009) resulted in lower participation in early education and care on the part of homeless children living in shelters.

Early Education Status of Child (Table 6A)⁶⁹

Category	2009 Survey	2008 Survey	2007 Survey	2006 Survey	2005 Survey
N=	926	972	1,033	967	834
Yes Early Care	57.02%	64.45%	47.43%	47.40%	57.55%
No Early Care	42.98%	35.55%	52.57%	52.60%	42.45%
Total	100.00%	100.00%	100.00%	100.00%	100.00%

The following table shows the percentage of young children in each category of care, by shelter type. There is no clear pattern from year to year regarding data for the percentage of children in each category of care by shelter type. (For prior year data, please refer to Appendix 5, below. For a description of each shelter type, see section III-D, "Shelter System," above).

Care Provided for Child by Shelter Type (Table 7)

Category	All	Cong.	Scat.	DV	Teen	Trans.	Oth./NS
Stays w/ parent	39.74%	38.75%	42.95%	35.00%	38.37%	33.67%	47.41%
Stays w/ rel./friend	2.81%	2.85%	5.13%	3.00%	2.33%	1.02%	1.48%
Head Start, Early Head Start, and Center Based	41.90%	42.17%	48.72%	46.00%	40.70%	43.87%	29.63%
Home-based/family childcare	14.58%	15.38%	2.56%	13.00%	17.44%	20.41%	21.48%
Other/not spec.	0.97%	0.64%	0.64%	3.00%	1.16%	1.02%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

The following table shows children with some kind of formal care arrangement vs. children without any formal care arrangement, by shelter type. This year's data shows a significant decrease in the percentage of children in congregate, domestic violence and teen parent shelters who are in early education and care as compared to the 2008 survey data, with the largest decline seen among children in teen parent shelters. For prior year data please refer to Appendix 5, below.

Early Education Status of Child by Shelter Type (Table 7A)⁷⁰

Category	All	Congregate	Scat.	DV.	Teen	Trans.	Other/NS
In Early Education & Care	57.02%	58.12%	51.28%	62.00%	58.14%	64.29%	51.11%
Not in Early Education & Care	42.98%	41.88%	48.72%	38.00%	41.86%	35.71%	48.89%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

The data in table 7A suggest that additional efforts targeting families living in scattered-site shelter programs in particular are needed.

The data was also broken down by region, as shown in the following table. There is no clear year-to-year pattern regarding data for the percentage of children in each category by region. (For prior year data, please refer to Appendix 5, below.)

Care Provided for Child by Region (Table 8)

Category	All 2009	G. Boston	N. East	S. East	Central	Western
Stays w/ parent	39.78%	20.37%	55.35%	35.63%	42.86%	49.73%
Stays w/ relative	2.81%	3.24%	2.52%	2.87%	3.17%	2.14%
Head Start, Early Head Start, and Center-based	41.84%	69.91%	12.58%	41.96%	34.92%	41.17%
Home-based/family childcare	14.59%	5.56%	28.93%	17.24%	18.52%	6.42%
Other	0.97%	0.93%	0.63%	2.30%	0.53%	0.53%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

The next table two tables show children with some kind of formal care arrangement vs. children without any formal care arrangement, by region. The 2009 data shows a significant increase in the percentage of children enrolled in early education and care in the Greater Boston region, a large decrease in the Northeast region, and a significant decrease in the Southeast region.

Early Education Status of Child by Region - 2009 (Table 8A)

Category	All 2009	G. Boston	N. East	S. East	Central	Western
In Early Education and Care	57.02%	75.93%	41.51%	61.49%	53.44%	47.87%
Not in Early Education and Care	42.98%	24.07%	58.49%	38.51%	46.56%	52.13%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Percentage of Children in Each Region Participating in Early Education & Care – Historical Data (Table 8B)

	2009	2008	2007	2006	2005	2004
Greater Boston	75.93%	67.54%	55.91%	55.10%	61.17%	48.20%
N. East	41.51%	81.51%	49.99%	50.20%	62.73%	30.76%
S. East	61.49%	66.40%	36.84%	32.30%	54.22%	66.22%
Central	53.44%	55.22%	46.32%	52.10%	47.42%	22.22%
Western	47.87%	45.96%	31.98%	13.80%	37.68%	31.37%

While there has been some regional fluctuation from year to year, some patterns have emerged over the six years that HHC has conducted the survey. Most notably, Western Massachusetts has lagged considerably behind all or most of the other regions in each year that the survey has been conducted (i.e., children in Western Mass. have a consistently low rate of access to early education and care) **Clearly, additional efforts must be focused on providing homeless families living in shelters in Western Massachusetts in particular with greater access to early education and care.**

G. Factors Impacting Children’s Participation and Non-Participation in Early Education and Care

For the 398 children not participating in early education and care, a reason why the child was not participating was given in 351 instances. As illustrated in Table 9 below, by far the most frequently cited reasons were:

- “Parent is in the process of enrolling the child in early education and care, or will begin the process in the near future (38.46%);
- “Parent does not want to enroll the child in early education and care” (28.21%); and
- “Other” (25.36%).

Of the “other” responses, 18 (5% of the total number of responses) indicated that the child previously had had a childcare voucher but the voucher expired. When combined with children reported as “not successful in obtaining a voucher or other form of subsidized early education

and care,” 10% of the children not participating in early education and care were either unsuccessful in obtaining a voucher or saw their childcare voucher expire.

Reasons much less frequently cited were:

- “Parent has tried to access a childcare voucher or other form of subsidized early education and care, but has not been successful” (5.41%);
- “Lack of transportation (1.99%); and
- “Parent has a childcare voucher, but cannot find a childcare provider who accepts vouchers or has an opening,” (.57%)

Reasons for not Participating in Early Education and Care - 2008 (Table 9)

	Number	Percentage
Parents do not want to enroll the child	99	28.21%
In the process of enrolling	135	38.46%
Not successful in obtaining a voucher	19	5.41%
Cannot find an opening	2	0.57%
Lack of transportation	7	1.99%
Other	89	25.36%
Total	351	100.00%

Starting in 2008, the survey has asked additional questions relating to the process for accessing early education and care.

For example, those shelter programs reporting that the Commonwealth refers families to them were asked whether families referred by the Commonwealth arrive at the shelter with a child care voucher already authorized (by the Mass. Dept. of Transitional Assistance). **As shown in Table 10 below, a minority of shelters who take referrals from the Commonwealth (just over 32%) reported that families always, usually or often arrive with a voucher authorization already in hand.**

Voucher Authorization Frequency (Table 10)

How often does a DTA referred family arrive with voucher in hand?	Number	Percentage
Always	8	10.81%
Usually	6	8.11%
Often	10	13.51%
Sometimes	21	28.38%
Rarely	18	24.32%
Never	8	10.81%
Not specified	3	4.05%
Total	74	100.00%

As seen in Table 10B below, there is considerable variation in the frequency of voucher “pre-authorization” by region.

Voucher Authorization Frequency by Region (Table 10B)

	Always	Usually	Often	Sometimes	Rarely	Never	Total
Greater Boston	13.33%	6.67%	6.67%	40.00%	20.00%	13.33%	100.00%
Northeast	0.00%	14.29%	21.43%	21.43%	28.57%	14.29%	100.00%
Southeast	22.22%	11.11%	5.56%	33.33%	16.67%	11.11%	100.00%
Central	7.14%	7.14%	14.29%	28.57%	28.57%	14.29%	100.00%
Western	9.09%	9.09%	27.27%	18.18%	27.27%	9.09%	100.00%

Shelter staff have the opportunity to play an important role in helping families to access childcare vouchers and enroll the child in an early education and care program. Since 2008, the survey has included questions regarding the role that the responding shelter plays in helping families access vouchers and enroll their child. The data suggest that shelter staff are indeed playing an important role in this regard. As shown in Table 11 below, 92% of responding shelters considered themselves to be “very involved” in assisting families obtain childcare vouchers. A modestly smaller percentage (87%) also reported being “very involved” with helping parents enroll children in early education and care programs. And the same percentage (87%) reported that they were “very involved” in helping parents connect with the local Child Care Resources and Referral Agency.

Shelter Staff Involvement in Helping Parents Access Early Education & Care (Table 11)

	Very Involved		Somewhat Involved		Not Involved		Not specified	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Involvement in obtaining childcare vouchers	89	91.75%	7	7.22%	1	1.03%	0	0.00%
Involvement in childcare enrollment	84	86.60%	11	11.34%	1	1.03%	1	1.03%
Involvement with Child Care Resource and Referral Agency	84	86.60%	9	9.28%	2	2.06%	2	2.06%

Data analysis was also conducted to determine whether varying levels of shelters’ self-reported involvement in accessing early education and care has an impact on whether the children they serve are actually able to access care. Curiously, there appears to be little or no correlation between a) the self-reported level of the shelter’s involvement in securing vouchers or in enrolling and early education and care, and b) actual child participation in early education and care. However, the extent to which the shelter reports that it helps parents connect with the local Child Care Resource & Referral Agency does appear to have a modest positive impact on child participation in early education and care.

Impact of Shelter Staff Involvement in Helping Families Get Vouchers on Children's Early Education & Care Status (Table 11A)

	Very Involved	Somewhat Involved	Not Involved
In Early Education and Care	57.94%	41.07%	71.43%
Not in Early Education and Care	42.06%	58.93%	28.57%
Total	100.00%	100.00%	100.00%

Impact of Shelter Staff Involvement in Helping Families Enroll in Early Education and Care on Children's Early Education and Care Status (Table 11B)

	Very Involved	Somewhat Involved	Not Involved
In Early Education and Care	57.26%	55.10%	N/A
Not in Early Education and Care	42.74%	44.90%	N/A
Total	100.00%	100.00%	N/A

Impact of Shelter Staff Involvement in Helping Families Connect with the Local Child Care Resource & Referral Agency on Children's Early Education and Care Status (Table 11C)

	Very Involved	Somewhat Involved	Not Involved
In Early Education and Care	59.66%	39.56%	33.33%
Not in Early Education and Care	40.34%	60.44%	66.67%
Total	100.00%	100.00%	100.00%

For the 2008 survey, a question was added to gauge the impact of the "automatic childcare voucher for homeless families" policy. Shelter programs were asked whether more children they serve were participating in early education and care as a result of the policy.

Impact of "Automatic Childcare Voucher for Homeless Families" Policy (In effect Dec. 2007-Aug. 2009; suspended as of Sept. 1, 2009) (Table 12)

Are more children participating in early education and care because of the automatic voucher policy?

	# of Shelters	% of Shelters
Yes, more children participating	76	78.35%
No, more children not participating	13	13.40%
Unspecified	8	8.25%
Total	97	100.00%

For the 2009 survey, a question was added to gauge the impact of the curtailment of the “automatic voucher for homeless families” policy in November of 2008.

**Impact of Curtailment of “Automatic Voucher for Homeless Families” Policy in Nov. 2008
(Table 12A)**

Automatic childcare voucher is now restricted. Has this made it more difficult for families to obtain vouchers?

	Number	Percentage
Yes, more difficult	51	52.58%
No, not more difficult	41	42.27%
Unspecified	5	5.15%
Total	97	100.00%

For the 2009 survey, a question was added to gauge whether a parent’s status as an immigrant or refugee had any impact on access to early education and care. As shown in Table 13 below, immigrant/refugee status of the parent had a significant impact on participation in early education and care.

**Impact of Refugee/Immigrant Status on Children’s Access to Early Education and Care
(Table 13)**

	Children w/ Refugee/Immigrant Parents	Children w/o Refugee/Immigrant Parents
Yes Early Care	45.83%	57.03%
No Early Care	54.17%	42.97%
Total	100.00%	100.00%

IX. Conclusion

Just as implementing the policy providing streamlined access to childcare vouchers for families living in homeless shelters made it possible for many more homeless children in Massachusetts to access early education and care, **the curtailment of that policy in November of 2008 clearly had a negative impact on homeless children's access to early education and care. Given this, it is reasonable to conclude that the suspension of the homeless childcare voucher access policy as of September 1, 2009 will have a further negative impact on homeless children's access to early education and care.**

X. Recommendations

Recommendation # 1: Restore homeless families' immediate access to childcare vouchers in Massachusetts

As noted above, in response to a funding shortfall, the Commonwealth of Massachusetts recently suspended its ground-breaking policy under which homeless families living in shelter had automatic/immediate access to childcare vouchers. This setback will make it difficult or impossible for many families to move toward self-sufficiency and move into permanent housing, and will also have a direct harmful impact on the well-being of homeless children. **We urge the Commonwealth to restore homeless families' immediate access to childcare vouchers, and explore all options for finding the necessary funding.**

Recommendation # 2: Fund and implement comprehensive homelessness prevention and rapid re-housing strategies in Massachusetts, including early education and care and other child development services

Horizons for Homeless Children applauds the work of the Massachusetts Interagency Council on Housing and Homelessness (ICHH), and urges the Legislature to provide the necessary funding to implement the comprehensive homelessness prevention and rapid re-housing strategy being developed by the Council. We commend ICHH for directing the newly-formed "Regional Networks" to address the early education and childcare needs of families as part of their local homelessness prevention and rapid re-housing strategies, and urge the Regional Networks to do so, particularly in light of the Commonwealth's suspension of automatic/immediate access to childcare vouchers for families in shelter. We also commend the Massachusetts Commission to End Homelessness for recommending that the Commonwealth strive to mitigate the negative impact of homelessness on children, by ensuring the availability of child development opportunities for all children who are homeless, at-risk of homelessness, or transitioning out of homelessness. **We urge the ICHH, the Department of Housing and Community Development and the Regional Networks to continue to focus on the critical role of early education and care and other child development services as part of any strategies for addressing and eliminating homelessness.**

Recommendation # 3: Help homeless families in Massachusetts living in motels access early education and care and other necessary supports

As this report goes to print, over 1,000 homeless families in Massachusetts – including more than 1,500 children, of whom over 800 are younger than school-age – are living in shelter overflow motels while they wait for a room in a shelter to open up. Currently, the average length of stay in a motel is over three months, and considerably longer stays are common. In June of 2008, the Massachusetts Department of Early Education and Care (EEC) and the Department of Transitional Assistance (DTA) issued a policy document that stated that “[s]ince placement in hotels/motels is short term, and eventual shelter placement may not be in an area close to the previous hotel/motel placement it would be better to wait until the family is placed in shelter before offering access to child care.” The situation has changed since June of 2008. Hundreds of young children – and their parents – are stuck in shelter overflow motels, typically for extended periods of time, and need the opportunity to enroll in early education and care. We therefore call upon EEC, the Department of Housing and Community Development, DTA, the Regional Networks and the Child Care Resource & Referral Agencies to help these families obtain childcare vouchers, enroll in early education and care, and secure transportation to the early education and care provider.

Recommendation # 4: Provide additional resources to assist Head Start providers in identifying and serving homeless children

Under the federal Head Start re-authorization legislation signed into law in December of 2007, Head Start providers are now required to identify young homeless children in their service area, and prioritize enrollment of homeless children.⁷¹ However, finding families living in “doubled-up” arrangements in their local community – an often hidden form of homelessness – can be challenging, especially since many families from diverse cultural backgrounds who are living “doubled-up” do not identify themselves as homeless. Additionally, young children who are homeless have unique educational needs that frequently make it challenging for them to participate in early education and care settings. Here in Massachusetts, we urge the Department of Early Education and Care, the Department of Elementary and Secondary Education, Department of Housing and Community Development, the Department of Transitional Assistance, local Child Care Resource and Referral Agencies, homeless shelters and public school district homelessness coordinators to collaborate with Head Start providers on efforts to maximize the enrollment of homeless children in Head Start programs. At the national level, we urge the Office of Head Start to ensure the delivery of training and technical assistance on how to meet the unique educational needs of homeless children and, we encourage the Administration for Children and Families, U.S. Department of Health and Human Services, and the U.S. Department of Education to coordinate their efforts to assist Head Start programs and Local Education Agencies to find and serve homeless children who can benefit from Head Start’s early education and comprehensive child development services and K-12 educational services⁷²

Recommendation # 5: Address the needs of homeless children in “State Plans” submitted to the federal government

HHC recommends that the needs of homeless children, particularly young children, be addressed in the following State Plans (required by the federal government) and planning processes: Transitional Aid to Needy Families (TANF), Child Care and Development Block Grant (CCDBG), Community Development Block Grant (CDBG), and McKinney Supportive Housing Program (SHP).

The Mass. Department of Early Education and Care made extensive reference to its efforts to meet the needs of homeless families and their children in the state plan submitted to the federal government in connection with the Child Care and Development Fund. Horizons for Homeless Children urges the Massachusetts Interagency Council on Housing and Homelessness to ensure that the above-referenced State Plans address the needs of young homeless children.

Recommendation # 6: Address the needs of homeless children as part of reauthorization of the U.S. Child Care Development Fund/Child Care and Development Block Grant.

The majority of the funds spent by state and local governments to facilitate access to early education and care for children in low-income families comes from federal sources.⁷³ For example, in Massachusetts, 68% of state spending on early education and care is derived from federal funding.⁷⁴ In FY09, federal funding dedicated to early education and care through the Child Care and Development Fund (CCDF) is approximately \$7 billion, comprised of \$4.1 billion in Child Care and Development Block Grant (CCDBG) funds and \$2.9 billion in CCDF Mandatory and Matching funds. CCDF/CCDBG is due for reauthorization. **Just as Congress prioritized homeless children for enrollment as part of reauthorization of Head Start (see recommendation no. 5, above), so too should Congress prioritize homeless children for use of CCDF/CCDBG funds, through reauthorization of CCDF/CCDBG.**

Appendix 1: How Shelter Staff Can Help Homeless Families Access Early Education and Care in Massachusetts

To: Shelter programs serving homeless families and teen parent families

From: Brad Kramer
Director of Policy and Advocacy, Horizons for Homeless Children

Re: Access to early education and care for homeless children and families

Date: 10/7/2009

For the past several years, Horizons for Homeless Children has worked with shelter programs and other advocates to support access to early education and care for homeless children and their families. As you may know, since December of 2007, the number of homeless children living in shelters who have been able to access early education and care has jumped considerably, thanks in large measure to a policy put into place at that time by the Department of Early Education and Care (EEC) and the Department of Transitional Assistance (DTA).

Unfortunately, due to a funding shortfall in the state's budget, **effective September 1, 2009, EEC has closed off access to new "homeless childcare vouchers."** This change has the greatest impact on those families who have been placed in a shelter by the Department of Housing and Community Development (DHCD) - or by DTA prior to July 1 - but are not yet working or in another "Employment Services Program (ESP) activity" (such as DTA-approved job training or school). **However, all homeless families who receive TAFDC cash benefits and who are also working at least 20 hrs./wk. or in another ESP activity continue to qualify for a childcare voucher authorized by DTA. Former TAFDC recipients who are working continue to qualify for a childcare voucher for a period of two years* after their TAFDC cash benefits end.**

In addition, **effective October 1, 2009, EEC has also closed off access to new childcare vouchers for most families headed by teen parents who are not on TAFDC. Teen parents on TAFDC remain eligible for a new childcare voucher authorized by DTA, if they are in an ESP activity.** In addition, teen parents under the age of 18 who would be eligible for TAFDC if their own parents' income were not counted also remain eligible for a new child care voucher authorized by DTA.**

Note: These policy changes do not impact children in an early education and care "contract slot."

We encourage shelter programs to take the following steps to help families access early education and care:

- If any of your new or existing families already have a childcare voucher, and they are working, in a job training program or enrolled in an educational program, work with the parents, DTA and your local Child Care Resource and Referral agency to make sure that the voucher does not lapse.
- Work with your local DTA field office and your local Child Care Resource and Referral Agency (CCR&R), to make sure that any new homeless or teen-headed families who are on TAFDC and are working at least 20 hrs./wk., in a DTA-approved job training program or

* The two-year period is based on language in the FY10 State Budget. However, under its current policy, DTA authorizes childcare vouchers for a period of one year after TAFDC cash benefits end.

** Teen parents who do not have a high school or high school equivalency must be in a high school or GED program in order to qualify for a childcare voucher authorized by DTA.

enrolled in an educational program continue to get childcare vouchers authorized by DTA and issued by the CCR&R, and access early education and care. **As noted above, all homeless families on TAFDC who are in one of these activities continue to qualify for a childcare voucher authorized by DTA, as do former TAFDC recipients who are working (for a period of two years^{***} after their TAFDC cash benefits end).** To find the CCR&R serving your community, visit <http://www.eec.state.ma.us/ChildCareSearch/CCRR.aspx>, or call 1-800-345-0131.

- Work with your local Child Care Resource and Referral Agency to find any early education and care providers in your community with an open “contract slot.” If there is an open contract slot, it may be an alternative to a childcare voucher. Homeless children and children of teen parents (along with certain other categories of children) have priority access to contract slots, and do not have to be working or in a work-related activity to qualify for a slot. In addition, a limited number of contract slots are specifically designated for homeless children or children of teen parents.
- Help homeless families – especially homeless families who are a) not on TAFDC, or who are b) on TAFDC but not working, in a job training program or enrolled in an educational program – to enroll their children in a local Head Start/Early Head Start program. **All homeless children are automatically eligible for Head Start/Early Head Start at no cost. This includes children living in family homeless shelters, domestic violence shelters, transitional living programs, and supportive housing programs.** (Also included are children living in hotels/motels, campgrounds, trailer parks or in “doubled-up” situations.) To find a Head Start/Early Head Start provider in your community, visit www.massheadstart.org, and use the provider finder at the bottom of the web page. Note: most Head Start/Early Head Start providers offer part-day programs only; some Head Start/Early Head Start providers offer transportation; in addition, an open slot may not be immediately available.
- For those new homeless and teen parent-headed families who are not yet working, in a job training program or in an educational program, we encourage you to work with those parents to help them find work or get into another ESP activity, which will qualify them for a full-time childcare voucher authorized by DTA if they are on TAFDC. (We recognize that this is very challenging when the parent lacks childcare and given the current recession.)
- Explore with families who are not currently receiving TAFDC whether they might be eligible for TAFDC, and if so, whether they could participate in a work, education or job training program (if they are not already in one of those activities).

Examples

1. A parent and a child who receive TAFDC benefits move into your shelter program, and the parent a) works at least 20 hrs./wk., b) is in a DTA-approved job training program, or c) is in high school, a G.E.D. program, or in college. *The child qualifies for a childcare voucher, which must be authorized by the family’s DTA caseworker, and issued by the local Child Care Resource & Referral Agency.*
2. A parent and a child who receive TAFDC benefits move into your shelter program, but the parent is not working at least 20 hrs./wk. or participating in any of the other activities listed in example no. 1 above. *The child does not qualify for a childcare voucher, because the parent doesn’t meet the work/ESP requirement.* Shelter staff should help the parent work with the local Child Care Resource & Referral Agency to find an early education and care

^{***} See first footnote on first page.

provider with an open contract slot, or to enroll in a Head Start program. In addition, shelter staff should also help the parent find work, or enter a job training or educational program.

3. A parent and child who do not receive TAFDC benefits move into your shelter program, and the parent is working at least 20 hrs./wk. or participating in one of the other activities listed in example no. 1. *The child does not qualify for a childcare voucher, because the family is not on TAFDC.* Shelter staff should help the parent work with the local Child Care Resource & Referral Agency to find an early education and care provider with an open contract slot, or to enroll in a Head Start program. In addition, shelter staff should also help the parent explore whether they might be eligible for TAFDC.
4. A parent and child who do not receive TAFDC benefits move into your shelter program, and the parent is not working or participating in one of the other activities listed in example no. 1. *The child does not qualify for a childcare voucher, because the family is not on TAFDC, and because the parent doesn't meet the work/ESP requirement.* Shelter staff should help the parent work with the local Child Care Resource & Referral Agency to find an early education and care provider with an open contract slot, or to enroll in a Head Start program. In addition, shelter staff should also help the parent explore whether they might be eligible for TAFDC, and whether they could participate in a work, education or job training program.

Thank you for all that you and your staff have been doing to help homeless children and their families access high-quality early education and care. If you have any questions or feedback, please contact me at bkramer@horizonsforhomelesschildren.org, or at (617) 445-1480. We will keep you informed of any further developments.

Appendix 2: Former Policy on Immediate Access to Childcare Vouchers for Families Living in Homeless Shelters (Curtailed in November of 2008, suspended as of Sept. 1, 2009)



ANN REALE
COMMISSIONER

EMB FY 2008 - 01

EEC Management Bulletin

Subject: Managing EEC Financial Assistance: Voucher Process for Families Referred to Shelters by the Department of Transitional Assistance (DTA)
Date Issued: November 13, 2007
Effective Date: December 3, 2007
For Use By: Child Care Resource and Referral Agencies (CCR&Rs)
Supersedes: Voucher Child Care P-EEC-Income Eligible-25
Synopsis: Outlines new procedure for CCR&Rs to follow when issuing vouchers for families referred to temporary emergency shelters by DTA.
Further Info: bulletinquestions@massmail.state.ma.us

1.0 Determination of Eligibility

Families referred by DTA to temporary emergency assistance shelters, domestic violence shelters, or non-emergency assistance shelters are eligible for EEC homeless child care assistance when they first arrive at the shelter and at any future date they choose while residing in the shelter.

1.1 Income

It is not necessary for any family placed in a shelter by DTA to document their income in order to access homeless child care assistance because the family's eligibility for such assistance has been determined by DTA. Families living in a shelter who have not been placed there by DTA are required to document their household income and must meet EEC's income eligibility criteria in order to access homeless child care assistance.

1.2 Family Activity

For purposes of eligibility for homeless child care assistance, the family's activity is "living in shelter."

2.0 Referrals

2.1 The DTA Referral Process

DTA staff will use a special homeless child care referral form called the *Child Care Referral Notice for Homeless Families (EA-CCRN (12/2007))*, which was developed jointly by EEC and DTA to refer homeless families for child care services. DTA will give the *Child Care Referral Notice for Homeless Families* to the family and will fax a copy to the shelter. If the family is

also participating in an Employment Services Program (ESP) job-related activity, an existing BEACON *Child Care Referral Notice* will be attached to the *Child Care Referral Notice for Homeless Families* form. (See DTA Field Operations Memo 2007-62 for a detailed description of the DTA referral process.)

2.2 The Shelter Referral Process

Shelter staff shall assist all families placed in the shelter by DTA and referred for homeless child care services in accessing these services by helping them connect to the local CCR&R when they are ready to access child care. Please note that a family may choose to delay accessing child care or may choose not to access child care at all. (See DTA Field Operations Memo 2007-62 for a detailed description of the shelter referral process.)

Shelter staff shall also assist families living in shelters that have not been placed there by DTA in accessing child care services by referring them directly to the CCR&R. The eligibility criteria and CCIMS code definition applicable to these families are outlined in Section 3.3 below.

3.0 The Voucher Process

The CCR&R will offer families resource and referral information and provide them with the pamphlet, *Child Care Assistance for Families Living In Shelters*.

The voucher process will be explained to the family in person or over the phone if the family chooses to complete the voucher process through the mail.

If a family chooses to complete the voucher process through the mail, the CCR&R will collaborate with the shelter to assist the family in completing the process. The CCR&R will fax a copy of the voucher to shelter staff for the parent to sign. Once the parent has signed a copy of the voucher, the shelter will fax the copy of the voucher with the parent's original signature back to the CCR&R and will assist the parent in mailing the signed copy of the voucher to the CCR&R. Upon receipt of the fax from the shelter, the CCR&R can begin processing the voucher. The CCR&R will keep the fax with the signed copy of the voucher in the parent's file. The voucher process will be complete once the copy of the voucher with the parent's original signature is on file at the CCR&R.

3.1 Service Need

Families living in shelters are eligible for full time child care.

3.2 Parent Co-Payment

Families referred by DTA, including families receiving Transitional Aid to Families with Dependent Children (TAFDC) benefits and non-TAFDC families receiving emergency assistance (EA) do not pay a parent co-payment.

3.3 CCIMS Codes

The CCR&Rs will code all families living in temporary shelters as outlined below:

Code	Definition	Income Requirement	Required Documents	Activity	Service Need	Schedule of Care	Parent Co-payment	Reassessment	Type of Care
1H	Placed in shelter by DTA and also participating in ESP activity	No	Only DTA referral & authorization	Living in shelter	Full time	Parent Choice	No	12 months or within 30 days of shelter departure date	Licensed family child care; Licensed or license exempt center-based care
3H	Placed in shelter by DTA	No	Only DTA referral	Living in shelter	Full time	Parent Choice	No	12 months or within 30 days of shelter departure date	Licensed family child care; Licensed or license exempt center-based care
6H	Living in shelter, but not placed there by DTA	Yes	Shelter Referral & Standard Documents	Living in shelter	Full time	Parent Choice	Yes	12 months or within 30 days of shelter departure date	Licensed family child care; Licensed or license exempt center-based care

Note: DTA will notify the CCR&R if a TAFDC family receiving homeless child care begins participating in an ESP activity by generating a current BEACON *Child Care Referral Notice* and faxing it to the CCR&R. The family's code should be changed from 3H to 1H if this occurs.

4.0 Reassessment Process

The CCR&R will send a reassessment notice to the family 45 days before the voucher will end or when the shelter notifies the CCR&R that the family will be leaving the shelter. The CCR&R will collaborate with the shelter to assist the family in completing the re-assessment process. (See DTA Field Operations Memo 2007-62 for a detailed description of shelter re-assessment process.)

If a family leaves the shelter before renewing their voucher, the CCR&R will contact the shelter to obtain the family's new address and will send a notice to the family advising them of the need to complete a reassessment in order to determine if they are eligible to continue receiving child care assistance (EEC financial assistance) after their departure from the shelter.

4.1 Reassessment Period

The initial voucher is written for up to twelve months or up to 30 days after the family's scheduled departure date (when known), whichever period is shorter.

4.2 Continuity of Care

Families leaving shelters are eligible for continuation of child care assistance (EEC financial assistance) in the form of an EEC contract, voucher, or Community Partnerships for Children scholarship provided the child remains eligible.

Please refer to Section 6.3 of the EEC Financial Assistance Policy Guide:

All families who have a change in activity, income, family size or composition (including DTA authorized families who lose their authorization and children who experience a change in child custody) upon reassessment or who are reassessed due to a reported change in activity, income, family size or composition will continue to be eligible for financial assistance, as long as they continue to meet EEC income and activity requirements.

Appendix 3: 2007 Youth Risk Behavior Survey Data



Massachusetts Department of Elementary and Secondary Education

350 Main Street, Malden, Massachusetts 02148-5023

Telephone: (781) 338-3000
TTY: N.E.T. Relay 1-800-439-2370

Mitchell D. Chester, Ed.D.
Commissioner

Homelessness in Massachusetts Public Schools

The Massachusetts Department of Elementary and Secondary Education (ESE), in conjunction with the Centers for Disease Control, biannually administers the Youth Risk Behavior Survey (YRBS) in randomly selected high schools across the Commonwealth. In 2005 and 2007, the survey included a housing status question. The eight possible responses include being permanently housed and seven other responses that reflect the definition of homelessness* under the McKinney-Vento Homeless Education Assistance Act, 2002, Title X, Part C, NCLB.

Consistent with the 2005 results, the responses on the 2007 YRBS indicate that:

- 4.7%, or approximately 14,000, high school students were homeless.
- 2.7%, or over 8,000, were unaccompanied youth.

Annual ESE data collection shows that in 2007 homeless high school students made up one-quarter of all identified homeless students, resulting in an estimate of 56,000 homeless students enrolled in Massachusetts public schools.

Disaggregating the data by housing status, the YRBS allows us to look at the protective factors homeless students are able to access and the risk behaviors in which they engage. When compared to their housed peers, homeless students have lower access to the protective factors that can help improve their lives. At the same time, homeless students are participating in risk behaviors at a higher rate than their housed peers. This combination can result in significant barriers to enrolling, attending, and being successful in school.

	% of Homeless Students	% of Housed Students
Protective Factors		
Have an adult they can talk to at school	46	71
Earn good grades (A, B, or C)	64	88
Participate on a sports team in the past year	49	60
Eat breakfast each morning	28	35
Risk Behaviors		
Members of a gang	39	7
Had alcohol in the past 30 days	75	45
Used marijuana in the past month at school	61	23
Ever used heroin	26	2
Felt sad or hopeless for 2 or more weeks	44	23
Made a suicide attempt the resulted in injury	14	2
Had sexual contact against their will	41	11
Ever been or gotten someone pregnant	25	4

* ESE has adopted Section 725(2) of the McKinney-Vento Homeless Education Assistance Act, 2002 (Title X, Part C, *No Child Left Behind*) regarding the definition of homeless children and youth.

Appendix 4: The Value of High-Quality Preschool Services

A growing body of research strongly suggests that high quality early care and education has profound positive effects on the lives of low-income children and significant savings to society.

Evaluation of Horizons for Homeless Children's Centers

As noted above, a study issued in February of 2006 by the National Center on Family Homelessness documented the positive impact of quality early education and care on young homeless children. ("Evaluation of Horizons for Homeless Children's Community Children's Centers: Final Report.") Please see section IV above for a summary of the evaluation findings.

The High/Scope Perry Preschool Project¹

From 1962-1967, children ages 3 and 4 in Ypsilanti, Michigan, born in poverty and at high risk of failing in school, were randomly divided into a program group who received a high-quality preschool program based on High/Scope's active learning approach and a comparison group who received no preschool program. In the study's most recent phase, the original study participants were interviewed at age 40. Additional data were gathered from the subjects' school, social services, and arrest records.

The Project estimated for every dollar invested, the return is \$17, based on the reduced costs of special and remedial education and justice system and welfare expenditures, and in the increased earnings and projected tax revenues for participants. Out of that \$17 return, about \$13 went to the government and the general public, and about \$4 went to the preschool participant over the course of their lives through age 40. Of the public return, 88% came from crime savings, 4% came from education savings, 7% came from increased taxes due to higher earnings, and 1% came from welfare savings.

Researchers found the following major differences favoring the 40-year-olds who had been enrolled in High/Scope's active learning preschool program:

- Educational performance. Significantly more preschool program participants graduated from regular high school (65% vs. 45%). Over the course of the study, the preschool program group had significantly higher average school achievement scores at ages 9, 10 and 14, and had higher average literacy scores at ages 19 and 27.
- Earnings and economic status. At age 40, preschool program participants had significantly higher median annual earnings than non-participants (\$20,800 vs. \$15,300). More preschool program participants than non-participants were employed (76% vs. 62%), owned their own homes (37% vs. 28%), owned cars (82% vs. 60%), and had savings accounts (76% vs. 50%).
- Social responsibility. By age 40, fewer preschool program participants had been arrested five or more times (preschool participants 36% vs. comparison group 55%), and less than half as many preschool program participants as non-participants had ever been arrested for drug-related crimes (preschool participants 14% vs. comparison group 34%).

¹ Schweinhart, "The High/Scope Perry Preschool Study Through Age 40" (2005) (www.highscope.org/Research/PerryProject/PerryAge40_SumWeb.pdf).

Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Center Program²

This study compared children who attended Child-Parent Centers from 1983-86 to a random sample of eligible children who did not participate in the program. Relative to the comparison group, preschool participants had:

- 29% higher rate of high school completion,
- 42% reduction in arrest for a violent offense,
- 41% reduction in special education placement,
- 40% reduction in the rate of grade retention.

Overall, by the time that preschool participants had reached the age of 21, \$7 was returned to society at large for every dollar invested in preschool. Excluding benefits to participants, the ratio of program benefits to costs for the general public was \$3.83 for every dollar invested. The ratio of benefits to costs for government savings alone was \$2.88 per dollar invested.

Abecedarian Early Childhood Intervention Project³

The Abecedarian Project began in the 1970's when children from low-income families in North Carolina were randomly assigned to a high quality child care setting. A control group did not receive the same intervention and high quality education.

- The children in high-quality programs are projected to make roughly \$143,000 more over their lifetimes than those who didn't take part in the program.
- Mothers of children who were enrolled can also expect greater earnings – about \$133,000 more over their lifetimes.
- School districts can expect to save more than \$11,000 per child because participants are less likely to require special or remedial education.
- At age 21, twice as many of the participants (35%) had graduated from or were attending a 4-year college. Only 14 % in the control group had done so.
- Results suggested a possible impact on smoking. Participants were less likely to smoke (39% vs. 55% in the control group), resulting in health benefits and longer lives, for a total benefit of \$164,000 per person.
- Taxpayers received a four-to-one return on their investment, in addition to significant social dividends and including better school success.

² Reynolds, Temple, Robertson, and Mann, "Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Center Program: Executive Summary." Institute for Research on Poverty (2001). (<http://www.waisman.wisc.edu/cls/cbaexecsum4.html>)

³ Masse and Barnett, "A Benefit-Cost Analysis of the Abecedarian Early Childhood Intervention" (<http://nieer.org/docs/index.php?DocID=57>)

Appendix 5: Prior years' data tables

Where practical, a given table in the main body of this report reflects both current and prior year data. Where separate tables are needed to show prior year data, those tables appear in this appendix.

2008 Child Status by Shelter Type (Table 6-2008)

Category	All	Cong.	Scat.	DV	Teen	Trans.	Oth./NS
Stays w/ parent	30.54%	33.65%	43.90%	22.55%	17.72%	24.12%	50.00%
Stays w/ rel./friend	1.80%	1.65%	2.44%	0.00%	0.00%	4.71%	0.00%
Head Start/ Early Head Start	6.59%	8.94%	7.32%	10.78%	1.27%	4.12%	3.23%
Center-based	32.93%	27.76%	15.45%	48.04%	48.37%	44.12%	24.19%
Home-based/Family child care	21.36%	28.24%	15.45%	10.78%	30.38%	14.71%	22.58%
Kindergarten	2.59%	3.53%	4.88%	1.96%	0.00%	1.76%	0.00%
Other/not spec.	2.59%	2.59%	10.57%	5.88%	1.27%	6.47%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2007 Child Care Status by Shelter Type (Table 6-2007)

Category	All	Cong.	Scat.	DV	Teen	Trans.	Oth./NS
Stays w/ parent	46.97%	55.00%	45.33%	66.29%	16.85%	24.03%	34.78%
Stays w/ rel./friend	3.79%	3.45%	10.67%	0.00%	1.12%	5.84%	2.90%
Head Start/Early Head Start	8.14%	6.55%	12.00%	7.87%	1.12%	16.88%	7.25%
Center-based	24.43%	18.45%	22.67%	15.73%	57.30%	27.27%	34.78%
Home-based/Family child care	13.64%	13.10%	5.33%	2.23%	22.47%	20.78%	14.49%
Kindergarten	2.18%	2.24%	2.67%	3.37%	0.00%	3.90%	0.00%
Other/not spec.	0.85%	1.21%	1.33%	4.49%	1.12%	1.30%	5.80%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2006 Child Care Status by Shelter Type (Table 6-2006)

Category	All	Cong.	Scat.	DV	Teen	Trans.	Oth./NS
Stays w/ parent	44.50%	48.50%	50.00%	49.10%	12.80%	40.80%	36.80%
Stays w/ rel./friend	3.70%	4.70%	1.10%	3.80%	1.30%	3.80%	0.00%
Head Start/Early Head Start	7.70%	8.00%	10.60%	2.80%	26.90%	16.20%	2.60%
Center-based	26.30%	21.50%	19.10%	23.60%	44.90%	26.90%	47.40%
Home-based/Family child care	11.40%	10.80%	13.80%	12.30%	11.50%	6.90%	7.90%
Kindergarten	2.70%	3.10%	2.10%	2.80%	0.00%	3.80%	0.00%
Other/not spec.	3.70%	3.30%	3.20%	5.70%	2.60%	1.50%	5.30%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2005 Child Care Status by Shelter Type (Table 6-2005)

Category	All	Cong.	Scat.	DV	Teen	Trans.
Stays with Parent	40.10%	44.30%	46.30%	37.30%	12.50%	39.00%
Stays with Relative/Friend	2.40%	1.20%	8.30%	2.00%	1.30%	2.00%
Head Start/Early Head Start	12.20%	15.80%	15.70%	8.80%	1.30%	5.00%
Center-based	34.80%	28.80%	24.80%	42.20%	66.30%	40.00%
Home-based/Family Child Care	9.10%	8.80%	5.00%	2.90%	18.80%	14.00%
Other	1.40%	1.20%	0.00%	6.90%	0.00%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2004 Child Care Status by Shelter Type (Table 6-2004)

Category	All	Cong.	Scat.	DV	Teen	Trans.
Stays with Parent	51.90%	57.70%	58.10%	34.60%	30.80%	30.40%
Stays with Relative/Friend	3.90%	3.90%	3.20%	3.60%	7.70%	2.90%
Head Start/Early Head Start	11.90%	11.70%	15.30%	14.60%	0.00%	11.60%
Center-based	26.50%	21.30%	20.20%	41.80%	53.90%	43.50%
Home-based/Family Child Care	5.70%	5.30%	3.20%	5.50%	8.00%	11.60%
Other	0.10%	0.20%	0.00%	0.00%	0.00%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2008 Early Care vs. No Early Care by Shelter Type (Table 7-2008)

Category	All	Cong	Scat.	DV.	Teen	Trans.	Other/NS
Yes Early Care	64.45%	64.53%	45.30%	76.00%	81.01%	65.27%	50.00%
No Early Care	35.55%	35.47%	54.70%	24.00%	18.99%	34.73%	50.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2007 Early Care vs. No Early Care by Shelter Type (Table 7-2007)

Category	All	Cong.	Scat.	DV	Teen	Trans.	Oth./NS
Yes early care	48.12%	39.46%	41.10%	26.74%	80.90%	67.57%	43.48%
No early care	51.88 %	60.54%	58.90%	73.26%	19.10%	32.43%	56.52%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2006 Early Care vs. No Early Care by Shelter Type (Table 7-2006)

Category	All	Cong.	Scat.	DV	Teen	Trans.	Oth./NS
Yes early care	47.40%	42.00%	44.60%	44.70%	85.90%	52.00%	57.90%
No early care	52.60%	58.00%	55.40%	55.30%	14.10%	48.00%	42.10%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2005 Early Care vs. No Early Care by Shelter Type (Table 7-2005)

Category	All	Cong	Scat	DV	Teen	Trans
Yes early care	57.55%	54.52%	45.45%	60.78%	86.25%	59.00%
No early care	42.45%	45.48%	54.55%	39.22%	13.75%	41.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2004 Early Care vs. No Early Care by Shelter Type (Table 7-2004)

Category	All	Cong	Scat	DV	Teen	Trans
Yes early care	44.20%	38.37%	38.17%	61.82%	61.54%	66.66%
No early care	55.80%	61.56%	61.29%	38.19%	38.46%	33.33%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2008 Child Status by Region (Table 8-2008)

Category	All	Greater Boston	Northeast	Southeast	Central	Western
Stays w/ parent	32.05%	30.39%	16.81%	32.80%	41.04%	37.88%
Stays w/ relative	1.77%	1.56%	0%	0.80%	1.49%	4.04%
Head Start/Early Head Start	6.34%	11.95%	4.20%	1.60%	5.33%	1.52%
Center-based	33.30%	43.64%	15.97%	31.20%	19.40%	34.34%
Home-based	23.31%	11.95%	61.34%	33.60%	32.09%	10.10%
Other	3.11%	0.51%	1.68%	0.00%	2.25%	12.12%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2007 Child Status by Region (Table 8-2007)

Category	All	Greater Boston	Northeast	Southeast	Central	Western
Stays w/ parent	48.00%	40.65%	46.20%	59.21%	51.47%	60.66%
Stays w/ rel./friend	3.87%	3.44%	3.79%	3.95%	2.21%	7.38%
Head Start/Early Head Start	8.33%	12.26%	3.79%	5.92%	2.21%	9.02%
Center-based	24.98%	29.46%	27.85%	20.39%	24.26%	10.66%
Home-based/Family child care	13.94%	13.33%	18.35%	9.21%	19.85%	9.84%
Other/not spec.	0.87%	0.86%	0.00%	1.32%	0.00%	2.46%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2006 Child Status by Region (Table 8-2006)

Category	All	Southeast	Greater Boston	Northeast	Central	West
Stays w/ parent	44.50%	64.30%	35.20%	42.50%	43.10%	72.40%
Stays w/ rel./friend	3.70%	2.00%	5.80%	2.30%	0.50%	6.90%
Head Start/Early Head Start	7.70%	4.10%	9.00%	6.50%	9.10%	5.70%
Center-based	26.30%	23.50%	34.90%	19.20%	27.90%	4.60%
Home-based/Family child care	11.40%	4.10%	8.30%	23.40%	12.70%	2.30%
Kindergarten	2.70%	2.00%	1.50%	1.40%	4.60%	8.00%
Other/not spec.	3.70%	0.00%	5.30%	4.70%	2.00%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2005 Child Status by Region (Table 8-2005)

Category	All	Cape ⁴	Southeast	Greater Boston	Northeast	Central	West
Stays with Parent	40.05%	28.13%	44.58%	36.57%	35.45%	50.52%	55.07%
Stays with Relative/Friend	2.40%	0.00%	1.20%	2.26%	1.82%	2.06%	7.25%
Head Start/Early Head Start	12.23%	9.38%	14.46%	9.93%	17.27%	11.34%	18.84%
Center-based	34.77%	62.50%	36.14%	40.86%	28.18%	21.65%	10.14%
Home-based/Family Child Care	9.11%	0.00%	2.41%	7.90%	17.27%	14.43%	8.70%
Other	1.44%	0.00%	1.20%	2.48%	0.00%	0.00%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

2004 Child Status by Region (Table 8-2004)

Category	All	Cape	Southeast	Greater Boston	Northeast	Central	West
Stays with Parent	51.93%	71.67%	61.54%	48.21%	29.73%	72.22%	64.71%
Stays with Relative/Friend	3.87%	1.67%	7.69%	3.59%	4.05%	5.56%	3.92%
Head Start/Early Head Start	11.88%	6.67%	12.82%	11.88%	22.97%	9.26%	3.92%
Center-based Child Care/Early Ed/Preschool	26.52%	15.00%	15.38%	31.61%	27.03%	9.26%	21.57%
Home-based/Family Child Care	5.66%	5.00%	0.00%	4.71%	16.22%	3.70%	5.88%
Other	0.14%	0.00%	2.56%	0.00%	0.00%	0.00%	0.00%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Child Care vs. No Child Care by Region 2008 (Table 9-2008)

Category	All	G. Boston	N. East	S. East	Central	Western
Yes Early Care	64.19%	67.54%	81.51%	66.40%	55.22%	45.96%
No Early Care	35.81%	32.46%	18.49%	33.60%	44.78%	54.04%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Child Care vs. No Child Care by Region 2007 (Table 9-2007)

Category	All Mass	Southeast	Greater Boston	Northeast	Central	West
Yes early care	48.12%	36.84%	55.91%	49.99%	46.32%	31.98%
No early care	51.88%	63.16%	44.09%	49.99%	53.68%	68.04%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

⁴ The tables with regional data from the 2005 and 2004 surveys (tables 8-2004, 8-2005, 9-2004 and 9-2005) include separate data for Cape Cod and Southeastern Massachusetts. Horizons for Homeless Children subsequently combined its Cape Cod and Southeastern Mass. regions into a single Southeastern Mass. region, as reflected in the tables with regional data from the 2006 and 2007 survey (tables 8-2006, 8-2007, 9-2006 and 9-2007).

Early Care vs. No Child Care by Region 2006 (Table 9-2006)

Category	All Mass	Southeast	Greater Boston	Northeast	Central	West
Yes early care	47.40%	32.30%	55.10%	50.20%	52.10%	13.80%
No early care	52.60%	67.70%	44.90%	49.80%	47.90%	86.30%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Early Care vs. No Child Care by Region 2005 (Table 9-2005)

Category	All Mass	Cape	Southeast	Greater Boston	Northeast	Central	West
Yes Early Care	57.55%	71.88%	54.22%	61.17%	62.73%	47.42%	37.68%
No Early Care	42.45%	28.13%	45.78%	38.83%	37.27%	52.58%	62.32%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Early Care vs. No Child Care by Region 2004 (Table 9-2004)

Category	All Mass	Cape	Southeast	Greater Boston	Northeast	Central	West
Yes Early Care	44.20%	26.67%	30.76%	48.20%	66.22%	22.22%	31.37%
No Early Care	55.80%	73.34%	69.23%	51.80%	33.78%	77.78%	68.63%
Total	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Appendix 6: Mass. DOE Homeless Education Advisory 2003-6: Serving Homeless Preschool Children

This advisory is intended to provide guidance to school officials, Homeless Education Liaisons child development specialists, preschool program personnel, and providers of services to preschool children and their families, as they implement the federal McKinney-Vento Homeless Education Assistance Act requirement that "each homeless child and youth has equal access to the same free, appropriate public education, **including public preschool education** (emphasis added), as other children and youth."

Homeless preschoolers are an under-served population due to the transient nature of homelessness and the enrollment barriers that children without homes and their families face, such as:

- Residency requirements;
- Lack of medical/immunization records;
- The inability to afford tuition based programs;
- Inflexible enrollment periods and procedures, such as wait list priorities; and
- Conflicting eligibility guidelines.

An important goal of McKinney-Vento is to afford homeless preschoolers the same opportunity to enroll, attend and succeed in preschool as non-homeless preschoolers, thereby minimizing their educational disruption due to homelessness. The intent is to better connect the available community resources for young children to improve the provision of comprehensive services to homeless children and their families.

School District Homeless Education Liaisons and early care and education providers, including child development and preschool program personnel, child care resource and referral agencies (CCR&Rs), and other service providers, must coordinate and collaborate to review and undertake a revision of practices, or policies that inadvertently act as barriers to the enrollment of homeless children in child care and early education programs. As stated in the McKinney-Vento Homeless Assistance Act Non-Regulatory Guidance (F.2, F.4, and F.6) Homeless Education Liaisons play a central role in ensuring that "Homeless children and youth receive educational services for which they are eligible, including Head Start, Even Start, and preschool programs administered by the LEA" and must:

- identify preschool-aged homeless children by working closely with shelters, emergency assistance motels, and social service agencies in their area, and by inquiring when enrolling homeless students in school, whether the family also has younger children.
- collaborate with the school district special education program and providers of Early Intervention services to ensure that the Individual with Disabilities Education Act (IDEA) requirement that highly mobile children with disabilities, such as homeless children who are in need of early intervention, special education and related services, are located, identified and evaluated and that homeless children are included in the "Child Find" process for early identification of special education needs.
- work with preschool program staff to stress the essential nature of their services for homeless children and their families, to help them identify and remove barriers, such as waiting lists, that may prevent homeless families from obtaining child care or related services.

- review and recommend that early care and education programs set priorities for homeless preschoolers in assigning available child care slots.

As stated in the National Association for the Education of Homeless Children and Youth, et al Recommendation for the Reauthorization of the Head Start Act (p. 1), "over 40% of the children living in shelters are under the age of five, and therefore at an age where early childhood education can have a significant impact on their development and future academic achievement." Our challenge is to work together to alleviate the reality that "only 15% of preschool children identified as homeless were enrolled in preschool programs."

APPENDIX : RELATED EDUCATION LEGISLATION (McKinney-Vento Homeless Assistance Act Non-Regulatory Guidance p.28)

- Head Start has added homeless preschoolers as a targeted population to be served. Background on homelessness and its impact on young children, as well as implementation guidance can be found in a 1992 Information Memorandum from the Head Start Bureau (U.S. Department of Health and Human Services, Log Number: ACF-IM-92-12: http://www.nlchp.org/FA_Education/us_hhs_memo.pdf). Just as the legislation requires public schools to identify and remove barriers that may delay enrollment, the same requirement applies to preschool programs, such as Head Start.
- The Individuals with Disabilities Education Act (IDEA) requires that homeless preschoolers and all homeless children be included in the Child Find process for early identification of special education needs. It is recommended that, when possible, the eligibility process for identifying special needs should be expedited to avoid delays in provided services to eligible children caused by frequent mobility.

Appendix 7: Provisions on Serving Homeless Children in Federal Head Start Statute, as Reauthorized in 2007



SUMMARY OF HEAD START PROVISIONS ON HOMELESSNESS AND FOSTER CARE

January 2008

On Wednesday, December 12, President Bush signed the “Improving Head Start for School Readiness Act of 2007” into law. The legislation reauthorizes the Head Start Act and contains numerous provisions on homelessness and foster care. A summary of those provisions is provided below.

- Includes a definition of homelessness consistent with the education subtitle of the McKinney-Vento Homeless Assistance Act
- Specifies that homeless children are categorically eligible for Head Start services
- Requires the Secretary of the U.S. Department of Health and Human Services to issue regulations that require Head Start agencies to:
 - Ensure that homeless children are identified and prioritized for enrollment
 - Allow homeless families to apply to, enroll in, and attend Head Start programs while required documents are obtained within a reasonable time frame
 - Coordinate individual Head Start centers and programs with efforts to implement Subtitle VII-B of the McKinney-Vento Homeless Assistance Act
- Allows Head Start agencies to serve some families with incomes up to 130% of the poverty line, but only if the Head Start agency implements procedures to meet the needs of homeless children and children below the poverty line first
- Requires as a criteria for applicants for new Head Start programs a plan to meet the needs of homeless children and children in foster care, including transportation needs
- Includes as a consideration in allocating funds to expand existing Head Start programs:
 - The extent to which applicants have undertaken community-wide strategic planning and needs assessments involving the LEA homeless liaison, and organizations providing services to children in foster care, homeless children, child abuse prevention services, and protective services
 - The extent to which applicants coordinate with LEA homeless liaisons
- Allows quality improvement funds to be used for staff training, child counseling, and other services to address the challenges of homeless children, children in foster care, and children referred by child welfare agencies

- Requires Head Start State Collaboration Directors to develop a strategic plan that will enhance collaboration and coordination with, and services provided for, homeless children, children in foster care, and children referred to Head Start programs by child welfare agencies, including agencies and State officials responsible for such services
- Requires Head Start agencies to coordinate and collaborate with the agencies responsible for administering section 106 of the Child Abuse Prevention and Treatment Act, Parts B and E of title IV of the Social Security Act, and programs under Subtitle VII-B of the McKinney-Vento Homeless Assistance Act
- Requires each Head Start program to establish channels of communication between Head Start staff and McKinney-Vento liaisons to facilitate coordination of programs
- Requires Head Start programs to develop and implement a family outreach and support program in coordination with outreach efforts under the McKinney-Vento Act
- Requires Early Head Start programs to coordinate services with programs in the community for homeless infants and toddlers
- Provides funds for technical assistance to Early Head Start programs to create special training and technical assistance initiatives targeted to serving high risk populations, such as children in the child welfare system and homeless children, and provide professional development designed to increase program participation for underserved populations of eligible children
- Requires the Secretary to establish standards for Head Start agencies, through regulation, taking into consideration best practices with respect to homeless children and children in foster care, and changes in the population of children who are eligible to participate in Head Start programs, including the family structure of such children (including children in foster care and the number of homeless children)
- Requires the Secretary to provide technical assistance to improve outreach to, increase program participation of, and improve quality of services available to meet the unique needs of homeless children
- Requires the Secretary to provide, either directly or through grants or other arrangements funds to support training for personnel providing services to children determined to be abused or neglected, or children referred by or receiving child welfare services, and to address the needs of homeless families
- Requires the Secretary to ensure that reviews are conducted by review teams that include individuals who are knowledgeable, to the maximum extent practicable, about the needs of homeless children and children in foster care
- Requires the Secretary to carry out research, evaluation, and demonstration activities in order to use the Head Start programs to develop, test, and disseminate new ideas and based on existing scientifically based research, for addressing the needs of low-income preschool children (including children with disabilities, homeless children, children who have been abused or neglected, and children in foster care)
- Requires Head Start programs to collect data on the number of homeless children and children in foster care participating in the program
- Requires the Secretary to prepare a report on the status of children in Head Start programs, including homeless children, children in foster care, and children referred by child welfare agencies

Appendix 8: Web Resources

Center for Social Policy, McCormack Graduate School, UMass/Boston
www.mccormacktmp.umb.edu/csp/index.jsp

Citizens Housing and Planning Association Housing Report
www.chapa.org/pdf/WinnersandLosers.pdf

Early Education for All Campaign (Strategies for Children)
www.earlyeducationforall.org

Homes for Families
www.homesforfamilies.org

Horizons for Homeless Children
www.horizonsforhomelesschildren.org

Mass. Coalition for the Homeless
www.mahomeless.org

Mass. Commission to End Homelessness
www.mass.gov/dhcd/components/hc/default.htm

Mass. Department of Early Education and Care
www.eec.state.ma.us

Mass. Department of Elementary and Secondary Education
www.doe.mass.edu/mv/

Mass. Department of Transitional Assistance
www.state.ma.us/dta/

Mass. Interagency Council on Housing and Homelessness
www.mass.gov

National Alliance to End Homelessness
<http://www.endhomelessness.org>

National Association for the Education of Homeless Children and Youth
<http://www.naehcy.org>

National Center for Homeless Education
www.serve.org/nche

National Center on Family Homelessness
www.familyhomelessness.org

National Early Childhood Technical Assistance Center – web page on homeless children
www.nectac.org/topics/homeless/homeless.asp

National Law Center on Homelessness and Poverty
www.nlchp.org

National Policy and Advocacy Council on Homelessness
www.npach.org

One Family Campaign
www.onefamilycampaign.org

Appendix 9: Acknowledgements

Horizons for Homeless Children would like to thank the following people, and organizations, who provided resources, feedback, suggestions, comments, and encouragement for one or more of the reports issued in 2004 - 2009

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Center for Social Policy
Child Care Resources/Mass. Childcare Resource & Referral Network
Communities United Inc.
Family Economic Initiative
Home for Families
Mass. Budget and Policy Center
Mass. Department of Early Education and Care
Mass. Department of Early and Secondary Education
Mass. Department of Mental Health
Mass. Department of Transitional Assistance
Mass. Head Start Association
Our Place (Salvation Army)
Strategies for Children/Early Education for All
U.S. Dept. of Health and Human Services/Administration for Children and Families

Appendix 10: Shelters Participating in the 2009 Survey

Horizons for Homeless Children thanks the staffs of the following shelter programs for completing the 2009 survey, and for all that they do every day to help families with children overcome homelessness:

Alternative House	Genesis II Catholic Charities	Pilgrims Hope Family Shelter
Angel House	Grace House	PORTIS Family House
Asian Task Force	HART House	Prospect House
Battered Women's Resource/YWCA	Haven Shelter	Renewal House
Boston Family Shelter	HAWC	Respond
Bridge House	Horizons Housing Program I	Revision House
Brigid's Crossing	Horizons Housing Program II	Ruth House Teen Program
Brookview House Inc.	House of Hope	Safe Harbor
Cape Cod Center for Women	Housing Families Broadway	Sage House
Carriage House	Housing Families Revere	Salvation Army Gentle Arms Teen Living Program
Casa Myrna Vasquez Teen Program	Inn Between	Shepherd's Place I
Casa Nueva Vida	Jessie's House	Shepherd's Place II
Conway House	Jessie's House – Scattered Sites	Sojourner House
Cross Street Shelter	Just A Start House	Springfield Housing Authority Transitional
Crossroads Family Shelter	Lazarus House Ministries	Springfield YWCA Teen Program
David Jon Louison Shelter	Maranda's House	St. Ambrose Family Shelter
Daybreak	Margaret's House	St. Mary's Home
Elizabeth Freeman Center	Medford Family Life Education Center	Taking Care of Business
Emmaus House	Merrimack House	Temporary Home
Evelyn House	Milly's Place	The Second Step
Fall River Family Center	Montello House	The Village at Cambridge Street
Family Life Center	My Father's House	Village at Cataumet
Family Place Shelter	Nazareth Residence	Willis House
Florence House Teen Program	New Hope	Womanshelter/Companeras
FOCUS/Family Resource Center	New Hope South Central	Womansplace Crisis Center
Frances Perkins Foundation	North Village	Women's Resource Center
Frances Perkins Shelter	Open Pantry Teen Program	You Inc. Teen Program
Friendly House Shelter	Orchard Street Program	Youville House
Friends of the Homeless of the South Shore	Our Father's House/Transitions at Devens	YWCA Family Shelter
	Our Friend's House	YWCA of Western Mass
	Our Sisters Place	
	Pathways Family Shelter	

Appendix 11: Profile of Horizons for Homeless Children

Established in 1988, Horizons for Homeless Children (HHC) is a non-profit organization dedicated exclusively to meeting the needs of young homeless children and their families.

The mission of Horizons for Homeless Children is to improve the lives of homeless children and their families. We provide homeless children in Massachusetts with the nurturing, stimulation and opportunities for early education and play that all children need to learn and grow in healthy ways. To improve the lives of the children we serve over the long term, we connect their parents with the tools they need to achieve social and economic self-sufficiency. We advocate for public policies that will improve the lives of homeless children and their families.

Horizons for Homeless Children helps in several ways:

Community Children's Centers

HHC operates three Community Children's Centers in Boston which provide full-time, professional early education, child care and family support services for 175 currently and previously homeless children and their parents each weekday.

Playspace Programs

Since 1990, HHC's Playspace Programs have trained more than 11,000 volunteers to provide nurturing and stimulating play opportunities to children in homeless shelters throughout Massachusetts. Over 1,000 active volunteers now work in about 140 family shelters, serving more than 2,200 homeless children each week.

Training and Technical Assistance

HHC is increasingly recognized as an authority on the needs of young homeless children. By providing training and technical assistance to organizations, government agencies, and communities, HHC wants to improve mainstream resources that often do not effectively serve homeless children and assist in the design of services targeted to homeless children. Since 2005, HHC has sponsored its *National Conference on Young Children Without Homes* four times.

Policy & Advocacy

HHC advocates for funding and public policy that will improve the lives of homeless children and their families. HHC works with policymakers in state and federal government, and with state and national advocacy partners.

Contact Information

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XI. Endnotes

¹ Massachusetts Department of Elementary and Secondary Education, "Homelessness in Massachusetts Public Schools," Appendix 3 of this report. For a more in-depth analysis, see "A Snapshot of Homelessness in Massachusetts Public Schools: 2005 Youth Risk Behavior Survey and Massachusetts Annual Homeless Enrollment Data (2007, Massachusetts Department of Education, available at www.doe.mass.edu/mv).

² U.S. Conference of Mayors, "Hunger and Homelessness Survey: A Status Report on Hunger and Homelessness in America's Cities," (2008), at 1.

³ National Center on Family Homelessness, "America's Youngest Outcasts: State Report Card on Child Homelessness" (2009).

⁴ NCFH based its estimate on the number of specifically identified homeless children reported by public school district personnel. There is substantial anecdotal evidence, along with research evidence, indicating that only a small fraction of homeless children attending school are identified, and many homeless children do not attend school at all. According to a report issued by the Massachusetts Department of Education, "the discrepancy between the 7,085 Massachusetts students actually identified as homeless and the estimate of 48,000 plus homeless students suggests that a great majority of homeless students are going unidentified by their school systems." Massachusetts Department of Education, "A Snapshot of Homelessness in Massachusetts Public Schools: 2005 Youth Risk Behavior Survey and Massachusetts Annual Homeless Enrollment Data" (2007, available at www.doe.mass.edu/mv).

⁵ As noted in the White House signing statement, the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act passed by Congress in May of 2009 "targets assistance to families with children – the fastest growing segment of the homeless population." U.S. Department of Housing and Urban Development, "Research Works" (September 2009.) In addition, President Obama previously stated that "I'm heartbroken that any child in America is homeless....Part of the change in attitudes that I want to see here in Washington and all across the country is a belief that it is not acceptable for children and families to be without a roof over their heads in a country as wealthy as ours." Comments at Presidential press conference, March 24, 2009.

⁶ See Rog and Buckner, "Homeless Families and Children" (March, 2007), at 4; Rafferty and Shinn, "The Impact of Homelessness on Children" (*American Psychologist*, 1991); Kourgialis et al., "Improving the Nutrition Status of Homeless Children" (*Children's Health Fund*, 2000).

⁷ See Mass. Dept. of Early Education and Care Management Bulletin EMB FY 2008 – 01, Appendix 2 of this report.

⁸ It is important to note that this data does not include any of the children placed in motels. See recommendation no. 3 for further discussion of families placed in motels.

⁹ As a practical matter, it would be very difficult to do this, as there are no shelter staff at the motels to complete a survey.

¹⁰ The "Improving Head Start Act," H.R. 1429. For a summary of provisions pertaining to homeless children, see National Association for the Education of Homeless Children and Youth, "Summary of Head Start Provisions on Homelessness and Foster Care," attached as Appendix 7 of this report.

¹¹ It is worth noting that because the federal Head Start statute uses a more comprehensive definition of "homeless," Head Start providers have an opportunity to serve homeless children who are living in "doubled-up" situations. The potential ability of doubled-up homeless families to access early education and care through a Head Start provider can help those families move toward housing stability, and avoid the need to move into shelter.

¹² See Barnett and Masse, "Funding Issues for Early Childhood Care and Education Programs," (2003), Table 8.1.

¹³ Associated Early Care & Education, "Facts in Action," (www.factsinaction.org).

¹⁴ Massachusetts Department of Elementary and Secondary Education, "Homelessness in Massachusetts Public Schools," Appendix 3 of this report. For a more in-depth analysis, see Massachusetts Department of Education, "A Snapshot of Homelessness in Massachusetts Public Schools: 2005 Youth Risk Behavior Survey and Massachusetts Annual Homeless Enrollment Data" (2007, available at www.doe.mass.edu/mv).

¹⁵ National Center on Family Homelessness, "America's Youngest Outcasts: State Report Card on Child Homelessness" (2009).

¹⁶ See endnote 5, above.



CAMPAIGN BACKGROUND

OpportunityNation, a campaign of Be the Change, Inc., is working to build a national coalition of non-profit organizations, social entrepreneurs, business leaders, leading thinkers, grass roots organizations, and other natural allies in an effort to build support for a non-partisan agenda to enhance opportunity and economic mobility in America.

OpportunityNation hopes to change America in three specific and important ways.

First, we seek to stimulate a national dialogue on opportunity. For too long the conversation about improving outcomes for Americans has been stuck on the word "poverty," a word that divides Americans, creates a sense of "us" vs "them," and conjures images that don't nearly capture the scope of the issues of lack of opportunity. Though the "poverty rate" is 14.3%, in any given year, 32% of all Americans spend at least two months below the poverty line. A recent study forecasts that 49% of all children in America will spend at least one year on food stamps (SNAP). Today, one out of three children living in rural areas live below the poverty line. The scale and scope of the issues facing children is enormous, and our current language neither captures it, nor does it inspire us to find solutions. We believe opportunity is a core American value, and that it desperately needs to be injected into the public conversation. With commitment, intelligence, and partnership, we believe we can reenergize this public value in American discourse as a vital national goal.

Second, we seek to change policy. We will create a broad umbrella of citizens, groups, companies that includes conservatives, moderates and progressives. We will be explicitly nonpartisan. Our challenge and our commitment will be to come together around a set of specific actions that will expand opportunity in America.

Finally, we seek to build a permanent broader coalition. We aim to create relationships between typical and unusual partners that lasts long beyond this project, and that is a platform for future endeavors to protect and extend opportunity.

The OpportunityNation strategy is based on the change model pioneered by Be the Change, Inc. three years ago, in partnership with hundreds of organizations for ServiceNation. ServiceNation brought together policy minds, social entrepreneurs, and grassroots organizations to envision a quantum leap in national and community service activity. We built a coalition of unlikely allies (including small and large nonprofit organizations that have service at their core, but also the AARP, the Hollywood creative community, and the military), created visibility by leveraging our press assets (including 3 TIME Magazine cover stories), and convinced the two presidential candidates, Senators Obama and McCain, to publicly endorse the plan at a major summit on September 11, 2008. The summit resulted in strong announcements about and commitments to service from all sectors: corporate, military, entertainment, faith-based organizations, cities, states, colleges and universities, the media, and the non-profit sector. The late senator Kennedy and senator Hatch co-sponsored the resulting legislation which authorized the greatest expansion of national and community service in America since the Great Depression. The ServiceNation coalition, now consisting of over 260 member groups, reaches an estimated 100 million citizens.

Why Opportunity, Why Now?

The Great Recession has put the economy front and center for all Americans in the last few years. Even before 2008, many urban and rural communities had double-digit unemployment and the cost of living was rising while most families' incomes were not. Many troubling trends that strike at the core of the American Dream, such as decreased economic mobility and increased income and wealth inequality, have been with us for the last few decades.

Recent, peer-reviewed studies show that children who are born poor in the US are more likely to remain poor than poor children born in other countries. The United States today has far less mobility (defined as the likelihood that children will end up in an income quintile higher than their parents) than many industrialized countries (including Germany, France, Great Britain, Canada, and the Netherlands). Mobility is at an all-time low, threatening the foundational principal of the American Dream. Though opportunity is in our country's DNA, the data about the reality of opportunity and mobility suggest a very different story, even before this current recession.

The recession has altered the way Americans feel about economic hardship, creating new commonalities across income groups and inspiring new trends. Such attitude adjustments create an opening—an opening to introduce a reinvigorated call to increase opportunity in this country, and a new framework and lexicon for the way Americans view and talk about the age-old challenge of constrained mobility.

Policy Development

We spent early 2010 on a national listening tour (see addendum) to better understand what should be part of an innovative and effective "opportunity agenda" that would enhance economic mobility and reduce poverty. This process included several community and youth listening sessions. In May, we convened some of the nation's leading policymakers from across the political spectrum in Washington, DC to help us envision the outlines of a policy framework that could achieve bi-partisan support at the federal level.

OpportunityNation now has commitments from the Center for American Progress, the Brookings Institution, and the Heritage Foundation to collaborate and oversee the development of a policy process that will be finalized on September 1st, 2011. This commitment sends strong signals about the bipartisan process we will undertake. We have been encouraged by the degree of agreement around some broad policy areas and energy about supporting children through a positive pipeline from reaching kindergarten ready to learn through post-secondary education completion, leading to job opportunities and committed family formation. No policy in one area alone will be a "silver bullet", however several areas of consensus emerged that could, when combined, help create opportunity, including investment in parental education and early childhood development, continuing education reform to make sure all schools are preparing youth for college, and 21st century jobs. Recognizing the centrality of financial resources to access the first rungs of the American Dream, college education, a family business or a home, universal asset development strategies like Child Development Accounts were also identified a smart investment in our youth and our economy.

Recognizing the current fiscal constraints faced by the all levels of government, we've heard a lot about the need to advocate for reforming government programs and processes that are inefficient across all of these policy areas and investing in poverty reduction and deficit reduction at the same time.

Further policy development will happen through policy working groups, led by policy makers and community and social innovators from the coalition, and will draw upon the community listening sessions with low- and moderate-income youth and adults.

Framing

After 300 meetings on a listening tour this year, there is growing consensus that the “narrative” of the campaign should be around children and youth. Children are perceived to be “blameless,” have not made “bad choices,” and are symbolic of the opportunity of this country. Though the policy framework supporting the campaign will likely be the same regardless of the narrative – children still live in families, and families exist in communities – it is increasingly clear that children and youth will be a central narrative.

Campaign Timeline

The campaign will culminate in a national summit on opportunity in early November, 2011, the narrative being “One year from this day, we’ll be electing a president, and these 300 organizations have come together to develop and support a bipartisan agenda to increase economic opportunity and mobility in America, and we want all the candidates to adopt this platform as part of their campaigns.” Here is a more detailed look at our timeline:

- **September 2010 – September 2011: Organizations join the Coalition and host community listening sessions:** Over 100 community listening sessions on barriers to opportunity, solutions that are working and policy proposals will be hosted by OpportunityNation coalition organizations all over the country. Ranging from small house parties to public town hall discussions, those who are closest to the challenges and solutions will contribute to the policy process through these dialogues.
- **January 27th, 2011: Host Coalition meeting to kick off Working Groups**
Coalition meetings will be held to bring together all OpportunityNation partners and launch the collaborative campaign effort. These meetings will begin the participatory policy process and planning for the grassroots events and summits.
- **September 1st: Policy Development Process ends with Policy Agenda complete**
- **November 4-5: OpportunityNation National Summit**
- **November 2011- November 2012: Days of Action across the country**
Local and regional Days of Action led by Coalition members will identify local barriers to opportunity and elevate promising solutions. Linking meaningful service activities to policy advocacy and public awareness will be the hallmark of these events.

Addendum

OpportunityNation Listening Tour List

- AARP Foundation
- Admission Possible
- Advocates for Youth
- Alliance to End Hunger
- America's Promise Alliance
- American Youth Policy Forum
- Americans for Financial Reform
- AmeriCorps
- Annie E. Casey Foundation
- Aspen Institute Roundtable on Community Change
- APCO Worldwide
- Atlas Service Corps, Inc.
- Barr Foundation
- Be the Change, Inc.
- BBB Wise Giving Alliance
- BELL - Building Educated Leaders for Life
- Bill and Melinda Gates Foundation
- Bloomberg Philanthropies
- Boston Center for Community and Justice
- Boston Housing Authority
- Boston Medical Center
- Boston Ten Point Coalition
- Boston University School of Medicine
- BoxxOut
- Bread for the World Institute
- Brigham and Women's Hospital
- Brookings Institution
- Building Changes
- California Endowment
- Champion Foundation
- Case Foundation
- Catholic Charities
- Cause and Affect
- Center for American Progress
- Center for Community Change
- Center for the Developing Child
- Center for Economic Progress
- Center for Health Equity
- Center for Religion and Civic Culture, University of Southern California
- Center for Workforce Development
- Center for Working Families
- Center on Budget and Policy Priorities
- Central New Mexico Community College
- CEOs for Cities
- Change to Win
- Children's Hospital Boston
- City Year, Inc.
- Civic Enterprises
- Civic Ventures
- CLASP
- Coalition on Human Needs
- Columbia Legal Services
- Common Sense Media
- Community Builders
- Community Action Partnership
- COR Community Development Corporation
- Corporate Voices for Working Families
- Corporation for Enterprise Development (CFED)
- Corps Network
- David and Lucile Packard Foundation
- DaVita
- Demos
- Department of Urban Studies and Planning, MIT
- Detroiters Working for Environmental Justice
- DHS Center for Faith Based and Community Initiatives
- Drum Major Institute
- Earthworks Urban Farm
- Economic Policy Institute
- Edward W. Hazen Foundation
- Emerald Cities Collaborative
- EOS Foundation
- Episcopal City Mission
- Equality and Inclusion Campaign
- Equal Justice Works
- Executive Office of Housing and Economic Development, Commonwealth of Massachusetts
- Experience Corps
- Families United in Educational Leadership
- Family Independence Initiative
- First Focus
- Focus on the Family
- Foundation of the Mid-South
- Ford Foundation

- Fox Leadership Center, University of Pennsylvania
- Freedman Consulting
- Full Frame Initiative
- Funders Collaborative on Youth Organizing
- Generation 18
- Generations United
- Georgetown University Law Center
- Georgia State University
- Good Work Network
- Habitat for Humanity
- Half in Ten
- Harlem Children's ZONE
- Harvard Business School
- Harvard Business School Press
- Harvard School of Public Health
- Harvard University
- Hauser Center for Nonprofit Organizations
- Heart of Compassion Distribution
- HELP USA
- HHS: U.S. Department of Health and Human Services
- Holand-Mark
- Horizons for Homeless Children
- Independent Sector
- Initiative for a Competitive Inner City
- Inner-City Arts
- Institute for Educational Leadership
- Institute for Global Engagement
- Interaction Institute for Social Change
- Jewish Community Relations Council (JCRC), Boston
- Jobs for the Future
- John F. Kennedy School of Government
- Joyce Foundation
- Jumpstart for Young Children
- KaBOOM!
- Kingsley Housing
- Laurie M. Tisch Illumination Fund
- Leadership Conference on Civil Rights
- Levi Strauss Foundation
- LIFT
- Lions Clubs International
- Louisiana Association of Nonprofit Organizations
- LISC: Local Initiatives Support Corporation

- Massachusetts Association for Community Action
- Massachusetts Community Action Network (PICO)
- McCormack Graduate School, Center for Social Policy, University of Massachusetts, Boston
- Milken Institute
- Mobilize.org
- MyImpact.org
- National Association for the Advancement of Colored People (NAACP)
- National Association of Community Health Centers / Community HealthCorps
- National Campaign to Prevent Teen Pregnancy
- National Council of La Raza
- National League of Cities
- Native American Community Academy
- National Center on Child Poverty, Columbia University
- National Conference on Citizenship
- New America Foundation
- New Mexico Commission for Community Volunteerism
- New Mexico Community Foundation
- New Partners
- New Profit, Inc
- New York City Coalition Against Hunger
- New York University
- Newark Now
- Next Street Financial
- North American Family Institute
- Northeastern University
- Northland, A Church Distributed
- Nurse Family Partnerships
- Office of the Mayor, City of Boston
- Office of the Mayor, City of New York
- ONE Campaign
- OneCalifornia Foundation
- Open Society Institute
- Opportunity Agenda
- Organization of Chinese Americans (OCA)
- Our House Campus
- Oxfam America
- Paul and Phyllis Fireman Charitable Foundation

- Peter D. Hart Research Associates
- Points of Light Institute
- PolicyLink
- Project HEALTH
- Praxis Project
- Project HEALTH
- Robin Hood Foundation
- Rockefeller Foundation
- Root Cause
- Sagawa/Jospin Consulting Firm
- SeaChange Capital Partners
- Seattle Venture Partners
- Seedco
- Self Enhancement, Inc.
- Share Our Strength
- Sheridan Group
- SingleStop USA
- SnagFilms
- Social Venture Partners International
- Sojourners
- South Valley Academy
- Southwest Organizing Project
- Southwest Youth Services
- Special Olympics
- Spotlight on Poverty and Opportunity
- Springboard Forward
- Springfield Institute
- Stand for Children
- Student Volunteer Foundation
- Summer Advantage USA
- SW14
- Sykes Academy
- The Aspen Institute
- The Atlantic Philanthropies
- The Boston Foundation

- The Cara Project
- The Clapham Group
- The Fatherhood Initiative
- The Food Research and Action Center
- The Forum for Youth Investment
- The Frameworks Institute
- The Fulcrum Group
- The Heritage Foundation
- The Mobility Agenda
- The Ounce of Prevention Fund
- The Praxis Project
- The White House National Economic Council
- Thomas H. Lee Partners
- Tides Center
- Tisch College of Citizenship and Public Service, Tufts University
- Union of Minority Neighborhoods
- U.S. Department of Agriculture
- United Nations Foundation
- University of Michigan
- University of New Mexico
- University of New Mexico Law School
- Urban Institute
- Walmart Foundation
- Washington State Budget and Policy Center
- W.K. Kellogg Foundation
- Women's Center for Education and Career Advancement
- Working Poor Families Project
- Year Up, Inc.
- YMCA of the USA
- Youth Service America
- YouthBuild USA

FOUNDATION TO BE NAMED LATER



www.foundationtobenamedlater.org

ABOUT FOUNDATION TO BE NAMED LATER

The Foundation To Be Named Later (FTBNL), a branch of the Red Sox Foundation, was launched in Spring of 2005 by Paul Epstein, a social worker in the Brookline Public School system, and his twin brother, Red Sox Executive Vice President and General Manager Theo Epstein.

The mission of FTBNL is to raise funds and awareness for non-profit agencies, working on the front lines, serving disadvantaged youth in the Greater Boston area. We invest in programs that teach leadership, education and healthy development of families.

FTBNL has given over \$3.5 Million dollars in grants and in-kind donations to over 150 non profit organizations and has sent approximately 3,000 children, who would not get the chance to go to a game, to Red Sox and Celtics home games.

The new **Peter Gammons/FTBNL College Scholarship presented by RISO** allows Boston Public School students a four year cash scholarship to the college of their choice.

The chief fundraiser for the FTBNL is the Hot Stove, Cool Music Concert Series. In July 2005, the FTBNL benefited from the inaugural summer concert, Hot Stove, Cool Music: The Fenway Park Sessions. Nearly 100% of the proceeds from Hot Stove Cool Music sponsorships go directly to our non profit partners.



The principal beneficiaries of the FTBNL include:

BELL (Building Educated Leaders for Life) • Citizen Schools • City Year Boston • The Home for Little Wanderers • Horizons for Homeless Children • Molo Care • Roxbury Youthworks • Steps to Success • West End House Boys & Girls Club



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Theo Epstein

Theo Nathan Epstein is the Executive Vice President/General Manager of the Boston Red Sox. In November 2002, the Red Sox made him the youngest GM in the history of Major League Baseball by hiring him at the age of 28. In 2004 he engineered the first World Series championship by the Red Sox in 86 years and a second in the 2007 season. Epstein was raised just a few miles from Fenway Park in Brookline, where he attended Brookline High School, played baseball for the Warriors, and dreamed of working for the Red Sox. Epstein began interning with the Baltimore Orioles in 1992. Meanwhile, Epstein attended Yale University where he lived at Jonathan Edwards College and served as sports editor of the Yale Daily News, and graduated in 1995 with a degree in American Studies. Eventually he took a job in the PR department of the San Diego Padres; soon Epstein would become the team's Director of Baseball Operations. While working for the Padres, he studied full-time at the University of San Diego School of Law, where he earned a Juris Doctor degree and passed the California bar exam in 1999. In January 2007, Epstein married Marie Whitney, a volunteer at Horizons for Homeless Children and they have a baby boy, Jack!

Paul Epstein

Born 60 seconds before Theo, Paul is, technically, the middle of Leslie and Ilene Epstein's three children. Raised in Brookline with sister Anya and twin brother Theo, Paul graduated from Brookline High and headed off to Wesleyan a short 25 minutes from Theo and Anya at Yale. While playing soccer and studying classics, he discovered a passion for working with youth when he became a Big Brother. The experience completely changed the direction of his life and he embarked on a career in social work. After working in residential treatment at The Home for Little Wanderers, where he met his lovely wife, Saskia Grinberg, he earned an MSW from BU in 1998. He has worked as a social worker at Brookline HS for 7 years. Currently he is on sabbatical to work on Saskia's and his vision to open the only youth community center in Brookline. In 2005, he co-founded the Foundation to be Named Later with Theo. He and Saskia live in Brookline with their two beautiful children, Annika and Ezra.

Epstein's grandfather Philip G. Epstein and great-uncle Julius J. Epstein won Academy Awards for the screenplay of Casablanca, while his father served as head of an English department at Boston University.

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Beneficiaries

At the Foundation To Be Named Later, we currently support nine non-profit organizations. They are agents of change. They work to create a better world. But more specifically, they all:

- Provide care and critical support to thousands of children in and around Boston.
- Play an instrumental role in ensuring the emotional, mental and social development of children at risk.
- Work tirelessly to supply children and their parents with such necessary tools as education, self-esteem, civic responsibility and a safe and nurturing environment to learn and grow, so that they may lead independent and self-sufficient lives.

BELL (Building Educated Leaders for Life)

BELL is a national provider of educational summer and after-school programs designed to help under-performing elementary school children achieve high academic and social standards through a combination of tutoring, social enrichment, and structured mentoring. Every year, 100% of the students entering BELL at the "failing" level have advanced to a higher performance category, based on standardized tests. BELL is increasing its impact not only through providing comprehensive services to 10,000 children, but also by advocating for reforms in education policy that will benefit children. Senators Barack Obama and Barbara Mikulski used the BELL Summer program as a model for the STEP UP Act, which seeks to provide \$100M annually for children to attend high-quality, summer enrichment programs. Through every effort, BELL is seeking to make educational opportunities equitable and accessible for all children. www.bellnational.org

The Home for Little Wanderers

The Home for Little Wanderers is the nation's oldest private, not for profit, child and family service agency and one of New England's largest, providing services to thousands of children and their families through 20 programs each year. The mission of The Home is to ensure the healthy emotional, mental, and social development of children at risk, their families, and communities through an integrated system of prevention, advocacy, research, and a continuum of direct services. The Home is "Where hope lives."
www.thehome.org

Horizons for Homeless Children

The mission of Horizons for Homeless Children is to improve the lives of homeless children and their families. It provides homeless children in Massachusetts with the nurturing, stimulation and opportunities for early education and play that all children need to learn and grow in healthy ways. To improve the lives of the children it serves over the long term, it connects their parents with the tools they need to achieve social and economic self-sufficiency. It provides leadership in advocating for homeless children and their families through leveraging and sharing expertise with others and advocating with policy makers and the public. www.horizonsforhomelesschildren.org

Molo Care

Molo Care seeks to overcome poverty and racism by providing educational opportunities for needy South African children. Molo Care works in cooperation with Active Schools, a cottage-based organization created and operated by South African volunteers who understand the needs of local schools. They bring the internet into classrooms, start

vegetable gardens for the school's lunch service, and introduce music, drama, and art into the curriculum. Their goal is to provide services to schools and keep children enrolled.
www.molocare.org

Roxbury Youthworks

One of the oldest minority-based non-profit organizations in the City of Boston, Roxbury Youthworks is a community-based organization whose mission is to create healthy families and strong communities; to inspire young men and women to recognize and develop their strengths; and to prepare them to lead independent and self-sufficient lives. Since 1981, it has been combating the roots of juvenile delinquency in the inner city neighborhoods of Boston by providing community-based support, positive alternatives, innovative programming, advocacy and an array of social services to young people and their families.
www.roxburyyouthworks.org

Steps to Success

Steps to Success is a comprehensive educational achievement program providing academic, social development, and family support services to low-income students and their families. The program seeks to break through the attitudes and substantive barriers that mark poor children for failure, seeking to overcome the confining conditions and characteristic stereotypes of poverty. Steps to Success is dedicated to building the aspirations, skills, and confidence of low income students, so that they can succeed in school and make college education a reality.

City Year Boston

City Year unites young people of all backgrounds for a demanding year of full-time service, in exchange for an educational scholarship, giving them the skills and opportunities to change the world. As tutors, mentors, and role models, these idealistic leaders make a difference in the lives of children and transform schools and neighborhoods across Greater Boston. This year in Boston 140 young people - called corps members - will improve students' academic success and contribute to a more positive school environment, engage parents and community members, and develop valuable leadership skills. www.cityyear.org

West End House Boys and Girls Club

The West End House Boys & Girls Club's mission is to inspire and enable young people from diverse backgrounds to realize their full potential as productive, responsible and caring citizens. Through a wide range of innovative activities in education and technology, leadership development, the arts, and athletics, the WEH Boys & Girls Club transforms critical after-school hours and summer time into opportunities and alternatives for at-risk youth. Since 1906, the West End House has been a place of belonging for thousands of children from immigrant and urban families. We serve children and teens ages 7 – 18 and have over 1,000 members. Today, the West End House continues this tradition of serving children from immigrant families, many who come from around the world including South and Central America, Asia and the Caribbean. www.westendhouse.org

Citizen Schools

Citizen Schools is a leading national education initiative that uniquely mobilizes thousands of adult volunteers to help improve student achievement by teaching skill-building apprenticeships after-school. Our programs blend these real-world learning projects with rigorous academic and leadership development activities, preparing students in the middle grades for success in high school, college, the workforce, and civic life. Launched in Boston in 1995, Citizen Schools currently serves 3,000 students and engages 2,400 volunteers in 15 cities nationwide. Learn more about our programs, our results, our plans to advance the after-school field, and how to get involved at www.citizenschools.org.

Room To Grow

The mission of Room to Grow is to enrich the lives of babies born into poverty throughout their critical first three years of development. Room to Grow's program provides parents raising babies in poverty with one-on-one parenting support and essential baby items throughout their children's critical first three years of life. Parents expecting a baby are referred to Room to Grow by selected prenatal programs assisting low-income families. Upon their referral, parents visit Room to Grow's warm and inviting space once every three months from just before the birth of the baby until their child turns three. During their one-on-one appointments with our staff clinicians, typically lasting two hours, parents receive developmental information, customized support, and all of the needed baby items to ensure a healthy and secure start for their child. www.roomtogrow.org.