CONTENTS

Foreword	XIX
1 Child Poverty: Overview and Outlook Judith A.	
Chafel	1
Overview of Chapters 2 through 10	4
2 Profiles of Children and Families in	
Poverty Judith S. Musick	g
Background, Method, Sample, and Sources	10
Background	10
Method	11
Sample Characteristics	12
Sources	13
Case Study 1. Lessons of Sex Are Lessons of Self:	
Growing up Female in Poverty	14
Description	14
Analysis of the Problem	15
Supports and Resources Available to Families	20
Unresolved Issues	22
Next Steps in Policymaking	22
Lessons from Heart-to-Heart	23
Case Study 2. Being Better than Good: The Role of	
Parents in an Environment of Risk	28
Description	28
Analysis of the Problem	29
Supports and Resources for Poor Parents and	
Children: The Case of the School	32
Unresolved Issues	42
Policy Implications	4:
Challenges for Public Policy	4
Appendix 2.A: Data Sources	4

3 Who Are the Poor? A Demographic	
Perspective William H. Scarbrough	55
How is Poverty Defined and What Does it Mean?	56
Problems in Measuring Poverty	58
Composition of Poverty Population and Historical	
Trends	63
Age	64
Race/Ethnicity	66
Family Structure	70
Family Size	73
Geographic Locale	75
Dynamics of Child Poverty: Depth and Duration	78
Depth of Child Poverty	78
Duration of Poverty	79
What Does All this Mean?	82
Issues Emanating from the Analyses	84
Poverty Measurement	84
Poverty and Growing Cultural Diversity	85
Policies for Children and Families	86
4 Children of Poverty: Why Are They	
Poor? Suzanne M. Bianchi	91
Macroeconomic Conditions and the Trend in Child	91
Poverty	92
Growing Inequality in Earnings	95
Changing Family Structure	98
Government Income Transfers and Taxation	103
Factors that Decreased Childhood Poverty	105
Urban Ghetto Poverty and the Rural Poor	106
Antipoverty Programs: Cause or Cure of Poverty?	107
Challenges for Public Policy	111
Summary and Conclusion	116
	110
5 Childhood Poverty and Child Maltreatment Joan I. Vondra	
	127
Major Findings on Child Maltreatment	129
Poverty as Risk	130
Parental Psychology as Risk	131
Community Resources and Societal Values as Risk	
Sociocultural Considerations	134
Onioidel diloiis	136

	Contents	xiii
Implications for Public Policy		139
Prevention or Intervention?		139
When to Intervene?		146
Goals of Intervention		147
Policy Questions for Future Research		149
Agreeing on Definitions		149
Setting the Scope of Intervention		151
Demonstrating Cost-Effectiveness		153
Fostering Collaboration on Solutions		154
Challenges for Public Policy		157
Conclusion		159
	. 4	
6 The Child in Poverty: Enduring Images	and	167
Changing Interpretations Elsie G. J. Moor	·e	171
Deficient Child Perspective		1/1
Deficient Environment Equals Deficier	ıt	171
Development Perspective	Doronoctive	177
Low IQ Equals Heredial Plantequacy	Perspective	182
Culturally Different Child Perspective	Child	102
The At-Risk/Vulnerable Child: Deficient	Cillia	187
Revisited	rvice of	10,
Deficient Child Perspective: Myth in Se	VICE OI	191
Inequaltiy		193
Challenges for Social Policy		194
Conclusions		101
7 The 101st Congress: An Emerging Ager	ıda for	
Children in Poverty Sandra L. Hofferth		203
The Issues: Low-Income Children and	Their	
Families		203
Self-Sufficiency		203
Child Health and Development		204
Window of Opportunity		205
Evolution of Child Care Legislation		206
Setting the Agenda		206
		216
Summary Legislative History of Child Care and E	arly	
Education Provisions in Omnibus	Budget	
proposition Act of 1990		217
Early Phase: Writing the ABC Bill an	ıd Forming	
the Alliance		217
Garnering Support		220
Gallieling oabbore		

Middle Phase: Compromise, Division, and Defeat The Final Push—Holding Public Attention and	221
Making Compromises	224
Child Care and Early Education Legislation Passed	
by 101st Congress	225
Expansion of Tax Credits	226
Child Care and Development Block Grant	227
"At-Risk" Child Care Program	228
Child Care Improvement Grants	228
Head Start	228
Coordinated Services for Children, Youth, and	
Families	229
Child Care and Early Education Legislation Passed	
by 102nd Congress	230
Ready to Learn Television Act	230
Head Start Quality Improvement Act	230
Family Resource Centers	230
Technical Amendments to Child Care and	200
Development Block Grant	230
Summary	231
Challenges for Public Policy and Clinton	201
Administration	232
Challenge of Quality	232
What Are the Priorities for Head Start and Other	202
Federal Programs?	233
Challenges of Coordination	234
Challenge of State Implementation	234
Parental Leave	235
Summary and Conclusions	
Implementation	235
Coordination	236
Quality	237
Conclusion	238
	238
8 Human Capital: The Biggest Deficit Harold Watts	_
What is Human Capital?	245
Indicators of Failure and Neglect of Human Capital	247
Investment	
Human Capital Investment and the Parade of	252
Generations	
Social Security Trust Funds—Can We Trust Them?	254
Call we trust Them?	257

Contents	XV
Comenta	AV

Matching the Surplus with the Deficit	260
A Policy to Redeem Our Promises	263
9 Advocacy for Children in Poverty Judith A.	
Chafel and Kevin Condit	273
Advocacy: What Does it Mean?	275
Needed: A Social Policy for Children in Poverty	276
Needed: A Social Policy for Children in Poverty	277
Domestic Agenda-Setting Influencing the Legislative Agenda from the Top	_,,
Influencing the Legislative Agenda from the Top	278
Down and the Bottom Up Defining an Issue and Identifying a Target	279
Defining an issue and identifying a ranger	281
Building a Coalition	282
Creating an Issue Network Coordinating Lobbying Efforts	283
Exerting Pressure on the Legislature	284
Schematic Example: Head Start Teacher Training	286
Philanthropy	288
Recommendations	293
Advocacy Research	293
Reforming Philanthropy	294
Policy Coordination	295
Advocacy Training	296
Conclusion	297
Appendix 9.A: National Organizations Performing	
Child Poverty and Child Policy Research and	
Advocacy	303
•	
10 Conclusion: Integrating Themes about Child Poverty in Search of a Solution Judith A. Chafel	327
The Poor Face Remarkable Challenges	328
Poverty Is a Diverse, Complex Phenomenon	332
Empirical Inquiry Is Needed to Illuminate the	
Problem of Child Poverty	336
Challenges Exist for Public Policy	340
Challenges Exist for Lubito 1975	
About the Editor	347
About the Contributors	349

	 Average U.S. Poverty Thresholds: for Four-Person Families, Numbers of Poor Children, and Poverty Rates Under Alternative Poverty Measures: 1991 3.3 Consequences of Adjusting the Official U.S. Poverty Measure of Noncash Benefits and Taxes on the Child Poverty Rate: 1981, 1986, 1991 	60
;	3.4 Cost-of-Living Indexes and Maximum Monthly AFDC Benefits for Family of Three in the	61
3	United States: 1991 3.5 Percentages and Poverty Rates for all Nonwhite Children and Poor Nonwhite Children, in the	62
3	United States: 1960 and 1991 6.6 Distribution of all Children and of Poor Children in the United States by Family Type and Age:	70
3	1991 7 Poverty Rates (and Total Number) for all U.S.	72
3	Children by Region and Residence: 1991 8 Extent of Poverty During First 10 Years of Childhood for U.S. Children Born in Late 1970s, by Years Spent in Various Living	76
4	Arrangements 1 Children in Mother-Only Families by Marital Status of Mothers United Status	81
4	Status of Mother: United States, 1983–92 2 Selected Demographic and Socioeconomic Differences among Children Living with a Divorced Separated as New York 1988–92	99
7	Divorced, Separated, or Never-Married Mother 1 Major Federal Programs Supporting Early	100
7.	Education, Child Care, and Related Services 2 Major Events in Passage of 1990 Child Care	210
Figures	Legislation	219
	1 Downt D. J. J.	
	 Poverty Rates, by Age Groups in the United States: 1959-91 Percentage Distributions of All Children and Poor Children in the United States by Race/ 	65
3.	Ethnicity: 1991 3 Average Number of Children Living in U.S. Families by Poverty Status and Year	68
	, - o o o o datus and rear	75

3.4	Extent of Poverty During First 10 Years of	
	Childhood for U.S. Children Born Around	
	1970, by Race	82
4.1	Poverty Rate of U.S. Children: 1939-91	93
4.2	Percentage of Male Workers, Aged 25 to 34, with	
	Annual Earnings Below Poverty Threshold for	
	Family of Four: 1969–89	96
9.1	Influencing the Legislative Agenda to Fund Head	
	Start Teacher Training	287

Contents xvii