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EARLY IMPACTS OF THE  
TEENAGE PARENT DEMONSTRATION  
ON CHILD CARE NEEDS AND  
UTILIZATION

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## I. INTRODUCTION AND SUMMARY

Beginning with the state welfare reform demonstrations that were authorized under the Omnibus Budget Reconciliation Act (OBRA) amendments of 1981 and continuing with the passage of the Family Support Act of 1988 (the FSA), legislation has reflected changing public attitudes toward welfare, the labor-force participation of women, and nonparental child care. The reforms that are ultimately instituted under the FSA represent a commitment by the federal government to improving the responsiveness of the welfare system to the needs of the poor, and a clarification of the obligations of welfare recipients to pursue activities oriented toward increasing their self-sufficiency. The FSA requires that recipients of Aid to Families with Dependent Children (AFDC) participate in approved employment-directed activities, including education or job training programs under the Job Opportunities and Basic Skills Training (JOBS) Program, if their youngest child is age 3 or older.<sup>1</sup> Moreover, the federal law requires that out-of-school adolescent parents ages 16 through 19 who have not completed high school participate in full-time educational or, in some cases, training or work activities approved or sponsored by JOBS.

Importantly, the federal legislation stipulates that child care support services be made available to parents while they participate in approved education and training activities, as well as for up to one year of employment after they leave AFDC. States have the discretion of selecting the range of child care services to be provided to participants. However, most states have begun to offer child care placement assistance and subsidies. Under the FSA, participants are entitled to government assistance for child care regardless of the type of child care arrangement they choose, including subsidies for care provided by approved household members, relatives, friends, and neighbors, in addition to more formal arrangements.

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<sup>1</sup>States have the option of lowering the age-of-youngest-child requirement to age one. Eleven states currently have waivers to require that AFDC recipients with children younger than age 3 participate in JOBS.

The child care services available under the FSA will be particularly important for the adolescent parent population. Based on recent research which has established that teenage parent welfare recipients represent the group that is most vulnerable to long-term welfare dependency, the JOBS program has “targeted” them for services. Because many of these young mothers have little work experience and have very young children, for whom child care is in especially short supply (see Kisker et al., 1989), child care is a significant barrier to their economic self-sufficiency. The availability of and access to child care will be critical to the outcomes for adolescent parents, as well as to the success of JOBS at serving this target group.<sup>2</sup>

#### A. THE TEENAGE PARENT DEMONSTRATION

In September 1986, two years prior to the passage of the FSA, the Office of Family Assistance (OFA) awarded grants to the states of New Jersey and Illinois to operate demonstration programs of innovative approaches to reduce long-term welfare dependency among teenage parents. The primary objectives of the Teenage Parent Demonstration are to increase the employment and economic self-sufficiency of teenage mothers and to increase the level of child support by absent fathers. New Jersey ran its demonstration program--TEEN PROGRESS--in Camden and Newark. Illinois ran its program--Project Advance--in the south side of Chicago. Between July 1987 and April 1990, these three programs identified over 6,000 first-time welfare-dependent teenage parents, and assigned them randomly either to an enhanced service “participant” group that was required to engage in approved school, training, or work-related activities as a condition of their welfare receipt or to a “control” group that did not receive special services.

With goals similar to those promoted by the FSA, the demonstration provides early lessons that can guide states as they implement the federal program. The effects of the demonstration on

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<sup>2</sup>The federal regulations stipulate that the lack of child care, including the failure of the state agency to provide care if care is not available to the AFDC recipient, is “good cause for failing to participate in JOBS or refusing to accept employment (the Federal Register, vol. 54, no. 197, 10/13/89, p. 42173).

teenage mothers who have not yet completed high school will be particularly relevant, since, under the FSA, these mothers are required to participate in **JOBS** and an approved educational or other self-sufficiency-oriented program.

As part of the Teenage Parent Demonstration, **Mathematica** Policy Research, Inc. (MPR) was awarded a contract to conduct implementation, process, impact, cost-effectiveness, and in-depth analyses of the demonstration programs. This report presents the results of a special **substudy** to examine the impacts of the demonstration programs on the need for and utilization of child care. The study is based largely on interviews conducted with a representative sample of 600 participant and control group members in the three sites at an average of 8 months after they enrolled in the demonstration programs, and on surveys with a sample of the family day care providers used by the participants and control group. However, it also draws on surveys of child care users and providers in the demonstration sites conducted in 1988 (Riskier et al., 1989) to provide contextual data, as well as on baseline surveys with the participant and control group samples to provide demographic and background information for the analysis of program impacts.

## **B. KEY FINDINGS AND CONCLUSIONS**

### **1. Service Needs and Use Patterns Among the Control Group**

The findings of the study suggest that in the absence of the intervention programs the majority of welfare-dependent teenage mothers will not attend school, participate in job training, or work. Only about 30 percent of control group members were active during the first year following enrollment. Participation rates were highest among control group teenagers who were younger than 17 and in school at the time they enrolled in the demonstration. Nearly 50 percent of those not engaged in employment-related activities indicated that child care was the primary reason for their lack of participation.

More than three-quarters of those in the demonstration control group who were in school or job training or were employed relied on relatives, primarily the child's grandmother, to care for

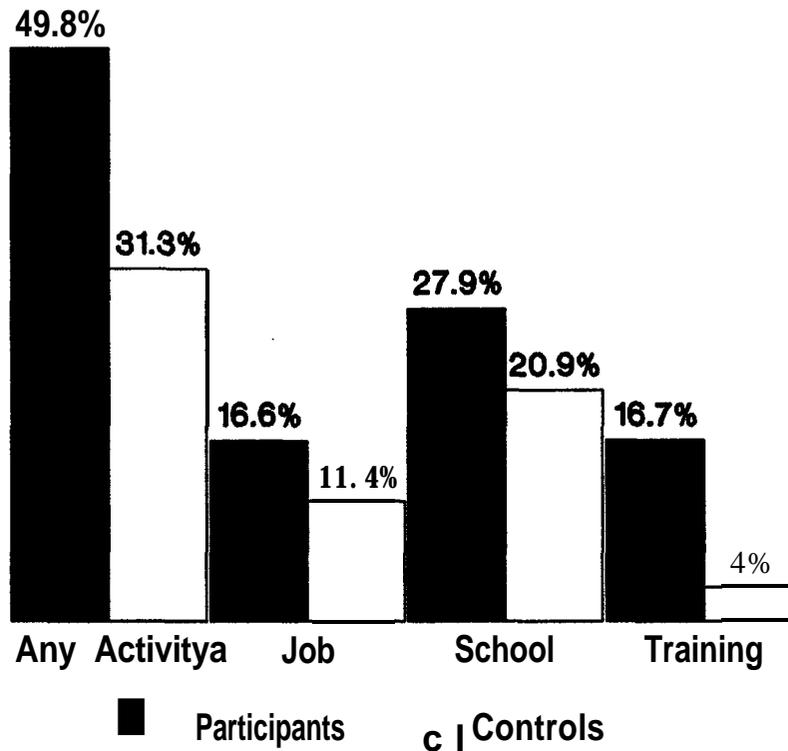
their children. However, young mothers who were living on their own and had completed eleventh grade or higher were significantly less likely than other young mothers to use care by relatives. About half of the child care arrangements were paid for, at an average rate of \$0.90 per hour. Half of these arrangements cost less than \$0.65 per hour, which is well below the average cost of care of \$1.25 per hour nationwide (Hofferth, 1988). Only one-quarter of teenage mothers who paid for care reported receiving any financial assistance, primarily from relatives, including the child's father. The majority of the "active" control group members indicated that they were satisfied with their child care arrangements and would prefer not to change them. However, of the 41 percent who indicated a preference for another arrangement, most would change from nonrelative or relative family day care to center-based care.

## 2. The Effects of the Demonstration Intervention

The Teenage Parent Demonstration programs increased the level of school enrollment, training, and employment among teenagers during the early months after their enrollment (see Figure 1.1). For example, about half of the participants, compared with 31 percent of the control group, were engaged in one or more of these activities in the fourth month after enrollment. The estimated program impacts on activity levels were concentrated among teenage parents who were 18 years or older. The impacts were also relatively large among teenage mothers whose child was less than six months old at the time of intake, those who had already completed high school, and those living in Camden and Chicago.

The program services, which included child care counseling, referrals, and subsidies, also appear to have increased the teenagers' access to child care to support their participation in employment-related activities. The increased levels of participation in employment-related

**FIGURE 1.1**  
**ACTIVITIES OF TEENAGE MOTHERS**  
**FOUR MONTHS AFTER ENROLLMENT**



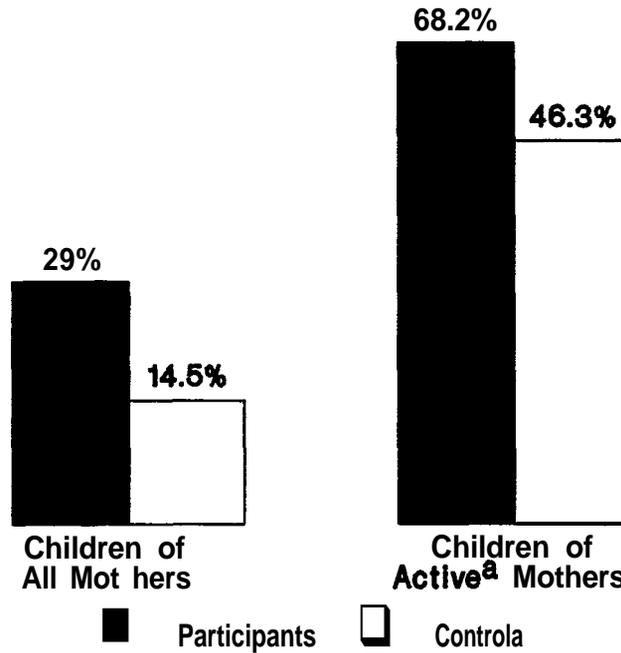
SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

\*Activities include employment, school, or job training.

activities were accompanied by an increase in the utilization of child care, primarily care provided by relatives and nonrelative family day care providers. There is also evidence that the demonstration policies increased the likelihood that child care arrangements were paid for, and increased both the rates paid for child care and the levels of financial assistance received for care (see Figure 1.2).

According to most indicators, the care received by the children of demonstration participants and control group members was of comparable quality. Group size and child-staff ratios in the family day care arrangements used by demonstration participant and control group members were

**FIGURE 1.2  
PERCENTAGE OF CHILDREN WHOSE MAIN CHILD CARE  
ARRANGEMENT WAS PAID FOR  
FOUR MONTHS AFTER ENROLLMENT**



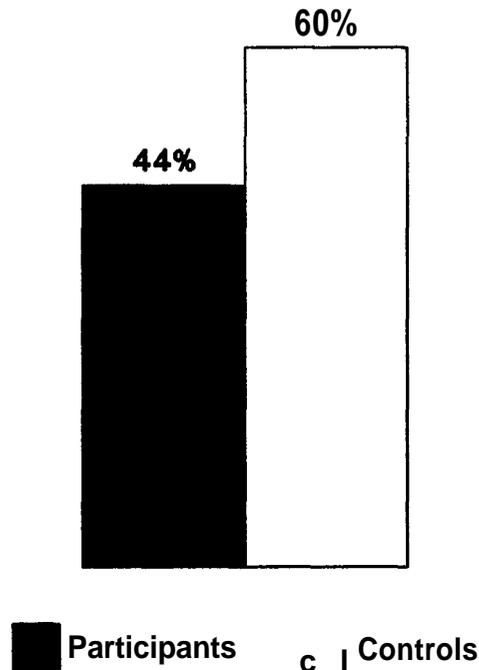
SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

similar and paralleled the characteristics of child care arrangements used by families in the local markets. However, two aspects of the quality of care received by participants and control group members appear to have been affected by the demonstration programs.

First, the educational attainment of the providers who cared for participants' children was significantly lower than that of the providers who cared for control group children (see Figure I.3). This difference is concentrated in Chicago and among those participants and control group members who were using unpaid family day care.

**FIGURE 1.3  
PERCENTAGE OF FAMILY DAY CARE PROVIDERS  
WITH A HIGH SCHOOL DIPLOMA OR GED**



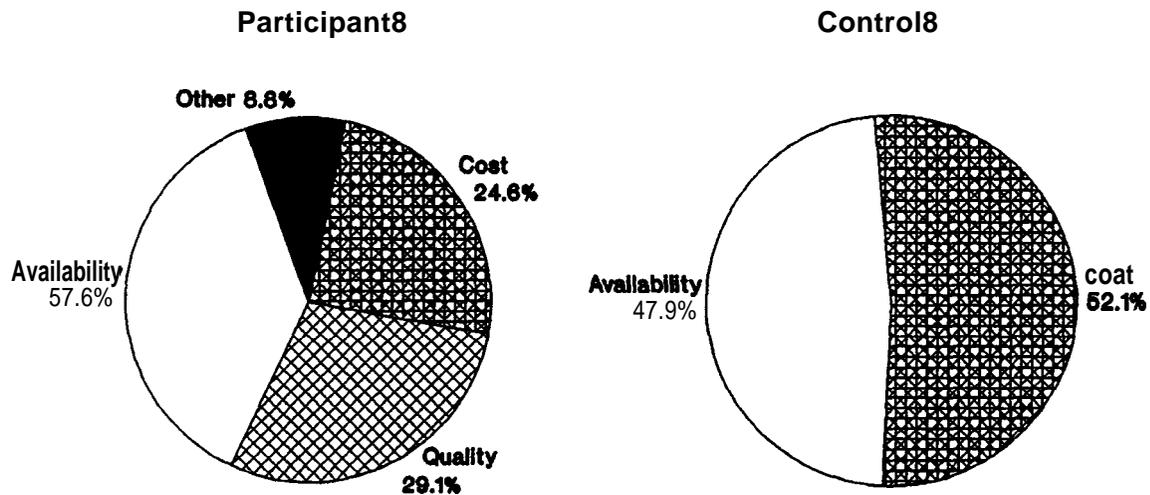
SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

Second, although the demonstration programs did not affect the overall satisfaction of teenage mothers with their child care arrangements, the child care concerns of participants relative to those of control group members focused less on the availability and cost of care and more on the quality of care (see Figure 1.4). This finding is consistent with both the efforts of the programs to improve the parenting skills of the participants and the fact that higher proportions of the family day care providers used by the participants had low levels of education.

### C. ORGANIZATION OF THE REPORT

The remainder of this report consists of four chapters. Chapter II describes the demonstration programs in more detail and discusses the sample design for the study. Chapter III examines the

**FIGURE 1.4  
PRIMARY CHILD CARE PROBLEMS AFFECTING  
ACTIVE TEENAGE MOTHERS**



SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

NOTE: Active is defined as being employed, participating in job training, or attending school.

child care needs of the teenage mothers, including their reported problems with child care which led to lost opportunities or changes in employment, education, or training. Chapter IV evaluates the impact of the demonstration on child care utilization, focusing on the level, type, and cost of care used by the teenage mothers. Chapter V discusses the characteristics of the child care arrangements used by the demonstration sample members and their satisfaction with their arrangements. Appendix A contains supplementary data tables.

## II. BACKGROUND

The Teenage Parent Demonstration programs are providing a full range of education, training, and support services that are central to promoting employment among teenage parents. Two demonstration programs are operating in New Jersey, and one is operating in Illinois. New Jersey's TEEN PROGRESS programs serve Newark and Camden. Illinois's Project Advance program serves selected areas on the south side of Chicago. As shown in Table 11.1, each of the demonstration areas can be characterized as an urban, low-income area with a large racial/ethnic minority population.

The demonstration programs offer a variety of services to help the teenage parents fulfill their obligations to participate in self-sufficiency-oriented activities (including full-time school, training, or employment) in order to continue receiving AFDC. The cornerstone of program services is case management. Case managers guide participants in developing service plans, help the teenagers access the services necessary to fulfill these plans, and monitor their compliance with the plans. In addition, the programs offer an array of workshops and training in subjects that include motivation, world of work, life skills, family planning, and parenting, and they provide support services--primarily child care and transportation--to support both on-site and off-site activities.

Program-provided child care services consist of referrals to and financial support for off-site care and, in Chicago and Newark, on-site care during on-site activities. All sites encourage participants to rely on child care sources that are accessible to them without additional financial assistance, to the extent feasible.<sup>3</sup> A case manager or child care worker helps teenagers secure an arrangement if they cannot find one on their own, and child care subsidies are available when

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<sup>3</sup>Evidence from interviews with demonstration staff indicates that participants in Camden and Newark are strongly encouraged to select family members or friends, many of whom provide care for free; in Chicago, the program policy is to pay for child care only as a last resort.

TABLE II.1  
CHARACTERISTICS OF THE DEMONSTRATION SITES

	Camden, NJ	Newark, NJ	Chicago, IL <sup>a</sup>
Total Population	84,910	<b>392,248</b>	<b>3,005,072</b>
<b>Race/Ethnicity</b>			
% white, non-Hispanic	27.4	22.1	43.2
% black, non-Hispanic	52.4	57.3	39.5
% Hispanic	19.2	18.6	14.0
% other	1.0	2.0	3.2
<b>Age</b>			
% <b>10-19</b> years old	<b>20.9</b>	28.3	16.7
% female, <b>10-19</b> years old	10.5	10.2	8.3
Enrollment in School by Age Groups			
% <b>7- to 13-year-olds</b> enrolled	<b>98.3</b>	97.8	98.1
% <b>14- to 15-year-olds</b> enrolled	<b>98.1</b>	97.3	96.7
% <b>16- to 17-year-olds</b> enrolled	84.4	82.7	84.6
% <b>18- to 19-year-olds</b> enrolled	47.2	42.8	48.8
Median Family Income			
<b>All families</b>	\$10,606	\$11,989	\$18,776
Female heads with children under 6	\$4,357	\$4,307	\$4,547
Percentage of Families with Female Heads and Children under 6	14.8	12.6	6.8
Percentage of Families Below Poverty Level	32.3	<b>29.9</b>	16.8
Percentage of Families Below Poverty Level with Female Heads and Related Children Under 6	40.6	38.5	34.5
Percentage of Families Receiving SSI, AFDC, or GA	32.6	30.2	17.0
Percentage of Adult Females with Children Under 6 Who Are in the Labor Force	37.5	41.3	43.7
Civilian Unemployment Rate (%)	17.9	13.4	9.8
Unemployment Rate of Female Heads of Households (%)	24.1	18.7	12.3

SOURCES: U.S. Census (1980, Tables 16, 2.5, 29, 57, 117, 119, 120, 124, and 125).

<sup>a</sup>These figures represent the entire Chicago metropolitan area. However, the Chicago demonstration program serves only communities in the south side of the city--areas that tend to have higher-than-average poverty rates and percentages of residents from minority racial/ethnic groups.

necessary to enable clients to participate in the activities specified in their service plans (see Hershey and Nagatoshi, 1989).

The demonstration programs target all single teenage women who (1) are new parents receiving AFDC, (2) are pregnant, non-parenting AFDC recipients,<sup>4</sup> or (3) are new AFDC applicants with only one child. Over a two-and-a-half-year enrollment period, approximately 6,000 eligible teenage parents were assigned randomly to the demonstration participant group or the control group. Those assigned to the participant group are required to engage in full-time employment-related activities in order to continue receiving AFDC, and are offered a variety of educational, training, and support services to facilitate their participation. Those assigned to the control group neither receive special services nor are subject to mandatory participation requirements.

The basic demographic characteristics of members of the participant and control groups are similar (see Table 11.2). Approximately 70 percent of the demonstration participants and control group members are at least 18 years old.<sup>5</sup> More than 90 percent of the sample members are from ethnic minority groups, and a similar proportion have never been married. Nearly 80 percent of the sample had a child younger than age one at intake, and 13 percent enrolled in the demonstration before their baby was born. About two-thirds of the teenage mothers had not completed the 12th grade. However, 45 percent reported attending school at the time of demonstration intake.

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<sup>4</sup>Only Chicago targeted pregnant, nonparenting teenagers, since New Jersey does not offer AFDC to this group.

<sup>5</sup>Age is measured at the time of intake rather than referral. Because some sample members did not attend an intake session until several months after they were referred to the program, about 5 percent were older than 19 at the time of intake.

TABLE 11.2  
CHARACTERISTICS OF THE DEMONSTRATION SAMPLE AT INTAKE

	Participants	Controls	Total Sample
<b>Age of Sample Members</b>			
% 13 and under	0.2	0.2	0.2
% 14 to 15	4.6	5.3	5.0
% 16 to 17	24.3	23.7	24.0
% 18 to 19	66.0	66.0	66.0
% 20 and over	4.9	4.8	4.8
(Average age)	(17.9)	(17.9)	(17.9)
<b>Race/Ethnicity</b>			
% white, non-Hispanic	6.1	6.3	6.2
% black, non-Hispanic	76.5	75.9	76.2
% Hispanic	15.8	16.3	16.0
% other	1.6	1.3	1.5
<b>Marital Status</b>			
% never married, not living with partner	92.9	93.1	93.0
% unmarried, living with partner	2.3	2.5	2.4
% separated, widowed, divorced	4.3	3.7	4.0
% married	0.5	0.7	0.6
Average Number of Household Members	4.8	4.8	4.8
<b>Age of Child</b>			
% unborn	12.8	13.2	13.0
% 0-2 months	25.5	24.9	25.2
% 3-6 months	24.7	26.0	25.3
% 7-12 months	15.7	15.7	15.7
% 13-24 months	13.0	12.3	12.6
% 25-36 months	5.6	5.3	5.4
% 37 months or more	2.7	2.6	2.8
(Average age in months)	(9.3)	(10.0)	(9.6)
Percent Attending School	46.0	44.4	45.2
<b>Highest Level of School Completed</b>			
% 8th grade or less	8.5	7.8	8.2
% 9th or 10th grade	26.8	28.3	27.5
% 11th grade	29.6	29.7	29.7
% 12th grade or more	35.2	34.1	34.7
Number in Sample	2,438	2,363	4,802

SOURCE: Baseline interviews administered to eligible teenagers in the Teenage Parent Demonstration programs between July 1987 and summer/fall 1989. An additional 1,200 sample members were either enrolled after fall 1989 or failed to enroll in the programs.

NOTE: None of the differences between participants and controls is statistically significant.

## A. THE LOCAL MARKET FOR CHILD CARE IN THE DEMONSTRATION SITES

The ability of teenage parents to engage in out-of-home activities to promote their economic self-sufficiency depends critically on their ability to find acceptable child care arrangements in the local market. The chronic lack of infant care nationwide raised serious concerns about the ability of the demonstration programs to recruit and retain the active participation of eligible teenagers, 80 percent of whom have a child less than one year old. A survey of child care supply and needs conducted by Mathematica Policy Research, Inc. in the spring and summer of 1988 revealed that patterns of child care use and the characteristics of child care supply in the three demonstration sites are comparable to those of the child care market nationwide (see Risker et al., 1989).<sup>6</sup> About 55 percent of the mothers of preschool children in the sites were engaged in employment-related activities and thus relied on some form of child care. Approximately half of their children were cared for by relatives, one-fourth by nonrelatives, and one-fourth by child care centers or preschools. The average fee paid by mothers for children in paid care was \$55 per week; child care centers were charging parents an average of \$35 to \$50 per week per child, and paid family day care providers were charging \$56 to \$76 per 40-hour week. While mothers were generally satisfied with their care, about 30 percent indicated that they would prefer a different arrangement. Most of those who preferred a different arrangement reported that they would prefer switching from relative or family day care to center-based care, primarily to provide their child with more learning experiences.

In the three demonstration sites, neither the characteristics of the children in care nor the characteristics of child care used varied between mothers with infants and toddlers and those whose youngest child was 3 years or older (see Table 11.3). Among the local populations of both infants/toddlers and all preschoolers in care, slightly more than 50 percent were from ethnic

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<sup>6</sup>This survey gathered information on a representative set of providers and users of all types of child care for preschool-age children in each of the three sites; 167 child care centers, 454 family day care providers, and 989 child care users were interviewed.

TABLE II.3  
CHILD CARE UTILIZATION BY MOTHERS  
IN THE DEMONSTRATION CATCHMENT AREAS

	All Preschool Children	Children Under Age 3
Age of Children in Care		
% newborn to 12 months	13	28
% <b>1 year to 3 years</b>	35	72
% 3 years or older	51	0
Marital Status of Child's Mother		
% never married	17	19
% married	71	72
% divorced, separated, or widowed	12	9
Race/Ethnicity		
% white, non-Hispanic	48	45
% black, non-Hispanic	43	46
% Hispanic	7	6
% other	2	2
Highest Level of School Completed by Child's Mother		
% less than high school	7	9
% high school or GED	33	32
% postsecondary	60	59
Family Income		
% \$0 to \$6,000	3	4
% \$6,001 to \$12,000	5	5
% \$12,001 to \$18,000	5	5
% \$18,001 to \$24,000	8	7
% \$24,001 to <b>\$30,000</b>	14	14
% more than \$30,000	42	40
% refused or didn't know	<b>23</b>	25
Income Sources of Children's Mothers		
% receiving AFDC	<b>9</b>	10
% receiving food stamps	<b>9</b>	9
Percentage of Mothers Who Were <b>Active<sup>a</sup></b> in the Last Four Weeks	<b>56</b>	53
Activities:		
% employed	<b>89</b>	87
% in school	17	19
% in job training	2	2
Percentage of Children Whose Main Arrangement Is Full-Time	59	65
Main <b>Arrangement:<sup>b</sup></b>		
% relative care	54	<b>60</b>
% nonrelative care.	26	31
% child care center or preschool	<b>20</b>	9
Percentage of Preschool Children Whose Main Arrangement Was Paid For	60	61
Median hourly amount paid	\$1.11	\$1.14
Percentage of children whose mothers receive assistance in paying for care	4	5

TABLE II.3 (continued)

	All Preschool Children	Children Under Age 3
Percentage of Children Whose Mothers Would Prefer Some Other Arrangement for Them	28	26
Type of care preferred:		
% relative care	10	11
% nonrelative care	9	10
% child care center or preschool	75	74
% other	6	6
Percentage of Children Whose Main Arrangement Has Changed in the Last 12 Months	12	11
Sample Size	1,279	625

SOURCE: Child Care Needs and Use Survey conducted by Mathematica Policy Research, Inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

<sup>b</sup>Full-time is defined as 30 hours per week or more.

<sup>c</sup>These figures include preschool children only.

minority groups, more than 70 percent had mothers who were married, 90 percent had mothers who had completed high school, and 10 percent lived in families that were receiving AFDC or food stamps. Relative to the Teenage Parent Demonstration sample (see Table II.2), these local users of child care were much more likely to be white/Caucasian, married, and better educated, and to have higher incomes.

The results of the local child care supply and needs survey (Table 11.3) indicate that more than 50 percent of the local mothers with infants and toddlers had been active in employment-related activities, and that 65 percent of the young children of these active mothers were in full-time arrangements. Nearly 60 percent of the local infants and toddlers in care were cared for by a relative, one-third were cared for in a nonrelative family day care arrangement, and just under 10 percent were enrolled in a child care center or preschool. For the 61 percent of the children whose main child care arrangement was paid for, the median cost per hour was \$1.14. Although a substantial proportion of the infants and toddlers of working mothers lived in families whose household income was below \$24,000, the mothers of only 5 percent of the children reported receiving assistance in paying for care.<sup>7</sup>

In part, these child care use patterns in the sites have been conditioned by limitations in the supply of child care and the mechanisms available for matching providers with would-be users. The local child care market survey revealed that child care centers were operating at capacity, and that neither centers nor family day care providers could accommodate more infants. Family day care homes in the area had substantial unused capacity for toddlers and preschool-age children. However, because the market for this type of care operates on a very informal, word-of-mouth basis, information on available openings with family day care providers is not readily accessible to the public at large (Kisker et al., 1989).

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<sup>7</sup>This survey was conducted during the summer of 1988, prior to the implementation of the Family Support Act of 1988, which substantially increased the level of federal support for child care subsidies to AFDC recipients.

## B. THE TEENAGE PARENT CHILD CARE STUDY

Information on the impact of the Teenage Parent Demonstration on the child care needs of and use by teenage parents was gathered from telephone interviews conducted with a subsample of demonstration sample members and their family day care providers. The subsample of demonstration sample members consists of a random sample of participants and control group members enrolled in the Chicago demonstration during fall 1988 and of all mothers enrolled in the Camden and Newark programs between May 1988 and March 1989.

A sample of 814 demonstration participant and control group members was selected, and interviews were conducted by telephone or in person with 600 of them (74 percent).<sup>8</sup> Of the 600 teenage mothers interviewed, 249 had not participated in employment-related activities since their referral to the demonstration, while 351 had engaged in such activities (see Table 11.4). The mothers who had not been "active"<sup>9</sup> were asked about their previous out-of-home child care experiences and the degree to which child care was a barrier to their participating in employment-related activities during the observation period. The 351 sample members who had been active at some time since their referral to the demonstration were asked about their need for care, the characteristics and cost of the arrangements they had used, their satisfaction with those arrangements, and the extent to which child care problems had affected their work, training, or education.

The teenage mothers in the sample were also asked to supply contact information for each of the child care providers they had used since they were referred to the demonstration program. Interviews were then conducted with a sample of the identified family day care providers (both

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\*Very few of the teenage mothers refused to complete the survey. Most nonrespondents were those who could not be located in the amount of time allowed for tracking.

<sup>9</sup>Throughout this report, "active" means participating in an employment-related activity, such as working, attending school, or engaging in job training.

TABLE II.4

## SURVEY RESPONSE RATES FOR THE CHILD CARE STUDY SUBSAMPLE

	Participants	Controls	Total
<b>Teenage Parents</b>			
Number of Cases Sampled	<b>394</b>	420	814
Number Interviewed	<b>290</b>	310	<b>600</b>
<b>Active<sup>a</sup></b> any month	214	137	351 <sup>b</sup>
Active in 4th month after intake	136	91	227
Inactive mothers	76	173	249
Response Rate (%)	74	74	74
<b>Family Day Care Providers</b>			
Number of Cases Sampled	211	<b>148</b>	<b>359</b>
Number Interviewed	147	110	257
Main providers	130	97	227
Other current or recent providers	14	10	24
Former providers	3	3	6
Response Rate (%)	67	74	72

<sup>a</sup>**Active** is defined as being employed, participating in job training, or attending school.

<sup>b</sup>Of these 351 cases, only 343 were included in the analysis. Of the cases excluded from the analysis, three had only school-age children and did not use child care, and five had lost custody of their children and/or had not made any child care arrangements since they enrolled in the demonstration.

relatives and nonrelatives). This sample consisted of both the main providers” and the most recent providers named by the mothers.<sup>11</sup> In total, 359 main and recent family day care providers were sampled, and interviews were conducted with 257 (72 percent) of them (see Table 11.4).

Sample members were interviewed at various points in time relative to their enrollment in the demonstration for two reasons. First, the normal amount of time required to locate and interview cases can be as long as four or five months for a highly transient population such as teenage parents. Second, because monthly demonstration intake rates were relatively low in the New Jersey sites and it was necessary to complete the survey in a limited period of time, we purposely released sample cases who had enrolled at varying periods in time before the sample release date.<sup>12</sup> Figure 11.1 shows that virtually all sample members were interviewed at least four months after enrollment and have follow-up data for that month. Substantially fewer cases have data for each succeeding month of follow-up, with less than half of the sample having 8 or more months of follow-up data. Monthly child care use rates increase over the first five months following enrollment, after which time they tend to level off.

Most of the analysis reported in subsequent chapters is based on data for the fourth month after enrollment. By choosing this reference month, we have maximized the size of the sample of child care users while eliminating variation in the observed outcomes due to differential lengths

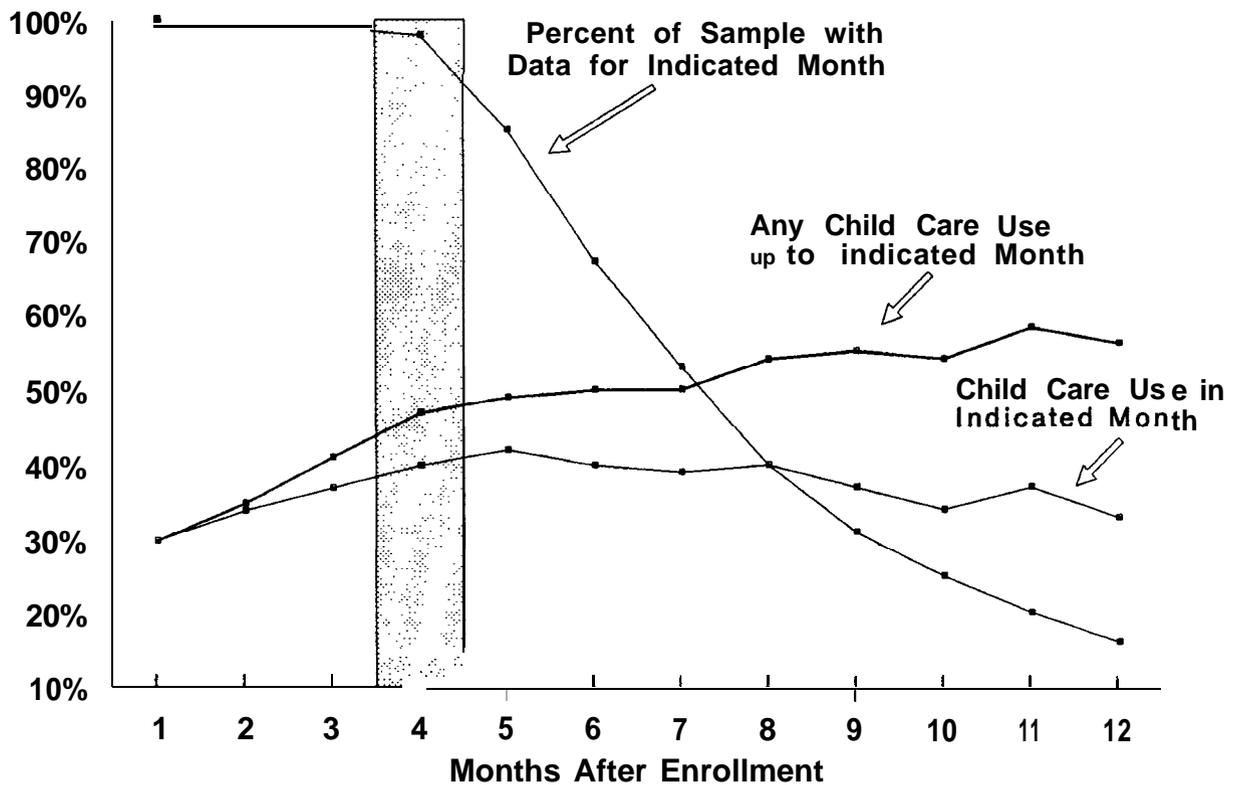
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<sup>10</sup>The main provider was defined as the provider who cared for the child for the greatest number of hours since the sample member’s enrollment in the demonstration.

<sup>11</sup>Approximately 60 percent of the demonstration participants and control group members used only one child care arrangement after they enrolled in the demonstration.

<sup>12</sup>A few sample members were interviewed as few as 3 months after referral; only two cases were interviewed as late as 18 or 19 months after enrollment.

**FIGURE II.1**  
**PERCENT OF SAMPLE WITH FOLLOW-UP DATA, AND THEIR**  
**CHILD CARE USE RATES BY MONTH AFTER**  
**PROGRAM ENROLLMENT**



**SOURCE:** Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

**NOTE:** This sample includes 691 cases, 343 of whom were 'active' (employed, participating in job training, or attending school) at some point during the follow-up period. There are a total of 677 cases with data for the fourth post-enrollment month, 277 of whom used child care in that month.

of elapsed time after enrollment.<sup>13</sup> Weights for both the teenage parent sample and the family day care provider sample were constructed in order to generate estimates for the entire demonstration sample.<sup>14</sup>

The characteristics of the sample with four months of follow-up data are similar to those of both the overall demonstration sample (see Table 11.2) and the full child care sample (see Table 11.5). The only notable difference between the child care survey subsample and the full demonstration sample is that the subsample contains a greater proportion of children who were less than two months old. The overall characteristics of the child care survey subsample with at least four months of follow-up data are also similar to those of the subsample for whom we have eight months of follow-up data. However, a higher proportion of the sample with four or more months of data are 18 years or older and have completed at least the 12th grade.

Because eligible teenagers were assigned randomly to the participant or control group, simple differences of means in outcome measures over the follow-up period provide unbiased estimates of program impacts. For this reason, much of the analysis reported in subsequent chapters is based on comparisons of means and frequency distributions. However, we have also conducted some multivariate analyses of key outcomes to help us understand the mechanisms through which program impacts occurred and to permit us to estimate impacts for key subgroups of the sample.

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<sup>13</sup>Selecting this reference point does mean that the length of the recall period for the main analysis data varies among sample members. However, recall error is generally not a major problem for periods of less than a year, particularly if there are few “spells” of the variable of interest (e.g., periods of unemployment, and the use of child care arrangements) to be recalled (see Mathiowetz and Duncan, 1988). In the child care survey subsample, more than 90 percent of the sample members used only one or two child care arrangements.

<sup>14</sup>The weights for the teenage mothers in each site were calculated as the total number of demonstration sample members who completed intake during the sample period divided by the number of sample members drawn for the Child Care Study. This ratio was adjusted for the proportion of interviews completed with the teenage mothers in the Child Care Study sample in each site. Since the providers surveyed were identified by the demonstration sample members sampled for the Child Care Study, the weights for the family day care providers in each site were calculated as the weights for the teenage mother times an adjustment factor to reflect the proportion of attempted interviews that were completed with the providers in each site.

TABLE II.5  
CHARACTERISTICS OF THE CHILD CARE SURVEY SAMPLE AT INTAKE  
BY MONTHS OF AVAILABLE FOLLOW-UP DATA

	Cases with Follow-up Data for Indicated Months		
	Eight or More Months	Four or More Months	Total Sample
<b>Characteristics at Intake</b>			
Age of Sample Members			
% 15 and younger	7.1	5.7	1.3
% 16 to 17	32.4	25.9	26.0
% 18 to 19	58.7	65.1	65.1
% <b>20</b> and older	<b>1.9</b>	<b>3.3</b>	<b>3.3</b>
(Average age)	<b>(17.6)</b>	<b>(17.8)</b>	<b>(17.8)</b>
Race/Ethnicity			
% black, non-Hispanic	68.5	76.8	76.5
% Hispanic	22.2	16.7	16.9
% white, non-Hispanic and other	9.4	6.5	6.6
Marital Status			
% never married	90.7	90.4	90.6
% separated, widowed, divorced	5.0	4.2	4.2
% married	4.3	5.3	5.2
Average Number of Household Members	4.8	4.7	4.7
Age of Child			
% younger than 2 months	32.4	32.1	<b>32.9</b>
% 3-6 months	22.6	23.6	23.2
% 7-12 months	17.7	17.0	16.6
% 13-24 months	16.7	15.7	15.9
% 25-36 months	5.8	7.0	7.0
% 36 months or older	<b>4.7</b>	<b>4.5</b>	<b>4.4</b>
(Average age in months)	<b>(9.8)</b>	<b>(9.7)</b>	<b>(9.6)</b>
Percent Attending School	45.8	46.6	46.9
Highest Level of School Completed			
% 8th grade or less	14.0	11.3	11.5
% 9th or 10th grade	37.5	27.8	28.1
% 11th grade	26.7	28.8	28.7
% 12th grade or higher	21.8	32.1	31.7
<b>Postenrollment Activity</b>			
Percent <b>Active</b> <sup>a</sup>			
Any time	60.7	58.4	58.2
Month four	34.6	48.2	---
Month eight	40.3	---	---
Number <b>Active</b> <sup>a</sup>			
Any time	145	336	343
Month four	82	227	227
Month eight	96	<b>96</b>	%
Number in Sample	239	577	591

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc. (1989).

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

Some outcome measures, such as measures of the hours of care used, the price of care, and the qualities of care, are applicable only to nonrandom subsets of the sample. Since the program may have affected the likelihood that sample members use child care and the type of care they select, it is not possible to interpret differences in such outcomes as the direct impacts of the demonstration programs. Therefore, we examine the portion of the difference that is due to the effects of the programs on the composition of the user group included in the comparison, as well as the portion that is due to program-induced changes in the behavior of those who would have used child care in the absence of the programs.

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### III. ACTIVITIES AND CHILD CARE NEEDS OF THE SAMPLE

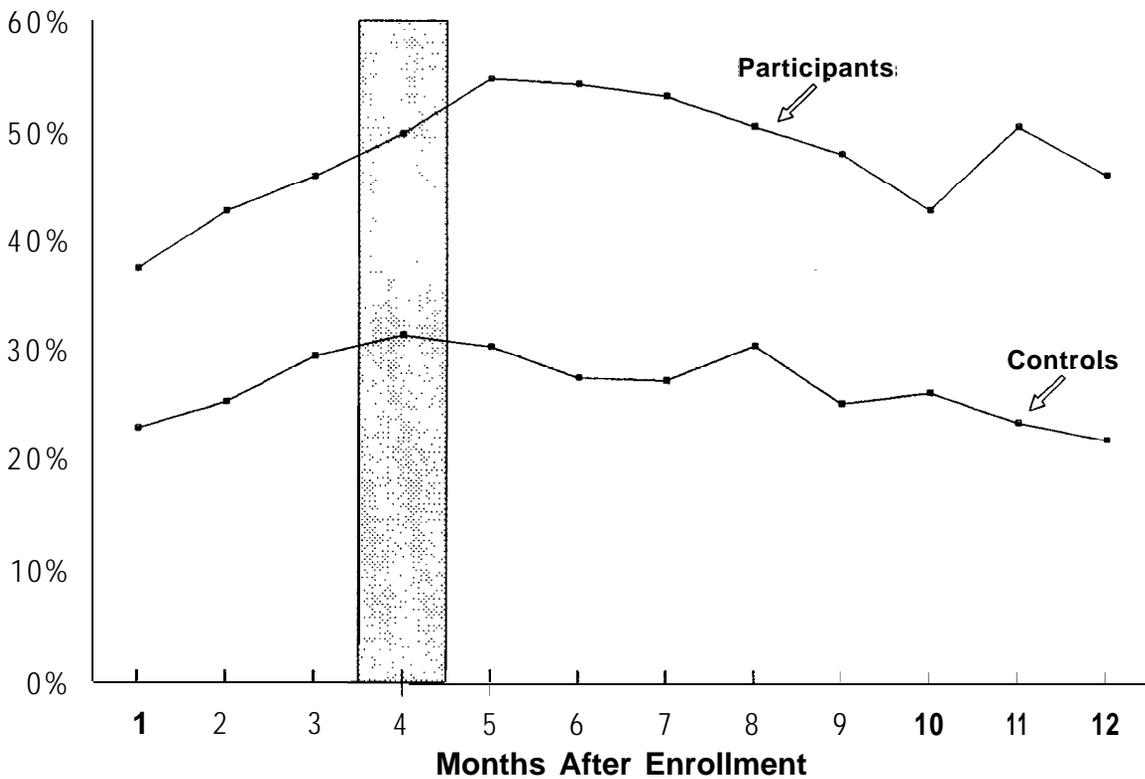
The central goal of the Teenage Parent Demonstration--to promote economic self-sufficiency through participation in work, school, and training--can be met only if adequate child care is available to the young mothers. In this chapter, we first discuss the extent and characteristics of the out-of-home activities of the participant and control group members. We then discuss the extent to which child care needs and problems of teenage mothers may have affected their activities, and the effects of the demonstration programs on the nature of perceived child care barriers to work, school, or training activities.

#### A. OUT-OF-HOME ACTIVITIES

Evidence from the control group indicates that in the absence of an intervention a substantial proportion of welfare-dependent teenage mothers (20 to 30 percent) would engage in activities that are expected to promote their self-sufficiency--school, job training, and employment--during the first few months after they first begin to receive welfare for themselves and their children. However, the demonstration programs significantly increased participation in these activities. For example, as shown in Figure III.1 and Table 111.1, 31 percent of the control group engaged in at least one type of activity during the fourth month after enrollment--11 percent were employed, 21 percent were in school, and 4 percent were in job training. In contrast, 50 percent of participants engaged in at least one type of activity.

A simple logit model of the probability of being active in the fourth month after enrollment in the demonstration shows that, other things equal, younger teenage mothers are more likely to be active, as are young mothers who were in school at intake and those who had completed high school or were near completion (see Table 111.2). In each of these cases, there is a 10 to 20 percentage point greater probability on average that the teenage mothers will be active during the follow-up period.

**FIGURE III.1**  
**ACTIVITY RATES BY MONTH AFTER ENROLLMENT**



**SOURCE:** Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

**NOTE:** Activities include employment, school, and job training. All participant-control differences are statistically significant at the 5 percent level.

TABLE III.1  
ACTIVITIES AND SCHEDULE OF TEENAGE MOTHERS  
FOUR MONTHS AFTER ENROLLMENT

	Participants	Controls	Participant-Control Difference
<b>All Mothers</b>			
Percentage Who Were <b>Active</b> <sup>a</sup>			
<b>Activities:</b> <sup>b</sup>	49.8	31.3	18.5**
% employed	16.6	11.4	5.2'
% in school	27.9	20.9	7.0**
% in job training	16.7	4.0	12.7**
Total hours in activities:			
% under 10 hours per week	55.2	70.6	-15.4
% 10 to 29 hours per week	17.1	9.3	7.8
% 30 to 40 hours per week	16.8	15.0	1.8
% more than 40 hours per week	10.9	5.1	5.8
Average hours per week:			
In jobs	15.2	9.9	5.3**
In school	7.9	4.5	3.4**
In job training	8.9	6.0	2.9**
In job training	4.3	1.2	3.1**
<b>Active Mothers</b>			
<b>Activities:</b> <sup>b</sup>			
% employed	33.3	36.3	-3.0
% in school	55.9	66.9	-11.0*
% in job training	33.5	12.9	20.6**
Total Hours in Activities:			
% under 10 hours per week	8.0	2.4	5.6
% 10 to 29 hours per week	35.2	30.9	4.3
% 30 to 40 hours per week	34.4	49.6	-15.2
% more than 40 hours per week	22.4	17.2	5.2
Average hours per week:			
In jobs	31.3	32.8	-1.5
In school	32.0	31.9	0.1
In school	26.7	27.9	-1.2
In job training	17.2	21.3	-4.1
Percentage of Mothers Whose <b>Activity(ies)</b>			
Included Evening or Weekend Hours	34.1	39.7	-5.6
<hr/>			
Sample Size: All Mothers/Active Mothers	279/136	298/91	577/227

SOURCE: Teenage Parent Demonstration Child Survey conducted by Mathematica Policy Research, Inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

<sup>b</sup>The proportions of mothers in different activities sums to more than 100 percent because mothers could be engaged in more than one activity during the reference month.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

TABLE III.2

LOGIT ESTIMATES OF THE PROBABILITY OF CHILD CARE USE IN THE  
FOURTH MONTH FOLLOWING ENROLLMENT

Control Variable <sup>a</sup>	Estimated Coefficient	Standard Error	Mean Marginal Effect <sup>b</sup>
Intercept	-2.620 • **	0.700	-0.532
17 years old	-0.473	0.376	-0.096
18 years old	-0.819 • **	0.383	-0.166
19 or older	-0.929 **	0.393	-0.189
Black, non-Hispanic	1.479 ***	0.515	0.300
Hispanic	1.007 •	0.545	0.204
Ever married	0.014	0.350	0.003
Number in household	0.045	0.048	0.009
Lives with parents	-0.042	0.207	-0.009
Child 6-12 months old	0.030	0.246	0.006
Child > 1 year old	0.167	0.260	0.034
In school at intake	1.025 • **	0.205	0.208
Completed grade 11	0.550 **	0.262	0.112
Completed high school	0.872 ***	0.282	0.177
Camden	0.155	0.256	0.314
Newark	-0.157	0.241	-0.312
Participant group	0.814 ***	0.189	0.165
Mean of outcome measure	0.393		
Likelihood ratio	631 • **		
Sample size	577		

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

<sup>a</sup>All control variables are measured at the time of enrollment in the demonstration sample.

<sup>b</sup>The mean marginal effect is computed as the average over all sample members of the predicted marginal change in the outcome measure associated with a unit change in the control variable.

\* Statistically significant at the 10 percent level, two-tail test.

\*\* Statistically significant at the 5 percent level, two-tail test.

\*\*\*Statistically significant at the 1 percent level, two-tail test.

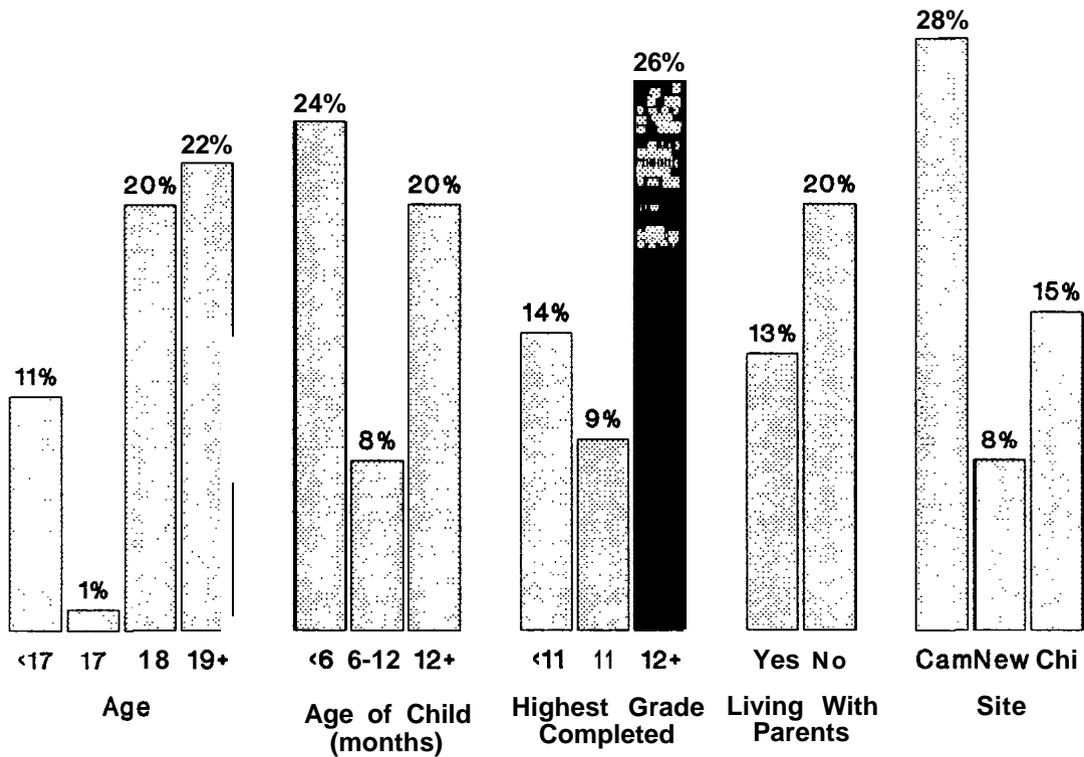
The impacts of the demonstration on the likelihood that teenage mothers were active during the fourth month after enrollment in the demonstration were especially large among older teenage mothers, high school graduates, those not living with their parents, and teenage mothers living in Camden (Figure 111.2). The estimated impacts on the activity levels of these subgroups are fifty to 100 percent larger than those for other subgroups.

Employment and school enrollment rates were 55 and 33 percent higher among participants than among the control group (17 percent versus 11 percent, and 28 percent versus 21 percent, respectively), while rates of job training were four times higher among participants than among the control group (17 percent versus 4 percent) (see Table 111.1). Consistent with these higher overall activity levels, participants were active for an average of 15 hours a week, compared with an average of 10 hours per week among the control group.

Both participant and control group members spent most of their active hours in school, and slightly fewer hours in employment. Control group members and participants spent only an average of one and four hours per week, respectively, in job training. Among active sample members, those who were attending school four months after enrollment were younger, had younger children, and were less likely to have completed high school and more likely to have been in school when they were enrolled in the demonstration than were those who were employed or in job training (see Appendix Table A.1).

Although the demonstration programs increased participation in all three types of activities, they increased participation in job training proportionately more and participation in school proportionately less. Among teenage mothers who were active during the fourth month after enrollment, 56 percent of demonstration participants compared with 67 percent of control group members were in school, while 34 percent of participants and only **13** percent of control group members were in job training. However, participant and control group members who were active spent a comparable amount of time in activities overall (about 32 hours per week on average).

**FIGURE III.2**  
**SUBGROUP ESTIMATES OF PROGRAM IMPACTS ON THE**  
**PROBABILITY OF BEING ACTIVE IN THE FOURTH MONTH**  
**AFTER ENROLLMENT**



**SOURCE:** Logit estimates based on data from the Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

**NOTE:** Active is defined as being employed, participating in job training, or attending school. Differences greater than 8 percentage points are statistically significant at the 6 percent level. Differences greater than 15 percentage points are statistically significant at the 1 percent level.

## 1. Activity Rates by School Completion Status and Age

The overall activity rates of the control group sample as well as the size of program impacts on activity rates varied by both school completion status and the age of the teenage mother. For example, in the fourth month after enrollment, one-quarter of all control group members who had completed high school and one-third of those who had not completed high school participated in some work, school, or training (see Figure III.3 and Appendix Tables A.2 and A.3), and, as was found in the logit results discussed above (Table III.2), younger control group members were significantly more likely than older control group members to be active. These higher activity rates among younger control group members occurred in each type of activity, but were most pronounced for school enrollment (35 percent versus 17 percent).

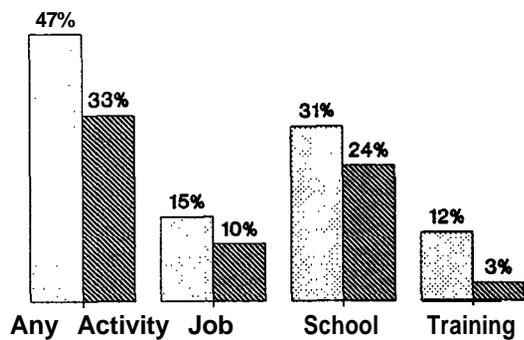
The demonstration-induced increases in activity rates were especially large among the high school graduates and the older teenagers, who under the FSA would be exempt from JOBS participation while their children are very young. For both of these groups, activity rates were 20 to 25 percentage points higher among participants than among control group members by the fourth month after enrollment compared with increases of only 9 and 14 percentage points for younger participants and those who have not completed high school.' Among high school graduates, participants substantially increased their rates of job holding (20 percent versus 11 percent), school enrollment (22 percent versus 15 percent) and job training (24 versus 4 percent), while among older teenagers, the largest increase in activity rates among participants relative to control group members was in job training (19 percent versus 3 percent). In contrast, younger participants not only failed to increase their, overall activity levels significantly, but also actually reduced their rates of job holding (10 percent versus 14 percent).

## 2. The Levels and Characteristics of Activities Among Those Who Were Active

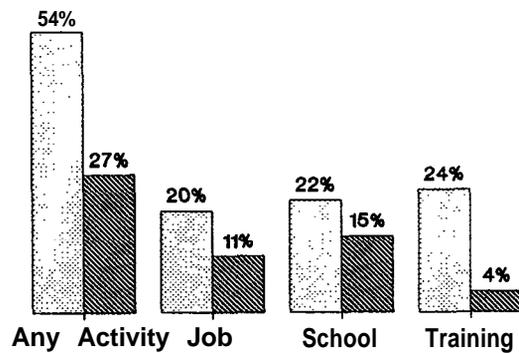
Both participant and control group members who were working, in school, and/or in job training in the fourth month after enrollment spent just over 30 hours a week in the activities.

**FIGURE III.3**  
**ACTIVITY RATES BY SCHOOL COMPLETION STATUS**  
**AND AGE FOUR MONTHS AFTER ENROLLMENT**

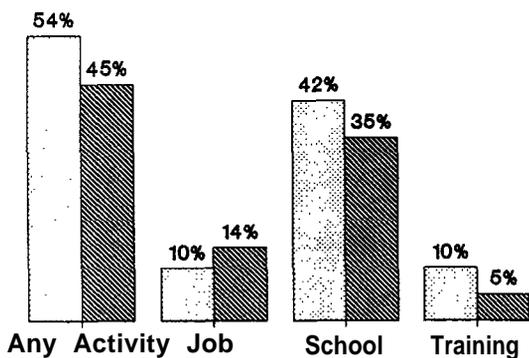
**Not High School Graduates**



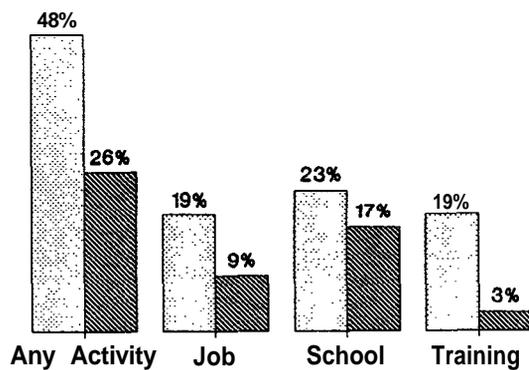
**High School Graduates**



**Less Than Eighteen Years Old**



**Eighteen Years Old and Older**



**Participants**
 **Controls**

**SOURCE:** Unadjusted tabulations of data from the Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

**NOTE:** High school graduates include mothers with high school diplomas or GED certificates.

However, the distributions of total active hours differed significantly between the two groups. Participants were significantly more likely than control group members to spend fewer than **30** hours or to spend more than 40 hours a week in activities (see Table III.1), reflecting the fact that the demonstration drew teenage mothers disproportionately into part-time job-training activities. These differences in the rates of full- and part-time activities between participant and control group members will affect the child care options of the two groups, since most providers specialize in either full- or part-time care. Roughly one-third of both groups engaged in activities that included evening or weekend hours, which pose special challenges for finding child care.

### 3. Comparison of the Activities of Demonstration Sample Members and Local Mothers

The mothers of young children who lived in the areas served by the demonstration programs were about as likely as demonstration participants to engage in out-of-home activities (53 percent, compared with 50 percent), but were significantly more likely to be active than were members of the control group (53 percent versus 31 percent). Significantly higher proportions of active local mothers of young children than of active sample members were employed, with only 19 percent of local mothers in school and only 2 percent attending job training. These differences in activities between the sample members and the local parents are due largely to the fact that the local mothers tend to be older and to be high school graduates.

### B. CHILD CARE BARRIERS TO PARTICIPATION IN OUT-OF-HOME ACTIVITIES

Similar to one of the provisions under the FSA, the demonstration programs would temporarily defer participation requirements for eligible teenagers if they lacked adequate child care. The goal was for program staff to work with the participants to resolve their child care problems as quickly as possible. Nonetheless, as shown in Table 111.3, about half of the participants who had not been active since enrollment reported that the lack of child care was the primary reason, with another 6 percent citing the cost of care as the primary reason (compared with 39

TABLE III.3  
LOST OPPORTUNITIES AND CHANGES IN ACTIVITIES  
DUE TO CHILD CARE PROBLEMS

	Participants	Controls	Participant-Control Difference
<b>Inactive Mothers<sup>a</sup></b>			
Main Reason Not Active			<b>**</b>
% child care:			
availability or quality	54.3	47.7	6.6
cost	48.8	38.6	10.2
% preference to be with children	5.5	9.1	-3.6
% <b>other<sup>b</sup></b>	11.5	26.7	15.2
	34.2	25.6	8.6
<b>Active Mothers<sup>c</sup></b>			
Percent Who Changed Activities Due to Child Care Problems <sup>d</sup>	20.7	19.4	1.3
Primary problem with child care:			*
% cost	24.6	52.1	-27.5
% availability	37.5	47.9	-10.4
% quality	29.1	0	29.1
% other	8.8	0	8.8
Sample Size: Inactive Mothers/Active Mothers	<b>76/136</b>	<b>173/91</b>	<b>249/227</b>

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

<sup>a</sup>**These** figures pertain to teenage mothers who did not work, attend school, or attend job training since having their children/enrolling in the demonstration. We did not collect comparable data for mothers who had been active since enrollment but were not active in the fourth month after enrollment.

<sup>b</sup>**Primary** reasons cited by participants and controls in the “other” category include (1) **intending/waiting** to return to school; (2) the lack of transportation; and (3) the potential loss of welfare benefits.

<sup>c</sup>**These** figures pertain to mothers who were employed, participating in job training, or attending school in the fourth month after enrollment.

<sup>d</sup>**This** category includes those who ever left a job, changed activities, or changed hours due to problems with their child care arrangements.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

percent and 9 percent of the control group, respectively). Proportionately fewer inactive demonstration participants than control group members cited a preference to stay home with their children while they are young as their primary reason for not engaging in employment-related activities.

If these figures accurately reflect the extent to which child care is a barrier to employment, school, or training, as many as half of inactive teenage mothers might be enticed into these activities if their child care needs were addressed more fully. However, for participants, the reported reasons for not engaging in employment-related activities may include disguised refusals to comply with demonstration requirements. The sites have reported that meeting child care needs is challenging, but that they have generally been able to serve the needs of participants (Hershey and Nagatoshi, 1989).

Among those who were active, about 20 percent of both the participant and control group members reported ever having been prevented from working or having changed their activities or hours due to child care problems (see Table 111.3). However, participant and control group members reported experiencing somewhat different child care problems. Proportionately fewer participants than control group members cited cost or availability as the main child care problem that affected their activities, and proportionately more active participants cited child care quality as their main child care problem. There are several possible explanations for this finding. One is that the child care referrals and subsidies provided by the demonstration were effective at helping mothers find and pay for child care and at mitigating the availability and cost of child care as concerns. Another is that the parenting training, child care counseling, and referral services provided to participants increased their concerns about the quality of their child care. It is also possible that some participants resorted to child care that was of lower quality than they would have opted for had they not been strongly encouraged by the programs to engage in some major activity.

Relative to the demonstration sample members, proportionately more local mothers who were active reported having child care problems (29 percent versus 20 percent), perhaps because fewer of the local mothers had access to household members or relatives to help with care. However, only 7 percent of the local mothers who were inactive cited a lack of child care as their primary reason for not engaging in out-of-home activities, compared with nearly half of the demonstration participant group and 40 percent of the control group.

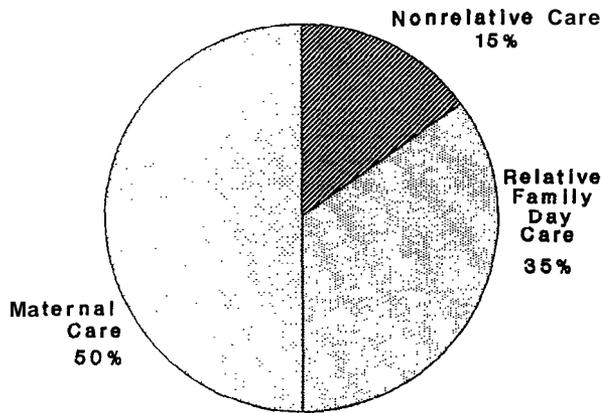
#### IV. CHILD CARE UTILIZATION

Due to program-induced increases in the out-of-home activity levels of welfare-dependent teenage mothers during the first year after they enrolled in the demonstration, significantly more participants than control group members relied on nonmaternal child care to enable them to work, participate in job training, or attend school. In the absence of the demonstration, only 25 to 30 percent of these young teenage parents would have used child care in any month after enrollment and, of those using care, over three-fourth would have used care by relatives. In contrast, 40 to 50 percent of the participant group used child care during the follow-up period, and a much smaller proportion of those using child care relied on care by relatives. For example, during the fourth month after enrollment, half of the participants, compared with 70 percent of the control group members, were not active and thus relied exclusively on maternal care for their children; 34 percent of participants, compared with 25 percent of the control group, used care by relatives; and 15 percent of participants compared with 7 percent of the control group used nonrelative family day care and center care (see Figure IV.1). Of those using nonrelatives to care for their children, only about a third used center-based care (6 percent of all participants and 2 percent of all control group members). This relatively low use of center-based care by both participant and control group members is consistent with the paucity of center-based care for infants in all three demonstration sites that was documented in a previous survey of local child care providers (Kisker et al., 1989).

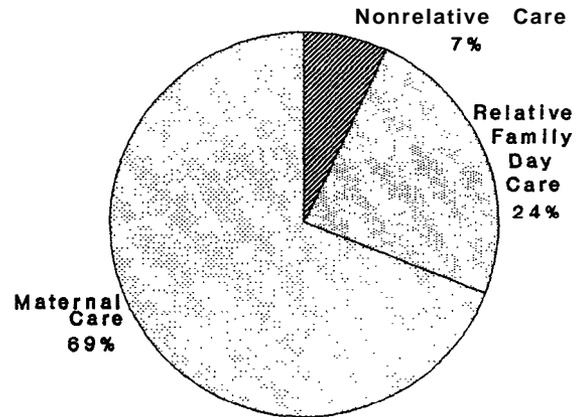
In the following section, we examine the choices made by these welfare-dependent teenage parents among three primary modes of child care--maternal care, relative care, and nonrelative care. Then, in subsequent sections, we examine the impact of the demonstration programs on the levels and modes of child care used by the teenage mothers and on the cost of the child care arrangements.

**FIGURE IV.1**

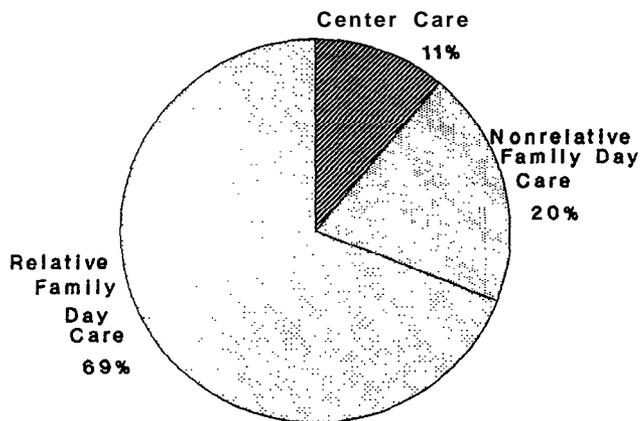
**MAIN CHILD CARE ARRANGEMENTS USED  
FOUR MONTHS AFTER ENROLLMENT**



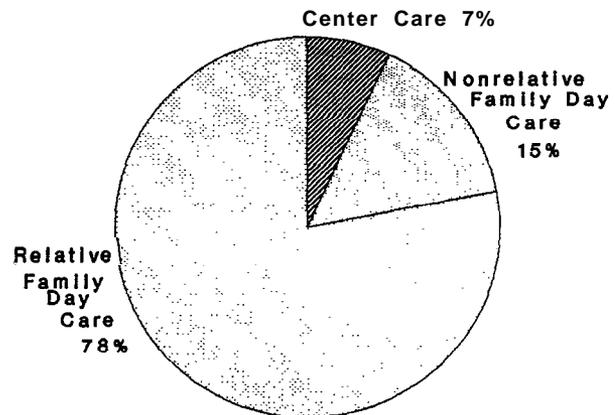
**All Participants**



**All Controls**



**Active Participants**



**Active Controls**

**SOURCE:** Teenage Parent Child Care Survey conducted by Mathematica Policy Research, Inc.

**NOTE:** Active participants and controls are those who were employed, in job training, or attending school during the fourth month after enrollment.

## A. PREDICTORS OF THE CHOICE OF CHILD CARE MODE

In an effort to understand the child care choices of the young mothers targeted by the Teenage Parent Demonstration and the mechanisms through which program-induced changes in child care use patterns may have occurred, we estimated a multivariate logit model of child care mode choice in the fourth month after enrollment. The mode choices considered are relative care (used by 29 percent of sample members), nonrelative care (used by 11 percent of sample members), and exclusive reliance on maternal care (used by 61 percent of sample members).

Although the overall model is statistically significant, only a few results are useful in interpreting subsequent analyses of program impacts on mode choice (see Table IV.1). First, other things equal, the likelihood of relying on relative care as opposed to maternal care was significantly higher among the oldest teenagers (i.e., those over age 17), among minorities,<sup>1</sup> and among young mothers who showed the greatest attachment to school (i.e., those attending school when they enrolled in the demonstration and those who had completed at least the eleventh grade).<sup>2</sup> Second, living with one's parents decreases the probability of using nonrelative care as opposed to maternal care by an average of 6 percentage points, and school attachment measures show modest positive relationships with the use of nonrelative care.<sup>3</sup> Finally, being minority and living with one's parents significantly increases the likelihood of relying on relative as opposed to nonrelative care. Yet only the relationships with the race/ethnicity measures are sizeable.

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<sup>1</sup>Although not statistically significant, the estimated marginal effect of being Hispanic on the probability of using relative care is comparable in size to the estimated effect of being black (35 percentage points).

<sup>2</sup>Having strong school attachment and being young account for an average of 6 to 13 percentage point increases in the likelihood of using relative care.

<sup>3</sup>The size of the effects are smaller than are those associated with the use of relative care (5 to 10 percentage points versus 6 to 13 points), and only the estimated relationship with having completed eleventh grade is statistically significant.

TABLE IV.1

LOGIT ESTIMATES OF THE TYPE OF CHILD CARE USED IN THE  
FOURTH MONTH FOLLOWING DEMONSTRATION ENROLLMENT

Control Variable <sup>a</sup>	Estimated Coefficients			Mean Marginal Effects <sup>b</sup>		
	Relative vs. Maternal Care	Nonrelative vs. Maternal Care	Relative vs. Nonrelative Care	Relative Care	Nonrelative Care	Maternal Care Only
Intercept	3.308 • **	-3.905 • **	0.597	-0.482	-0.210	0.702
17 years old	0.687 • *	0.333	-1.020	-0.139	0.052	0.087
18 years old	0.844 • *	-0.504	-0.341	-0.140	-0.014	0.154
19 or older	0.923 **	-0.735	0.188	-0.147	-0.031	0.178
Black, non-Hispanic	1.989 • **	0.716	1.273	0.346	-0.007	-0.339
Hispanic	1.746 **	-0.696	2.442 • i+	0.349	5.120	-0.230
Number in household	0.054	0.016	0.038	0.009	-0.000	-0.009
Lives with parents	0.164	-0.679 • *	0.843 • **	0.054	-0.064	0.010
Child 6-12 months old	0.031	0.056	-0.025	0.004	0.004	-0.007
Child > 1 year old	0.062	0.420	-0.359	-0.003	0.034	-0.031
In school at intake	0.984 ***	1.244	-0.296	0.134	0.074	-0.207
Completed grade 11	0.485 • *	0.784 • *	-0.299	0.063	0.050	-0.114
Completed high school	0.694 • *	1.437 • **	-0.742	0.080	0.099	-0.179
Camden	0.026	0.513	-0.487	-0.013	0.043	-0.030
Newark	0.165	-0.194	0.030	-0.024	-0.011	0.035
Participant group	0.672 • **	1.242 • **	-0.570 • *	0.082	0.083	-0.165
Mean of outcome measure	0.288	0.106	0.607	---	---	---
Likelihood ratio	841 ***					
Sample size	577					

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

<sup>a</sup>All control variables are measured at the time of enrollment in the demonstration sample. The means and standard deviations of these variables are presented in Appendix Table A.9.

<sup>b</sup>The mean marginal effect is computed as the average over all sample members of the predicted marginal change in the outcome measure associated with a unit change in the control variable.

\*Statistically significant at the 10 percent level, two-tail test.

\*\*Statistically significant at the 5 percent level, two-tail test.

\*\*\*Statistically significant at the 1 percent level, two-tail test.

## B. PROGRAM IMPACTS ON THE LEVELS AND TYPES OF CHILD CARE USED

Throughout the follow-up period, demonstration participants were significantly more likely than control group members (18 to 20 percent) to engage in out-of-home activities and, thus, significantly less likely to rely exclusively on maternal care. However, among those using care, the timing of first use and the hours of care were quite similar between the two groups (see Table IV.2). For example, for both groups, the children in care during the fourth month after enrollment were placed in care when they were about 6 months old, and they spent an average of just over 30 hours a week in care. Less than 20 percent were cared for in more than one arrangement.

Consistent with the fact that active participants were less likely than active control group members to be engaged in activities for 30 or more hours per week (57 percent versus 64 percent), significantly lower percentages of the children of participants than of control group members were in full-time care during the fourth month after enrollment (61 percent versus 72 percent). These lower rates of full-time care were observed among children of participants in all types of activities, as well as for those living with or without their parents (see Appendix Tables A.4 and AS). However, the differences are especially large for children of participants who were attending job training (38 percent versus 75 percent) and for participants who were living with their parents (64 percent versus 77 percent). In the first instance, the larger difference is related to the fact that job training is more likely to be a part-time activity for participants than for control group members. In the second, participants may be more likely than control group members to enlist support from their parents to supplement other part-time child care arrangements.

As exclusive reliance on maternal care decreased among participants relative to control group members, their use of all other types of care increased significantly, including their use of relative family day care, nonrelative family day care, center-based care, and care provided on-site by the demonstration programs. Moreover, the increase in the use of all forms of relative care was

TABLE IV.2

## LEVEL OF CARE USED BY ACTIVE MOTHERS FOLLOWING ENROLLMENT

	Month Two			Month Four			Month Eight		
	Participants	Controls	Participant-Control Difference	Participants	Controls	Participant-Control Difference	Participants	Controls	Participant-Control Difference
Percentage Using Child Care	42.6	25.1	17.5**	49.8	31.3	18.5**	50.5	30.3	20.2**
Average Age of Children When First Placed in Care (months)	5.4	6.1	-0.7	6.4	5.4	1.0	6.2	7.1	-0.9
Average Total Hours per Week in Care by Age of Child									
Younger than 1 year	31.7	33.7	-2.0	32.7	33.0	-0.3	36.0	34.1	1.9
1 to 3 years	25.7	32.0	-6.3	30.5	33.5	-3.0	32.5	38.9	-6.4
3 to 5 years	46.7 <sup>a</sup>	43.5 <sup>a</sup>	3.2	39.1 <sup>a</sup>	43.6 <sup>a</sup>	-4.5	35.0 <sup>a</sup>	--	35.0
All ages	31.4	33.5	-2.1	32.8	34.0	-1.2	35.1	36.6	-1.5
Percentage of Children Cared for in More Than One Arrangement <sup>b</sup>	16.7	16.1	0.6	22.4	17.5	4.9	11.2	19.8	-8.6
Percentage of Children Whose Main Arrangement Is Full-Time <sup>c</sup>	59.3	69.3	-10.0*	60.5	72.2	-11.7**	69.0	81.5	-12.5
Sample Size: All Mothers/Active Mothers	286/122	305/76		279/136	298/91		120/62	119/34	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

NOTE: The table includes all active mothers (employed, in job training, or in school), with the exception of eight mothers who had not made child care arrangements since enrolling in the demonstration.

<sup>a</sup>The estimate is based on a sample of fewer than 10 child care users.

<sup>b</sup>These figures include only preschool children.

<sup>c</sup>Full-time is defined as 30 hours or more a week

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

comparable with the increase in the use of all forms of nonrelative care (9 to 10 percentage points).

The overall increase in child care use by participants relative to control group members tended to be disproportionately concentrated among those with less ready access to care by relatives--those living independently and those for whom other household members were not available or willing to provide care. A partial explanation for this result is the fact that the program was relatively more effective at increasing the activity levels of those who were living independently than of those who were living with their parents (see the discussion on activity rates in the preceding chapter). However, as discussed below, relative to active control group members, active participants relied proportionately more on nonrelative care. This shift occurred among participants living independently, as well as those living with their parents, which is consistent with the fact that proportionately fewer active participants than active control group members in both of these groups reported having access to relative care.

Below, we first discuss the impacts of the demonstration on choices among maternal care, relative family day care, and various forms of nonrelative care for the full sample and for important sample subgroups. Then, we consider the availability of care by relatives and other household members and its effect on the pattern of overall demonstration impacts on child care mode choices. Finally, we compare the child care mode choices made by demonstration sample members with the choices made by local mothers of young children.

#### 1. Demonstration Impacts on the Choice of Child Care Mode

As noted above, the children of demonstration participants were significantly less likely than the children of control group members to be cared for full-time by their mothers and significantly more likely to be cared for in all other types of arrangements. For example, during the fourth month after enrollment, 35 percent of the children of participants were cared for by relatives, 10 percent were cared for in nonrelative family day care, and 6 percent were cared for in center-based

arrangements or on-site (see Table IV.3). In contrast, only 24 percent of control group children were cared for by relatives, 5 percent were cared for in nonrelative family day care, and 2 percent were cared for in center-based arrangements.

The effects of the demonstration on child care mode choice differed among sample subgroups (see Figure IV.2). The programs led to small and statistically insignificant increases in the use of both relative and nonrelative care among participants who were younger than 18 when they enrolled in the demonstration. Among older teenagers, it led to proportionately smaller increases in the use of relative care and correspondingly larger increases in nonrelative care among 18-year-old participants than among the 19-year-olds. Not surprisingly, the increases in the use of relative care were largest (19 percentage points) and the use of nonrelative care smallest (6 percentage points) among participants with infants. The impacts on the likelihood of using relative care were especially large for those who had completed high school (18 percentage points), while the impacts on the use of nonrelative care do not vary significantly by the educational attainment of the participant. Finally, the program-induced increases in the reliance on relative care were especially large (20 percentage points) in Camden, while impacts on the use of nonrelative care did not differ significantly among the sites.<sup>4</sup>

Among users of child care, the demonstration proportionately increased their reliance on nonrelative care (see Table IV.3). Proportionately fewer children of participants than of control group members whose mothers were active four months after enrollment were cared for by relatives (69 percent versus 78 percent), and correspondingly more were cared for by nonrelatives (31 percent versus 22 percent). This difference in the types of child care arrangements used is evident throughout the follow-up period, although care by relatives among active participants was not significantly lower eight months after enrollment (when sample sizes are small) (see Appendix Table A.6).

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<sup>4</sup>A partial explanation for the larger impact on the use of relative care in Camden may be the fact that the site did not provide on-site care.

TABLE IV.3

## MAIN TYPE OF CHILD CARE ARRANGEMENT USED FOUR MONTHS AFTER ENROLLMENT

	All Sample Members			Active <sup>a</sup> Sample Members		
	Participants	Controls	Participant-Control Difference	Participants	Controls	Participant-Control Difference
<b>% Relative Care</b>	84.7	<b>93.2</b>	<b>-8.5 **</b>	<b>69.2</b>	78.4	<b>-9.2 •</b>
% Maternal	50.2	68.7	-18.5 **	--	--	--
% Relative Family Day Care:	34.5	24.5	10.0 • *	<b>69.2</b>	78.4	<b>-9.2 •</b>
Child's other parent/step-parent	1.6	1.9	-0.3	3.1	6.0	<b>-2.9</b>
Child's grandparent	20.3	14.3	6.0 **	40.8	45.8	<b>-5.0</b>
Other relative of child	12.6	8.3	4.3 *	25.3	26.6	-1.3
<b>% Nonrelative Care</b>	15.3	6.8	8.5 **	31.4	<b>22.3</b>	9.1 • *
% Nonrelative Family Day Care:	<b>9.7</b>	4.6	5.1 **	19.5	14.9	4.6
Friend or neighbor of parent	<b>9.0</b>	<b>3.9</b>	5.1 **	18.2	12.5	5.7
Other nonrelative	0.7	0.7	<b>0.0</b>	1.3	2.4	- 1 . 1
% Child Care Center or Preschool:	4.2	2.2	2.0 •	8.5	6.7	1.8
Group care center	3.3	1.9	1.4	6.6	<b>5.9</b>	0.7
Preschool	0.9	0.3	0.6	1.9	0.8	1.1
% On-Site Demonstration Arrangement <sup>b</sup>	1.4	0.0	1.4 • *	2.8	0.0	2.8 *
Sample Size	279	298		136	91	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

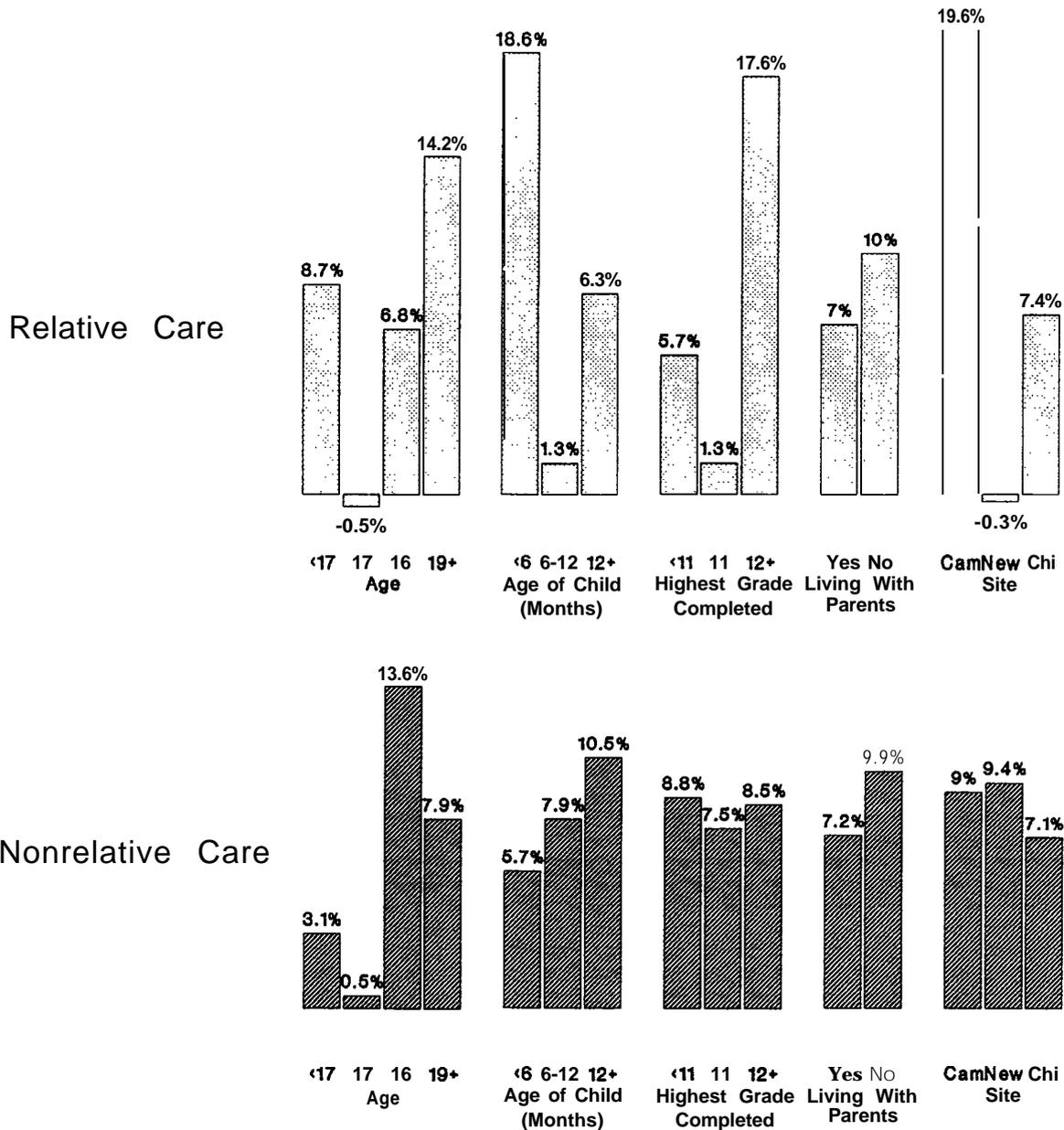
<sup>b</sup>These figures pertain to participants in Newark who used temporary on-site care provided by the demonstration while they were in on-site activities.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

FIGURE IV.2

LOGIT ESTIMATES OF PROGRAM IMPACTS ON THE PROBABILITY OF USING RELATIVE AND NONRELATIVE CARE, BY SUBGROUP



SOURCE: Logit estimates based on data from the Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

NOTE: These estimates are based on logit models that contain all of the control variables listed in Table IV.2. The sample included all participants and control group members. Therefore, all increases in the use of care by relatives and nonrelatives are offset by corresponding reductions in maternal care.

Among active sample members, fewer participants than control group members used each type of relative care. The difference in the proportion relying on care by the child's grandparent was greatest (41 percent versus 46 percent of child care users in the participant and control groups, respectively). The increased reliance of participants relative to control group members on nonrelative care was mainly an increase in the participants' use of family day care by friends or neighbors (18 percent versus 12 percent of active sample members).

## 2. Access to Care by Relatives and Other Household Members

Relatives are indeed an important source of child care support for teenage mothers. In addition to the 70 to 80 percent of active teenage mothers who were relying on relatives to provide care during the reference month (25 to 35 percent of all teenage mothers), about another 10 percent had used care by relatives in the past (Table IV.4). Sixty to 65 percent of the teenage mothers who had attended school or training or who had held a job during the follow-up period reported having local relatives other than those who were currently providing care, and half to two-thirds of these relatives either helped with child care regularly or were available to help in an emergency. Many of the caregiving relatives were members of the mother's household, most commonly the child's grandparent.

About 60 percent of the sample members (58 percent of the active participants and 64 percent of the active control group members) were receiving care by related household members at the time of the follow-up survey. Among those receiving regular care by household members, significantly more participants than control group members received care from the child's father or stepfather (10 percent versus 1 percent), and significantly fewer received care from grandparents (62 percent versus 79 percent) or other relatives who were living in their household (29 percent versus 46 percent). The fact that relative care seems to have been less available to active demonstration participants than to active control group members is consistent with the view that

TABLE IV.4

ACCESS TO CARE BY RELATIVES AND OTHER HOUSEHOLD MEMBERS  
AMONG THOSE WHO WERE ACTIVE FOUR MONTHS AFTER ENROLLMENT

	Participants	Controls	Participant-Control Difference
<b>Care by Relatives</b>			
Percentage Using Relative Care <sup>a</sup> in the 4th Month	69.8	82.9	-13.1 **
Percentage Who Had Ever Used Relative Care <sup>b</sup>	80.4	90.0	-9.6 **
Percentage Who Have Relatives Other Than Those Currently Providing Care Living Locally	58.5	65.3	-6.8
Percentage of Local Relatives Who Help Regularly or Would Care for Children in An Emergency	53.0	66.4	-13.4 **
<b>Care by Household Members</b>			
Percentage Receiving Regular Care from Household Members	57.6	63.7	-6.1
Household members providing regular care: <sup>c</sup>			
% child's father/stepfather	10.2	1.3	8.9 **
% child's grandparent	62.3	74.1	-11.8 *
% other relative of child	29.0	45.7	-16.7 **
% nonrelative	5.5	3.7	1.8
Sample Size	136	91	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

NOTE: Active is defined as being employed, participating in job training, or attending school.

<sup>a</sup>These figures include mothers who used relative care as main or secondary arrangements in the fourth month after enrolling in the demonstration.

<sup>b</sup>These figures pertain to mothers active in the fourth month after enrollment who are currently using relative care or who have used relative care since their child was born.

<sup>c</sup>Percentages may sum to more than 100 percent because mothers may receive care from more than one type of relative.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

the programs were most successful at increasing the activity levels of teenage mothers who did not have relative care at their disposal.

Focus group discussions with demonstration participants and control group members suggest that few welfare-dependent teenage mothers consider alternatives to relative care (see Polit, Kisker, and Cohen, 1989). Among the obstacles to nonrelative care that were cited by the teenage mothers were the inability to find a babysitter, the expense of using nonrelative care, and the unavailability of assistance to pay for care. However, the most frequently mentioned obstacle was their belief that a stranger could not be trusted to care for their children, in part because their children were young and would be unable to report abusive behavior by the caregiver. Their distrust of strangers appeared to be based not only on newspaper accounts of abuses in child care centers that tend to receive substantial publicity, but also on their more personal experiences with abusive situations. The short-term impact of the demonstration on the use of relative care by welfare-dependent teenage mothers suggests that the programs may have been able to overcome some of the distrust of nonrelative caregivers by participants, and/or that when faced with mandatory participation requirements some mothers were left with little option but to use nonrelative care.

### 3. Types of Care Used by Demonstration Sample Members Compared with Local Parents

The proportions using center-based child care arrangements were small and similar among both these welfare-dependent teenage mothers and the local mothers of young children. However, the active teenage mothers in both the participant and control groups were much more likely than the mothers of young children who lived in the areas served by the demonstration programs to rely on care by relatives and much less likely to rely on nonrelative family day care arrangements (see Table II.3 earlier). Moreover, the children of active demonstration sample members were half as likely to be cared for by their father or by a nonrelative and twice as likely as local children to be cared for by a grandparent or other relative. The impacts of the demonstration on the child care

use patterns of participants were in the direction of making the child care arrangements of participants more closely resemble the arrangements made by the local mothers of young children than those made by active control group members. This finding further supports the notion that one effect of the programs was to help these young mothers overcome some of the barriers to using nonrelative child care arrangements.

### C. THE COST OF CHILD CARE

The affordability of child care is an important concern for all mothers of young children who want to or need to work. In the absence of an intervention, the majority of active teenage mothers would rely on unpaid child care arrangements, predominantly care by close relatives. However, 46 percent of active teenage mothers in the control group paid for their child care arrangements (see Table IV.5). The average amount they paid was \$0.90 per hour, which translates into \$36 per 40-hour week, a weekly rate that is at the low end of the range of typical fees charged by family day care providers for infants and toddlers (Hayes, Palmer, and Zaslow, 1990, p. 155). Half of the control group mothers who paid for care paid less than \$0.65 per hour (\$26 per 40-hour week), and only one-fourth of them received assistance in paying for care, about half from relatives and half from social service programs.

Consistent with the increased reliance on nonrelative care, the active participants in the demonstration programs were somewhat more likely to pay for care than were their control group counterparts, and those paying for care paid higher average hourly fees. For example, in the fourth month after enrollment in the demonstration sample, 58 percent of the active participants, compared with only 47 percent of active control group members, paid for their child care arrangements (Table IV.5).<sup>5</sup> These figures compare with an estimate of 60 percent of the local

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<sup>5</sup>Fees paid for child care incorporate both the amount paid by the teenage parents, if any, and any assistance they received to pay for the care, including care subsidies that participants may have received from the demonstration programs.

TABLE IV.5

FEES PAID AND ASSISTANCE RECEIVED IN PAYING FOR MAIN CHILD CARE  
ARRANGEMENTS AMONG THOSE WHO WERE ACTIVE FOUR MONTHS AFTER ENROLLMENT

	Participants	Controls	Participant-Control Difference
Percentage Whose Main Arrangement Was Paid <b>for</b>	58.2	45.3	11.9 *
Method of Payment			
% cash only	92.9	94.0	-1.1
% <b>noncash</b> only	6.0	6.1	0.1
% both cash and <b>noncash</b>	1.1	0	1.1
Average Hourly Amount Paid	\$1.10	\$0.90	0.20 *
Median Hourly Amount Paid	\$1.04	\$0.65	0.39
Percentage Receiving Assistance in Paying for Care	60.2	26.9	33.3
Sources of assistance in paying for care:			
% welfare	16.9	25.5	-8.6
% social service agency	5.1	7.6	-2.5
% relative of child	10.0	42.4	-32.4
% demonstration programs	62.7	13.3	49.4
% other	5.3	18.9	-13.6
Sample Size	136	91	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

NOTES: Active is defined as being employed, participating in job training, or attending school. Fees paid for care incorporate both the amount paid by the teenage parents, if any, and any assistance that the mothers received to pay for the care, including child care subsidies from the demonstration programs.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

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mothers of children younger than age 3 who paid for their child care arrangements. Those participants who paid for care paid an average of \$1.10 per hour (\$44 per 40-hour week), which is over 20 percent more than the control group members paid, but still in the low end of the range of fees charged for infants and toddlers by family day care providers in urban areas.<sup>6</sup>

Active participants were much more likely than either active control group members or the local mothers of young children to receive assistance in paying for their child care. In the fourth month after enrollment in the demonstration, over 60 percent of the participants who paid for care were receiving assistance, primarily from the demonstration programs, compared with virtually none of the local mothers and 27 percent of the control group mothers. Thus, the increase in employment-related activities among participants was accompanied and, likely, facilitated by increased financial assistance for child care.

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<sup>6</sup>For example, half of the local mothers paid more than \$1.14 per hour (\$46 per 40-hour week) (see Kisker et al., 1989).

## V. THE QUALITY OF FAMILY DAY CARE ARRANGEMENTS

In assessing the impact of the Teenage Parent Demonstration on child care use by teenage mothers, one must examine not only the availability and affordability of care, but also the quality of the child care arrangements used. Quality of care is often measured by its effect on children's development, and research on child care has identified certain characteristics of child care arrangements that are relatively reliable predictors of children's developmental progress. Research has shown that higher education and specific child-related training among providers, small group sizes, and low child-staff ratios are associated with more positive developmental outcomes for children (Hayes, Palmer, and Zaslow, 1990; and Silverberg, 1988).

As discussed in Chapter IV, the effect of the Teenage Parent Demonstration was to change not only the level of reliance on child care, but also the characteristics of the providers used. Most notably, the programs increased the probability that these welfare-dependent teenage mothers would use paid but not unpaid child care, and, relatedly, it disproportionately decreased the probability that they would use relative care, which is the primary source of unpaid care<sup>18</sup> (see Figure V.1). A major policy concern is whether the demonstration-induced increase in the use of care and/or the shifts in choices between unpaid and paid care and between relative and nonrelative care significantly affected the quality of the care received by the children in the participant and control groups.

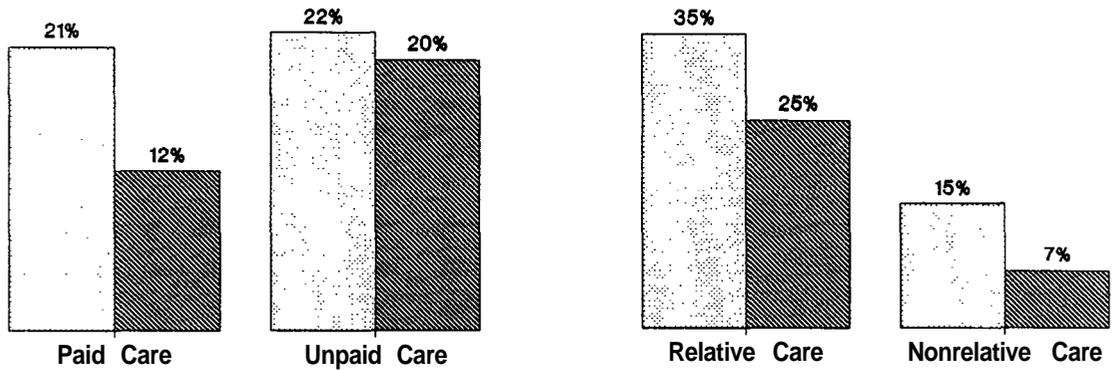
In the first section of this chapter, we first examine several objective indicators of the quality of the relative and nonrelative family day care arrangements used by teenage mothers enrolled in the demonstration sample.<sup>19</sup> Then we contrast the quality of care between participant and control group members, examine participant-control group differences by type of provider (paid

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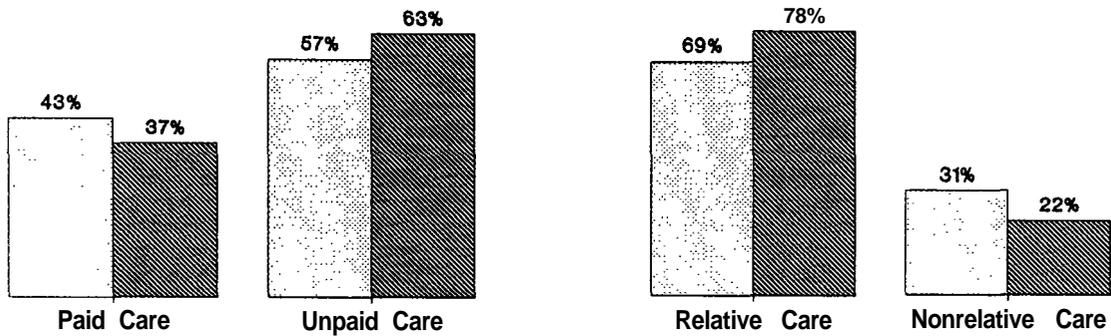
<sup>18</sup>Relative care was the only source of unpaid care for the participant group members.

<sup>19</sup>We excluded center-based arrangements from the analysis of the quality of child care because so few teenage mothers used them.

**FIGURE V.I**  
**PERCENTAGE USING PAID CARE VERSUS**  
**UNPAID CARE AND OF USING RELATIVE**  
**VERSUS NONRELATIVE CARE**



All Sample Members



Active Sample Members

Participants
  Controls

**SOURCE:** Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

**NOTE:** Active sample members are those who were employed, in job training, or attending school during the follow-up period.

versus unpaid and relative versus nonrelative care), and compare the child care used by the demonstration sample with that used by local mothers. In the second section of the chapter, we examine mothers' satisfaction with their child care arrangements and their concerns about the quality of their arrangements.

#### A. THE CHARACTERISTICS OF FAMILY DAY CARE ARRANGEMENTS<sup>20</sup>

The demographic characteristics of the family day care providers used by participants and control group members during the follow-up period are quite similar (see Table V.1). Nearly all of the providers are members of minority groups, reflecting the ethnic distribution of the active teenage mothers and of their relatives who provided the vast majority (83 to 91 percent) of the family day care.<sup>21</sup> The family day care providers used by the demonstration participants were somewhat more likely than those used by the control group (16 percent versus 12 percent) to speak a language other than English, reflecting the slightly higher proportion of providers caring for the children of participants who are Hispanic. Approximately one-third of both the participants' providers and the control group's providers lived in an apartment or condominium rather than a house.

With the exception of the providers' educational attainment, it does not appear that the demonstration had a significant impact on the objective quality indicators that characterized the family day care arrangements selected by teenage mothers. Group sizes and child-staff ratios in the family day care arrangements used by demonstration participants and control group members did not differ significantly (see Table V.2). The average group size in these arrangements was two children, including the provider's own children, and the average child-adult ratio was two children to one adult. Group sizes ranged from one to twelve children, and child-adult ratios ranged from

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<sup>20</sup>In this section, as in the rest of this report, family day care refers to care by either relatives or nonrelatives in either the child's or the provider's home.

<sup>21</sup>In this survey, as well as in previous surveys, nearly all family day care providers reported caring solely for children of their own race.

TABLE V.1  
BACKGROUND CHARACTERISTICS OF FAMILY DAY CARE PROVIDERS

	Participants' Providers	Controls' Providers	Participant-Control Difference
<b>Race/Ethnicity</b>	5.6	2.2	3.4
% white, non-Hispanic	77.0	83.2	-6.2
% black, non-Hispanic	16.1	13.9	2.2
% Hispanic	1.3	0.7	0.6
% other			
Percentage of Providers Who Care for Children, <b>All</b> of Whom Are of the Same Race as the Provider	96.1	98.1	-2.0
Percentage Caring for Related Children	82.7	91.1	<b>-8.4**</b>
Percentage of Providers Who Speak a Language Other Than English	15.6	11.9	3.7
Providers' Residence	63.3	64.1	-0.8
% in a house	34.3	34.5	-0.2
% in an apartment	1.3	1.4	-0.1
% in a condominium	1.1	0.0	1.1
% other			
<b>Sample Size</b>	<b>130</b>	97	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

**NOTE:** The sample consists of main providers **only**. The main provider is defined as the provider who cared for the sample member's child for the most hours since the sample member was referred to the demonstration.

\*\*Participant-control difference is statistically significant at the 5 percent level, two-tail test,

TABLE V.2

QUALIFICATIONS OF PROVIDERS, GROUP SIZE, AND CHILD-STAFF RATIOS  
IN FAMILY DAY CARE ARRANGEMENTS

	Participants' Providers	Controls' Providers	Participant-Control Difference
Average Number of Children in <b>Group</b> <sup>a</sup>	1.9	2.2	-0.3
Average Child-Staff <b>Ratio</b> <sup>b</sup>	1.7	2.0	-0.3
Average Years of Child Care <b>Experience</b> <sup>c</sup>	6.0	7.0	-1.0
Percentage Registered/Licensed or in the <b>Process</b> of Being Registered/Licensed	6.6	9.1	-2.5
Percentage with Helpers	9.6	10.9	-1.3
Percentage Who Have Child Care Training	27.0	22.3	4.7
Highest Level of Education			
% less than high school	55.8	39.9	<b>15.9**</b>
% 8th grade or less	19.4	8.3	11.1
% 9th or 10th grade	18.6	18.7	-0.1
% 11th grade	17.8	12.9	4.9
% high school or GED	24.7	35.0	-10.3
% postsecondary	19.5	<b>25.1</b>	-5.6
Sample Size	130	97	

SOURCE: Teenage Parent Demonstration Child Care **Survey** conducted by **Mathematica** Policy Research, Inc.

NOTE: The sample of family day care arrangements consists of main providers only. The main provider is defined as the provider who cared for the sample member's child for the most hours since the sample member was referred to the demonstration.

<sup>a</sup>Includes provider's own children.

<sup>b</sup>The child-staff ratio is calculated by dividing the total number of children cared for by the provider by the number of adults who help care for children.

<sup>c</sup>This includes only years of experience in caring for other people's children.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

less than one-to-one to seven-to-one. In addition, the providers' years of experience in caring for children, their licensure status, and their reliance on child care helpers did not differ significantly between participants and control group members. Providers had an average of six to seven years of child care experience, less than 10 percent were licensed or in the process of becoming licensed, and about 10 percent relied on helpers.

Somewhat higher proportions of the providers used by participants than by control group members had some formal child care training (27 versus 22 percent). However, significantly fewer of the participants' providers had completed high school or attained a GED (44 versus 60 percent). These differences in the providers' educational attainment raise the possibility that the children of demonstration participants who are in family day care arrangements may be receiving lower quality care than the children of control group members who are in family day care.

1. Subgroup Differences in the Characteristics of Providers

Judging by the characteristics of the providers used by control group members, paid family day care providers tended to have larger group sizes, higher child-staff ratios, and more helpers than did unpaid providers (see Table V.3). Moreover, only paid providers were registered or licensed. The educational levels of the paid and unpaid providers used by control group members did not differ notably. Not surprisingly, the nonrelative providers used by control group members tend to be more similar to the paid providers than to either the relative providers or the unpaid providers.

Comparisons of the characteristics of the paid and unpaid providers and of the relative and nonrelative providers used by participant and control group members revealed no clear pattern of differences in quality-of-care indicators (see Table V.3). Group sizes, child-staff ratios, care-giver training, and reliance on helpers do not differ significantly between participants and control group members in any of the four subgroups considered. Significantly higher proportions of the relative providers used by participants than by control group members had some child care training, yet the relative providers used by participants tended to have nearly a year less experience on average (6

TABLE V.3

THE CHARACTERISTICS OF PAID AND UNPAID FAMILY DAY CARE AND  
OF RELATIVE AND NONRELATIVE CARE

	Paid Providers		Participant- Control Difference	Unpaid Providers		Participant- Control Difference
	Participants	Controls		Participants	Controls	
	Relative Providers			Nonrelative Providers		
Average Number of Children in Group <sup>a</sup>	2.4	3.2	-0.8	1.4	1.7	-0.3
Average Child-Staff Ratio <sup>b</sup>	2.2	2.7	-0.5	1.4	1.6	-0.2
Average Years of Child Care Experience <sup>c</sup>	7.1	8.1	-0.9	5.1	6.4	-1.3
Percentage Registered/Licensed or in the Process of Being Registered/Licensed	15.4	24.7	-9.3	0.0	0.0	0.0
Percentage with Helpers	7.9	15.8	-7.9	10.9	8.1	2.8
Percentage Who Have Child Care Training	24.1	25.5	-1.4	29.2	20.5	8.7
Highest Level of Education Less Than High School	49.8	41.3	8.5	60.3	39.1	21.2 **
Sample Size	58	36		72	61	
	Relative Providers			Nonrelative Providers		
Average Number of Children in Group <sup>a</sup>	1.7	2.2	-0.5	2.5	2.7	-0.2
Average Child-Staff Ratio <sup>b</sup>	1.6	1.9	-0.3	2.2	2.5	-0.3
Average Years of Child Care Experience <sup>c</sup>	5.8	6.6	-0.8 *	6.8	11.2	-4.4
Percentage Registered/Licensed or in the Process of Being Registered/Licensed	4.3	5.8	-1.5	18.1	43.2	-25.1 *
Percentage with Helpers	9.2	10.4	-1.2	11.8	16.2	-4.4
Percentage Who Have Child Care Training	29.4	21.8	7.6 *	14.8	21.0	-12.2
Highest Level of Education Less Than High School	57.1	40.3	16.8 **	49.0	35.4	12.6
Sample Size	108	90		22	7	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

NOTE: The sample of family day care arrangements consists of main providers only. The main provider is defined as the provider who cared for the sample member's child for the most hours since the sample member was referred to the demonstration.

<sup>a</sup>Includes provider's own children.

<sup>b</sup>The child-staff ratio is calculated by dividing the total number of children cared for by the provider by the number of adults who help care for children.

<sup>c</sup>This includes only years of experience caring for other people's children.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

versus 7 years). The paid and unpaid providers used by the participants are nearly identical to those used by control group members along all of these dimensions.

The lower average levels of educational attainment of family day care providers used by participants relative to control group members that were observed for the full sample are also observed in each of these four sample subgroups. However, the differences in the educational attainment of the providers used by participant and control group members are substantially larger among those receiving free care than among those who paid for care (21 percentage points versus 9 percentage points) and slightly larger among those using relative versus nonrelative care (17 percentage points versus 13 percentage points). Thus, at most, these data hint at the possibility that program encouragement to use unpaid relative care to the maximum extent possible--a message that was echoed more loudly in some sites than in others--may have contributed to the fact that the educational levels of family day care providers used by participants were lower than those of the providers used by control group members.

## 2. Comparison with the Local Providers Used by Mothers of Young Children

The characteristics of the child care arrangements selected by the teenage mothers generally compare favorably with the characteristics of paid family day care arrangements available in the local markets. For example, paid family day care providers in the local markets cared for an average of three children (including their own children), with a child-adult ratio of three-to-one, compared with an average group size of two children among providers who cared for the children of the teenage mothers. Similarly, approximately 62 percent of local paid providers had received a high school diploma or GED, compared with 60 percent of the family day care providers used by the teenage mothers in the control group. However, substantially fewer of the providers used by the demonstration participants had completed high school than of those used by both local mothers and control group members (44 percent versus about 60 percent).

## B. SATISFACTION AND PROBLEMS WITH CHILD CARE ARRANGEMENTS

The demonstration does not appear to have had a significant effect on the overall level of satisfaction with the child care used by the teenage mothers in the demonstration sample. Among those active in the fourth month after enrollment, approximately 40 percent of both participant and control group members reported preferring a different arrangement (see Table V.4). Those using nonrelative family day care were most likely to report preferring another arrangement. The three most commonly cited reasons for preferring another arrangement were that their child needed to be with other children, their child would learn more, and the quality of care would be better, with about 30 percent citing each reason.

Although overall levels of satisfaction with care were similar for participant and control group members, the types of arrangements preferred by dissatisfied mothers differed significantly for participant and control group members. The majority of dissatisfied teenage mothers in both groups reported preferring center-based care. However, demonstration participants who wanted a change were significantly more likely than control group members to prefer care by relatives and less likely to prefer care by a child care center or preschool. This pattern of differences between demonstration participants and control group members in preferences for other child care arrangements is evident for all types of current arrangements. Among participants preferring care by (other) relatives, more than 70 percent were currently using relatives as caregivers.

The reliability of the child care arrangements made by the parents of young children may be critical to their ability to maintain their employment-related activities and, for disadvantaged teenage parents, to ultimately become economically self-sufficient. Table V.4 suggests that the child care arrangements made by participant and control group members were equally reliable. Approximately 20 percent of teenage mothers in both groups were forced to adjust their schedule or miss work due to problems with their child care arrangements. However, as was discussed in Chapter III, active participant and control group members who had experienced problems with

TABLE V.4

SATISFACTION AND PROBLEMS WITH REGULAR CHILD CARE ARRANGEMENTS  
AMONG THOSE WHO WERE ACTIVE FOUR MONTHS AFTER ENROLLMENT

	Participants	Controls	Participant-Control Difference
Percentage Preferring Another Arrangement	37.5	40.8	-3.3
Percentage preferring another arrangement by type of most recent arrangement:			
% relative	32.9	39.0	-6.1
% nonrelative	43.1	56.4	-12.7
% center	40.9	26.4	14.5
Reasons for preferring another arrangement?			
% child would learn more	27.9	34.9	-7.0
% prefer care by relative	10.3	5.8	4.5
% reliability of arrangement	16.2	12.7	3.5
% cost	1.8	2.0	-0.2
% convenience of location	3.1	4.4	-1.3
% convenience of hours	0.0	6.9	-6.9**
% quality of care	27.1	17.3	9.8
% child needs to be with other children	28.4	34.4	-6.0
% other reasons	8.2	2.0	6.2
Type of care preferred:			**
% relative care	19.7	9.2	10.5
% nonrelative care	0.0	2.0	-2.0
% child care center or preschool	69.2	88.8	-19.6
% other	11.1	0.0	11.1
Percentage of Children Whose Main Arrangement Has Changed Within the Past 12 Months	21.5	19.7	1.8
Percentage of Children Whose Mothers Were Late to Work or Had to Leave Early During the Last Month Due to Child Care Problems	19.3	19.4	-0.1
Percentage of Children Whose Mothers Had to Miss at Least One Day of Work in the Last Month Due to Child Care Problems	20.2	20.7	-0.5
Sample Size	136	91	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

NOTE: Active is defined as being employed, participating in job training, or attending school.

<sup>a</sup>Percentages may sum to more than 100 because sample members were allowed to give multiple responses.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

their child care arrangements described very different types of problems, with participants emphasizing the quality of care and control group members citing cost and availability problems.

Compared with the demonstration sample members, the local mothers with young children were more satisfied and had fewer problems with their child care arrangements. The mothers of only about one-quarter of local children younger than age three reported preferring some other arrangement for their child (Kisker et al., 1989), compared with 40 percent of the participants and control group members. Correspondingly, the mothers of half as many local children as demonstration children reported that they were late to work, had to leave work early, or had to miss at least one day of work due to problems with their child care arrangements.

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APPENDIX A: SUPPLEMENTARY TABLES

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TABLE A.1

THE CHARACTERISTICS OF THE CHILD CARE SURVEY SAMPLE BY TYPE OF ACTIVITY  
DURING THE FOURTH MONTH AFTER ENROLLMENT

	Participants			Controls		
	Employed	In School	In Training	Employed	In School	In Training
<b>Age of Sample Members</b>						
% 13 and younger	0.0	5.5	0.0	0.0	1.2	0.0
% 14 to 15	2.6	10.3	8.5	3.9	10.9	3.8
% 16 to 17	41.1	40.5	28.4	19.0	30.8	19.4
% 18 to 19	36.9	42.4	50.6	72.6	57.1	73.2
% 20 and older	19.4	1.3	12.5	4.6	0.0	3.6
<b>Race/Ethnicity</b>						
% white	4.3	2.1	0.0	0.0	0.0	1.9
% black	77.8	80.6	77.8	89.9	88.8	80.8
% Hispanic	10.8	17.3	22.2	10.1	10.0	17.3
% other	7.1	0.0	0.0	0.0	1.2	0.0
<b>Marital Status</b>						
% never married	2.6	1.5	0.0	10.5	8.0	8.4
% separated, widowed, divorced	0.0	1.3	6.4	0.0	5.0	1.9
% married	97.4	97.3	93.6	89.5	87.0	89.7
<b>Age of Child</b>						
% 0-2 months	<b>27.9</b>	31.4	21.0	38.4	42.5	33.1
% 3-6 months	31.4	30.7	19.9	11.6	21.4	22.8
% 7-12 months	11.1	27.0	15.9	15.8	10.6	20.9
% 13-24 months	<b>20.6</b>	9.5	7.4	11.0	8.3	16.3
% 25-36 months	0.0	0.0	19.9	16.1	9.1	5.0
% 36 months or older	9.1	1.4	15.9	7.0	8.0	1.9
Percent Attending School	60.6	80.8	57.0	45.5	74.5	41.7
<b>Highest Level of School Completed</b>						
% 8th grade or less	9.1	11.4	12.9	8.4	14.1	9.7
% 9th or 10th grade	22.8	23.7	27.1	17.9	21.8	22.3
% 11th grade	35.3	44.5	21.8	27.1	31.3	13.4
% 12th grade or higher	32.8	20.4	37.6	46.6	32.7	54.6
Sample Size	34	60	13	43	71	49

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

NOTE: Statistical tests of significance could not be conducted because the samples of teenage mothers in employment, school, or training are not independent.

TABLE A.2

ACTIVITIES AND USE OF CHILD CARE BY HIGH SCHOOL GRADUATES AND OTHERS  
FOUR MONTHS AFTER ENROLLMENT

	High School Graduate		Not High School Graduate	
	Participants	Controls	Participants	Controls
Percentage of Mothers Who Were Active <sup>b</sup>	<b>53.9**</b>	26.5	<b>47.3**</b>	33.1
Activities				
% employed	36.7	41.8	31.8	31.1
% in school	41.1	56.8	65.5	72.8
% in job training	<b>45.3**</b>	16.1	<b>25.7**</b>	10.3
Total Hours in Activities	<b>**</b>			
% less than 10 hours per week	12.5	0.0	5.1	3.6
% 10 to 29 hours	37.8	27.8	34.2	30.7
% 30 to 40 hours	28.4	53.7	37.1	47.5
% more than 40 hours	21.3	8.5	23.6	18.2
Average Hours Per Week	30.2	32.0	32.0	32.1
In jobs	36.1	34.1	29.1	30.8
In school	23.5	24.9	28.0	28.2
In job training	17.4	26.6'	16.3	<b>20.1<sup>c</sup></b>
Age of Children in Care	<b>**</b>		<b>**</b>	
% less than 1 year	72.6	40.4	71.6	87.0
% 1 to 3 years	18.7	50.0	24.7	10.3
% 3 years and older	8.7	9.6	3.7	2.7
Percentage of Children Whose Main Arrangement Is Full-Time	50.3	58.6	66.2	75.0
Main Arrangement <sup>d</sup>				
% relative care	70.2	75.0	68.0	79.1
% nonrelative care	17.1	13.3	21.4	15.6
% child care center or preschool	11.3	11.7	6.9	5.3
% other care	1.4	0.0	3.7	0.0
Percentage Whose Main Arrangement Was Paid for	64.2	50.5	54.4	<b>44.0</b>
Average hourly amount paid	\$1.06	\$0.90	<b>\$1.12*</b>	<b>\$0.91</b>
Median hourly amount paid	\$1.00	\$0.59	\$1.05	\$0.72
Percentage receiving assistance in paying for care	<b>46.0**</b>	16.2	<b>70.0**</b>	29.0
Percentage Preferring Another Arrangement	33.9	33.2	40.2	45.4
Type of care preferred:	<b>*</b>		<b>*</b>	
% relative care	14.9	0.0	22.2	12.5
% nonrelative care	0.0	0.0	0.0	2.8
% child care center or preschool	65.8	<b>100.0<sup>c</sup></b>	71.1	84.7
% other care	19.3	0.0	6.7	0.0
Percentage Whose Main Arrangement Has Changed in the Last 12 Months	20.3	14.7	22.5	23.7
Sample Size: All Mothers/Active Mothers	<b>95/50</b>	<b>88/24</b>	<b>181/84</b>	<b>191/60</b>

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

NOTE: High school graduates include those mothers with either a high school diploma or a GED certificate.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

<sup>b</sup>The estimate is based on a sample of less than 10 mothers.

<sup>c</sup>These figures include only preschool children.

\*Participant-control difference is statistically significant at the 10 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

TABLE A.3

ACTIVITIES AND USE OF CHILD CARE BY YOUNGER AND OLDER SAMPLE MEMBERS  
FOUR MONTHS AFTER ENROLLMENT

	Under Age 18		18 Years or Older	
	Participants	Controls	Participants	Controls
Percentage of Mothers Who Were <b>Active</b> <sup>a</sup>	53.8	45.0	<b>48.2**</b>	26.2
Activities				
% employed	18.5	32.1	39.1	35.4
% in school	77.4	77.0	<b>47.4**</b>	64.1
% in job training	18.2	10.8	<b>39.6**</b>	12.1
Total Hours in Activities			**	
% less than 10 hours per week	6.1	0.0	8.8	3.9
% 10 to 29 hours	34.9	28.8	35.6	34.0
% 30 to 40 hours	35.8	47.6	33.4	50.8
% more than 40 hours	23.2	23.6	22.3	11.2
Average Hours Per Week	30.7	34.9	31.5	30.9
In jobs	<b>25.2<sup>b</sup></b>	29.9	33.2	32.4
In school	29.5	30.1	25.0	26.4
In job training	16.8	<b>21.7<sup>b</sup></b>	17.3	<b>23.2<sup>b</sup></b>
Age of Children in Care	**			
% younger than 1 year	73.5	92.7	71.4	60.0
% 1 to 3 years	20.7	7.3	23.0	32.4
% 3 years and older	5.8	0.0	5.6	7.6
Percentage of Children Whose Main Arrangement Is Full-Time	71.7	77.3	56.0	67.2
Main Arrangement <sup>c</sup>				
% relative care	69.8	76.2	68.8	78.6
% nonrelative care	23.2	17.0	18.2	14.3
% child care center or preschool	7.0	6.8	9.1	7.1
% other care	0.0	0.0	3.9	0.0
Percentage Whose Main Arrangement Was Paid for				
Average hourly amount paid	<b>\$1.42**</b>	\$0.84	\$1.00	\$0.96
Median hourly amount paid	\$1.38	\$0.77	\$1.00	\$0.63
Percentage receiving assistance in paying for care	<b>85.0**</b>	41.7	<b>52.0**</b>	21.0
Percentage Preferring Another Arrangement	47.4	45.9	33.9	38.3
Type of care preferred:	*			
% relative care	14.3	5.4	22.6	12.6
% nonrelative care	0.0	4.7	0.0	0.0
% child care center or preschool	66.0	89.9	71.0	87.4
% other care	19.7	0.0	6.4	0.0
Percentage Whose Main Arrangement Has Changed in the Last 12 Months	19.7	20.2	22.4	20.6
Sample Size: All Mothers/Active Mothers	<b>73/38</b>	<b>83/36</b>	<b>205/97</b>	<b>201/51</b>

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

<sup>b</sup>The estimate is based on a sample of less than 10 mothers.

<sup>c</sup>These figures include only preschool children.

\*Participant-control difference is statistically significant at the 10 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

TABLE A.4

## USE OF CHILD CARE BY TYPE OF ACTIVITY FOUR MONTHS AFTER ENROLLMENT

	Employed		In School		In Job Training	
	Participants	Controls	Participants	Controls	Participants	Controls
Age of Children in Care:			<b>**</b>		<b>**</b>	
% younger than 1 year	65.8	65.4	77.7	75.1	72.3	66.8
% 1 to 3 years	27.6	27.4	15.6	23.6	25.9	12.9
% 3 years and older	6.6	7.2	6.7	1.3	1.8	20.3
Percentage of Children Whose Main Arrangement Is Full-Time	71.8	85.8	64.3	70.9	38.2	75.3
Main Arrangement <sup>a</sup>						
% relative care	64.9	71.8	70.2	77.4	75.1	86.2
% nonrelative care	19.0	16.8	23.6	17.3	14.8	7.4
% child care center or preschool	16.1	11.4	6.2	5.3	1.7	6.4
% other care	0.0	0.0	0.0	0.0	8.4	0.0
Percentage Whose Main Arrangement Was Paid for	<b>73.6**</b>	52.3	49.0	45.7	59.9	55.9
Average hourly amount paid	\$0.89	\$0.81	\$1.03	\$0.86	<b>\$1.32*</b>	<b>\$0.91<sup>b</sup></b>
Median hourly amount paid	\$0.94	\$0.57	\$1.04	\$0.67	\$1.40	<b>\$0.84<sup>b</sup></b>
Percentage receiving assistance in paying for care	34.8	21.1	68.9 <sup>**</sup>	30.4	69.0	<b>44.3<sup>b</sup></b>
Percentage Preferring Another Arrangement	34.1	43.7	40.1	36.0	31.2	42.1
Type of care preferred:						
% relative care	17.5	0.0	22.7	15.6	17.3	0.0
% nonrelative care	0.0	0.0	0.0	3.4	0.0	0.0
% child care center or preschool	73.8	100.0	63.4	81.0	66.8	<b>100.0<sup>b</sup></b>
% other care	8.7	0.0	13.9	0.0	15.9	0.0
Percentage Whose Main Arrangement Has Changed in the Last 12 Months	26.5	21.8	20.4	17.0	19.2	21.8
Sample Size <sup>c</sup>	43	34	71	60	49	13

SOURCE: Teenage Parent Demonstration Child Care Survey and the Child Care Needs and Use Survey conducted by Mathematica Policy Research, Inc.

<sup>a</sup>These figures include only preschool children.

<sup>b</sup>The estimate is based on a sample of less than 10 mothers.

<sup>c</sup>Sample members may have participated in more than one activity during the reference month.

\*Participant-control difference is statistically significant at the 10 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

TABLE A.5

ACTIVITIES AND USE OF CHILD CARE FOUR MONTHS AFTER ENROLLMENT  
BY SAMPLE MEMBERS WHO WERE LIVING WITH AND WITHOUT PARENTS

	Living with Parents		Not with Parents	
	Participants	Controls	Participants	Controls
Percentage of Mothers Who Were <b>Active</b> <sup>a</sup>	<b>49.4**</b>	33.5	<b>51.3**</b>	28.8
Activities				
% employed	31.2	43.1	36.9	25.0
% in school	59.2	62.5	<b>53.2**</b>	76.2
% in job training	<b>28.3**</b>	12.4	<b>38.0**</b>	11.4
Total Hours in Activities				
% less than 10 hours per week	8.8	1.8	7.4	3.2
% 10 to 29 hours	25.5	24.4	44.8	41.5
% 30 to 40 hours	42.3	54.7	25.6	41.8
% more than 40 hours	23.3	19.1	22.2	13.6
Average Hours Per Week				
In jobs	34.1	34.0	28.6	30.4
In school	34.9	31.6	29.3	30.6
In job training	29.8	28.7	22.6	26.8
In job training	<b>19.0*</b>	<b>26.6<sup>b</sup></b>	15.7	<b>18.4<sup>b</sup></b>
Age of Children in Care				
% younger than 1 year	74.8	76.8	67.9	70.1
% 1 to 3 years	18.6	17.6	27.2	28.2
% 3 years and older	6.6	5.6	4.9	1.8
Percentage of Children Whose Main Arrangement Is Full-Time	<b>64.3*</b>	76.6	57.5	64.6
Main Arrangement <sup>c</sup>			*	
% relative care	78.0	86.4	58.2	70.0
% nonrelative care	13.9	5.0	26.5	26.3
% child care center or preschool	7.0	8.6	10.4	3.7
% other care	1.1	0.0	4.9	0.0
Percentage Whose Main Arrangement Was Paid for				
Average hourly amount paid	<b>53.8*</b>	40.1	65.4	52.5
Median hourly amount paid	<b>\$1.20*</b>	\$0.92	\$1.02	\$0.88
Percentage receiving assistance in paying for care	\$1.15	\$0.63	\$1.00	\$0.72
Percentage receiving assistance in paying for care	<b>55.0*</b>	30.3	<b>65.0**</b>	27.2
Percentage Preferring Another Arrangement	33.1	42.2	44.0	40.4
Type of care preferred:			**	
% relative care	17.0	14.2	21.9	5.0
% nonrelative care	0.0	4.2	0.0	0.0
% child care center or preschool	70.1	81.6	68.5	95.0
% other care	12.9	0.0	9.6	0.0
Percentage Whose Main Arrangement Has Changed in the Last 12 Months	23.2	24.4	21.7	15.1
Sample Size: All Mothers/Active Mothers	<b>144/71</b>	<b>131/43</b>	126/62	<b>150/42</b>

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

<sup>b</sup>The estimate is based on a sample of less than 10 mothers.

<sup>c</sup>These figures include only preschool children.

\*Participant-control difference is statistically significant at the 10 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

TABLE A6

## TYPE OF MAIN CHILD CARE ARRANGEMENTS USED TWO AND EIGHT MONTHS AFTER ENROLLMENT

	All Sample Members			Active <sup>a</sup> Sample Members		
	Participants	Controls	Participant-Control Difference	Participants	Controls	Participant-Control Difference
<b>MONTH TWO</b>						
% Maternal Care	57.4	74.9	-17.5**	--	--	--
% Other Relative Care:	30.1	21.4	8.7**	70.5	85.5	-70.5 **
Child's other parent/step-parent	1.8	1.8	0.0	4.3	7.3	-4.3
Child's grandparent	20.1	12.6	7.5"	47.0	50.1	-47.0
Other relative of child	8.2	7.0	1.2	19.2	28.1	-19.2"
% Nonrelative Care:	7.7	2.6	5.1**	18.0	10.5	-18.0*
Friend or neighbor of parent	6.7	2.4	4.3**	15.8	9.5	-15.8
Other nonrelative	1.0	0.2	0.8	2.2	1.0	-2.2
% Child Care Center or Preschool:	3.3	1.0	2.3"	7.7	4.1	-7.7
Group care center	3.3	0.5	2.3**	7.7	2.0	-7.7*
Preschool	0.0	0.5	-0.5	0.0	2.1	0.0*
% Arrangement <sup>b</sup> onstration	1.6	0.0	1.6**	3.9	0.0	-3.9*
Sample Size	286	305		122	76	
<b>MONTH EIGHT</b>						
% Maternal Care	49.5	69.7	-20.2**	--	--	--
% Other Relative Care:	34.1	21.2	12.9**	67.6	70.1	-67.6
Child's other parent/step-parent	2.4	0.8	1.6	4.7	2.7	-4.7
Child's grandparent	22.7	10.7	12.0**	44.9	35.4	-44.9
Other relative of child	9.0	9.7	-0.7	18.0	32.0	-18.0*
% Nonrelative Care:	7.3	6.0	1.3	14.5	19.8	-14.5
Friend or neighbor of parent	4.8	6.0	-1.2	9.5	19.8	-9.5
Other nonrelative	2.5	0.0	2.5*	5.0	0.0	-5.0
% Child Care Center or Preschool:	7.6	3.1	4.5'	15.1	10.2	-15.1
Group care center	7.6	2.4	5.2*	15.1	7.8	-15.1
Preschool	0.0	0.7	-0.7	0.0	2.4	0.0
% On-Site Demonstration Arrangement <sup>b</sup>	1.4	0.0	1.4	2.9	0.0	-2.9
Sample Size	120	119		62	34	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

<sup>b</sup>These figures pertain to participants in Newark who used temporary on-site care provided by the demonstration while they were in on-site activities.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

TABLE A7

**CHARACTERISTICS OF THE CHILD CARE SURVEY SAMPLE BY TYPE  
OF CARE USED DURING THE FOURTH MONTH AFTER ENROLLMENT**

	Participant			Controls		
	Relative Care	Non/relative Care	Center Care	Relative Care	Non/relative Care	Center Care
Age of Sample Members			<b>**</b>			
% 13 and younger	3.1	<b>9.4</b>	<b>0.0</b>	1.0	0.0	<b>0.0</b>
% 14 to 15	9.3	6.4	<b>0.0</b>	9.9	3.3	<b>0.0</b>
% 16 to 17	32.4	53.4	38.7	22.9	34.2	22.5
% 18 to 19	50.2	15.0	26.4	63.2	62.5	77.5
% 20 and older	5.0	15.8	34.9	3.1	0.0	0.0
Race/Ethnic&y			<b>**</b>			
% white	<b>0.0</b>	3.3	0.0	1.9	0.0	0.0
% black	85.7	87.1	92.4	77.3	93.6	85.9
% <b>hispanic</b>	14.3	9.6	0.0	18.9	0.0	14.1
% other	0.0	0.0	7.6	1.9	6.4	0.0
Marital Status						
% never married	<b>9.1</b>	3.3	<b>0.0</b>	1.2	6.4	0.0
% separated, widowed, divorced	5.0	0.0	<b>0.0</b>	2.2	0.0	0.0
% married	85.9	96.7	100.0	96.6	93.6	100.0
Age of Child			<b>**</b>			
% 0-2 months	37.4	57.4	11.2	28.3	34.8	34.9
% 3-6 months	25.3	9.4	0.0	29.2	23.2	24.5
% 7-12 months	11.9	14.3	28.6	24.7	19.5	14.1
% <b>13-24</b> months	14.2	8.5	7.6	11.7	22.6	0.0
% 25-36 months	5.1	10.4	30.1	2.2	0.0	12.3
% 36 months or older	6.2	0.0	22.5	4.0	0.0	14.1
Percent Attending School	59.0	61.9	<b>67.9**</b>	64.7	84.2	83.9 <sup>a</sup>
Highest Level of School Completed			<b>**</b>			
% 8th grade or less	11.9	17.8	0.0	12.2	9.4	0.0
% 9th or 10th grade	23.1	21.1	11.2	25.1	15.8	24.5
% 11th grade	23.6	24.2	30.1	38.4	50.4	14.1
% 12th grade or higher	41.4	36.9	58.7	24.3	24.4	61.3
Sample Size	91	26	11	66	12	7

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by **Mathematica** Policy Research, Inc.

<sup>a</sup>Active is defined as being employed, participating in job training, or attending school.

\*Participant-control difference is statistically significant at the 5 percent level, two-tail test.

\*\*Participant-control difference is statistically significant at the 1 percent level, two-tail test.

TABLE A.8

ACTIVITIES AND MOTHERS' USE OF CHILD CARE BY DEMONSTRATION SITE AREA  
FOUR MONTHS AFTER ENROLLMENT

	Camden		Newark		South Chicago	
	Participants	Controls	Participants	Controls	Participants	Controls
Percentage of Mothers Who Were <b>Active</b> <sup>a</sup>	<b>54.7**</b>	29.1	39.4'	27.5	<b>53.2**</b>	34.6
Activities						
% employed	<b>31.9</b>	43.5	<b>20.5*</b>	40.0	40.0	31.6
% in school	48.9	60.9	<b>30.8**</b>	63.3	72.0	71.1
% in job training	<b>31.9*</b>	13.0	<b>56.4**</b>	23.3	<b>24.0**</b>	7.9
Total Hours In Activities			**		**	
% less than 10 hours	4.7	<b>0.0</b>	21.0	3.7	4.1	2.6
% 10 to 29 hours	23.3	20.0	47.4	25.9	36.7	36.9
% 30 to 40 hours	55.8	65.0	23.7	48.2	26.5	44.7
% more than 40 hours	16.2	15.0	<b>7.9*</b>	22.2	32.7	15.8
<b>Average Hours Per Week</b>	33.4	35.0	<b>23.0*</b>	34.7	33.9	31.2
In jobs	33.1	30.4	<b>33.1<sup>b</sup></b>	31.5	31.2	33.0
In school	31.2	32.0	23.3	26.9	25.6	27.3
In job training	23.1	<b>25.0<sup>b</sup></b>	16.0	<b>22.3<sup>b</sup></b>	13.6	<b>17.3<sup>b</sup></b>
<b>% 1 to 3 years</b>	78.6	73.9	55.3	65.5	76.0	76.3
	16.7	17.4	34.2	24.1	20.0	23.1
	4.7	8.7	10.5	10.4	4.0	0.0
Percentage of Children Whose Main <b>Arrangement Is Full-Time</b>	83.0	82.6	<b>43.6**</b>	76.7	54.0	65.8
Main <b>Arrangement</b> <sup>c</sup>			.			
% relative care	68.1	73.9	69.2	86.7	70.0	76.3
% nonrelative care	23.4	13.0	12.8	3.3	20.0	21.1
% child care center or preschool	8.5	13.1	5.1	10.0	10.0	2.6
% other care	0.0	0.0	12.9	0.0	0.0	0.0
Percentage <b>Whose Main Arrangement Was Paid For</b>	<b>66.0*</b>	43.5	56.4	46.7	54.0	47.4
Median Hourly Amount Paid	\$1.02	<b>\$0.56<sup>b</sup></b>	\$1.40	\$0.58	\$1.04	\$0.78
Percentage Receiving Assistance In Paying For Care	<b>77.4**</b>	20.0	<b>72.7*</b>	48.9	<b>40.7*</b>	22.2

TABLE A8 (continued)

	Camden		Newark		South Chicago	
	Participants	Controls	Participants	Controls	Participants	Controls
Percentage Preferring Another Arrangement	326	30.4	38.5	30.0	40.0	50.0
Type of Care Preferred					**	
% relative care	14.3	<b>14.3<sup>b</sup></b>	13.3	0.0	25.0	10.5
% nonrelative care	0.0	0.0	0.0	<b>11.1<sup>b</sup></b>	0.0	0.0
% child care center or preschool	78.6	<b>85.7<sup>b</sup></b>	80.0	<b>88.9<sup>b</sup></b>	60.0	<b>89.5</b>
% other	7.1	0	6.7	0.0	15.0	0.0
Percentage of Children Whose Main Arrangement Has Changed in the Last 12 Months	25.6	17.4	15.4	13.3	22.0	23.7
Sample Size: All Mothers/Active Mothers	<b>86/47</b>	<b>79/23</b>	<b>99/39</b>	<b>109/30</b>	<b>94/50</b>	<b>110/38</b>

SOURCE: Teenage Parent Demonstration Child Care Survey and the Child Care Needs and Use Survey conducted by **Mathematica** Policy Research, Inc.

<sup>a</sup>**Active** is defined as **being** employed, participating in job training, or going to school.

<sup>b</sup>The estimate is based on a sample of less than 10 mothers.

<sup>c</sup>**These** figures include only preschool children.

\*Participant-control difference is statistically significant at the 10 percent level, two-tail test.

\*\***Participant-control** difference is statistically significant at the 5 percent level, two-tail test.

TABLE A.9  
MEANS AND STANDARD DEVIATIONS (SDV) OF  
VARIABLES USED IN THE LOGIT MODES

Description	Full Sample		Active Sample Members	
	Mean	SDV	Mean	SDV
17 years old	0.168	0.374	0.173	0.379
18 years old	0.302	0.459	0.295	0.457
19 years or older	0.423	0.495	0.377	0.486
Black, non-Hispanic	0.741	0.439	0.828	0.378
Hispanic	0.193	0.395	0.149	0.357
Ever married	0.095	0.294	0.080	0.271
Number in household	4.716	2.103	4.904	1.846
Lives with parents	0.499	0.500	0.523	0.501
Child 6 to 12 months old	0.401	0.490	0.382	0.487
Child >year old	0.336	0.473	0.327	0.470
In school at intake	0.461	0.499	0.624	0.485
Completed grade 11	0.276	0.447	0.282	0.451
Completed high school	0.298	0.458	0.339	0.474
Camden	0.286	0.452	0.308	0.463
Newark	0.360	0.481	0.304	0.461
Participant group	0.484	0.500	0.599	0.491
Sample Size	577		227	

SOURCE: Teenage Parent Demonstration Child Care Survey conducted by Mathematica Policy Research, Inc.

SDV means standard deviation.