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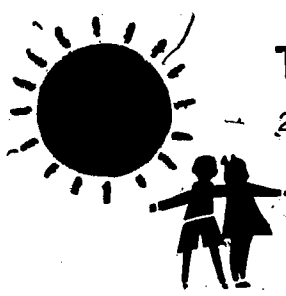
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ABSTRACT

This study analyzes the day care-related perceptions of a group of low-income women who voluntarily enrolled their children in group day care in order to obtain or maintain employment, and explores the employment experiences of these women. Face-to-face unstructured interviews were conducted by trained black or Hispanic interviewers with 157 New York City black, Puerto Rican, or Hispanic mothers who had been on welfare when they enrolled their child in day care. Results showed that mothers maintained a strong positive attitude towards day care programs, services, and personnel. Educational benefits, supervisory services, and other child-centered factors were the primary reasons that the women perceived day care positively. The availability of group day care appeared to support their initial decision to work. Most women decided to go to work for financial reasons, although the jobs they secured were usually low status ones with low wages. Success in employment was found to be positively related to amount of education, working experience, and a favorable job market. Findings are discussed in light of past research in this area, and recommendations are made to increase the effectiveness of social welfare programs. (BRT)

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The Day Care Council of New York, Inc.

205 East 42nd Street, New York, N.Y. 10017 ■ (212) 685-7017

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A STUDY OF THE DEPENDENCY STATUS OF A.F.D.C. MOTHERS USING DAY CARE

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Joseph Helfgot, M.A., Ph.D.*

Daniel Morris, M.S.W.

Principal Investigators

Daniel Morris,
Project Director

Marjorie Grosett,
Executive Director
Day Care Council of N.Y.

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AN EXPLORATORY STUDY: "THE UTILIZATION OF GROUP DAY CARE SERVICES
AND ITS IMPACT ON MATERNAL EMPLOYMENT"

INTRODUCTION:

Day Care Programs in New York City have grown both in size, and function in the 120 years since the first Center, "the Nursery for Children of Poor Women," was organized in 1834 on Manhattan's Lower East Side to care for poor children whose mothers had to work.

From these modest beginnings with the sole emphasis on providing safe physical care, Day Care has developed into a major social and educational early childhood service serving an average of 36,100 children from welfare and non-welfare families throughout the City during the year 1973.¹ Of these children, 29,800 were in group care, 6,300 in family day care.

Under the influence of the kindergarten, settlement house, progressive education, and early childhood education movements, its initial custodial function has evolved into a family focused professional child development program.

Educational enrichment, early childhood socialization, detection of physical and emotional problems, health care, parent education, and supportive counseling are currently the goals and functions of many of the Day Care Programs.

The progress of the Centers has been impressive, even though not all the operating Centers have achieved this level of diverse professional function and too many still offer primarily custodial care.

One observer notes;

"The history of New York City's day care effort is a chronicle of events and accomplishments that has not been duplicated in any other municipality. Political participation from its citizenry, concern by its elected and appointed officials, imagination and courage in pioneering for the welfare of young children are all factors in New York's dynamic status as the leading city in the history of American day care development." 1A

Generally, from the early 1940's (the beginning of some public financial support for Day Care) until the late 1960's, policy makers, program administrators, and staff have officially viewed Day Care as serving three interrelated functions:

- 1 - As a Child Care Service to provide family stability and unity for mothers who wanted to and/or had to work. These include both working class and AFDC mothers.
- 2 - As an educational, socialization, and developmental program for normal pre-school children and children with special needs.
- 3 - As a child-care service for over-burdened mothers to relieve family strain and help keep the family intact.

In a less systematic but similar vein, the Commissioner of the New York City Department of Welfare in a speech delivered on May 19, 1949 defined the purpose of Day Care in the following way:"

"In addition to the preventive service in relation to applying for public assistance, I am also convinced that it (Day Care) does help to maintain sound family relations. The quality within the Centers is I think responsible for this. The Day Care program has developed from the contributions of the Nursery School movement, progressive education, and the fields of health and social work, all of which have been concerned with the care, protection, and growth of children. While emphasis is placed on understanding the child as an individual, he is always seen as part of his family group."

"With the importance of the relationship between children and their parents constantly in mind, the Center is seen as supplementing the home and sharing responsibility for the development and care of the children with the parents." 2

In the late 1960's and early 1970's with the rapid increase in the AFDC welfare population³, rising welfare costs and public reaction to welfare and poverty programs, many politicians and policy makers began to demand that all social service programs together with newly instituted work training programs⁴ focus exclusively on reducing the welfare rolls.

An excellent illustration of this is the change in the federal regulations governing social services pursuant to the Social Security Act. The regulations published by the Department of Health, Education and Welfare, Social and Rehabilitation Service January 28, 1969⁵ that are still in effect today state:

"The Social Security Act defines the full range of services for families in AFDC categories as follows: services to a family or any members thereof for the purpose of preserving, rehabilitating, reuniting, or strengthening the family and such other services as will assist members of the family to attain or retain capability for the maximum self-support and personal independence."

The goals of self-support and preserving, rehabilitating, reuniting or strengthening the family are presented as both valid and equal goals, separate and distinct even though in practice they are frequently related.

In addition under these regulations, services were available to former and potential welfare recipients as well as current recipients under the Eligibility Rules governing both these goals.

The latest in a series of proposed regulations governing social services as amended under the social security act was published on October 31, 1973⁶ defines its goals (Sect. 221.8 Program Control and Coordination) much differently. Federal reimbursement can only be claimed for services supporting the attainment of the following goals:

- 1 - Self-support goal. To achieve and maintain the feasible level of employment and economic self-sufficiency. (Not applicable to the aged under the adult services program.)
- 2 - Self-sufficiency goal. Under this IV-A, for recipients of financial assistance and otherwise eligible individuals who are mentally retarded as determined under 221.55(d) (3) of this chapter, and for all eligible individuals under the adult services program, to achieve and maintain personal independence and self-determination.
- 3 - Strengthening family life goal. For all recipients of financial assistance under the family program, to strengthen family life providing (1) family planning services and (2) such defined family services, in the State plan as are necessary to prevent neglect or abuse of a child who has been identified as likely to become neglected or abused as a result of home conditions which seriously threaten the child physically or emotionally.

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It is clear that this proposed change narrows the function of all social services almost exclusively to the goal of self-support and self-sufficiency for current recipients and away from preserving, rehabilitating, reuniting and strengthening the family.

While Item 3 under section 221.8 refers to strengthening the family life goal, it is limited solely to current recipients and is to be applied exclusively in cases of child abuse and neglect.

Under section 221.9 "Definition of Services" these goals are stated again as they apply to Day Care Services.

Day Care Services for Children - This means care of a child for a portion of the day, but less than 24 hours, in his own home by a responsible person, or outside his home by a responsible person, or outside his home in a day care facility.

Such care must be for the purpose of enabling the caretaker's relatives to participate in employment or training, or because of the death, continued absence from the home, or incapacity of the child's mother and the inability of any member of such child's family to provide adequate and necessary care and supervision for such child.

Day care may also be provided, when appropriate, for eligible children who are mentally retarded, and to recipients to the extent necessary to accomplish the strengthening family life goal.

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The policy makers are clear and explicit. Their prime goal under these regulations is self-sufficiency. Strengthening the family is a carefully circumscribed goal (against child abuse only) that was reluctantly added to the regulations only after a long political struggle.

There are other important changes in the proposed October 31, 1973 regulations. These changes severely narrow the eligibility rules and restrict allowable income for present, potential, and former welfare recipients. The net effect is to support almost exclusively the self-sufficiency goals for current welfare recipients only. In essence, under these regulations, the sole purpose of day care is to get people off the welfare rolls.

We cannot, for the purpose of this study elaborate on the legislative, political, and historical process involved in these changes. Suffice to say, it required two Congressional bills⁷ and a massive public outcry to defeat H.E.W.'s efforts to implement these regulations - an almost unprecedented action for Congress to take.

It is against this social and political background, that the present study should be viewed. The pressure on all social services supported by federal, state, and city tax revenues to get their clients off the welfare rolls was felt long before these new HEW regulations were proposed. Day Care services were no exception. In response to this pressure, the Day Care Council of New York submitted a proposal to the Office of Child Development of H.E.W. which was approved in June 1972.

The original proposal utilized an exploratory rather than experimental design to answer two broad questions:

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- 1 - What was the perception of these women about the quality and impact of Day Care services upon them, as working mothers?
- 2 - What were the employment outcomes of these AFDC mothers who had voluntarily sought Day Care services in order to work?

In seeking the answer to the 2nd question, about employment outcomes, the Day Care Council of New York was clear that it did not believe day care services were sufficient to overcome the many obstacles to employment encountered by women on welfare.

Its long experience, with both working and AFDC mothers, had demonstrated to them that day care is a necessary but not sufficient variable in employment outcomes. This position does not minimize the role that day care services can, do, and should play in any well conceived employment program for welfare mothers. It simply states the reality that employment of the welfare population is a complex social problem not readily subject to simplistic solutions.

The original proposal points out that much of the pending welfare reform legislation which mandated that women on AFDC seek employment, assumed that the provision of day care services and vocational training would make employment possible for this population.

It goes on to state that:⁸

"The Study here proposed would provide valuable background information on the validity of the assumption that such a program will, in fact, result in a long-term change in the dependency status of AFDC recipients. In addition, the study will give valuable insight into the success or failure of the efforts of a large group of such mothers who voluntarily without official mandates, chose to seek employment and self-support when quality day care service was available to their children."

The first draft of the study design states:⁹

"We believe for both pragmatic and philosophical reasons that employment should not be the sole purpose of group day care service. Philosophically we believe that the educational, child development, and relief to over-burdened mothers, services currently provided by group day care centers to both the working poor and welfare mothers is sound social policy and can stand on its own merits. In addition to fulfilling these social needs, group day care centers also provide at reasonable fees the child care services that free a considerable number of working and welfare mothers to accept and maintain employment.

Pragmatically we believe, that a social policy based upon the assumption that the provision of short term day care and manpower training services, can succeed in employing large numbers of welfare mothers under current labor market conditions is destined to fail."

The purpose of addressing the question of employment outcomes for this population is to empirically test this intuitive judgment. It is also intended to lower the voices of those well intentioned champions of day care services, who over state its power as a social service and understate the problems of employment in relation to women on welfare.

The desire is to place quality group day care services into proper perspective. Its major function is as a family oriented child development service for children who lack competent all-day adult supervision, as well as selected children with special needs. In the process of achieving this primary goal, day care also makes it possible for many working mothers and some women on welfare to work and achieve self-support.

To summarize, the two research areas that evolved from specifying the research issues are:

- 1 - An exploratory study of the impact of group day care services on a group of women on welfare who voluntarily enrolled their children in group day care in order to obtain or maintain employment.

This study is an analysis of these women's perception of the quality and impact upon them, as mothers and workers, of group day care service. It explores the following research questions:

- A - What are the factors involved in these women's decision to work?
- B - What are the factors involved in their selection of group day care services?
- C - What alternative child care services were available to them? How did the women perceive these alternatives?
- D - To what extent are the auxiliary services (counseling, parent education, etc.) provided by day care centers utilized by these women?

E - What conflicts are engendered by their employment status? Are these conflicts mitigated by Day Care Service?

F - Are these women satisfied or dissatisfied with Day Care Services?

2 - A study of the employment outcomes of this population.

A - What are the factors associated with these outcomes?

B - What are the employment experiences of the study population?

C - Is the provision of Day Care Services sufficient to enable this population to maintain their active participation in the labor force? To work their way off welfare?

D - What are the major obstacles these women encounter in seeking and maintaining employment?

E - What is the relative importance of personal attributes as compared to structural restraints on employment.

Methodology

To empirically assess the impact of group day care on the lives of these women, their perception and utilization of services, and employment outcomes, face-to-face intensive interviews were conducted.

An interview schedule, combining open and close ended questions was developed for this purpose. It was based upon a relatively long, unstructured, non-scheduled questionnaire that was pilot tested on a cross section of what we expected our study population to be.

An analysis of relevant documents, interviews with past and current administrative staff and corollary fieldwork provided additional data that was used to develop the final interview schedule. The pilot study based upon interviews conducted with sixteen women served a number of interrelated functions:

- 1 - it identified the nature of the problems that would be encountered in locating a highly mobile, low income population;
- 2 - it identified the most effective interview techniques and strategies;
- 3 - it revised, refined and closed many of the items from the original questionnaire.

Upon completion of the pilot study, almost all items were close ended. Several open ended questions were retained to elicit spontaneous responses in a number of key areas.

The validity of the questionnaire varies according to the item under investigation. The schedule is divided into several areas: women's perception of the New York City day care program, job search activities, employment history and obstacles, and background characteristics.

Responses to employment history questions were largely retrospective and depended upon the reporting of the woman interviewed. Perceptions of day care use are a combination of attitudes, expectations and experience.

Background variables are primarily factual items and were in part confirmed by interviewer's observations and previously collected data from day care centers.

Each item in the questionnaire was critically assessed by staff and an independent observer as to its relevance. In addition, all interviewers participated in two intensive training sessions in which the research staff examined with them each schedule item carefully as to its possible meanings, and interview techniques, strategies, and problems were discussed.

Each interviewer was also requested to ensure that each respondent understood the questions posed to them and if deemed necessary to further explain the information sought.

Another important issue to address deals with the inherent tendency for respondents to give socially desirable answers. The group of eighteen interviewers, all either Black or of Hispanic ancestry, were carefully selected on the basis of having extensive firsthand experience with low income minority group populations.

We believe that their knowledge of the ghetto communities in which the women lived and their own racial and ethnic background aided in establishing rapport, and minimized the tendency to give the socially desirable response.

Items themselves were worded in positive and negative directions, to "force" respondents to carefully consider each item.

A composite picture of the eighteen interviews is presented in Tables 1 and 1A. The interviews were started in June of 1973 and completed three months later.

Most interviews were conducted in the home of the respondent (86%), while a small number took place in day care centers and on the street, (Table 1A). Interviews were largely conducted in the presence of others, often children (Table 2), and most respondents were either Black or Puerto Rican (78% and 17% respectively). (Table 3)

In most cases, interviewers were matched to respondents according to racial or ethnic status, however, because of time restraints this was not always possible. As Table 4 indicates, twenty-five interviews were conducted by interviewers of Hispanic ancestry with Black respondents.

Interviews with women who spoke Spanish as a primary language were conducted in that language with a Spanish translation of the instrument. Answers were later transferred to an English version of the instrument for coding purposes.

The above set of procedures were utilized to create the maximum degree of identification and comfort for the women interviewed. They appeared

to be effective. Interviewers reported a high degree of cooperation and there were few refusals.

Each interviewee received a letter from the Director of the day care center where their child had been registered explaining the purpose of the study and requesting their cooperation.

The letter also advised them that they would receive \$5.00 upon completion of the interview to compensate for their time. A form letter was developed which each day care center Director was free to modify while maintaining the substance of the study's purpose.

The cooperation of the directors of the 23 day care centers involved in the study, with few exceptions, was excellent. They served as a bridge between the research project and the women we interviewed. The women knew and trusted them. Without their involvement, the task of locating and interviewing our sample would have been infinitely more difficult, if not impossible. The day care Directors were also helpful in making suggestions about revising the initial interview schedule.¹⁰

Statistical techniques used vary according to the specific research question at hand. Frequency distributions including percentages and means were used extensively in reporting the consumer aspects of day care and in describing the characteristics of the population.

Where more information was sought, two variable tables and occasionally a three variable table was used. In these cases we tested for statistical significance with chi square.

To explore the relationship between employment and background variables, several techniques were used: correlation coefficients with F-Tests to assess statistical significance, analysis of variance to determine any significant differences among group variables, and two and three variable tables utilizing chi square to test for statistical significance.

Various employment outcomes were predicted on the basis of computing a set of regression equations from the eight independent variables. F-Tests were also used here to determine statistical significance.

We have attempted to spare the reader from frequent and highly technical interruptions of the text. Wherever possible, we have presented complex statistical data and concise elaborations of certain procedures used in the appendix so that those who wish have access to all supporting evidence.

Sampling

Sampling procedures attempted to insure that the study group was representative of the Black and Spanish speaking female population who used day care services in order to seek or continue employment.

In 1972¹¹, the Agency for Child Development of the Human Resources Administration of New York City estimated that approximately 3,840 women using day care programs were in this category.

Initially, a listing of 45 day care centers located in five specific inner city, low income areas was chosen. These centers, in Central Brooklyn, the Lower East Side of Manhattan, Harlem, East Harlem and the Southeast Bronx, had been operational for a minimum of five years.

This criteria was used to ensure that the research project would investigate well organized programs. The geographic areas were selected because large numbers of minority group welfare recipients reside there and they are considered to be representative of the general welfare population of New York City.

Utilizing a systematic sampling technique, 23 centers were chosen for this group maintaining the proportion for each geographic area.

Each of the 23 centers was visited and a population of 452 women was selected on the basis of the following criteria:

- 1 - they had been on welfare at the time they registered their child for day care;
- 2 - they were minority group members (Black, Puerto Rican or of Hispanic extraction);
- 3 - their stated reason for wanting day care services was to look for or to continue employment;
- 4 - they had entered the day care program in 1969, 1970 or 1971.

Information on these four criteria had been obtained from day care center records and together with other information were coded by research assistants.

Using a table of random numbers, a stratified random sample of 192 women was chosen based upon the year they entered their child in the program.

In the first wave of interviews, 107 women were located and interviewed or 56% of the initial sample of 192. Of the 85 women we were not able to interview, 76 had moved and therefore could not be located despite several efforts to find them, 8 refused to be interviewed, and one (due to illness) was eliminated at the suggestion of the day care director.

To increase our sample size, we returned to our original population listing and using information we had collected earlier on several distinguishing characteristics (year of registration, welfare status, ethnicity or race, and if phone available) we matched a second group of 80 women to those we could not find.

Of this group 50 were located and interviewed, a rate of 61%. Of the remaining 32 cases, 31 had relocated and one refused to be interviewed.

Since information on the entire population is minimal, we cannot with any degree of certainty compare those that were interviewed to those that were not. However, considering the mobility of this population (it is estimated that 15 to 20% of the welfare population move annually) and the time elapsed since many women had used day care services, these interview results are not unusual.

In any event, the authors believe that the attempts at matching the "no find interviewees" compensated for any major differences and that our study sample is representative of the general minority group female on AFDC who use day care services in order to continue to work or to seek employment.

Interviews for 157 women were completed: 41% who registered their child into day care in 1971, 35% in 1970 and 24% in 1969.

Tables 5 to 12 presents data on differences in background variables for the years in which women registered for day care. Except for some minor differences, women cannot be distinguished on the basis of the year in which they registered.

The only significant differences that do exist deal with woman's age at the time her first child was born. The 1970 and 1971 cohorts were more likely to be younger when their first child was born.

Although no other significant differences exist, we can detect a number of different trends. The 1969 cohort had higher education, though the differences are slight, while the 1970 group was more native to New York City.

Profile of the Study Sample Based on Demographic and Background Characteristics

This section describes the study population.

It presents a brief profile of this group of women, who voluntarily obtained group day care services for employment purposes, by analyzing in aggregate form a series of background and demographic variables.

An important characteristic of this group of women, specifically regarding day care, concerns the number of children they have. From Table 13 we can see that 17% of those interviewed have only one child, while a smaller group (8%) have large families that include six or more children. Generally the average number of children for those interviewed was three.

While ages ranged from the teens to the forties, the mean age of those interviewed is 33. Less than 4% of the total group were under 20 years of age, a large number are 30-39 years of age (37%), and the largest percent (41%) are over forty (Table 14).

Exploring another age variable, the women's age at the birth of her first child, we find that almost 25% were seventeen years or younger, while fully 58% were between the ages of 18 and 22 (Table 15). This finding bears upon future employability and points to a significant pattern: over 80% of the women were engaged in child rearing during the critical years of early adulthood when educational and vocational preparation for the work world are usually developed.

Another variable that is considered important in terms of its effect upon future employment is education (Table 16). Of our sample of women, 39% had graduated high school, while an additional 7% attained higher education.

A minority of the women (21%) had never entered high school and 32% had some high school experience. A related variable, vocational training, presents similar findings (Table 17).

More than half of our studygroup (53%) had received some form of vocational, business or technical training and of this group 41% received it for a substantial period of time - more than 5 months.

To get an approximate sense of class of origin, we examined these women's parents occupational status (Table 18 and 19). 89% of the women had fathers with unskilled or farming occupations and 82% had mothers in such jobs. It is clear that our group are largely from low socio-economic backgrounds.

By examining city or country of origin (Table 20) we see that only 22% were born in New York City while almost half were born in Southern states.

An added 18% were born in Puerto Rico. Although a relatively small amount are born in New York City, others are not recent arrivals. Less than 8% of the entire sample lived in New York City less than five years, while over 75% lived in New York City ten years (Table 21).

In looking at household composition (Table 22), we detect a noticeable absence of an extended family network in the great majority of cases.

Only 6% reported a grandmother living with them and less than 2% had grandfathers. Sisters, brothers, uncles, aunts and cousins are also relatively rare among the households studied.

In exploring their use of public assistance, several important facts emerge. Less than 30% have been receiving welfare grants (either full or supplementary) continuously for the past five years (Table 23). The majority of women (53%) show a sporadic relationship with the welfare system, moving in and out.

Some common reasons for applying for welfare in the first place were lack of money (33%), poor health (25%) and demands placed upon the woman in caring for her children (29%) (Table 24). At the time of interview (May, 1973), 74% of the group were still receiving welfare stipends (Table 25). Of this group, 40% were receiving supplementary welfare and 34% full payments. However, 26% of these women who had voluntarily sought group day care for employment purposes, at the time of interview were no longer receiving any public assistance.

Later on we shall compare this group to those still receiving welfare at time of interview. Before turning to the issue of welfare status and its relationship to personal and structural variables, we will in the next section present an analysis of group day care service, as perceived by the women who used it.

Summary - Brief Profile of the Study Sample

The typical woman in our sample was 33 years of age, and had three children, the first born when she was less than 22 years old. She had either graduated from high school or had attended it for a number of years and had also received vocational training that lasted for longer than five months.

Her place of birth was typically either the south or New York City, however, she was highly likely to be acculturated to city life since she spent a good part of her life in it.

Her parents if employed, were usually married and her present household consisted of herself and children. In regard to welfare, she has been on and off the rolls for the past five years and typically first applied because of a lack of funds with which to live. At the time of interview, she was receiving some form of welfare, more likely supplementary.

Perceptions of the New York City Day Care Program by the Study Population

The most general and pervasive finding concerning group day care is the overwhelming acceptance of the service by the women and the very important role it plays in their lives. This positive attitude toward the service is reflected in the pages that follow as we assess the subjective interpretations of those interviewed.

Women in the sample found out about group day care from several sources. Table 27 presents data on the sources that were most commonly reported. We see that friends and relatives (69%) were the dominant source, while caseworkers and social agencies were mentioned much less often.

In exploring day care as a service we must first identify why women chose this method of caring for their child as against other alternatives...

As can be seen from Table 28, the most prevalent reasons are child centered. As reported by women, New York City group day care was chosen because of the educational benefits offered and its supervision.

Other reasons having to do with its convenience, cost and location were stated much less often.

In addition to asking this question in an open ended manner, respondents were also presented with specific reasons why someone might choose group day care (Table 29).

The results proved to be similar and once again we find that reasons are primarily child centered: 88% thought their children would learn, 80% thought it would have a positive effect generally for their child, and 76% of the women affirmed that they thought it would have a positive effect on their child's social development.

Although the location of centers was an important reason (77% agreed that it was), only 39% responded yes to the question: Did you choose group day care because of the cost?

The choice of New York City group day care over other alternatives is only a choice if other alternatives are available. Tables 30 and 31 presents data on other available means parents had to care for their child when they first registered for group day care.

Although a significant proportion (38%) had no other alternatives available, most of the respondents did. These included the women's mother (11%), other relatives (6%), friends (10%) and babysitters (18%). Family day care was seen as an alternative in only a single case.

A related question was asked of respondents who were still using group day care at the time of interview (May 1973): If the day care center closed tomorrow, could you make other arrangements for taking care of your child? With this question we were more concerned with how satisfactory these alternative arrangements would be to women (Table 32).

As before, the respondent's mother, relative, or friend and babysitters are the most common arrangements that were reported. A large group of 37%, however, specifically stated that if the center closed they had no alternatives and could not make any other arrangements.

By excluding the group of women with no alternatives, and focusing on those who have some, we can analyze how satisfactory these arrangements would be as compared to group day care (Table 33).

Such an analysis makes manifest the high regard most women have for the New York City group day care program. Only one respondent out of the entire group expressed the feeling that an alternative arrangement (with her mother) would be more satisfactory than group day care.

In fact, most other women who could make alternative arrangements stated that these would not be as acceptable or as satisfactory as group day care. Babysitters were seen as the least satisfactory alternative, while the respondents mother, although not as satisfactory as group day care, was seen in some cases as acceptable.

Another question asked of the women, to determine their perception of the services offered was; "If you yourself could take care of your child at home would you still want them to go to the day care center?"

Our findings are once again consistent (Table 34). The great majority of women (91%) would still send their children to day care. Their reasons are basically those presented earlier: learning takes place at the centers, it is good for them to be with other children

and their child enjoys it. In a relatively insignificant number of cases (less than 4%) did the respondent express the desire for free time as the reason. A small number of women (7%) would prefer to care for their children themselves, yet had no disdain for the day care center itself. Out of the entire group of women interviewed, there was only a single case in which a negative attitude was expressed toward the group day care center.

To get the overall assessment of the woman's perception of her experiences with day care, the following question was asked: "What is the first and second most important thing that group day care has meant to you and your child?"

Consistent with our earlier findings, we find that education (36%), the development of social skills (18%) and better care for the child (21%) are reported and most important (Tables 35&36).

The expense of the program or effects upon the women herself - in terms of employment, education or recreation - are seen as relatively insignificant. The primary concern is with the child, and the positive effects group day care has had upon him.

The data consistently reaffirms the respondents high degree of satisfaction with New York City group day care. The findings also show that the basis for this satisfaction is child centered. However, we now turn to the specific effects, positive or negative, that parents perceive day care having upon their children.

As presented in Table 37, only 8% of the women interviewed perceived day care as having no effects upon their child. The majority of women answer affirmatively when presented with possible

effects day care might have had on their child. There was most consensus around the issues of social skills (64%) and the development of friendships (62%); group day care was perceived as helping the child grow in these areas. Day care was also perceived as aiding in the maturation (55%) and independence (48%) of children.

A small proportion (13%) perceived the program as having a negative effect upon their child in that he demanded more attention in the home.

Group day care centers in serving their clients perform several functions and meet a variety of individual and familial needs. In order to assess these components of the day care program, women were asked to rate different aspects of the service e.g. supervision, their child's attitude towards day care, the educational impact on their child, the concern of the staff, the dependability of the center, the hours the service was available, how well it prepared their child for school, the center's location, and more generally how the child got along with others.

Each item was rated on the basis of a four point scale: not at all satisfied, not really satisfied, fairly satisfied and very satisfied.

The parent's ratings of these nine items, shows a remarkably consistent positive attitude towards the service (Table 38). In relatively few cases (on the average, less than 3%) did women express any dissatisfaction whatsoever. Between 96% and 98% of our sample were fairly or very satisfied with each of the day care service components they were asked to evaluate.

The majority of women (60%) also reported having no trouble getting their child into the program (Table 39). However, a significant group (28%) stated that they were placed upon a waiting list with a mean waiting time of 6.8 months (Table 40). The remainder of our sample either had relatively little difficulty in obtaining the service and just kept calling the center, while just a few reported that they used some influence to get their child in.

New York City group day care centers in addition to their supervisory and developmental functions, often provide additional supportive services. The respondents were asked whether they had ever received help with several problems from the day care center staff (Table 41).

There was a strong tendency to seek help with more than one problem if the woman sought help at all. In fact, 42% received help on two or more problems compared to 23% who sought help with a single problem.

Services that were used by most women and with the greatest frequency were those that dealt with child related problems (32%), problems with health (43%) and education (21%).

Help with more personal and employment problems was sought much less often. Services oriented toward housing and welfare were used least with only 4% of the group receiving help with them.

Summary - Perceptions of the Day Care Program by the Study Population

Our findings consistently emphasize the strong positive attitudes that mothers have towards the day care program, its services and personnel.

The educational, supervisory and other child related services offered are the primary reasons why these centers are chosen in the first place and moreover why women feel the program is having a positive effect upon their children.

Although for some women group day care is the only option they have for child care service, many have access to other alternatives. The final decision to register their children in group day care was made on the basis of child centered concerns.

It is quite clear that while pressured to work because of economic circumstances, these women are quite conscientious about selecting child care services.

How much the availability of quality day care influenced their decision to seek employment or continue to work cannot be answered by this study.

In one recent study^{11A}, a major finding was that the women's concern about the adequacy of child care was a major determinant in her decision to work.

It seems apparent that the availability of group day care at a minimum supported, if it did not help influence their initial decision to work.

Day Care and Employment

Most researchers and the public at large would probably agree that secure and gainful employment is the primary vehicle for societal integration and social mobility.

From the reform of the Elizabethan poor laws in 1801 until our current legislation¹² requiring people on welfare to register for work and/or training, there is the belief that with few exceptions, all people who want to can work.

The popular view is that they either lack motivation, education, training or a combination of all three. Unemployment and poverty is explained in terms of the individuals' own predisposition, attitudes, and abilities.

In this section, we will explore the experiences of these women with the "world of work" and identify some of the obstacles that confronted them - both personal and structural. In this process, we hope to shed further light on the problems of unemployment and the soundness of current public policy on this issue.

First, we will examine the women's reasons for going to work and some of the methods they used to find jobs. Next, we will present a general description of the substance of the work world they encountered - occupational status, salary level, and job mobility.

We will then present several significant correlations between selected background characteristics and a series of measures of employment outcomes.

Finally, multiple regression analyses, which examines the combined effect of independent variables on employment outcomes, will be presented. Related discussions on the critical issues of labor market conditions and welfare status will follow.

As presented in the introduction, the focus of this study is on women who explicitly identified employment as their primary reason for seeking group day care services. Tables 42&43 presents data on the reasons why these women decided to look for work.

Most (53%) express a need for more money as their primary impetus for seeking employment, while a general desire to work was an important though much less often cited reason. There was very little official external pressure on these women that led to their decision to work, with 71% reporting that it was their own idea (Table 44).

Securing gainful employment is dependent upon many factors. Individual characteristics play some part in the process of finding work, however, access to job opportunities also plays a significant role.

Different people get jobs in assorted ways. Some may try harder than others, yet the process of seeking work and the mechanisms used are highly associated with ones location in the social system.

In searching for jobs once their child had been registered for day care, our study group also used several strategies. Table 45 presents a summary of the specific techniques and frequency with which they were used by those interviewed, while the data in Table 46 reflects

answers given when interviewers presented respondents with a series of methods that could be used in searching for a job and asked if they had used such a method once their child had been enrolled in day care. Also, if a specific technique was used, its frequency was recorded.

A network of friendship and familial affiliations provide the context for a primary method in searching for jobs, however, newspapers play an even more important role.

To a lesser degree the state employment service was used, while private employment agencies and local community programs were used least often.

Regarding frequency, if newspapers were used, they were used more often, while employment agencies were only visited once or twice if visited at all.

These findings can be partly explained by the availability of resources and access to job referrals. Newspapers are readily available, while agency visits involve what may appear as complicated journeys to out of the way places.

The most interesting finding concerns the total number of techniques used. A majority of the group of women reported using four or more sources to find work (Table 47), while only 26% did not use any (partly accounted for by already working), and 25% using between one and three sources.

At times, particular techniques proved successful, but what type of job market did these women enter? Is this job market distinguishable from a promising one based on good wages, continuous

employment and job security.

By an analysis of the aggregate data on the type of job, salary level, hours worked, length of employment, the manner in which jobs were found, the number of raises and promotions, and finally the reasons for termination we can attempt to answer this question.

The notion of a "secondary job market" has been developed by a number of social scientists¹³ studying public assistance and employment.

It is a job market that is characterized by job instability, low wages, irregular employment, and a lack of employee benefits. The people employed in it are overwhelmingly low skilled minority group members and poor whites - the major components of the welfare population.

The concept of the secondary labor market has particular relevance for our study population. The employment experiences of the women interviewed share several features in common with the secondary labor market.

For this reason we will explore later the veracity of the self-sufficiency goal of our current public policy¹⁴ for welfare recipients.

For the time being, we will examine this job market through the experiences of our study population.

Respondents were asked to recall their current and past employment experiences. Since only very few women reported more than two jobs in their entire employment history, we will restrict our analysis to that.

Overwhelmingly, those studied had worked or are working in unskilled jobs with low salaries. Tables 48 & 49 presents data on the first and second most recent jobs held.

49% of the women interviewed report an unskilled job as their most recent job experience, 21% reported semi-skilled jobs, only 13% reported skilled jobs, and 2% were in professional categories.

The low skilled occupational levels are emphasized in looking at the second most recent job. Here, 67% held unskilled jobs. This data excludes those that had never attained employment and is therefore based on a smaller sample of women.

Highly related to low status jobs are very low wages in relation to cost of living factors for the New York metropolitan area.^{14A} (Tables 50 & 51) In regard to the first most recent job, 83% of all those interviewed earned less than 130 dollars per week in gross pay. This includes a group of 19% who earned less than 60 dollars per week and 56% who earned less than 100 dollars.

Again, these low wages are accentuated by examining the second most recent job. Almost the entire group of women (96%) earned less than 130 dollars per week in gross pay before taxes and other payroll deductions, while a very large population (79%) earned less than one hundred.

These salaries are not so much a reflection of part time work as low wages (Tables 52 & 53). In fact, for those who report a first most recent job, 82% worked full time, while 78% did so in their second most recent. Part time employment occurs much less often: 18% for the first job and 22% for the second.

The length of employment varies for the women studied. For this variable the entire group is reduced to those who have been terminated from their first most recent job (Table 54).

There is a reduction in the number of cases since those who reported never working are excluded. Although 16% have held their first most recent job for less than 8 months, 27% have worked at the same job for over three years and the majority of those employed (58%) between 9 months and 3 years.

Earlier we presented a set of findings on the sources women used in searching for work. We will now explore those which prove to be most successful (Tables 55 & 56).

For the first most recent job, 37% report that it was found through friends or relatives, while 38% of the group found their second most recent job in this manner.

Newspapers, direct application to companies and the use of the state employment service were also used, yet to a lesser extent. Day care centers themselves were rarely used as a source for obtaining jobs.

This findings differ from our previous measure of sources used. It appears that although newspapers are used more frequently in searching for employment, connections through friends and/or relatives prove to be much more successful.

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Once a job is secured, mobility within the position in terms of raises or promotions are good indicators of occupational success. Tables 57 & 58 and Tables 59 & 60 presents data on raises and promotions for the women interviewed.

35% did not receive any raises on their first most recent job and 63% of those working did not receive any on the second. Promotions were apparently much less available and were granted sparingly. 85% of those working did not receive any on their first job and almost the entire group, 95% did not on the second.

Excluding those that had not been terminated from their first most recent job and thus reducing our sample further, we can examine some of the major reasons for leaving a job (Tables 61 & 62).

From women's reports, the major reasons for termination were personal problems and getting laid off. Personal problems as a category was an all inclusive rather than specific category, and therefore cannot be used. These reasons range from personal predilections for the type of employment to health problems.

Respondents vary a great deal in relation to their work histories. At the time of interview, 50% reported that they were employed (Table 63). Of the group of 78 women that remain and are not working, 18% are looking for work, 21% attend school, 10% are in vocational training programs, 25% are working taking care of their children, 6% are pregnant, and 19% are not working for miscellaneous reasons.

To get a more continuous measure of employment, one that reflects its historical dimension, it was measured in three different ways.

Since people entered day care on different dates, a standardized period before and after the point at which day care use begins is required.

Also, we must somehow control for the fact that more exposure to the labor market leads to a greater likelihood of finding work. Therefore, we limited the employment histories to three years before the use of day care and two years after starting it. The cutoff date for recording employment and day care center use was May 1973 (time of interview).

Those who began to use day care centers after May 1971 have less than two years' exposure to the labor market. However, this does not materially affect the results since it was discovered that most of those who did work found their jobs within one year after first sending their children to day care centers.

In exploring the work history prior to beginning day care use, Table 64 shows that fully 35% of our sample had never worked, while an additional 10% did not work in the three years preceding day care use, for a total of 45%. Only 13% of the sample had been working continuously (100% of the time) in the 3 years prior to day care, and 42% worked some.

As Table 65 shows, once day care begins, there are substantial changes in the employment history of the total group. There is a reduction from the previous 45% who have never worked or had not worked in the past three years to 29% of the sample, i.e. an additional 16% have entered the labor force to some extent. These additional 16% are distributed throughout Table 66.

Some who had never worked before, or in the three years before day care, had either worked continuously or somewhat after day care use was begun.

This shift is accentuated for those working continuously. Here, we see a jump from 13% before day care use to 26% following it. Those working continuously have doubled, from a group of 20 to one of 40.

These findings point to an all too apparent positive effect of day care use, however, we must be extremely cautious against assigning too much significance to them.

We do not have a control group of women who did not use New York City group day care and therefore cannot attribute these changes solely or even substantially to the impact of group day care service.

Other factors that have not been measured can possibly account for these changes.

For the present, all we can do is speculate as to the changes that occurred among the group of women interviewed. It is clear that employment increased and became more continuous. More than likely, day care is partly responsible, however other factors located in the labor market, personal characteristics, and personality of the women

may also have exerted an impact.

The above findings are partially abridged in Table 67. Here we can see that the effect of previous work experience is consistent with findings from other studies.

The women most likely to work are those who had worked before. However, an important finding is that of the women who had not worked within three years before sending their children to day care centers, 54% found employment after starting day care. Those that had worked prior to sending their children to day care were more likely to be working afterwards. 81% of those who had worked before had worked after starting day care.

Summary

Most women decided to go to work because they needed to make more money. However, the job market they entered frequently paid little more than public assistance.

Jobs were primarily low status with low wages. The wages were not the result of part time employment. Women were by and large working full time on jobs they secured through connections of friends or relatives.

The largest proportion of women were employed for a period of between nine months and 3 years during which time promotions were almost non-existent with raises a more frequent occurrence.

What in effect has been described in the previous paragraphs is with the exception of seasonal employment, a picture of the secondary labor market and its impact on a specific population.

At the time of interview, 50% of the group was working, while of those not working, most were caring for their children or in school.

An analysis of employment history before and after day care shows a large increase in the number of women employed, however, because of the lack of a control group, these findings cannot be specifically attributed to the effects of day care.

Obstacles to Employment

Most people who work encounter problems from the point at which they first begin to look for a job well past their first pay check.

The problems that our population experienced are more severe than the general population owing to their status as women, minority group members, and being poor.

Our measures of problems faced by the study population is based upon their perception. Each was asked what they thought the most difficult problem was in regard to employment. Over 30% did not answer this question (due to no employment experience), however, an analysis of those who did answer reveals several patterns.

The predominant problem (23% thought it the most difficult) mentioned was child care (Table 68). Given the previously presented strong positive feelings for the group day care program, this finding seems contradictory. However, a closer analysis of the data shows that these findings are quite consistent.

By reporting that child care is a problem, women are not reacting to any dissatisfaction with day care centers, but instead with the lack of such care for other children not in the program.

When a brief profile of our study population was presented earlier, it showed that the great majority of women had more than one child. Most women, however, had the opportunity to enroll only one child in the center, (Tables 68 & 69) leaving other children

unsupervised and unattended while their mother sought employment or worked.

Therefore, although women have children attending day care centers, it is not enough. Their child care problems still exist and are in this sense an obstacle to employment.

The issue of salary was mentioned as the next most difficult problem by 18% of the women interviewed and their lack of experience and training by an additional 13%. Discrimination, health and problems with co-workers were least mentioned.

Since a woman may have more than one problem, interviewers presented a list of thirteen problems to each respondent and asked if this was a difficulty she encountered at work. Similar findings to those above emerged (Table 69).

Wages as a problem was agreed with by 34%, while 27% identified child care as a problem. Lack of experience, difficulty in obtaining a job, transportation and health were also considered important, though less so.

A relatively insignificant amount of the sample, 8%, expressed difficulty with co-workers and an even smaller number with unions. The latter finding is probably due to the low number of union jobs that were actually available to the respondents.

Restricting our focus to those that were unemployed, we asked why they thought they were having trouble finding employment (Table 70). Of this group who answered, most felt that jobs were scarce while a lack of training and education was often cited.

Another question explored the reasons why some women were not looking for work at the time of interview. Child care proved to be the dominant reason, while health and continued education were also significant. (Table 70a)

Despite these obstacles, motivation was apparently high in light of the number of job search attempts that were made and the finding that most women when directly asked if they would still work if day care was not available said they would (Table 71).

Conflicts About Working

The generally pervasive positive feeling towards day care services described in an earlier section appears to exert an influence upon any conflicts the women may have had between their maternal and their work roles.

The sample group was asked if they thought that their children lose out in any way when they are working (Table 72). 60% reported they felt that their children did not lose out in any way as a result of their absence from the home. An additional 12% felt that if their children did lose out in any way, it was minor. Less than one-fourth of those interviewed expressed regret over the loss to their child as a result of their employment.

In exploring this issue further, the women were questioned as to the ways in which they perceived some loss to their child (Table 73). For those perceiving a sense of loss, 25% felt it was in the areas of attention and love, while to a lesser extent supervision was mentioned.

In order to determine if this variability in perception of loss was substantially related to the woman's employment experiences, these two variables were cross tabulated. Table 74 shows that a substantial relationship exists.

Those women who felt that their child would lose out a great deal were much more likely not to have worked at all than women who stated that their children would not lose out at all.

For those who worked continuously (100% of the time after registering their child for day care), we see the complement of this relationship. Those who felt that their children would not lose out at all were significantly more likely to have worked continuously than those who stated that their child loses out very much.

The reader should be cautious about interpreting these findings. The variables are related in a statistically significant manner, however, there is no justification to impute causality or in which direction it takes place.

We cannot determine if the woman's perception of the effect of working upon her child caused her not to work as often as others or if the inability to secure continuous employment engendered such a perception.

We also cannot determine which variable occurred earlier in time: the perception or the employment experience. Longitudinal data would be required to answer these important research questions.

Relationship Between Individual Background Variables and
Employment Outcomes

Success in employment by whatever reasonable criteria for the welfare and working class population is frequently associated with, but not explained by background characteristics (i.e. age, sex, race, education, etc.) and work experience.

Measures of some of these background characteristics were collected for each woman: 1) age as of last birthday; 2) number of years of education; 3) the percent of time New York City group day care was used from when the child was registered to the time of interview; 4) the ethnicity or race of the respondent, comparing Blacks and all others (predominately Puerto Ricans); 5) if the woman had received vocational training or not and for what period of time; 6) the percent of time employed of the three years before day care was used and 7) the number of people the woman supports.

Measures were also taken of the woman's age at which her first child was born, years lived in New York City and place of birth.

Another determinant of success, quite different and distinct from any personal characteristics of the population is the relative condition of the labor market.

As Ryan¹⁵ has pointed out, "the great bulk of the low income problem reflected in an unemployment rate of more than one or two percent can only be analyzed in terms of the state of the economy and the consequent availability of jobs .."

Further by presenting a number of salient facts he shows the impact of labor market conditions on employment.

In 1940 there were 8 million people unemployed, however, in 1942 this figure decreased to a little more than one million. That is, seven million people went from being jobless to receiving a weekly paycheck in a relatively short period of time, two years.

Ryan argues that it wasn't a sudden development in the abilities of these people that made them employed, the situation had changed. Jobs were created by the demands of the war economy and millions who had been earlier labelled as "untrained" and "unmotivated" were put to work.

In order to determine what changes in the labor market situation had occurred during the years 1969, 1970, and 1971 and how they effected the employment success of those interviewed, a measure of labor market conditions was developed for the study by Mr. Sam Ehrenhalt, Associate Regional Director, Bureau of Labor Statistics.

A full explanation of the statistical sources and methods used to develop this measure is contained in the appendix.

In essence, a scale to provide an indicator of relative labor market conditions and prospects for employment was developed for the 34 occupations held by the sample population for the years 1968, 1969, 1970 and 1971.

Utilizing a variety of data, factors that made for job demand were given a weight of 1/3 and current job prospects (based upon occupational trends) were given the remaining 2/3.

The scale uses a range from 1 through 10. The lower numbers reflect rapid employment increases and good job prospects and the higher numbers sharp employment declines and poor job prospects.

The background variables and measure of labor market conditions were correlated among themselves and with our measures of employment outcome e.g.:

- 1 - percent of time employed after day care;
- 2 - number of months to first job;
- 3 - employment status at time of interview;
- 4 - welfare status at time of interview;
- 5 - gross pay;
- 6 - number of hours worked per week.

From Table 75 we can see that statistically significant correlations despite some minor variations consistently emerge with three independent variables: education, the percent of time employed in the three years prior to using day care and labor market.

In looking at the percent of time worked after day care, we see that significant correlations exist with education (.36), the percent of time worked before day care (.40) and labor market (-.25).

These findings indicate that those who had higher educations, or those who had worked more prior to day care, or those whose labor market conditions were more favorable were more likely to be employed for a larger percentage of time after day care had begun.

The same pattern exists with regard to the number of months respondents' took to find a job. Education (-.44), percent time employed before day care (-.40) and labor market conditions (.21) are once again the only independent variables that significantly correlate with this measure, however, they are different in strength from the percent of time employed after day care.

Both education and prior employment exhibit stronger correlations, while labor market is slightly weaker.

A third measure of employment success, the status of employment at time of interview, also follows this pattern, yet in this case both education (-.27) and the percent of time worked before (-.21) exhibit weaker correlations, while labor market shows the highest correlation (-.35).

In identifying variables associated with the gross pay and number of hours worked of the respondent, a slightly different constellation of variables appears:

Ethnicity (.20), education (.33), vocational training (.22) and the percent of time worked in the three years before day care (.25) are all independently related to gross pay. Women that are Black, or have higher levels of education, or have received vocational training, or have worked a good deal before day care receive higher salaries. Labor market conditions shows no relationship to this outcome measure.

The number of hours worked is comparable, however, although ethnicity (.18); education (.35), percent of time worked before day care (.26) are again related, the number of people supported is related (.18) instead of vocational training.

The last measure of employment outcomes, welfare status at time of interview, was examined through three different statistical techniques: correlation coefficients as above, f-tests, and cross tabulations.

Significant correlation coefficients were found between welfare status and education (-.30), and the number of people the respondent supported (.19).

As we would expect, this variable also correlated significantly with other outcome criteria: employment status at time of interview (.63), number of hours worked (-.30) and gross pay (-.24).

Those women with more education or who supported less people were less likely to be receiving welfare money at the time of interview. As expected, if women were unemployed, worked less hours or made less money they would more likely be receiving welfare.

By categorizing women on our welfare status variable into three groups e.g. on full welfare, supplementary welfare or no welfare, we examined some mean differences in relation to other variables.

As would be expected, those that were receiving no welfare payments at the time of interview were supporting the least number of people (Table 75A), (mean = .2.9).

Those that are on supplementary welfare, support more people than those receiving full payments: 3.8 and 3.9 respectively. The differences between these two groups is not appreciable. There is a statistically significant difference when compared to the group that receives no payments.

In examining education, significant differences also appear among the three groups (Table 76). Those who were not any longer on welfare had an average of 11.6 years of education (almost graduating high school), while the supplementary and full payment groups are lower (10.6 and 9.8).

The three groups do not significantly differ in respect to several variables: age, (Table 77) percent of day care use (Table 78) and the percent of time worked in the three years before day care. Those that were completely off welfare had a mean age of 32.4, (Table 79) the supplementary welfare group of 33.7 and the full payment group 32.3.

Differences between amount of time child used day care is unimportant. All three groups use day care approximately 78% of the time from enrollment to the time of interview.

The variable percent of time worked before day care is not statistically significant, however, it shows a slight difference between the groups and again reflects the unexpected characteristics of the supplementary welfare group.

Those that were not receiving welfare had worked an average of 30% of the time in the three years before day care, while those getting full payments only worked an average of 18%.

The supplementary welfare group of women on the average worked more than the no welfare group, (31%) i.e. those who at time of interview had worked their way off welfare.

What we begin to observe in relation to the welfare status variable is a non-linear relationship. Earlier we had reported on the basis of correlation coefficients that certain background variables were related to welfare status.

This is indeed true, however, the relationship varies according to the welfare category which we examine. We would expect that increments in the percent of time worked before day care should be related to welfare status, (none to full) however, this does not occur:

In regard to this variable, the supplementary welfare group closely resembles the no welfare group, something we will explore further, later on.

Several crosstabulations were computed for welfare status and other background variables. Ethnicity shows no significant association (Table 80), however, there is a noticeable trend. 28% of the Black women interviewed were not receiving welfare, while only 20% of other ethnic groups (largely Puerto Rican) were not.

The opposite trend appears when we look at those receiving full payments: 31% of the Black women receive them compared to 43% of the Puerto Rican women. Puerto Ricans were less likely than Blacks to be off welfare at time of interview.

No appreciable difference exists for the supplementary welfare group - 41% of the Blacks receive such payments contrasted with 37% of the Puerto Rican women.

In independently analyzing the relationship between vocational training and place of birth with welfare status, we find no statistically significant differences. However, we can observe slight indications of trends.

Those with some training are a little more likely to be off welfare, (Table 81) while those born in New York City are least likely to be on at time of interview (61%); those born in Puerto Rico more likely (69%), and those from the South, most likely (79%) (Table 82).

Exploring the intercorrelations among the background variables, (Table 75) several obvious and a few not so obvious findings become manifest. Education is a variable highly related with many others. Significant, positive correlations exist with ethnicity (.26), vocational training (.37) and percent of time worked before (.24).

Significant negative correlations can be found between education and the number of people supported (-.22), and age (-.32).

These findings suggest that Black women in our study population had more education than others; those who had more education were more likely to have vocational training and were also more likely to have

worked more before day care was used. Also, we can state that those with higher educations supported less people and were younger.

Summary

Using several statistical techniques, background variables were related to the six measures of employment outcomes. Also a structural measure, labor market conditions was introduced and correlated with these same variables.

The analysis showed that education, the percent of time employed in the three years before using day care and labor market conditions were significantly related to a number of employment criteria, although they vary as to strength.

The amount of time that a child received day care service was not significantly related to any measure of the mother's employment success.

Variables such as education and the number of people the respondent supported were related to welfare status.

By dividing the women into three categories of welfare status, we were able to identify the distinctive character of the supplementary group: they had worked more in the three years before day care than those not receiving any money from welfare and also there is no difference between racial or ethnic groups for this category.

Independent or background variables are highly related with each other. For example, those with more education are more likely to be Black, have more vocational training, have worked more before day care, support less people and are younger.

These results point to an average successful worker as one who has more education, has worked more in the past and who had entered a labor market in a year in which conditions had been favorable for her employment.

The first two characteristics deal with individual attributes, while the third reflects conditions beyond the scope of individual's control.

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Relationship Between Background and Labor Market Variables, Taken Together, and Employment Outcomes - Regression Analysis

The eight background and labor market variables (and in the case of welfare, eleven), acting together, show a significant effect on the employment outcomes of the women who used day care for employment purposes.

So far, we have reported their individual effects, but have not given an assessment of their combined effect on employment. This combined effect can be measured by a multiple correlation coefficient.

To compute the multiple correlation between each of the six measures of employment success and the background variables with labor market conditions, six multiple regression analyses were done utilizing the total group of women interviewed (Tables 83 through 88).

A multiple regression analysis is the computation of an equation which presents the relationship between a dependent variable and several independent variables (in this case there are eight and in the case of welfare status we use eleven¹⁶).

For the employment outcome variable, percent of time worked for the entire period after receiving day care service, the eight predictor variables (Table 83) taken together explains 30% of the total variance.

Three variables, however, account for 29% of this total: education, labor market potential and the percent of time employed in the three years before day care. They are thus identified as the crucial variables and are therefore the best predictors of the percent of time employed.

Those with the greatest labor market potential, the highest education and who had worked for the largest percent before day care would be expected to work the largest percent of time.

Similar findings emerge in looking at the number of months to the first job as the dependent variable (Table 84). All eight independent variables, taken together, explain 35% of the variance.

Four variables, labor market conditions, education, percent of time employed before and vocational training (the statistically significant variables) explain 33% alone.

These four variables were important in accounting for the length of time it took a respondent to locate a job once her child had entered day care.

Those with higher education, a favorable labor market, previous vocational training, and employment experience prior to day care could obtain employment more quickly than others. All four variables are relatively important, however, education appears to be the most significant.

A third dependent variable or measure of employment outcome, is the respondent's employment status at the time of interview. As can be seen from Table 85, labor market potential is the best predictor, while education also contributes a substantial amount.

Totally, these two variables account for most of the 22% of variance explained. Unexpectedly, the percent of time employed in the three years prior to day care is not a significant predictor of employment status.

Despite the fact that this variable independently (alone) exhibited a significant correlation with employment status, when we examine the joint influence of all variables, its predictive power wanes. This effect is a result of "collinearity" amongst the independent variables involved.

If two or more variables that are highly associated with each other are entered into a regression equation, the unique variance attributable to each will be small compared to the common variance they explain.

If one of these variables is entered first into the equation, all of the common variance is assigned to it. When the second variable is entered, it will appreciably diminish the unique effect of the first.

In this case, the percent of time employed before day care is highly associated with education. Note that the percent of time employed before day care has been entered into the equation first.

Its unique variance on employment status is .038 and is assessed as significant.

When the next variable, vocational training, is entered the variance attributed uniquely to the percent of time employed before day care does not change very much. The reason is that almost all of the variance explained by vocational training is different variance than that variance explained by the percent of time employed before day care.

This can be seen by the low zero order correlation coefficient between these two variable (.06).

By contrast, when education is entered into the regression equation, the unique variance attributed to the percent of time employed before day care drops from .038 to .022. This means that a good deal of the variance that had been attributed to the percent of time employed before day care alone is shared with education.

The respondent's gross pay on her first most recent job is predicted best by the percent of time employed before day care and education, which together account for 12% out of a total of 19% explained variance (Table 86).

Once again, we see the effects of collinearity among the independent variables. Two variables, ethnicity and vocational training had exhibited high zero order correlations, however, these are shared with education.

When they are entered into the equation their unique variance is minimal and not significant. We are left with the conclusion that a woman would receive a better salary if she had more past employment experience and more years of education.

The best predictors of the numbers of hours worked exhibits a similar pattern (Table 87). The percent of time employed before day care and education are relatively important, however, so too is labor market conditions, all of which together explain 15% of the total variance. All eight variables jointly accounted for 21%

This suggests that a poor labor market potential, small number of years of education and a scanty previous employment record result in women working shorter number of hours during a work week.

The final regression equation was based upon welfare status. In this instance, we included three additional predictor variables which had previously been used as outcome measure: gross pay, hours worked per week and employment status (Table 88).

In this equation, a single variable, employment status, proves to be the strongest and only real predictor of welfare status. It accounts for 31% of the variance explained. This finding can be considered an extreme example of collinearity.

Earlier we had stated that salary, hours worked, number of people supported and education were all highly and significantly related to welfare status, yet they are also related to employment status.

The unique variance attributable to these variables is actually shared with employment status which exhibits the highest zero order correlation with welfare status. If this variable had not been entered into the regression equation, our results would most probably have been consistent with findings presented earlier.

Summary

The eight independent variables - seven background variables and labor market conditions - taken together reveal a significant effect on the employment outcomes as measured by an assortment of methods. (See Summary - Tables 89 & 90).

From an analysis of the six measures of employment outcomes, the percent of time employed after day care and the months to first job proved to be best predicted by the independent variables.

In regard to the other measures of employment outcome: employment status, gross pay and hours worked, the independent variables had less predictive power.

By including employment status as a predictor variable, in the regression equation for welfare status, we found that most of the variance was explained by this variable.

Three variables appear as the best overall predictors of employment outcomes: education, the percent of time employed before day care and labor market conditions. They vary in strength however, according to the outcome measure used.

It is apparent that because of a high degree of association among the independent variables, some variables mentioned earlier as producing significant zero order correlations, are poor predictors of employment outcome since most of their variance is common variance shared with variables that had greater predictive power (especially education).

There are differences among the independent variables in terms of their predictive strength according to the dependent variable used.

For the percent of time employed after day care and the number of months (unemployed) to the first job, they are education, percent of time employed in the three years before day care and labor market conditions.

In looking at employment status, we found some differences: labor market conditions and education are the only significant predictors.

Gross pay and hours worked had two variables in common as good predictors: education and the percent of time worked before day care. Labor market conditions is also a significant predictor variable of hours worked.

Each one of our regression equations has attained a level of statistical significance, however, under closer examination, we can see that the predictive power, in and of itself remains relatively weak.

The dependent variables we were most able to explain - percent of time employed after day care and months unemployed to first job still had approximately a total of 67% unexplained variance, i.e. less than 33% of the variance in actual extent of employment outcomes may be predicted from all the background variables and labor market conditions taken jointly. - a relatively small amount upon which to base policy decisions.

There would seem to be several possible explanations for this finding. The most likely is in terms of the scope of our background measurements.

Perhaps, other more important variables were unintentionally excluded, that could potentially explain more variance in our measures of employment outcomes.

Second, it may be argued that a woman's background is not as important in achieving employment success as many have posited.

In order to test this hypothesis, extensive background measures would be required which were not available within the scope of the present study.

Still, a third possible explanation could relate to the type of people that were recruited into day care program.

Explanations of the importance of background variables generally point to the role of these variables in developing or maintaining motivation.

It may be that women who voluntarily sought day care for employment purposes are "self selected" for high levels of motivation, whereby an inability to sustain or find employment derives from factors unrelated (or weakly related) to the woman's background. The inability to become successfully employed may have to do with other, more structural factors. This possible explanation takes us to a fourth and final one.

Seven of the independent variables were measures of ascribed or achieved statuses of the women interviewed. Only a single structural measure, labor market conditions was collected. In several cases, it

proved to have significant predictive strength, yet it may not be adequate. It was derived from broad national and local labor market trends, however, it may not have been specific enough to the locale.

We did not measure how city wide employment trends effect more localized ghetto areas that are geographically located within a few square miles of a larger metropolitan region.

How are these trends diffused down to the local level. Are they exacerbated or minimized, and if so in what direction and for what types of jobs?

A second point in regard to structural measures must admit that the present study collected only one.

Others, may also exert important influences on employment outcomes. Issues such as discrimination in employment, transportation facilities, and union restrictions were not addressed.

For these reasons, in the context of this study, these ideas remain at the level of speculation and cannot be adequately addressed.

Welfare Status and Employment

The relationship between welfare status and employment requires further elaboration.

To examine this complex phenomenon, we analyzed the relationship between welfare status and employment status at the time of interview (Table 92). We see that those who are working are not likely to be receiving welfare money. As expected, the complementary relationship can be found for those receiving full payments: those not working are much more likely to be receiving welfare than those who are.

In examining supplementary payments, we find that women who are working are much more likely to be receiving such payments than those who are not working. Fifty percent of those working receive such payment as compared to 27% of those not working.

The third column of the table presents data on the percent that are working for each welfare status category. We see that a large majority (85%) of those off welfare are working. This leaves 15% who are not employed and not receiving any public assistance.

By examining those receiving full payments, we see that only 8% are working, also an expected finding.

The surprising finding occurs in the supplementary category, where the majority of women are working (68%). Before interpreting what this could mean, we will explore this relationship further.

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Table 93 presents data on welfare status at the time of interview by the entire work history after starting day care. We have expanded our employment history variable to include employment status at time of interview. Here, we find that those who worked continuously and were working at the time of interview are less likely to be off welfare than those who worked sporadically after day care and were working at interview time.

For the supplementary group, the opposite is true. Women who worked continuously were more likely to be on supplementary welfare than those who worked somewhat.

The pattern that emerges suggests that working continuously is no guarantee against keeping off welfare.

In the early sections of the report we emphasized the characteristics of the secondary labor market - seasonal employment, low status, infrequent promotions, and low wages.

What we seem to find in our data is that welfare, particularly supplementary welfare, is closely wedded to this secondary labor market.

A large number of women in our sample seem caught in this dead-end low wage labor market. Their inability to get off welfare does not result so much from their personal attributes nor their inability to find employment. Their problems and apparently their need for welfare stems from the low wages they receive. Fully 56% of the women who had employment had weekly gross salaries of less than 100 dollars.

We also have data to address the following question: Is the need for supplementary welfare a result of part time employment? Are women just not working hard enough or for long enough hours? The answer is no.

As can be seen from the three variables presented in Table 94, very few of those who worked continuously were employed on a part time basis. All women except for two from this group were employed on a full time basis. Furthermore, controlling for employment experience after day care (i.e. looking exclusively under the third column, worked continuously) we can see that 26 people who had been working continuously since they began day care were still receiving supplementary welfare at time of interview. Low and unliveable wages, not the inability to find a job, nor working part time, nor a lack of motivation provides the main obstacle to women working their way off welfare.

To investigate what the activities were of women who were not working and how they related to welfare status, these two variables were cross tabulated (Table 95).

Note that two tables are presented, one percentaged by column totals, the other by row.

Of those women not receiving any welfare, 78% are working, 5% are looking for work, 5% are in school and 7% are caring for their children.

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The supplementary group also has a majority (albeit a smaller one) employed (63%), while school (10%), and caring for their children (15%) are the other significant activities.

Note that this variable shows that the supplementary group does not greatly differ from those who are not receiving payments at all. However, those receiving full payments differ substantially. Only 6% are working, while 34% are in school, 21% are caring for their children and 19% are looking for work.

Summary

An in-depth analysis of our welfare status variable revealed a number of important findings.

It is not possible to clearly distinguish between women who receive supplementary welfare or no welfare at all on the basis of their employment status. A crucial determining factor is the wages they receive for their work.

The majority of women receiving supplementary welfare are working at full time jobs. Moreover, even women who have worked continuously are not more likely to work their way off welfare.

In fact, we found those working continuously are more likely to be on supplementary payments than those who have worked sporadically. Employment becomes a poor indicator of a woman's welfare status when we compare the supplementary category to the welfare category.

Low wages is the primary obstacle, since the majority of women interviewed have gross salaries of less than 100 dollars per week.

Those woman not working are most likely to be either furthering their education, caring for their children or looking for work.

Additional Comments About Labor Market Conditions and Employment Outcomes

In order to explore more fully the impact of labor market conditions on our study population and its relationship to employment outcomes, the variable categorized all women into one of three groups: those with good labor market conditions, fair conditions and poor ones.

We then cross tabulated this newly reconstructed variable with employment history after day care and employment status at time of interview.

A third variable, months unemployed to first job after day care, was also analyzed for the three groups using an F-Test. Our intent was to uncover any significant differences between these groups in regard to the variables mentioned. Table 96 presents our findings.

From Table 96 we can see that those with poor labor market conditions are much less likely to have worked continuously than those with good conditions (15% and 40% respectively), while from those with fair conditions in the labor market, 26% worked continuously.

A complimentary finding emerges for those who did not work at all after they started day care; 6% of those with good labor market conditions as compared to 43% of those with a poor labor market did not work. For those that worked some, fair and poor labor market conditions were about equally important. The women with good labor market conditions were more likely to have worked some.

Employment status at time of interview shows a similar pattern when cross tabulated with our categorized measure of labor market conditions (Table 97). Those with good labor market conditions are significantly more likely to be employed at time of interview, i.e. good labor market (71%), fair (51%), poor (28%).

By once again grouping all women interviewed in terms of labor market scores, and then using an F-Test to determine any significant differences between the groups in relation to months unemployed to first job, we can accentuate the importance of this variable (Table 98).

Those with fair labor market conditions waited an average of 12.5 months for their first job after starting day care, those with poor conditions waited an average of 15 months, while those with favorable conditions only waited an average of 6.7 months.

The importance of labor market conditions is clear. On the average, people with poor labor market conditions waited more than twice as long for a job than those with fair or good conditions.

Before interpreting these results and the relative importance of labor market conditions, we now turn to Table 99 which presents a three way analysis of variance of labor market conditions by employment status two years after starting day care by year began day care.

Here, we can see that the labor market score varies significantly in relation to the year in which the woman started day care and the employment status of that woman.

Those that enter day care later and therefore are looking for a job later (1970 and 1971) experienced more severe labor market conditions than those who entered earlier (1969). This pattern probably reflects the job increases in New York City made in 1968 and 1969 followed by sharp job losses in 1970 and 1971.

As the labor market conditions became worse for the population in general, its impact is felt more severely on the less educated minority group member.

Our study population's employment experiences are strongly influenced by the worsening labor market.

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Conclusions and Implications and Recommendations

Having presented our findings, we can now see how the evidence fits with the research issues posed by the study.

The first issue set forth in the introduction to this study was: What was the perception of these women about the quality and impact of day care services upon them, as working mothers?

The data conclusively supports the fact that the women were extremely satisfied with the quality and dependability of the day care service in relation to their children and to themselves as mothers and working women.

Specifically the findings indicated that:

1 - Group day care provides a well supervised child care and early childhood development service which also offer other social services i.e. health care and help with personal and child related problems.

2 - Day care has a positive effect upon their children. The mother's perceptions are that: their child learns, develops social skills, matures, makes friends more easily, becomes more independent, and is well taken care of - both physically and emotionally.

The women report that if they were not employed and were thus able to take care of their children, they would still want their children to attend day care centers.

- 3 - Day care was chosen over other child care alternatives that were available to them at the time.

It was clear that the cost of the program was not a crucial factor in deciding to use it, and that most decisions to use day care were based upon child centered concerns.

- 4 - Most women felt that their children do not lose out as a result of their working. While we cannot ascribe causality to day-care for this effect, it seems apparent that their positive response to the service, at a minimum supports both their initial decision to work and their lack of conflict or concern about their maternal role.

There is no question, but that day care as perceived by these women is a most desirable and effective child development and social service which permits them to pursue their employment, educational and training goals with a minimum of concern about the well being of their children's welfare, safety, and personal development.

In this respect it seems to fulfill most adequately its intended legislative purposes of strengthening the family as well as assisting women to attain or retain capability for the maximum self-support and personal independence possible.

The second research issue was to ascertain the employment outcomes and welfare status of the study population. The major findings are as follows:

- 1 - Women expended a great deal of effort seeking employment, 50% were employed at the time of interview and there was a 16% increase of women in the work force after they had registered at day care centers.

Although more women worked continuously, we cannot attribute this result to the effects of day care, since we lack a comparison group which did not receive this service.

- 2 - The major problems encountered by those who had some employment history were wages, health, job experience, education and child care. The last problem, child care was reported most often.

Women had more children than were registered in day care and for this reason they often were not entirely free to pursue employment, despite their satisfaction with the service. Other children required supervision and therefore created an obstacle to employment.

- 3 - The women's decision to work was voluntary and based upon their need for more money. Despite full time employment their wages were low, (83% made less than \$130 per week gross and 56% made less than \$100). Raises were occasional and promotions almost non-existent.

- 4 - Employment outcomes by and large correlated with the woman's education, percent of time employed in the three years before day care and labor market conditions. The regression equations which examined the joint effect of background variables on employment outcomes were with minor variations, consistent with these findings.

The findings show significant correlation between a number of background and structural variables. However, they account for only 18-35% of the variation depending upon the specific dependent variable, indicating that other background and structural variables (see pages 66-68) were not accounted for in our study.

- 5 - Of the total group, 26% were able to get off welfare, 40% received supplementary welfare payments and 34% remained on welfare.

In general, we appear to have a group of women who want to work, search diligently to find jobs and frequently are relatively successful in finding and maintaining full time continuous employment, and yet are unable to get off the welfare rolls.

In an attempt to shed further light on the meaning of these findings, we examined the labor market conditions in relation to welfare status and employment outcomes, and discovered the following:

- 1 - Women receiving supplementary welfare and those off welfare are quite similar on most background variables on the basis of their employment status. Both the supplementary and no welfare group worked almost continuously and for a long period of time in the 3 years prior to and after receiving day care service.
- 2 - Actually, women on supplementary welfare worked a longer period of time and more continuously than those who got off the welfare rolls - an unexpected finding, since logic might predict exactly the opposite effect.

What we actually found in the discussion above was that a more important variable in determining welfare status than background characteristics was the wages women receive.

It appears that those women receiving supplementary welfare are mired in a secondary labor market, and that their welfare payments subsidize wages that are barely sufficient for existence. The women in the secondary labor market apparently have very little opportunity to work their way off welfare.

Our finding was that even when women worked continuously before and after receiving day care service, they were still very likely to be on supplementary welfare.

Our conclusion is - a job is no guarantee of getting off the welfare rolls.

Low wages, not the inability to find a job, nor working part-time, nor a lack of motivation is the main obstacle to women working their way off welfare.

- 3 - We also found that labor market conditions exert an important impact on employment outcomes. Women on the basis of their occupations and the year they entered the labor force, were assigned a poor, fair and good labor market conditions category. Those with fair labor market conditions were less likely to work continuously than those with good conditions, while those with extremely poor labor market conditions were not successful in finding employment and/or dropped out of the labor market altogether.

In examining this variable, we found a linear relationship exists between the different labor market condition categories.

- 4 - A very revealing finding was that those women with poor labor market conditions waited about twice as long for their jobs once they began looking for employment than those with fair or good labor market conditions. Again, this relationship is linear. This data clearly indicates that labor market and economic conditions at

specific points in time, exerts an important and perhaps determining impact on these women's employment outcomes.

Our purpose in pursuing the question of employment outcomes and welfare status was to examine the validity of the basic assumption behind recent legislative and administrative proposals, namely that the provision of day care services and vocational training would make employment and economic self-sufficiency possible for women on welfare.

Our position as stated in the initial research outline was that quality day care is a necessary, but not sufficient variable in employment outcomes. We further state in this proposal that:

"We believe for both pragmatic and philosophical reasons that employment should not be the sole purpose of group day care service. Philosophically we believe that the educational, child development, and relief to over-burdened mothers, services currently provided by group day care centers to both the working poor and welfare mothers is sound social policy and can stand on its own merits. In addition to fulfilling these social needs, group day care centers also provide at reasonable fees the child care services that free a considerable number of working and welfare mothers to accept and maintain employment.

Pragmatically we believe, that a social policy based upon the assumption that the provision of short term day care and manpower training services can succeed in employing large numbers of welfare mothers under current labor market conditions is destined to fail."

The finding of the employment section of this study as summarized in the preceding section would fully support this position - if our study population was representative of New York City's welfare population and/or that of the United States.

We know this is not the case and that our population is highly selective in that the women were either working or seeking employment, and had access to an important service, quality group day care.

In addition to this, we know that educationally the women are above the average for New York City.¹⁷ Since the overwhelming majority of employment studies identify these three variables (motivation, access to day care, and education) as significant variables in relation to employment and welfare status outcomes, we can safely assume that we have an optimum group. In effect, if this optimum group "can't make it", how can a less well equipped population succeed in working their way off the welfare rolls.

It is this factor coupled with our findings that lead us to our conclusion that the current policies and programs that espouse self-sufficiency goals (employment and no welfare payments) as conditions for receiving income maintenance and social services are ill conceived, and run counter to both our empirical and research knowledge.

At a minimum they cannot succeed and at maximum they reinforce a sense of degradation and a sense of defeat.

The futility of this policy under existing labor market conditions is reinforced further when we examine the work of others who have studied these and related research issues. We find that there is congruence between our

research findings and these other studies.

We will only present selected findings from a few studies in this section. A more detailed review of the literature and related references are in the appendix.

Carter¹⁸ reports at some point in their lives, 80% of the women on the AFDC rolls were employed full time, 50% had been employed for five years or more, and 50% after having given birth. These findings are also supported by Burnside and Cox¹⁹ and a third study by Rein and Wishnov. Women receiving AFDC grants do work and are motivated to continued working.

The study by Rein and Wishnov²⁰ reports that there are few long term AFDC cases. The usual pattern is one of work and welfare combined, i.e., periods of time on and off welfare complemented by periods of time in and out of a secondary labor market.

Goodwin²¹ reports that the work ethic of welfare clients, the working poor and that of lower middle class blacks is similar - they all exhibit a high degree of motivation to work and subscribe to the work ethic. The studies by Cox, Carter, and Burnside emphasize the barrier presented by the secondary labor market to minority group women in securing and maintaining gainful employment and eventually working their way off the welfare rolls.

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There are other studies by Opton, Klausner, Fine and Thompson, Miles and Macek²² which support the fact that women on welfare desire employment, do indeed work in a welfare - work pattern, and that labor market conditions and a secondary labor market are important influences if not potential determinants of employment outcomes and welfare status.

While they identify a variety of background characteristics (all relatively similar to each other within each study and with our background characteristics) that correlated with employment outcomes, the correlations while significant and important are not causally impressive. Much greater stress is given to structural factors as potential determinants of employment outcomes and welfare status.

Rein²³ in her recent article examining the factors that help determine a woman's decision in relation to work or welfare and the related outcomes suggests that we have identified the major variables²⁴ involved in this process. However, she also suggests that while we have the discrete variables²⁵ for a very large country-wide welfare population, we do not understand how they operate together with particular discrete populations. She concludes that additional studies towards this end be undertaken for this purpose.

Ours was such a discrete population.

The use of a selective optimum study population such as ours severely limits our ability to generalize to other welfare populations. However, it does, with the support of other research studies, enable us to draw some logical conclusions, well-grounded in data that are pertinent to day care, employment and welfare status policy issues.

As indicated earlier, it seems clear to us that our present policies mandating employment and eventual self-sufficiency as conditions for receiving welfare and social services under present labor market conditions are programmed for failure.

At the risk of repeating suggestions that already have been made by other researchers, we would make the following recommendations:

- 1 - In order for day care to free women to pursue their personal goals for employment, training or strengthening of family ties, there is a need to provide, after school as well as pre school day care services for all children who require it.
- 2 - Since wages are the prime determinant of welfare status, what we require are jobs that pay a living wage. Merely registering welfare clients for employment, coupled with vocational training and compensatory education programs will inevitably fail unless there is an increase in quantitative rewards that employment offers.
- 3 - A carefully designed public employment program could effectively work against the vagaries of the secondary labor market, provide opportunities for advancement, pay a living wage, and be used for socially desirable purposes.

Until we are able to constructively address even in part the real factors and not the symptoms involved in welfare dependency, the provision of a decent minimum grant and a constructive attitude which does not blame the victims for the social problems beyond their control would be a far healthier one for our total society as well as those responsible for proposing social welfare legislation.

FOOTNOTES

- 1 - "People on Public Assistance", New York State Department of Social Services, Publication No. 1016 (4/74) Part V, Page 3.
- 1B - Dill, John - "A Comparative Study of Early School Achievement of Day Care Graduates" - unpublished study - Day Care Council of New York - April, 1973.

For additional material on the history of the day care movement in New York City see - Fleiss, B. "The Relationship of the Mayor's Committee on War Time Care of Children to Day Care in New York City" - unpublished doctoral dissertation, New York University School of Education, 1962.
- 2 - Remarks by Commissioner Hilliard, New York City Department of Social Services - May 19, 1949 in a speech delivered at the Lenox Hill Neighborhood Association at the first annual meeting of the Day Care Council of New York.
- 3 - Frances Fox Piven, Richard A. Cloward - "Regulating the Poor", pg. 183, Pantheon Books.

From December 1960 to February 1969 some 800,000 families were added to the A.F.D.C. rolls (throughout the United States), an increase of 10% in just eight years and two months.

Search: A Report from the Urban Institute - Volume 3, Number 4, July - August 1973.

Yet, the number of families receiving Aid to Families with Dependent Children (AFDC) tripled in the past decade, more than doubled from 1967 to 1970, and soared 36 percent in 1970 alone. By the end of 1971 nearly three million families were on the rolls - all during a time of almost continuous national prosperity.

The causes for the rising AFDC caseload seem to lie not so much in welfare cheating or in fathers deserting, as many have been assuming. Rather, the causes stem from complex social, economic, and legislative factors, Mrs. Boland finds.

- 4 - The 1967 Social Security Amendments conditioned welfare benefits on the willingness to work and established the current Work Incentive Program (W.I.N.).

When this program produced extremely poor results (due to resistance and a lack of jobs) the legislation was amended in December, 1971 (Talmadge Amendment) and all welfare recipients with few exceptions were required to register for work or training.

The Long Amendments to the H.R.1 Bill defeated in 1972 would have required all able bodied welfare recipients to work at jobs provided by the government if no work was available to them in private industry.

There was a clear implication that much of this proposed work would be menial, at minimum wages and with no chance for advancement.

As Dr. Bradley R. Schiller states in his article "Welfare Reform: A Synthesis of Research on the WIN Program", United States Department of Labor, Contract # 51-24-72-09 - "Senator Long's Bill and recent welfare demonstrations are predicted in large part on the premise that poor people must be forced to work."

- 5 - Federal Register, January 28, 1969, volume 34, number 18, page 1354. This quotation is from section 406D of the original social security act.
- 6 - Federal Register, October 31, 1973, volume 38, number 209, sections 221.8 and 221.9.
- 7 - On July 1, 1973, Congress passed P.L. 9366 returning a more restrictive set of regulations (more than the October 31, 1973 regulations) to the Department of H.E.W. for reconsideration and revision - a most unusual and unprecedented action for Congress to take.

It also reminded the Department of H.E.W. of the original family strengthening and support purposes of the Social Security Act and suggested that the Department had exceeded its legislative authority by changing the intent of the Social Security Act.

On January 3, 1974, President Nixon signed into law H.R. 1331 which included a provision suspending the October 31, 1973 regulations until December 1974.

This bill restored the more liberal regulations of January 31, 1969 as the rules governing the goals, eligibility, and financial arrangements under the social security amendments.

- 8 - The study "Dependency Status of A.F.D.C. Mothers Using Day Care" was submitted to the Office of Child Development, Department of Health, Education and Welfare early in 1972 and was approved as modified on June 28, 1972.
- 9 - Outline for doctoral dissertation by Dan Morris - "Group Day Care and Maternal Employment: An Exploratory Study of A.F.D.C. Mothers Who Voluntarily Sought and Obtained Group Day Care Services for Employment Purposes and the Factors Associated With Their Selection and Utilization of Group Day Care Services, Their Participation in the Labor Force and Their Short and Long Term Employment Outcomes." Submitted to the Columbia University School of Social Work.
- 10 - While the day care directors were most cooperative, some were not in accord with the focus of the study. These directors felt that the sample should have included not only women on AFDC, but a representative sample of non-welfare mothers, since they comprise approximately 57% of the day care population in New York City.

While budgetary considerations precluded this, in retrospect, it is an important omission. Their inclusion in the sample would have allowed us to answer the research questions for the overwhelming proportion of the group day care population - a much more complete and accurate picture of the effect of group day care on the two research issues.

It would also have avoided any possible misinterpretation by less careful readers (despite our long introductory remarks on this subject) that day care services are intended to service only women on welfare.

11 - Mimeographed publication by Agency for Child Development of New York City, 1972 - "Data on Families Served in Agency for Child Development Group Day Care and Family Day Care Programs."

11A- Fine, Ronald E. - "A.F.D.C. Employment and Referral Guidelines" - Institute for Interdisciplinary Studies, Minneapolis, Minnesota, June 1972.

12 - See footnote 4.

13 - "Patterns of Work and Welfare in A.F.D.C." - Mildred Rein and Barbara Wishnov; Welfare in Review: November - December, 1971, vol. 9 - no. 6, pp. 7 - 12.

Friedlander, Stanley; Strategic Factors in Urban Unemployment: Department of Labor, Contract # 81-34-68-44.

Feldman, Perry H. and Gordon, David and Michael, Reich; Edited by Dr. Doeringer, Peter B.; Low Income Labor Markets and Urban Manpower Programs: Department of Labor, Contract #91-23-68-06 (1969)

14 - "The Employment Potential of A.F.D.C. Mothers: Some Questions and Some Answers," Genevieve W. Carter; Welfare in Review: July - August, 1968, vol. 6 - no. 4, pp. 1-11.

See introduction to this report pp. 3-9 and footnote 4.

14A - Recent price survey data for the area clearly show that the cost of maintaining even a moderate living standard for an employed mother and one child in October 1973 was \$183.11 per week, while the cost for an employed mother with 2 children was \$232.46 per week: Annual Price Survey - Family Budget Costs. The Community Council of Greater New York, February 1974, p.19.

15 - Ryan, William "Blaming the Victim", page 36, Random House, 1971.

- 16 - Regression Analysis - by employing a given variable as an indicator of success (dependent variable), we would have an equation:

$$\text{Estimated Grade} = b_1 (\text{Var}_1) + b_2 (\text{Var}_2) + b_3 (\text{Var}_3) + b_4 (\text{Var}_4) + b_5 (\text{Var}_5) + b_6 (\text{Var}_6) + b_7 (\text{Var}_7) + b_8 (\text{Var}_8) + C$$

where $\text{Var}_1 \dots \text{Var}_8$ are the seven background variables and labor market potential (eight independent variables) and C a constant.

The regression analysis yields values of b_1, b_2, \dots, b_8 and C so as to make the resultant equation yield the best possible predictor of that measure of employment success.

The correlation between one's actual score on the employment variable and that yielded by the equation is the "multiple correlation" between the independent variables, taken together, with employment success.

The square of this number, like the square of a simple correlation coefficient, indicates the degree to which the actual grade may be predicted by the eight variables taken together in the regression equation.

To illustrate, the actual equation which was calculated as the best predictor of the percent of time employed after day care was: (Table 83).

$$\begin{aligned} \text{Estimated percent of time employed after day care} = & \\ -0.222 (\text{Labor Market}) + & -0.169 (\text{percent day care use total}) \\ + 0.030 (\text{number of people supported}) + & -0.104 (\text{vocational training}) \\ + 0.313 (\text{education}) + & 0.044 (\text{age}) + 0.027 (\text{ethnicity}) \\ + 0.030 & \end{aligned}$$

(where Var_1 through Var_8 are the independent variables).

The correlation between the equation derived estimate of the percent of time employed after day care and the actual percent is 29.6.

This correlation is naturally higher than any of the individual correlations appearing in Table 75, as discussed earlier. In fact, the unique predictive strength of all the seven background characteristics and labor market variable are operating here in an additive fashion.

The multiple correlation squared is .296, indicating that only about 30% of the variance in the percent of time employed after day care may be accounted for by the woman's background and labor market conditions.

- 17 - The education figures used to compare the study population to New York City's welfare population were supplied by the New York City Department of Social Services Office of Policy Research. They are based upon a sample of approximately 1,600 cases used in the National A.F.D.C. Study of 1971.

The table below shows the comparative educational background between the 2 populations.

	<u>Grade School Only</u>	<u>J.H.S.</u>	<u>Some H.S.</u>	<u>H.S. Grads.</u>	<u>College and/or Advanced</u>	<u>Unreported</u>
Study Pop.	6%	16%	32%	39%	7%	0
A.F.D.C. Pop. in N.Y.C.	14%	10%	30%	19%	3%	23%

If all cases in the N.Y.C. - A.F.D.C. had reported their education level it is clear that the study population has achieved a higher level than N.Y.C.'s A.F.D.C. population. However, with some of this population not reporting this information, we can only suggest that it is probably so.

18 - "The Employment Potential of A.F.D.C. Mothers: Some Questions and Some Answers," Genevieve W. Carter; Welfare in Review: July - August, 1968, vol. 6 - no. 4, pp. 1-11.

19 - "The Employment Potential of A.F.D.C. Mothers in Six States," Betty Burnside; Welfare in Review: July - August 1971, vol. 9 - no. 4, pp. 16 - 20.

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"The Employment of Mothers as a Means of Family Support," Irene Cox; Welfare in Review: November - December, 1970, vol. 8 - no. 6, pp. 9-17.

20 - "Patterns of Work and Welfare in A.F.D.C.", Mildred Rein and Barbara Wishnov; Welfare in Review: November - December, 1971, vol. 9 - no. 6 pp. 7 - 12.

21 - Goodwin, Leonard "Do the Poor Want to Work" - Brookings Institution, Washington, D.C. 1972.

22 - Opton, Edward M., Jr. "Factors Associated with Employment Among Welfare Mothers" - Wright Institute, Berkeley, California (PB 201109) 1971

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- 23 - Rein, Mildred, "Determinants of the Work-Welfare Choice in A.F.D.C." - Social Service Review, December, 1972.
- 24 - Rein, Mildred - IBID OP. CIT. - "This essay examines three areas which may determine whether mothers receiving Aid to Families with Dependent Children (AFDC) will choose work, welfare, or work and welfare. These are labor-force determinants (work history and education and skill); monetary determinants (welfare-benefit levels, and income disregards); and cultural determinants (male-female conflict, sub-culture, and the meaning of income). Statistical surveys, empirical studies, and theoretical formulations are used to ascertain the impact of each area on the work-welfare choice. Implications for welfare reform are drawn from the data."
- 25 - Rein, Mildred - IBID OP. CIT. - "Although the perspectives reviewed here may be valid in their description of the variables that impinge on the AFDC and potential AFDC population, they are only partial explanations of the choices regarding work-welfare options. They are single, discrete influences that can be abstracted for analytic purposes, but they do not in reality have the kind of direct, distinct effect that the logic of the analysis seems to indicate. Even if all possible factors were considered at the same time in some kind of serial or weighted progression, it would not be clear how they combined and interacted in a single individual to effect a relevant decision. That could be clarified only by a study of the individual. What can be attempted here are some broad tentative outlines that relate the pieces to each other in a coherent fashion."

Instructions

As you know, I'm helping the Day Care Council of New York to do a study of how people who used or are using day care in order to work have made out since their children have been using the day care programs. We've been asking women like yourself, who used the _____ Day Care Center, questions concerning: What Day Care has meant to you and your child? What it has been like for you to work? And how things have worked out for you in general?

Your answers to these questions will be strictly confidential and secret and we would never give out any information about any single individual's answers. We would never use anybody's name in reporting what we learn from your experience or anyone else's. As a matter of fact, your name will not appear on this questionnaire, instead we are assigning you a number.

What we learn from your experiences should be very helpful to us in our attempt to provide such services in the future.

Day Care Questions

I'd like to begin by asking you some questions about group day care. Some questions on how good you think it is, how it affected you as a mother, and some questions on experiences you might have had.

(1) When did your child (children) start attending a group day care center?

Are any of your children still attending a group day care center?

	Began (month, year)	Ended (month, year)	Still Attending?
Child I	_____	_____	_____
Child II	_____	_____	_____
Child III	_____	_____	_____
Child IV	_____	_____	_____

(2) How did you first find out about group day care?

1. From my caseworker _____
2. From a friend or relative _____
3. From a social agency _____ (Specify)
4. From a community group _____ (Specify)
5. Discovered it myself _____

(3) Group day care centers provide a number of other services in addition to caring for children. We would like to find out if you used any of these other services and if so, how often?

Did you ever use group day care for help with:

- | | YES | NO | HOW OFTEN |
|---|-------|-------|-----------|
| 1. Counselling with regarding to your child? | _____ | _____ | _____ |
| 2. Counselling for your own personal problems? | _____ | _____ | _____ |
| 3. Counselling for your own problems with employment? | _____ | _____ | _____ |
| 4. Health services for your children | _____ | _____ | _____ |

YES NO HOW OFTEN?

5. Finding special programs to help you with your children's special problems?
6. Problems you may have had with housing?
7. Problems you may have had with welfare?
8. Problems you may have had with your child's education?

(Interviewer: Start with the first service and go through each one asking the respondent if the service was used and how often)

(4) Now, we would like to find out what you thought of the group day care service that you received? I'm going to read to you a number of things that day care centers do for you and your child and we want you to tell us the degree to which you were satisfied with each particular aspect. In other words, how satisfied were you -- very satisfied, fairly satisfied, not really satisfied, not satisfied at all.

	<u>Very Satisfied</u>	<u>Fairly Satisfied</u>	<u>Not Really Satisfied</u>	<u>Not Satisfied At All</u>
1. The supervision over my child	_____	_____	_____	_____
2. How my child feels about day care	_____	_____	_____	_____
3. The things my child learned	_____	_____	_____	_____
4. The concern of the day care staff for the well being of my child and myself	_____	_____	_____	_____
5. The dependability of group day care	_____	_____	_____	_____
6. The hours which the center was open	_____	_____	_____	_____
7. The way the day care center prepared my child for school	_____	_____	_____	_____
8. Where the day care center was located	_____	_____	_____	_____

(5) When you first enrolled your child in group day care were there other ways you could have taken care of your children? If so, what were they?

- | | <u>YES</u> | <u>NO</u> |
|------------------------|------------|-----------|
| 1. I have nothing else | _____ | _____ |
| 2. Mother | _____ | _____ |
| 3. Other relative | _____ | _____ |
| 4. Neighbor or friend | _____ | _____ |
| 5. Baby Sitter | _____ | _____ |
| 6. Family Day Care | _____ | _____ |
| 7. Older children | _____ | _____ |
| 8. Other _____ | _____ | _____ |

(Interviewer: Read each possible choice and evoke a yes or no answer. Then ask if there are any other possible alternatives)

(6) Why did you choose group day care instead of any of the other ways to take care of your child (children)?

- | | YES | NO |
|--|-------|-------|
| a. Was Group Day Care your only alternative? | _____ | _____ |
| b. Did you choose Group Day Care because you had heard that it would be good for your child? | _____ | _____ |
| c. Did you choose Group Day Care because it was convenient? | _____ | _____ |
| d. Did you choose Group Day Care because of the cost? | _____ | _____ |
| e. Did you choose Group Day Care because you wanted your child to be with other children? | _____ | _____ |
| f. Did you choose Group Day Care because you wanted your child to learn? | _____ | _____ |

(7) Did you have any problem in getting your child into the group day care center?

1. No. Just applied and got in _____

2. Yes, but I kept on calling until I got in. _____

3. Yes, but I used some influence to get in
(friends, relatives, or community leaders) _____

4. Yes, I was put on a waiting list. _____

(If (4) then: How long did you have
to wait? (In weeks) _____

(8) (For those currently using day care) \

If the Day Care Center closed tomorrow, could
you make other arrangements for taking care of
your children? What would they be?

(Interviewer: Assess the respondents interpretation of
alternative arrangements after probing.
Determine if they would be as satisfactory
as group day care, not as satisfactory or
more satisfactory)

	<u>As Satisfactory</u>	<u>Not as Satisfactory</u>	<u>More Satisfactory</u>	<u>None</u>
1. No	_____	_____	_____	_____
2. Yes, other relative	_____	_____	_____	_____
3. Yes, neigh- bor or friend	_____	_____	_____	_____
4. Yes, baby sitter	_____	_____	_____	_____
5. Yes, family day care	_____	_____	_____	_____
6. Yes, older child	_____	_____	_____	_____
7. Not sure	_____	_____	_____	_____

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(9) If you had your choice to stay home, would you still want your child to go to a day care center?

1. YES 2. NO

If yes, why?

1. Good to be with other children
2. Learns
3. My child really likes it
4. It would give me some free time
5. Other _____ (specify)

(10) In what ways, if any, do you think that day care has affected your child?

1. It has no effect
2. Makes friends more easily
3. Has developed many social skills
4. Ties things on own
5. More grown up
6. Demands more attention from me now
7. She (he) now asks many more questions
8. Other _____ (specify)

(11) Do you feel that your children lose out in any way when you work?

1. Not at all
2. Very little
3. To some degree
4. Very much

(if respondent states 2-4, then ask)

In what ways do you feel that they lose out when you're working?

	<u>YES</u>	<u>NO</u>
1. Their supervision (safety)	_____	_____
2. Education (watch that they do homework, educational stimulation)	_____	_____
3. Attention and Love	_____	_____
4. Discipline (bad friends, get in trouble)	_____	_____

(To Interviewer: Ask respondent each of the above four ways, then ask if there are any others that they can think of)

(12) Going to work is not easy for a mother with children. Finding a good job is tough and then there is a home and your children to take care of. What was the most important reason in your decision to leave welfare and go to work.

- 1. Needed more money _____
- 2. Bored at home _____
- 3. Matter of pride, wanted to go to work _____
- 4. Ashamed of being on welfare _____
- 5. Set an example for my children _____
- 6. I was forced to _____

going to work your idea or did someone put pressure on to get a job?

- 1. Own idea _____
- 2. Pressure _____

(if pressured)

Who was that person or agency that put pressure on you?

(14) We know that mothers want their children to be well taken care of when they go off to work, yet would you still have tried to get a job if group day care was not available?

- 1. Yes _____
- 2. No _____
- 3. Not sure _____

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Work History

I would now like to ask you some questions about your own personal work experiences -- some questions about the job that you have now, if you are working, and other questions about past jobs

(1) Are you working now?

1. YES 2. NO (If "NO", include Section A at end of work experience)

(If not working now) What are you doing?

1. I am looking for work _____
2. I am going to school _____
3. I am in a vocational training program _____
4. I am taking care of my children _____
5. I am pregnant _____
6. Other _____ (specify) _____

(2) Are you looking for a job?

1. Yes _____
2. No _____

(If yes) Why do you think you're have trouble finding a job?

1. It's hard to find a job _____
2. I don't have any training _____
3. I don't have enough education _____
4. There is discrimination _____
5. Other _____ (specify) _____

(If no) Why are you not looking for work?

1. I don't need a job because I have enough income _____

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- 2. I am physically handicapped _____
- 3. I am in poor health _____
- 4. I have no one to care for my children _____
- 5. My children need me at home and a sitter cannot really take my place _____
- 6. I am enrolled in school _____
- 7. I am taking a vacation from work _____
- 8. The jobs I could get don't pay enough _____
- 9. I am too old) _____
- 10. I am not trained for any good jobs that are available _____
- 11. I don't have enough education to get a good job _____
- 12. Other _____ (specify)

(To interviewer: If respondent is working now start with present job and work backwards asking the following questions () for all jobs held since their child started day care as well as the two most recent jobs before day care was begun. If not working now, start with most recent job experiences and work backwards to the same point. Use extra sheets for each additional job).

What sort of work did (do) you do on this job? (Probe for full description)

Has (do) you have any title?

About how many hours did (do) you work per week? Was it full time or only for a certain number of hours?

For about how long did you have this job?

How did you find out about this job?

- 1. Day care personnel _____
- 2. Friends _____
- 3. Newspaper _____
- 4. Employment agency where you pay _____
- 5. Just went to companies and asked about jobs _____
- 6. State employment service _____
- 7. Family told me _____
- 8. Sign in window _____
- 9. Church and community leaders _____
- 10. From other social agency (specify _____)
- 11. Other (specify _____)

Can you please try to remember the year and month when you first started working on this job?

(If job is over) When did you stop working on this job? (month and year)

Did you get any raises? How many?

Did you get any promotions? How many?

Why did you leave this job?

- 1. I got fired _____
- 2. I got laid off _____
- 3. I got tired of it and quit _____
- 4. I had to quit for personal reasons _____
- 5. I quit because I got a better job. _____
- 6. I quit, to go to school _____
- 7. Other _____ (specify)

About how much money before taxes and deductions did you earn on this job per week.

- 1. less than \$40 _____
- 2. 40-49 _____
- 3. 50-59 _____
- 4. 60-69 _____
- 5. 70-79 _____
- 6. 80-89 _____
- 7. 90-99 _____
- 8. 100-109 _____
- 9. 110-119 _____
- 10. 120-129 _____
- 11. 130-139 _____
- 12. 140-149 _____
- 13. 150-159 _____
- 14. 160-169 _____
- 15. 170-189 _____
- 16. 190 plus _____

Now, I'd like to ask you about some of the problems you might have had on this job. Did you have any problems with --

	<u>YES</u>	<u>NO</u>
1. The pay	_____	_____
2. Lack of experience	_____	_____
3. Getting the job in the first place	_____	_____
4. Getting to work	_____	_____
5. Your health	_____	_____
6. Supervisors	_____	_____
7. Co-workers	_____	_____
8. Discrimination	_____	_____
9. The type of work	_____	_____
10. The hours of work	_____	_____
11. The union	_____	_____
12. Security on the job	_____	_____
13. Taking care of your children	_____	_____

(Interviewer: Now ask this set of questions for next most recent job and so on until you reach the job prior to the onset of day care)

Background Information

Now to finish up, I would like to ask some questions about your own background and experiences.

How old are you as of your last birthday?

Where were you born?

(For those not born in mainland USA)--

How old were you when you moved to the mainland of the United States?

How long have you lived in New York City?

- 1. Less than one year _____
- 2. Over one year - less than 3 _____
- 3. 3 - 5 Years _____
- 4. 6 - 10 Years _____
- 5. Over ten years _____
- 6. All my life _____

Now, we would like to ask you about the education and training that you have received.

What is the highest grade in school that you completed?

Have you ever received any vocational, business or technical training since leaving school? If so for how long?

- 0. No _____
- 1. Yes, less than two months _____
- 2. Yes, 3-4 months _____
- 3. Yes, 5-8 months _____
- 4. Yes, 9 months to a year _____
- 5. Yes, for more than a year _____

We are also interested in the house in which you grew up.

When you were growing up what sort of work did your father do?

When you were growing up what sort of work did your mother do?

How many children including yourself were in the household in which you grew up?

In regard to your own family, we would like to know how many children you have.

How old were you when the first one was born?

How are your children taken care of during the day?

- | | <u>Number</u> |
|------------------------------|---------------|
| 1. In group day care | _____ |
| 2. In other type of day care | _____ |
| 3. In school | _____ |
| 4. By myself | _____ |
| 5. By relatives or friends | _____ |
| 6. Other _____ (specify) | _____ |

Are there any other people living in your household. For example, any grandmothers, brothers, etc.

- | | <u>Number</u> |
|--------------|---------------|
| Brothers? | _____ |
| Sisters? | _____ |
| Husband? | _____ |
| Mother? | _____ |
| Father? | _____ |
| Grandmother? | _____ |
| Grandfather? | _____ |



Cousins? _____

Aunts? _____

Uncles? _____

Friends? _____

Totally, how many dependents do you have?

It is important for us to know about your experiences with welfare.

In the last five years about how much time have you been on welfare? Would you say all the time, most of the time, some of the time, or only a small amount of time?

1. All of the time _____

2. Most of the time _____

3. Some of the time _____

4. Hardly at all or a small amount of time _____

What would you say is the most important reason that you have had to go on welfare?

1. Husband refused to provide support _____

2. Husband lost his job _____

3. I became ill _____

4. I became pregnant _____

5. I had to care for my children _____

6. I had to care for a sick person _____

7. I lost my job _____

8. Other _____ (specify) _____

Do you still get money from welfare?

1. Yes _____

2. No _____

-III

What kind of payments are you getting, full or supplementary?

1. Full _____
2. Supplementary _____

FOR INTERVIEWER ONLY

(To be completed following interview)

(1) Language interview was conducted in:

1. All English _____
2. Mostly English _____
3. Mostly Spanish _____
4. All Spanish _____

2. Was there anyone else present during the interview?
If so, whom?

3. Where was interview conducted?

4. Sex of interviewer

5. Race or ethnicity of respondent

6. Race or ethnicity of interviewer

7. Time interview began

8. Time interview ended

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Additional Employment

What sort of job did you have before this job? (Probe for full description)

Did you have a title?

When did you stop working on this job? (Month and year)

Please try to remember when you began to work on this job

How many hours did you work per week? Was it full time, or only for a certain number of hours?

How did you get this job?

1. day care personnel
2. friends
3. newspaper
4. employment agency where you pay
5. just went to companies and asked about jobs
6. state employment service
7. family told me
8. sign in window
9. church and community leaders
10. from other social agency (specify _____)
11. other (specify _____)

Did you have anything lined up when you left?

About how much money were you earning on this job?

Did you get any raises? How many?

Did you get any promotions? How many?

Did you like this job?

Did you have any particular problems on this job? How severe were they? How long did it last?

	<u>Problem</u>	<u>Severity</u>	<u>Length</u>
1.			
2.			
3.			
4.			
5.			

(To Interviewer: Elicit as many possible answers without probes; then probe-- getting the job, pay, lack of experience or training, finding a place to live, getting to work, family, supervisors, co-workers, racism, problems related to the company, the routine and boredom, layoffs, job security, union, discrimination, favoritism--- any others.)

(After probing have them rank "1" to worst problem and so on.)

Household Members Employed

1. What sort of work does he (she) do? (Probe for a description)

2. How long was he (she) been working at that job?

3. Does he (she) work full time or only for a certain number of hours per week?

4. About how much does he (she) earn in a week?

5. Did he (she) have any jobs before that one? (Probe for a brief description of work history in last five years).

6. In the last five years, would you say that they were working most of the time or not working most of the time?

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2. 'The Employment Potential of A.F.D.C. Mothers: Some Questions and Some Answers,' Genevieve W. Carter; Welfare in Review: July-Aug, 1968, vol. 6- no. 4, pp. 1-11
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1. 'Changes in A.F.D.C.: 1969-1971, Betty Burnside; Welfare in Review: March-April, 1972, vol. 10- no. 2 pp. 28-32
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3. 'A.F.D.C. Mothers: Employed and Not Employed: Howard Oberheu; Welfare in Review: May-June, 1972, vol. 10- no. 3 pp. 58-61

C. Welfare and the Labor Market

1. 'Patterns of Work and Welfare in A.F.D.C.,' Mildred Rein and Barbara Wishnov; Welfare in Review: Nov-Dec, 1971, vol. 9- no. 6 pp. 7-12
2. Dr. Ferman, Louis, A. and Dr. Miller, Joe A.; Welfare Careers and Low-Wage Employment: Dep't. of Labor Contract # 51-24-69-05
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D. Financial Incentives

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2. Solarz, Andrew K.; Effects of the Earnings Exemption Provision on A.F.D.C. Recipients: Welfare in Review; Jan-Feb, 1971 vol. 9- no. 1 pp. 18-20
3. Appel, Gary L.; Effects of a Financial Incentive on A.F.D.C. Employment: Institute for Interdisciplinary Studies, Minneapolis



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- B. Opton, Edward M., Jr. "Factors Associated with Employment Among Welfare Mothers" - Wright Institute, Berkeley, California (PB 201109) 1971
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- D. Fine, Ronald E. "A.F.D.C. Employment and Referral Guidelines" - Institute for Interdisciplinary Studies, Minneapolis, Minnesota, June 1972, Department H.E.W. Contract #SR5 69-59
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Analysis

Appendix IV.

APPENDIX IV - LITERATURE SEARCH

1. Employment and Employability

We reviewed six studies (see Appendix III-A) in this category and while each utilized different techniques and different sources of data, there was general agreement on the following:

a) A.F.D.C. Mothers Do Work:

The total percentage employed at any one time is usually 14-15% (8% full time, 6% part time). Carter points out that 80% have at one time held full time employment, 50% were employed five years or more and 50% worked after giving birth. Similar statistics are supplied by Burnside and Cox. Rein and Wishnov (see Appendix III-C) report 87% of A.F.D.C. mothers have worked at some time.

b) The impact of the labor market on employability and employment is considerable: Levinson defines employability as having two primary components. 1 - Employment potential--Defined arbitrarily as education (high school), amount of previous employment, and skill level of former job. 2 - Employment barriers--from a list of 12, the primary ones identified by Levinson are children under eight years of age; day-care unavailable or of poor quality, and illness. Utilizing the 1961, 67, and 68 national studies on the characteristics of A.F.D.C. clients, he suggests that the employment potential (based upon his definition) has risen for the A.F.D.C. population from 25% (1961) to 44% in 1968, but that the barriers remain the same.

Cox, Carter, and Burnside would agree with Levinson's iden-

tification of barriers to employment and the definition of employment potential. However, as will be described shortly, they place much greater emphasis on the labor market available to minority group females as a major barrier to employment.

Barkowitz and Warren cast doubt on the whole question of determining employability definitions based upon personal characteristics or attributes in light of the labor market demands for specific skills, low wages insufficient to match welfare grants, lack of adequate child care provisions, and discriminatory hiring practices. Carter makes a strong case that the irregular marginal labor market which confronts A.F.D.C. mothers and not personal attributes is the major barrier to employment. She supports her case by identifying the low wage occupations in which former A.F.D.C. mothers were employed, how similar A.F.D.C. mothers are to the group who currently occupy these positions, and that the case turn-over (she refers to this as musical chairs) indicate a back and forth movement between a seasonal, low paying, irregular labor market and welfare status.

Carter also points out that at the minimum wage, a single woman with two children must earn 1-1/3 times her salary to go over the poverty line. She suggests that this fact alone would raise real doubts about any large number of women working themselves off welfare.

Cox broadens the problem of employment and low wages to all women by pointing out that the median wage for a single woman is just at the poverty line \$2,295. If women, who are white, better educated, and more skilled than welfare mothers face a major problem in supporting themselves, Cox questions the feasibility

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of the current A.F.D.C. population working themselves off welfare.

She suggests that the ideal success profile for a working mother be -- middle aged, no children under 6, high school graduate or some college, work full time as a professional, technician or white collar worker, be white, and be married.

c) There are personal, personality, and background characteristics that are associated with employability: None of these surveys suggest causality for any one variable or sets of variables, do they weight the effect of one or several variables acting together. All studies with varying emphasis or phrasing list the following as factors associated with employment: high school education, length of previous work experience, skill level of previous employment, fewer and older children, greater self confidence, and motivation. They all acknowledge that some variables can be artifacts (i.e., Are the skills of a high school education needed to do the job or is this requirement a preference or screening device of some employers?) They also point out that all variables interact with labor market conditions. A tight labor market forces employers to lower work qualifications permitting less qualified people to obtain jobs and vice versa. They also agree that despite the present inadequate state of our welfare and social policies, and economic conditions, these and other personal, background and personality factors in some combination do affect the employment and employability potential for A.F.D.C. mothers.

d) There are important personal, service, and structural obstacles to employment: Again with minor shadings in emphasis,

the obstacles or barriers to employment identified in the various studies are: young children (under 6), lack of day-care facilities, illness, unplanned pregnancies, motivation, self-confidence, conflict between maternal and work role, psychological problems, and transportation.

Again these variables are not weighted but the four that appear most frequently are younger children, lack of day-care, illness, and self-confidence. The structural obstacles to employment not listed here, are the irregular (dual, marginal, secondary) labor market, and discrimination. The service obstacles are training programs, social services, day care, and placement services. These are not weighted but as indicated earlier Carter, Cox, Warren and Berkowitz and Levinson speak about the importance of the structural obstacles—primarily the labor market. This is also true for all five studies referred to under item c: "Welfare and the Labor Market" as well as the five in depth studies to be described later in this section.

2. Characteristics of A.F.D.C. Mothers

We found three studies (see Appendix II-B) on this subject each of which analyzed one or several of the larger studies: "Findings of the A.F.D.C. Study 1961, 67, 68, 71", published by the U.S. Department of Health, Education and Welfare, S.R.S. All the findings are similar, so we will quote the findings from the recent study by Betty Burnside. 1. A 56.6% increase in A.F.D.C. rolls from 1969-71. 2. Continued movement of A.F.D.C. Families to urban centers - 75% of the A.F.D.C. population in

1971 lived in urban centers. 3. Fewer black families - 45.2% 1969; 43.3% 1971. 4. Median time on A.F.D.C. shorter; 1969 23 months, 1971 20 months. 5. More first time applicants - 59.7% 1969; 65.8% 1971. 6. Fewer long term A.F.D.C. families (5 years or more) 22.8% 1969; 17.7% 1971. 7. Drop in number of children in single parent families -- 1969 3% 1971 2.7% 8. A.F.D.C. mothers are younger (under 25 years) 1969 24.2%; 1971 28.8% 9. Proportion children under six years - 32.5% 1969; 34.3% in 1971. 10. Work and training statistics -- a) 25% mothers are working, looking for work, or in training; b) mothers working full time -- 1969, 7.5%; 1971, 8.3%; c) mothers working part time -- 1969 6%; 1971, 6.5%; d) 23% mothers had never worked in 1971; e) referral to WINS Program -- 13.1% 1969; 17.6% 1971; f) In WINS Program 6.2% in 1969; 8.8% 1971; g) 81.3% A.F.D.C. families headed by women 1971.

These modest changes in characteristics of A.F.D.C. families would seem to have little impact upon the employability potential of this population. On the positive side we see less long term families, shorter median time on A.F.D.C. rolls, and smaller families. On the negative side we have younger mothers, more younger children, and less work experience.

The relative changes are not large enough to change the basic problems associated with the employment of A.F.D.C. mothers. The statistics support the view that A.F.D.C. mothers do work, i.e., median time on welfare, work and training statistics, percentage of long term A.F.D.C. mothers.

3. Welfare and the Labor Market

There are five completed studies and one study in process (see Appendix III-C) in this area. The one study in process was included to indicate the rise in interest in this subject.

In the study edited by Dr. Peter B. Doeringer the researchers found that the major problem of participants (males) in a manpower program was not primarily education or training, but frequent turn-over in their low paying dead-end jobs. The men had good skills but could not break into good paying union positions. The researchers hypothesized that there is a stable, preferred primary labor market for non-ghetto people, and a secondary, unstable low wage dead-end labor market for the ghetto labor force. Employment stability is related to the primary preferred labor market. They recommend greater emphasis on job development, job placement, and training to enable ghetto residents to qualify for the preferred labor market. They do not deal with the issue of discrimination.

Rein and Wishnov support this thesis of the secondary labor market for welfare mothers suggesting (as did Carter) that welfare is used by welfare recipients to supplement the poor wages and instability of this market. In a fashion similar to Carter they point to the few long term A.F.D.C. cases, the short period on welfare (median 20 months), the frequent number of separate periods of time people are on assistance, and cite two studies done in the 1950's to show the consistency of the pattern over time and

the large percentage of A.F.D.C. mothers who have worked. They conclude that A.F.D.C. mothers are constantly in and out of this secondary marginal labor market and use welfare in conjunction with full time and part time employment to maintain themselves and their families. They suggest, as have Carter, Cox, Warren and Berkowitz and others to be cited in subsequent sections that given this labor market, the level of A.F.D.C. payments, plus food stamps and Medicaid, we will continue to witness a movement from work to welfare and vice-versa, until A.F.D.C. mothers can be helped to move into the primary labor market or public employment programs.

Dr. Ferman and Dr. Miller describe the same unstable work pattern and low paying jobs especially for black women, who earn considerably less than their male counterparts and less than white females. Their conclusions are similar to Doeringer, Carter and Rein and Wishnov.

Dr. Harrison's study of ten ghetto areas also supports the dual labor market theory -- stating that education for blacks unless on a college level has little meaning in terms of earnings or job stability. He indicates that white high school graduates earn three times the amount of black high school graduates from ghetto areas. His recommendations parallel those of the other studies including a suggestion for the industrial development of ghetto areas to create a primary labor market there.

4. Financial Incentives and Welfare

There were two major studies in this area, (see Appendix II-D). L. J. Hausman in his study, supports the financial incentives of the 1967 welfare amendments, but statistically shows that only a small percentage, under present labor market conditions, can earn their way off welfare, even when working full time. He suggests that allowing women to keep a portion of their earnings without reducing their welfare payments is an incentive to work, but that the factors of poor skills, a marginal labor market, illness, and young children have a much greater impact.

Appel in his study on the work incentive program in Michigan concludes that the opportunity to earn money at a low welfare tax rate, encouraged more people to go on welfare, greater employment and income for A.F.D.C. mothers, and additional costs to the tax payer. He suggests that this is inevitable (like a SPEENHAMLAND system) under present labor market conditions (low paying marginal work) and where the incentives are greatest at the very lowest and highest earning levels thus encouraging part time employment.

The I.I.S. study (see Appendix III) and Carter suggests that where income disregard mechanisms (similar to the tax incentive but operative where states provide only a portion of the legislated grant) are in effect, more women work to make up the difference in their grant.

5. In Depth Studies (See Appendix III)

a) Dr. Goodwin in his study "Do the Poor Want to Work" seeks

to answer the question, do the poor really want to work or do they reject this form of activity, preferring welfare or other ways of getting money?

Utilizing a sample of 4000, he compared the work orientation of long term and short term welfare mothers and children with working class black and white families. Dr. Goodwin concludes that the work ethic of welfare clients, the working poor, and lower middle class blacks are quite similar in attitudes, goals, beliefs, and intention. There is no real culture of poverty, only significant degrees of difference in self-confidence, attitude toward welfare, and work related activity shaped by past life and work experiences. Differences between the work orientation of the poor and those of the non-poor seem explainable by different environmental factors and experience.

Goodwin points out that even people who have failed in the work world and who lack self-confidence still subscribe to the work ethic. He observes that the lack of confidence expressed by lower middle class black men, women, and their children who have achieved economic independence, is an expression of their fear that they will slide back into poverty. White lower class people who have achieved far less economic success than this group expressed more confidence in themselves. Dr. Goodwin also points out that those people who had failed in the work world, shifted their views on welfare: As their efforts to seek jobs and/or training diminished, they rated welfare as a more acceptable alternative to work.



Dr. Goodwin concludes that welfare clients do not need to have their attitudes towards work changed, but need real opportunities to experience success that will build their confidence and that of their children. His findings strongly suggest that massive efforts to force women into a WINS program with little job potential will only increase loss of confidence for welfare mothers and their children and recommends that we initiate large public service employment programs. He further suggests that income maintenance plans under present labor ^{market} conditions will not affect negatively the work attitude of welfare recipients or their children. On the final page he states, "Appropriate policies would enable more poor people to experience success. While success cannot be guaranteed the probability of its attainment for larger numbers of the poor might be increased in two ways. The first is to lessen the risk of failure by removing discriminatory barriers, so that for example more poor people become eligible for better jobs; the second to reduce the cost of failure when it occurs, by providing a guaranteed income at least a small margin above the poverty level. Poor families should be given enough economic security and low-risk opportunity to rise in status according to their desire and ability, without being overwhelmed by failure induced by inequities in the social system."

3 - Opton, Edward M. - "Factors Associated with Employment Among Welfare Mothers"

Dr. Opton initially wanted to do a comparative study between three groups of A.F.D.C. mothers: a) 75 women who had formerly been on welfare but who were now employed and economically independent; b) 75 mothers who were A.F.D.C. recipients, working part time, but receiving supplementary welfare payments; c) A.F.D.C. mothers who had tried to obtain employment but were unemployed. By examining the similarities and differences between these groups he hoped to find patterns which would give him plausible explanations as to what factors were associated with successful employment and what policies were needed to make employment possible for A.F.D.C. mothers. He hoped to answer the question "how employable are A.F.D.C. mothers?" Would more education, training, job placement services, financial incentives, child care, casework services or moral preachment result in more employment or are A.F.D.C. mothers caught in some culture of poverty? Or is unemployment of A.F.D.C. mothers inevitable or a prop to the structure of a technological capitalist society?

Dr. Opton found that he could not do his study because in reviewing a thousand cases from the welfare rolls he found only a handful of A.F.D.C. mothers who had worked their way off the welfare rolls. In a sense he considered this the most significant finding of his study even though he could not carry out his original design. For him it raised the question as to the viability of the entire WINS program. Instead of doing the original study Dr. Opton studied 75 women who currently were on A.F.D.C. rolls or who had been recent recipients of A.F.D.C. in Richmond County, California. His sample consisted of 77% Black and 23% White in this category and did not include any Spanish speaking recipients. He conducted an in-depth interview with each one of the 75 A.F.D.C. mothers with respect to their employment history and a number of factors that could causally be related to employment.



Based upon Dr. Opton's study it appeared that the most important factors determining employment were race, migration from the south, being a young mother, and being a deserted mother. He also found that the factors of the number of children in the family, education, and health, often cited as barriers to employment, were not nearly as strong as the factors just mentioned. In addition, Dr. Opton also found that those A.F.D.C. mothers whose parents had been employed in semi-skilled or skilled jobs were much more successful in obtaining employment than mothers whose parents had worked but in unskilled occupations. He also discovered that mothers who had come from large families did not do as well as mothers who came from smaller families.

In analyzing his findings, Dr. Opton talked very candidly about the problem of establishing even a semblance of causality. He said that he had to speak hedgingly of associations and relationships. The phrase "seemed to be associated with" appeared frequently in his study. He also indicated that some variables might not really be what they appeared to be on the surface. Examples of this are a) early pregnancy would appear to be related to a mother's not completing high school and not having work experience or being able to develop her vocational skills rather than the pregnancy per se; b) A.F.D.C. mothers whose mothers had not been employed and had remained at home seemed to score very high on successful employment. In analyzing this further Dr. Opton discovered that these women came from families where the father was working and had been employed in a semi-skilled or skilled position. The real variable was not that the mother was at home but that the father had been employed in a relatively good position. He further underscored this point by indicating that A.F.D.C. mothers whose mothers had remained at home and whose fathers were unskilled workers did not score high on employment.

Dr. Opton also reported on the difficulty of interviewing welfare mothers who were fearful that they were being investigated by the Welfare Department or that this might be a salesman who was going to sell them some phony item. He received 75 refusals to be interviewed. He also reported on his problem of determining outcome criteria. How do you measure employment success? - is a mother with one child who is earning \$175 a month more or less successful than the mother who has a family of 5 and is earning \$375 a month? Dr. Opton resolved this problem by setting up three categories for employment, namely, currently employed, ever employed and total time the mother had worked.

Dr. Opton also made some important observations about how people conducted their search for jobs. It was interesting to note the very low esteem that the WINS and the United States Employment Service were held in by these mothers. Only 1% of the mothers reported attempting to use the United States Employment Service as a means of obtaining employment.

Dr. Opton also made some very interesting and important comments about the factors associated with a welfare mother's decision to work. He suggested, based upon his interviews, that many women were ashamed of assuming the unemployed status as opposed to being viewed as a mother, most mothers did not understand the incalculable welfare tax on earnings and did not take advantage of the incentives and many mothers, as reported in the North Star Study, felt the strong insecurity of going into the labor market and giving up their welfare payments. They were concerned that once off welfare it would be difficult to get back on again and if they succeeded there might be a lapse of two or three weeks in which there would be no income available to themselves or their families. These three concerns of the welfare mothers were offset by a fourth factor: the financial, social and psychological benefits of income. Almost all of the A.F.D.C. mothers in Opton's study said they wanted to work and 72% had in fact worked.

The remaining 28% were mainly women who had had a first child before they were old enough to work, and whose children were still infants.

Opton also documented the fact that welfare mothers, even when employed, are in the marginal irregular job market. The women he interviewed were either domestic workers, low wage service employees, low skilled production line employees, file clerks, etc. He makes the point that these are low paying, insecure and dead end positions which offer little hope of success in terms of steady employment or working one's way off the welfare rolls. He then quotes Abraham Maslow and Jeanne Knutson who argue that there is a natural hierarchy of human motives. When needs for material security are unmet, these needs dominate the emotional and motivational life; when they are satisfied, at least at a minimal level, other "higher" needs emerge, develop and direct human motivation. Opton then makes his own quote about these theories by saying "one might sum this theory up in a phrase: 'bread first, beautiful ideals later.'"

His recommendations are broad in scope, namely, 1) elimination of discrimination in employment to allow A.F.D.C. mothers an opportunity to get into the primary job market; 2) national standards of welfare payments to reduce migration; 3) government fiscal and monetary policy to encourage a full economy which provides jobs supplemented by direct government employment; 4) effective sex education programs for young girls coupled with effective birth control information to avoid early pregnancies; 5) better education which will keep mothers in school and prepare them for the labor market; 6) welfare policies which do not discriminate against the intact family but encourages fathers to remain with families.

Despite the small sample involved in this study, I believe the technique of in-depth interviews paid rich dividends - in identifying important variables and providing deep insight into the concerns, fears, and obstacles A.F.D.C. mothers face in finding and maintaining employment.

C Klausner, Samuel Z. - "The Work Incentive Program: Making Adults Economically Independent" University of Pennsylvania - Philadelphia, Pa., June 1972 Dep't. of Labor Contract 51-40-69-01.

The purpose of this study was not to evaluate the effectiveness of the WINS program, but to discover some of its social and personal consequences and to specify social, psychological, and cultural mechanisms involved in the transition from welfare to the world of work.

The study was based upon a sample of 600 head of household mothers selected from the following categories

1. Welfare mothers totally dependent on welfare.
2. Working mothers (poor).
3. Welfare mothers partly dependent on welfare, i.e. worked part time.
4. WINS participants and non-WINS eligibles who didn't participate in the WINS program.

The researchers compared these four categories of mother on employment history, background and family characteristics, attitudes towards welfare and work, and attitudes towards the family. The researchers discovered the following.

Our hunch is that A.F.D.C. mothers, like you and me, work when it is to their advantage, and do not work when work would be disadvantageous, e.g. employment will be sought when it appears that gains, financial, social and familial outweigh losses The factors that create employment opportunities are the same for welfare mothers as for the general population, but the balance tends towards a disadvantageous labor market position for the former." (Chapter V - pg.2)

2. None of the 12 predictor variables i.e. (marital status, and age of children, availability of day care, desire for smaller families, better educated, stigma about welfare, good health, friends not on welfare, score high on IQ etc.) showed correlations of astounding magnitude or seemed to provide the key to the employment problems of A.F.D.C. mothers.



3. At any point in time, those preferring a small family (one criteria for a modernizing versus a traditional mother), not having children under six, and being of good health are more likely to work.

4. The best predictor of participation and success in the work force is the mother's reported intention to work or not work. (i.e. Motivation or work orientation.)

5. Measures of welfare stigma do poorly as predictors.

6. Potential earnings is a poor predictor of work force activity. There is no evidence that the welfare mother's calculation of sheer economic gain and loss has anything to do with her employment. Whether this means that she is immune to narrowly conceived economic considerations, or whether the question was too abstract for her to answer validly is unknown. The report also suggests that WINS training is only partially effective because such problems as health, child care, and transportation cause drop-outs and failures. Another obstacle to success was the fact that neither training allowances, nor the subsequent earnings of the family head provided an income sufficient to remove the family from welfare dependency. WINS as an agent for fostering individual and social change, as a transitional social structure between welfare and work was judged, for a wide variety of reasons (poor administration, inadequate training, and the labor market) to be inadequate.

The study concludes by suggesting that a training program and job placement service alone can neither substitute for an expanding job market in maximizing opportunities, nor can it contribute to the re-establishment of complete families -- both of which would go far in achieving the fundamental goal of reducing welfare rolls by aiding those families to become economically self-sustaining.

Its recommendations are broad and addressed primarily to:

1. Expanding job opportunities.
2. Improving the functioning of the WINS program.

3. Providing better vocational training and education.
4. Supporting the modernizing women (does not see homemaker as central or sole role) to broaden social relationships, contact with the world of work, and to expand her education. This would include helping traditionalists (women who view role solely or primarily as homemakers) in transition to modernizing role (via expanded social contacts).

D Fine, Ronald, E. "A.F.D.C. Employment and Referral Guidelines."
Institute for Interdisciplinary Studies - Minneapolis, Minn. Dep't. H.E.W.
Contract, June 1972, S.R.S. 69-59.

The study's major purpose was to develop a set of referral guidelines that could be used to select candidates for employment training programs who have the greatest potential to succeed. The underlying assumption of the study is that there are not sufficient resources to train everyone, and that same scientific selection process would make for a more efficient utilization of resources.

A sample of 3500 A.F.D.C. households (single parent female) in nine counties (3 small urban and 6 rural) from Florida, Michigan, and Minnesota was selected for the study. The case records of A.F.D.C. mothers whose cases opened or reopened were analyzed for employment history and // predictor variables i.e. (age of mother, age of children, family size, race; health; pregnancy; education; presence of other adults; welfare history prior to intake; motivation, pressure to work, and knowledge of alternatives). All of the information was obtained from case records and case workers were asked to rate the welfare mother's motivation to work. None of the clients were interviewed. Regression equations were developed for all nine counties for three dependant variables: earnings, employment status, and case status.

The study found that the most effective predictors of successful employment outcome were: previous employment history; earning at intake; and high school education. It also found that motivation and labor market conditions were important factors in determining outcome and that the availability of day care service is necessary if women are to seek and maintain employment.

In terms of the cost benefit gains of the WINS program to taxpayers and to clients, the study reports no economic gain to either. The study also questions the validity and utility of developing referral guidelines for a

program which currently is unable to achieve any measurable degree of success in placing trainees on jobs.

The researchers recommend that the WINS program be improved by:

1. Using vocational training models that have been successful and emphasize skills that are in demand.
2. Place increased emphasis on job placement, i.e. matching clients and jobs and finding jobs.
3. Provide subsidized day care for women, "some assistance with day care is a virtual necessity if women are to be employed."
4. The selection process should utilize the following criteria -- once the WINS program has been improved.

- A) Does the client wish to work.
- B) Does she have a good chance to succeed i.e. good work history, high school graduate
- C) At her expected earnings, would employment be economically worthwhile for this client and the taxpayer.

These selection criteria or guidelines are predicated on the assumption that the goal of the WINS program is to minimize taxpayer's cost and to maximize the welfare client's economic returns. Frankly, I find the econometric model somewhat antiseptic and too theoretical.

It is difficult to envision, under present social and economic conditions how these recommendations could be implemented. Both the selection criteria and recommendations to improve the program, underscore the conundrum of training people for a labor market that cannot absorb or support low skilled new entrants at a living wage.

E. Miles, Guy H. Dr. and Thompson, David L. "Characteristics of the A.F.D.C. Population that Affect the Outcomes of WINS" - North Star Research and Development Institute - Minneapolis, Minn. Dep't. Labor Contract, 51-25-69-06, July 1972

The study was in actuality three studies:

- I. "A study of Low Income Families: Implications for the WINS Program"



2. "Self Actuated Work Behavior Among Low Income People"
3. "Factors Affecting the Stability of the Low-Income Family"

The study compared the individual attitudes, behaviors, values, and other characteristics of women who were participating in the WINS program with women who were working at low wage jobs and women who were on welfare. A sample of some 2,000 women in the WINS program was compared to a total of 3,000 women in the other two categories. The women were interviewed three times (at 6 month intervals). The findings indicated that attitudes towards work and welfare had little relationship to the work status of women in all three categories. On the other hand, the findings indicated that the woman's degree of self-confidence was an important determinant of employment outcome. This finding would support those of Goodwin, who would add however, that self-confidence was in turn engendered by successful employment. The study also indicated that a woman's attitude and concern about the adequacy of child care available was a very important determinant of her willingness to seek employment.

The study also suggested that employment did increase the woman's sense of self-respect and improved her image within the family.

The researchers formulated five general principles, based upon their findings, that affect the stability of low income families:

1. The incentive that gets low income people to work is experience with work.
2. The deterrent that keeps low income people (welfare recipients) from working is their fear of losing welfare income, benefits, and service.
3. Some low income (welfare recipients) people simply cannot hold jobs.
4. People who work feel better psychologically and physically than people who do not work.
5. The employment of the parent in a single-parent household does not negatively affect the children.

The study recommends that welfare recipients be exposed to the world of work, but in situations in which they can experience success, so they can build their self confidence -- a prime determinant in long term employment outcomes.

In view of the current job market and the very low success rate of the current WINS program, this very logical and constructive recommendation (also supported by Goodwin's study) is impossible to implement.

Labor Market Conditions.

Scale

Prepared by: Mr. Samuel Ehrenhalt;
Assoc. Regional Director
Bureau of Labor Statistics.

In order to provide an indicator of relative labor market conditions and prospects for some 34 occupations held by the 150-odd day care mothers in the sample, a scale was developed using primarily the statistics available from the authoritative Federal-State cooperative program of Current Employment Statistics for the years 1967-1971, which provides comprehensive monthly and annual statistics for all of the sectors of the New York City economy. Overall, nonfarm payroll jobs in New York City increased by 1.6 percent in 1968, and 2.0 percent in 1969, and then declined by 1.4 percent in 1970 and 3.6 percent in 1971.

The employment change data were supplemented by estimates of occupational replacement demand prepared by the New York State Department of Labor for the period 1968-80, covering the estimated labor force attrition because of death, retirement, and withdrawal from the labor force for other reasons. These factors making for job demand were given a weight of one-third and current job prospects as indicated by industry employment changes, the remaining two-thirds.

The Current Employment Statistics system series were selected for use because of their role as the primary source of valid, comprehensive information on current and historical employment changes for the Nation, states, metropolitan areas, and New York City, and because of the almost complete lack of any similar body of relevant data on current occupational job trends or occupational job vacancies. The only ongoing survey covering some 45 cross-industry occupational groups, the annual Area Wage Survey for New York City conducted by the Bureau of Labor Statistics, does not provide valid year-to-year changes in

occupational employment, while the Job Openings Labor Turnover Statistics (JOLTS) program conducted by the New York State Department of Labor in cooperation with the Bureau of Labor Statistics and the Manpower Administration does not yet yield valid information on trends in job vacancies by occupation.

As specified by the requirements of the project the scale developed uses a range from (1) through (10) with the lower numbers (1) and (2) reflecting rapid employment increases and very good job prospects, (3) and (4) moderate or slower employment increases and good job prospects, (5) and (6) stable or unchanged employment and fair job prospects, (7) and (8) slow or moderate employment declines and somewhat negative job prospects, and (9) and (10) sharp employment declines and quite poor job prospects. For each occupation a separate factor was developed for each of the years 1968, 1969, 1970, and 1971. The factors are intended to be comparable both as among years and among occupations.

For each occupation reported, the employment changes were based on trends in the most appropriate industry group, generally a 2-digit Standard Industrial Classification group, selected following a study of occupational structure patterns of various industries. For example, the indexes for waitresses, barmaids, and other restaurant workers, were based on employment changes in the New York City restaurant industry (SIC group 58) for the years involved, since that industry employs more than half of all food service workers.

For many cross-industry occupations which are not concentrated in any one or several industries, it was often possible by reference to



the original questionnaires, to identify the industry of attachment of the specific workers involved. In the relatively few situations where this was not feasible or otherwise unsuitable, a determination of the most appropriate industry group was made after an examination of available data on the labor market for the occupation. In a few cases the overall employment changes in the New York City economy were used, supplemented by estimates of replacement demand arising from labor force attrition.

-HRT-

LABOR MARKET CONDITIONS SCALE

Occupation	1968	1969	1970	1971
Beautician	5	6	6	6
Waitress	7	7	8	7
Factory worker, unskilled	7	8	10	11
Factory worker, skilled	7	8	10	11
Domestic	4	5	5	7
Cashier	4	5	6	6
Clerk key punch	6	7	8	8
Filing clerk	4	3	4	6
Typist	3	2	6	6
Secretary stenographer	1	1	5	4
Executive secretary	1	1	5	4
Receptionist	3	3	5	6
Switchboard operator	4	2	7	6
Shipping clerk	2	2	10	10
School cross guard	2	2	4	4
Sales clerk (local store)	4	4	7	7
School teacher	2	2	4	4

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Table 1

SEX AND EDUCATIONAL STATUS OF INTERVIEWERS

<u>Sex</u>	<u>Graduate social worker or social work student</u>	<u>College graduate or college student</u>	<u>Indigenous workers</u>	<u>Total</u>
Male	0	5	-	5
Female	8	2	3	13
Total	8	7	3	18

FREQUENCY DISTRIBUTION

Table 1A

WHERE WAS INTERVIEW CONDUCTED?

	<u>Home</u>	<u>Day Care Center</u>	<u>Street</u>	<u>Other</u>	<u>Unknown</u>	<u>Total</u>
Percent	86%	2%	2%	4%	6%	100%
Number	135	3	3	7	9	157

Table 2

OTHERS PRESENT DURING INTERVIEW

	<u>No</u>	<u>Yes</u>	<u>Unknown</u>	<u>Total</u>
Percent	31%	63%	6%	100%
Number	48	99	10	157

Table 3

ETHNICITY OR RACE OF RESPONDENT

	<u>Black</u>	<u>Latin-American</u>	<u>Other</u>	<u>Unknown</u>	<u>Total</u>
Percent	78%	17%	1%	3%	99%
Number	122	27	2	5	156

Table 4

ETHNICITY OR RACE OF INTERVIEWER

	<u>Black</u>	<u>Latin-American</u>	<u>Unknown</u>	<u>Total</u>
Percent	62%	35%	3%	100%
Number	97	55	5	157

Table 5

AGE BY YEAR BEGAN DAY CARE

	<u>40+</u> <u>Number</u>	<u>%</u>	<u>30 - 40</u> <u>Number</u>	<u>%</u>	<u>20 - 29</u> <u>Number</u>	<u>%</u>	<u><20</u> <u>Number</u>	<u>%</u>
1969	12	32.4%	15	40.5%	8	21.6%	2	5.4%
1970	25	46.3%	19	35.2%	10	18.5%	-	-
1971	30	49.2%	21	34.4%	6	9.8%	4	6.6%

Table 6

EDUCATION BY YEAR BEGAN DAY CARE

	<u>Elementary</u> <u>Number</u>	<u>%</u>	<u>Junior</u> <u>Highschool</u> <u>Number</u>	<u>%</u>	<u>Some</u> <u>Highschool</u> <u>Number</u>	<u>%</u>	<u>Graduate</u> <u>Highschool</u> <u>Number</u>	<u>%</u>	<u>Highschool +</u> <u>Number</u>	<u>%</u>
1969	3	8.1%	6	16.2%	9	24.3%	16	43.2%	3	8.1%
1970	4	7.5%	8	15.1%	18	34.0%	20	37.7%	3	5.7%
1971	2	3.3%	10	16.4%	21	34.4%	24	39.3%	4	6.6%

Table 7

AGE BIRTH OF FIRST CHILD BY YEAR BEGAN DAY CARE

	<u>17 or Less</u>	<u>18 - 22</u>	<u>23 - 27</u>	<u>28 - 39</u>
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
1969	1	27	8	-
	2.8%	75%	22.2%	-
1970	13	32	7	1
	24.5%	60.4%	13.2%	1.9%
1971	21	29	9	2
	34.4%	47.5%	14.8%	3.3%

Significant at .020 with 6 Degrees of Freedom

Table 8

PLACE OF BIRTH BY YEAR BEGAN DAY CARE

	<u>N. Y. C.</u>	<u>SOUTH</u>	<u>PUERTO RICO</u>	<u>OTHER U.S.</u>	<u>OTHER</u>
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
1969	8	17	7	3	2
	21.6%	45.9%	18.9%	8.1%	5.4%
1970	18	26	6	2	2
	33.3%	48.1%	11.1%	3.8%	3.8%
1971	8	33	15	3	2
	13.1%	54.1%	24.6%	4.9%	3.2%



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Table 9

YEARS IN NEW YORK CITY BY YEAR BEGAN DAY CARE

	<u>5 or Less</u>	<u>6 - 10</u>	<u>Over 10</u>	<u>Whole Life</u>
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
1969	2 5.4%	5 13.5%	21 56.8%	9 24.3%
1970	2 3.8%	5 9.4%	27 50.9%	19 35.8%
1971	7 11.3%	15 24.2%	31 50.0%	9 14.5%

Table 10

VOCATIONAL TRAINING BY YEAR BEGAN DAY CARE

	<u>NONE</u>	<u>4 MTHS. LESS</u>	<u>5-12 MTHS.</u>	<u>OVER 1 YR.</u>
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
1969	17 45.9%	5 13.5%	7 18.9%	8 21.6%
1970	25 48.1%	8 15.4%	11 21.1%	8 15.4%
1971	28 45.9%	6 9.8%	17 27.9%	10 16.4%

Table 11

NUMBER OF CHILDREN BY YEAR BEGAN DAY CARE

	<u>1</u>	<u>2 - 3</u>	<u>4 - 5</u>	<u>6 +</u>
	<u>Number</u>	<u>Number</u>	<u>Number</u>	<u>Number</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
1969	5	18	10	4
	13.5%	48.6%	27%	10.8%
1970	11	26	13	4
	20.4%	48.2%	24.1%	7.5%
1971	10	28	19	5
	16.1%	45.1%	30.7%	8.0%

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Table 12

PROPORTION ON WELFARE LAST 5 YEARS BY YEAR BEGAN DAY CARE

	<u>ALL</u>	<u>MOST/SOME</u>	<u>NEVER/HARDLY</u>
	<u>Number</u>	<u>Number</u>	<u>Number</u>
	<u>%</u>	<u>%</u>	<u>%</u>
1969	10	21	5
	27.8%	58.3%	13.9%
1970	16	27	11
	29.6%	50%	20.4%
1971	20	32	9
	32.8%	52.5%	14.7%

Table 13

NUMBER OF CHILDREN

	<u>1</u>	<u>2-3</u>	<u>4-5</u>	<u>6+</u>	<u>Total</u>
Percent	17.2%	47.1%	27.4%	8.2%	99.9%
Number	27	74	43	13	157

Table 14

AGE

	<u>40+</u>	<u>30-49</u>	<u>20-29</u>	<u>Less Than 20</u>	<u>Total</u>
Percent	43.6%	37.2%	15.4%	3.9%	100.1%
Number	68	58	24	6	156

Table 15

AGE AT BIRTH OF FIRST CHILD

	<u>17 Less</u>	<u>18-22</u>	<u>23-27</u>	<u>28-39</u>	<u>Total</u>
Percent	23.3%	58.6%	18%	.02%	99.92%
Number	35	88	24	3	150

Table 16

EDUCATION

	<u>Elementary</u>	<u>Junior High School</u>	<u>Some High School</u>	<u>High School Graduate</u>	<u>Advanced</u>	<u>Total</u>
Percent	5.8%	15.5%	32.3%	39.4%	7.1%	100.1%
Number	9	24	50	61	11	155

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Table 17

VOCATIONAL TRAINING

	<u>None</u>	<u>4 Months- Less</u>	<u>5-12 Months</u>	<u>Over 1 Year</u>	<u>Total</u>
Percent	46.1%	12.9%	23.4%	17.5%	99.9%
Number	71	20	36	27	154

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Table 18

FATHER'S OCCUPATION

	<u>Professional</u>	<u>Sales Service</u>	<u>Unskilled</u>	<u>Farm, Other</u>	<u>Total</u>
Percent	3%	8%	64%	25%	100%
Number	4	9	72	28	85

Table 19

MOTHER'S OCCUPATION

	<u>Professional</u>	<u>Sales Service</u>	<u>Unskilled</u>	<u>Farm, Other</u>	<u>Total</u>
Percent	6.5%	9.8%	75%	8.7%	100%
Number	6	9	69	8	92

Table 20

BIRTHPLACE

	<u>New York City</u>	<u>South</u>	<u>Puerto Rico</u>	<u>Other U.S.</u>	<u>Other</u>	<u>Total</u>
Percent	22.3%	49.7%	18.4%	5%	4%	99.4%
Number	35	78	29	8	7	157

Table 21

YEARS LIVED IN N.Y.C.

	<u>5 Less</u>	<u>6 - 10</u>	<u>Over 10</u>	<u>All Life</u>	<u>Total</u>
Percent	7.7%	16.6%	50.9%	24.3%	99.5%
Number	12	26	80	38	156

Table 22

PRESENCE OF EXTENDED FAMILY

A. Number Brothers in Home

	<u>None</u>	<u>One</u>	<u>Two</u>	<u>Three</u>	<u>Four</u>
Percent	96.82%	1.27%	0.64%	0.64%	0.64%
Number	152	2	1	1	1

B. Number Sisters in Home

	<u>None</u>	<u>One</u>	<u>Two</u>
Percent	93.63%	4.46%	1.91%
Number	147	7	3

C. Husband in Home

	<u>None</u>	<u>One</u>
Percent	93.63%	6.37%
Number	147	10

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Table 22 (continued)

D. Mother in Home

	<u>None</u>	<u>One</u>
Percent	93.63%	6.37%
Number	147	10

E. Father in Home

	<u>None</u>	<u>One</u>
Percent	98.09%	1.91%
Number	154	3

F. Grandmother in Home

	<u>None</u>	<u>One</u>
Percent	99.36%	0.64%
Number	156	1

Table 22 (continued)

G. Grandfather in Home

<u>None</u>	
100%	
157	
Percent	
Number	

H. Cousin in Home

<u>None</u>	<u>One</u>
99.36%	.64%
156	1
Percent	
Number	

I. Uncle in Home

<u>None</u>	<u>None</u>	<u>One</u>
100%	99.36%	0.64%
157	156	1
Percent	Percent	Percent
Number	Number	Number

K. Friend in Home

<u>None</u>	<u>One</u>
98.09%	1.91%
154	3
Percent	Percent
Number	Number

Table 23
PROPORTION OF TIME ON WELFARE LAST 5 YEARS

	<u>All</u>	<u>Most Some</u>	<u>Hardly Never</u>	<u>Total</u>
Percent	29.7%	52.9%	17.4%	100%
Number	46	82	27	155

Table 24

MOST IMPORTANT REASON FOR NEEDING WELFARE

	<u>NO MONEY</u>	<u>HEALTH</u>	<u>CARE CHILDREN</u>	<u>OTHER</u>	<u>TOTAL</u>
Percent	32.7%	24.7%	28.7%	14%	100%
Number	49	37	43	21	150

Table 25

IF RECEIVE WELFARE MONEY, FULL OR SUPPLEMENTARY

	<u>FULL</u>	<u>SUPPLEMENTARY</u>	<u>NONE</u>	<u>TOTAL</u>
Percent	33.8%	40.1%	26.1%	100%
Number	53	63	41	157

Table 26
NUMBER OF PEOPLE SUPPORTED

	<u>2 or Less</u>	<u>3-4</u>	<u>5+</u>	<u>Total</u>
Percent	26.1%	46.5%	27.4%	100%
Number	41	73	43	157

Table 27

HOW RESPONDENT FIRST FOUND OUT ABOUT GROUP DAY CARE

	<u>From Caseworker</u>	<u>From Friend Or Relative</u>	<u>From Social Agency</u>	<u>From Community Group</u>	<u>Total</u>
Percent	15%	69%	10%	5%	100%
Number	23	108	15	8	154

Table 28

WOMEN'S REASON FOR CHOOSING GROUP DAY CARE

	<u>More Convenient</u>	<u>Education For Child</u>	<u>So Child Can Be With Others</u>	<u>Cost</u>	<u>Supervision</u>	<u>Location</u>	<u>Other</u>	<u>No Answer</u>	<u>Total</u>
Percent	7%	17%	9%	6%	17%	1%	3%	42%	102%
Number	11	26	14	9	26	1	4	66	157

WHY GROUP DAY CARE CHOSEN OVER ALTERNATIVES

	No		Yes		No Answer		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Only Alternative	52	33%	98	62%	7	4%	157	99%
Good For Child	16	10%	126	80%	15	10%	157	100%
Good Location	21	13%	121	77%	15	10%	157	100%
Low Cost	79	50%	61	39%	17	11%	157	100%
To Be With Others	23	15%	119	76%	15	10%	157	101%
Child Learns	4	3%	138	88%	15	10%	157	100%

Table 30
HAD OR DID NOT HAVE ANY OTHER WAY WHEN APPLIED

	<u>No *</u>	<u>Yes</u>	<u>No Answer</u>	<u>Total</u>
Percent	38%	61%	1%	100%
Number	60	96	1	157

Table 31

WHEN APPLIED FOR GROUP DAY CARE - OTHER WAYS TO CARE FOR CHILD

	No		Yes		No Answer		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Mother	140	89%	16	10%	1	1%	157	100%
Other Relative	145	92%	10	6%	2	1%	157	99%
Neighbor, Friend	141	90%	15	10%	1	1%	157	101%
Baby Sitter	128	82%	28	18%	1	1%	157	101%
Family Day Care	155	98%	1	1%	1	1%	157	100%
Older Child	155	98%	1	1%	1	1%	157	100%
Other	146	93%	6	4%	5	3%	157	100%

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Table 32

IF DAY CARE CENTER CLOSED - OTHER WAYS TO CARE FOR CHILD

	<u>No</u>	<u>Yes</u>	<u>No Answer</u>	<u>Total</u>
Percent	37%	31%	32%	100%
Number	58	48	51	157

Table 33

PERCEIVED COMPARISON BETWEEN GROUP DAY CARE AND ALTERNATIVE ARRANGEMENT

	<u>As Satisfied</u> Number	<u>%</u>	<u>Not As Satisfied</u> Number	<u>%</u>	<u>More Satisfied</u> Number	<u>%</u>	<u>No Answer</u> Number	<u>%</u>	<u>Total</u> Number	<u>%</u>
Mother	6	4%	12	8%	1	1%	138	87%	157	100%
Relative	2	1%	7	4%	0	1%	148	94%	157	99%
Neighbor, Friend	1	1%	12	8%	0	0%	144	92%	157	101%
Babysitter	0	0%	13	8%	0	0%	144	92%	157	100%
Family Day Care	0	0%	0	0%	0	0%	157	100%	157	100%
Older Children	1	1%	4	3%	0	0%	152	97%	157	101%
Other	0	0%	4	4%	0	0%	153	97%	157	100%

Table 34

WOULD STILL SEND TO DAY CARE, IF COULD TAKE CARE SELF

	YES, TO BE WITH OTHERS	YES, LEARN'S	YES, LIKES IT	YES, FREE TIME	YES, OTHER	NO, CARE MYSELF	NO, NOT LIKE IT	NO, OTHER
Percent	54.14%	24.8%	5.73%	3.82%	1.91%	7.01%	0.64%	0.64%
Number	85	39	9	6	3	11	1	1

Table 35

MOST IMPORTANT THING DAY CARE MEANS FOR WOMAN AND CHILD

	<u>BETTER CARE</u>	<u>OTHER</u>	<u>EDUCATION</u>	<u>SOCIAL SKILLS</u>	<u>EXPENSE</u>	<u>SO PARENT CAN GET JOB</u>	<u>SO PARENT CAN GET EDUCATION</u>	<u>SO PARENT CAN HAVE MORE FREE TIME</u>	<u>TOTAL</u>
percent	21%	3%	36%	18%	2%	11%	5%	4%	100%
number	33	4	56	29	3	18	8	6	157

Table 36

OTHER IMPORTANT THING DAY CARE MEANS FOR WOMAN AND CHILD

	<u>BETTER CARE</u>	<u>OTHER</u>	<u>EDUCATION</u>	<u>SOCIAL SKILLS</u>	<u>EXPENSE</u>	<u>SO PARENT CAN GET JOB</u>	<u>SO PARENT CAN GET EDUCATION</u>	<u>SO PARENT CAN HAVE MORE FREE TIME</u>	<u>NO. ANSWER</u>	<u>TOTAL</u>
percent	14%	4%	22%	20%	2%	3%	3%	1%	31%	100%
number	22	6	34	32	3	5	5	1	49	157

Table 37

WOMEN'S PERCEIVED DAY CARE EFFECTS ON CHILD

	No		Yes		No Answer		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
None	98	62%	13	8%	46	29%	157	99%
Makes Friends More Easily	48	31%	98	62%	11	7%	157	100%
Social Skills	39	25%	100	64%	18	11%	157	100%
Tries Things On Own	63	40%	75	48%	19	12%	157	100%
More Grown Up	54	34%	87	55%	16	10%	157	99%
Demands More Attention	99	63%	21	13%	37	24%	157	100%
Asks More Questions	72	46%	68	43%	17	11%	157	100%
Other	93	59%	34	22%	30	19%	157	100%

Table 38

WOMEN'S SATISFACTION WITH ASPECTS OF DAY CARE

	Not At All		Not Really Satisfied		Fairly Satisfied		Very Satisfied		No Answer		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Supervision	1	1%	1	1%	28	18%	125	80%	2	1%	157	101%
Way Child Feels	1	1%	2	1%	19	12%	133	85%	2	1%	157	100%
Things Learned	2	1%	3	2%	23	15%	127	81%	2	1%	157	100%
Concern of Staff	1	1%	3	2%	30	19%	121	77%	2	1%	157	100%
Dependability of Service	1	1%	0	0%	22	14%	131	83%	3	2%	157	100%
Hours Open	2	1%	4	3%	21	13%	128	82%	2	1%	157	100%
Preparation for School	3	2%	5	3%	18	11%	128	82%	3	2%	157	100%
Location	2	1%	2	1%	14	9%	137	87%	2	1%	157	99%
Way Child Gets Along	3	2%	1	1%	19	12%	131	83%	3	2%	157	100%

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Table 39

WOMEN'S DIFFICULTY WITH GETTING CHILD IN DAY CARE CENTER

	<u>No, Just Applied</u>	<u>Yes, But Kept Calling</u>	<u>Yes, Used Influence</u>	<u>Yes, On Waiting List</u>	<u>No Answer</u>	<u>Total</u>
Percent	60%	12%	1%	26%	1%	100%
Number	94	19	2	41	1	157

Table 40

WAITING TIME IN MONTHS TO GET CHILD IN DAY CARE CENTER

	<u>1</u>	<u>2 - 3</u>	<u>4 - 8</u>	<u>9 - 12</u>	<u>Over 12</u>	<u>Blank</u>	<u>Total</u>
Percent	28%	26%	20%	15%	11%	--	100%
Number	15	14	11	8	6	100	154

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Table 41

USE OF ANCILLARY DAY CARE SERVICES

	Never	1	2-3	4-5	More Than 5	No Answer	Total
	Number %	Number %	Number %	Number %	Number %	Number %	Number %
Child Problems	106 68%	6 4%	11 7%	16 10%	15 10%	3 2%	157 101%
Personal Problems	130 83%	14 9%	4 3%	2 1%	3 2%	4 3%	157 101%
Employment	139 89%	11 7%	2 1%	2 1%	1 1%	2 1%	157 100%
Health	76 48%	6 4%	21 13%	23 15%	17 11%	14 9%	157 100%
Special Programs for Child	129 82%	7 4%	5 3%	3 2%	7 4%	6 4%	157 99%
Housing	150 96%	4 3%	0 0%	1 1%	0 0%	2 1%	157 101%
Welfare	152 97%	1 1%	2 1%	0 0%	1 1%	1 1%	157 101%
Education	111 71%	5 3%	3 2%	12 8%	12 8%	14 9%	157 101%

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Table 42
WOMEN'S MOST IMPORTANT REASON FOR WORKING

	<u>No Answer</u>	<u>More Money</u>	<u>Bored</u>	<u>Wanted To Work</u>	<u>Ashamed Of Welfare</u>	<u>Set Example For Child</u>	<u>Forced To</u>	<u>Other</u>	<u>Total</u>
Percent	24%	53%	4%	12%	3%	2%	1%	1%	100%
Number	37	82	6	19	5	3	2	2	156

Table 43
WOMEN'S SECOND REASON FOR WORKING

	<u>No Answer</u>	<u>More Money</u>	<u>Bored</u>	<u>Wanted To Work</u>	<u>Ashamed Of Welfare</u>	<u>Set Example For Child</u>	<u>Forced To</u>	<u>Other</u>	<u>Total</u>
Percent	46%	16%	10%	16%	3%	6%	2%	1%	100%
Number	72	25	16	25	5	9	3	2	157

Table 44

PRESSURED TO GO TO WORK

	<u>Own Idea</u>	<u>Pressured</u>	<u>No Answer</u>	<u>Total</u>
Percent:	71%	8%	21%	100%
Number	112	12	33	157

Percent:

Number

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Table 45

SOURCES USED FOR JOB SEARCH AND FREQUENCY OF USE
(Open Ended)

	No.		1-3 Times		4 or More		No Answer		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Friends, Relatives	63	40%	23	14%	5	4%	66	42%	157	100%
Papers	46	29%	24	15%	24	15%	63	40%	157	99%
State Employment Service	56	35%	31	19%	6	4%	64	41%	157	99%
Private Service	65	41%	18	11%	3	1%	71	45%	157	98%
Local Community Agency	68	43%	15	9%	20	1%	72	46%	157	99%
Signs	75	47%	4	3%	5	3%	73	47%	157	100%
Other	68	44%	21	12%	2	1%	66	42%	157	99%

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Table 46

SOURCES USED FOR JOB SEARCH-FREQUENCY OF USE
(Close Ended-Sources Presented To Respondent)

	No		1-3 Times		4 or More		No Answer		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Friends, Relatives	49	31%	59	38%	5	4%	44	27%	157	100%
Papers	37	24%	52	34%	22	15%	46	29%	157	102%
State Employment Service	54	35%	55	35%	2	2%	46	29%	157	101%
Private Employment Service	74	47%	37	24%	2	1%	44	28%	157	100%
Local Community Agency	71	45%	42	27%	2	1%	42	27%	157	100%
Signs	73	47%	29	18%	8	5%	47	30%	157	100%



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Table 46A

WHERE LOOKED FOR A JOB

# Times	FRIENDS OR RELATIVE	PAPER	NYS EMPL.	PVT. EMPL. SVC.	LOCAL COMM. AGY.	LOOKED FOR		OTHER	ASKED FRIENDS	LOCAL PAPER	NYS. EMPL. SVC.	PRI EMP SVC
						"HELP WANTED"						
None	40%	29%	35%	41%	43%	47%	44%	31%	24%	35%	47%	
1	4%	3%	13%	5%	4%	1%	5%	12%	10%	15%	1%	
2	1%	2%	4%	4%	1%	0%	1%	4%	2%	7%	2%	
3	1%	4%	1%	1%	1%	0%	1%	4%	10%	2%	2%	
4	1%	0%	1%	0%	0%	0%	0%	1%	0%	1%	1%	
5	1%	4%	0%	0%	1%	1%	1%	1%	3%	0%	0%	
6	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	
7+	2%	11%	3%	1%	1%	1%	0%	2%	12%	1%	1%	
# Not Stated	8%	6%	1%	1%	3%	2%	5%	18%	12%	11%	10%	
No Answer	42%	40%	41%	46%	46%	47%	42%	28%	29%	29%	28%	
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	

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Table 46A

WHERE LOOKED FOR A JOB

	PVT. EMP.		LOCAL COMM. AGY.		LOOKED FOR "HELP WANTED"		OTHER		ASKED FRIENDS		LOCAL PAPER		NYS. EMPL. SVC.		PRIV. EMPL. SVC.		LOCAL COMM. AGY.		"HELP WANTED"		OTHER	
	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.	NYS. EMPL.	SVC.
29%	35%	41%	43%	47%	31%	24%	35%	47%	46%	47%	19%											
3%	13%	5%	4%	1%	12%	10%	15%	1%	8%	4%	2%	1%	1%	4%	1%	4%	2%	4%	4%	2%		
2%	4%	4%	1%	0%	4%	2%	7%	1%	4%	2%	0%	0%	2%	4%	1%	1%	0%	4%	1%	0%		
4%	1%	1%	1%	0%	4%	10%	2%	1%	4%	2%	0%	0%	2%	2%	4%	0%	0%	4%	4%	0%		
0%	1%	0%	0%	0%	1%	0%	1%	0%	1%	0%	0%	1%	1%	1%	1%	1%	1%	1%	1%	0%		
4%	0%	0%	1%	1%	1%	3%	0%	1%	1%	3%	0%	0%	0%	0%	0%	0%	0%	0%	1%	1%	1%	1%
0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
11%	3%	1%	1%	1%	2%	12%	1%	0%	2%	12%	1%	1%	1%	1%	1%	1%	1%	1%	3%	0%	0%	0%
6%	1%	1%	3%	2%	18%	12%	11%	5%	18%	12%	11%	10%	10%	13%	10%	9%	13%	9%	9%	0%	0%	0%
40%	41%	46%	46%	47%	28%	29%	29%	42%	28%	29%	29%	28%	28%	26%	28%	29%	26%	29%	29%	78%		
100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

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Table 47

NUMBER SOURCES USED TO LOOK FOR A JOB

	<u>Percent</u>
None	26%
1	4%
2	13%
3	8%
4	19%
5	10%
6	10%
7	4%
8	3%
9	3%
10	1%
Total	100%
Number	156

Table 48

SECONDARY LABOR MARKET

<u>FIRST JOB</u>	<u>Unskilled</u>	<u>Semi-Skilled</u>	<u>Skilled</u>	<u>Sales Service</u>	<u>Professional</u>	<u>Total</u>
Percent	49%	21%	13%	15%	2%	100%
Number	68	29	18	22	3	140

Table 49

<u>SECOND JOB</u>	<u>Unskilled</u>	<u>Semi-Skilled</u>	<u>Skilled</u>	<u>Sales Service</u>	<u>Professional</u>	<u>Total</u>
Percent	67%	13%	10%	10%	0%	100%
Number	42	9	6	6	0	63

Table 50

	<u>First Salary</u>	<u>Second Salary</u>
	<u>Number</u>	<u>Percent</u>
Less Than 60	26	19%
60 - 99	52	37%
100 - 129	38	27%
130 - 149	13	9%
150 - 169	5	4%
170+	6	4%
Total	140	100%

Table 51

	<u>Number</u>	<u>Percent</u>
Less Than 60	16	25%
60 - 99	34	54%
100 - 129	11	17%
130 - 149	2	3%
150 - 169	0	0%
170+	0	0%
Total	63	99%

HOURS WORKED

	<u>Table 52</u>		<u>Table 53</u>	
	<u>First Job</u>		<u>Second Job</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Full	115	82%	49	78%
Part	26	18%	14	22%
Total	141	100%	63	100%

Table 54

LENGTH OF TIME EMPLOYED

	<u>Number</u>	<u>Percent</u>
Less Than 8 Months	24	10%
8 - 15 Months	25	17%
16 - 24 Months	29	20%
25 - 36 Months	31	21%
37 - 48 Months	13	9%
Greater Than 4 Years	26	18%
Total	148	95%

Table 55

	How Found First Job	
	Number	Percent
Day Care Staff	4	3%
Friends and Family	51	37%
Paper	17	12%
Employment Agency	10	7%
Went to Company	14	10%
State Employment Service	19	14%
Sign in Window	6	4%
Community Group	3	2%
Other Social Agency	14	10%
Other	1	1%
Total	139	100%

Table 56

	How Found Second Job	
	Number	Percent
	0	0%
	24	38%
	7	11%
	7	11%
	8	13%
	7	11%
	2	3%
	2	3%
	4	6%
	2	3%
Total	63	99%

RAISES

	Table 57		Table 58	
	Number	Percent	Number	Percent
0	45	35%	36	63%
1	26	20%	4	7%
2	24	18%	9	16%
3	14	11%	4	7%
4	7	5%	1	2%
5+	12	9%	3	5%
Total	128	98%	57	100%

PROMOTIONS

	Table 59		Table 60	
	Number	Percent	Number	Percent
0	109	85%	55	95%
1	13	10%	3	4%
2	1	1%	1	1%
3	3	2%	0	0%
4	2	1%	0	0%
5	1	1%	0	0%
Total	129	100%	59	100%

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WHY LEFT JOB

Table 61

	Job 1	
	Number	Percent
Fired	1	2%
Laid Off	7	11%
Tired, Quit	3	5%
Quit, Personal	39	60%
Quit, Better Job	2	3%
Quit, School	5	8%
Other	7	11%
Total	64	100%

Table 62

	Job 2	
	Number	Percent
Fired	1	2%
Laid Off	12	20%
Tired, Quit	8	13%
Quit, Personal	25	41%
Quit, Better Job	6	10%
Quit, School	3	5%
Other	6	10%
Total	61	101%

Table 63

PRESENT EMPLOYMENT OR OTHER ACTIVITY

	<u>No - Looking</u>		<u>No - In School</u>		<u>No - Vocational Training</u>		<u>No - Caring For Child</u>		<u>No - Pregnant</u>		<u>No - Other</u>		<u>Total</u>	
	Yes	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Percent	50%	9%	10%	5%	12%	3%	10%	1%	100%					
Number	78	14	16	8	19	5	15	2	157					

Table 64

WORK HISTORY IN 3 YEARS BEFORE DAY CARE

	<u>Never Worked</u>	<u>Did Not Work In Period</u>	<u>Worked 1 - 40%</u>	<u>Worked 41-99%</u>	<u>Worked 100%</u>	<u>Total</u>
Percent	35%	10%	29%	13%	13%	100%
Number	54	16	45	21	20	156

Table 65

WORK HISTORY TO 2 YEARS AFTER STARTING DAY CARE

	<u>Never Worked</u>	<u>Did not Work In Period</u>	<u>Worked 1 - 40%</u>	<u>Worked 41-99%</u>	<u>Worked 100%</u>	<u>Total</u>
Percent	16%	17%	13%	26%	27%	100%
Number	25	27	21	41	42	156

Table 66

TOTAL WORK HISTORY AFTER STARTING DAY CARE

	Never Worked	Did Not Work In Period	Worked 1 - 40%	Worked 41-99%	Worked 100%	Total
Percent	10%	19%	17%	28%	26%	100%
Number	16	29	27	44	44	156

Table 67

WORK HISTORY AFTER STARTING DAY CARE BY WORK HISTORY BEFORE DAY CARE

	Worked Before Day Care		TOTAL	
	NO	YES	%	N
Worked After Day Care				
NO	46%	19%	31%	48
YES	54%	81%	69%	108
TOTAL	100%	100%	100%	156

Table 68

OBSTACLES TO EMPLOYMENT

Toughest Problem (Open Ended)

<u>PROBLEM</u>	<u>NUMBER</u>	<u>PERCENT</u>
Pay	18	18%
Experience	13	13%
Getting the Job	6	6%
Transportation	5	5%
Health	4	4%
Supervision	7	7%
Co-workers	2	2%
Discrimination	5	5%
Type of Work	6	6%
Hours	7	7%
Job Security	5	5%
Child Care	22	22%
Other	1	1%
TOTAL	101	100%

Table 68A

BACKGROUND CHARACTERISTICS

Number of Children in Day Care

	<u>1</u>	<u>2</u>	<u>3</u>	<u>4+</u>	<u>Total</u>
Percent	69.4%	21%	5.7%	3.9%	100%
Number	109	33	9	6	157

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Table 69

PROBLEMS PRESENTED

<u>PROBLEM</u>	<u>YES</u>		<u>NO</u>		<u>TOTAL</u>
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	
Pay	47	34%	93	66%	140
Experience	30	22%	109	78%	139
Getting the Job	29	23%	96	77%	125
Transportation	29	21%	109	79%	138
Health	26	19%	113	81%	139
Supervision	22	16%	117	84%	139
Co-Workers	11	8%	124	92%	135
Discrimination	19	14%	119	86%	138
Type of Work	20	14%	118	86%	138
Hours	25	18%	114	82%	129
Union	7	5%	128	95%	135
Job Security	14	10%	122	90%	136
Child Care	38	27%	101	73%	139
Other	6	13%	39	87%	45

Table 70

WHY TROUBLE FINDING JOB

<u>Reason</u>	<u>Number</u>	<u>Percent</u>
Jobs Are Scarce	11	49%
No Training	6	26%
No Education	4	17%
Discrimination	1	4%
Other	1	4%
TOTAL	23	100%

Table 71

WHY NOT LOOKING FOR WORK

<u>Reason</u>	<u>Number</u>	<u>Percent</u>
Enough Money	2	4%
Health	14	25%
Child Care	16	29%
In School or Training	15	27%
Other	8	15%
TOTAL	55	100%

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Table 71A

WOULD RESPONDENTS WORK IF GROUP DAY CARE NOT AVAILABLE

	<u>Yes</u>	<u>No</u>	<u>Not Sure</u>	<u>Unknown</u>	<u>Total</u>
Percent	48%	23%	11%	17%	100%
Number	76	36	18	27	157

Table 72

LOSE OUT WHEN WORK

	<u>Not At All</u>	<u>Very Little</u>	<u>Some</u>	<u>Very Much</u>	<u>No Answer</u>	<u>Total</u>
Percent.	60%	12%	18%	6%	4%	100%
Number	93	19	28	10	6	156

Table 73

DOES YOUR CHILD LOSE OUT IN:

	No		Yes		No Answer		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Supervision	43	27%	15	10%	99	63%	157	100%
Education	43	27%	15	10%	99	63%	157	100%
Attention and Love	18	11%	39	25%	100	64%	157	100%
Discipline	45	29%	13	8%	99	63%	157	100%
Other	49	31%	5	3%	103	66%	157	100

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Table 74

RESPONDENT'S PERCEPTION ON LOSS TO CHILD AS A RESULT
OF WORKING BY WORK EXPERIENCE AFTER DAY CARE
WORKED ANY POST DAY CARE

Lose Out When Work	DID NOT WORK		WORKED SOME		WORKED 100%		TOTAL	
	Number	%	Number	%	Number	%	Number	%
Not At All	22	24%	43	47%	27	29%	92	100%
Very Little	2	11%	12	63%	5	26%	19	100%
Some	7	25%	14	50%	7	25%	28	100%
Very Much	7	70%	2	20%	1	10%	10	100%

CHI SQUARE = 13.449*

Significant at .037 with 6 D.F.

Table 75
ZERO-ORDER CORRELATION MATRIX

	Ethnic.	Age	Education	Training	Percent Work Before	Number Support	Percent Day Care Use	LM
Ethnicity	1.00	-.01	.26**	.05	.03	-.12	.09	-.07
Age	-.01	1.00	-.32***	.03	.09	.15	.01	-.12
Education	.26**	-.32***	1.00	.37***	.24**	-.22**	.09	-.14
Voc. Tr.	.05	.03	.37***	1.00	.06	.09	.01	-.08
% 3 Yrs. bef.	-.03	.09	.24**	.06	1.00	-.06	.18*	.03
# Support	-.12	.15	-.22**	.09	-.06	1.00	-.01	-.04
% DC Use	.09	.01	.09	.01	.18*	.01	1.00	-.05
LM	-.07	-.12	-.14	-.08	.03	-.04	-.05	1.00
Empl. Status 1973	-.13	-.07	-.27***	-.07	-.21*	-.01	-.13	-.35***
Gross Pay Job 1	.20*	-.01	.33***	.22*	.25**	.01	.03	-.13
Hrs. Wk. Job 1	.18*	-.11	.35***	.12	.26**	-.18*	.07	.13

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Table 75 (continued)

ZERO-ORDER CORRELATION MATRIX

	<u>Ethnic.</u>	<u>Age</u>	<u>Education</u>	<u>Training</u>	<u>Percent Work Before</u>	<u>Number Support</u>	<u>Percent Day Care Use</u>	<u>Liv</u>
Mth. to 1st Job Post DC	-.09	.14	-.44***	-.01	-.40***	.05	-.09	.21**
Mth. to 1st Job Excl. Non W	.04	.02	-.28**	-.02	-.35***	-.14	.09	-.03
Mos. to 1st Jpb-2 Yrs.	-.06	.09	-.42***	.01	-.44***	.06	-.03	.24***
% of 2 Yrs. Worked Post Day Care	.03	.01	.36***	.04	.43***	-.02	.06	-.24***
% Worked All. Post DC	.04	.01	.36***	.05	.40***	-.05	.03	-.25***
Welfare Status	-.11	-.01	-.30***	-.12*	-.14	.19*	-.02	.14

(continued)

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Table 75
(continued)

	Empl. Status	Hr. Work	Gross Pay	Welfare
Employment Status 1973	1.000	-.28***	-.32***	.63***
Hr. Work	-.28***	1.00	.47***	-.30***
Gross Pay	-.32***	.47***	1.00	-.24**
Welfare	.63***	-.30***	-.24**	1.00

Table 75A

	<u>MEAN</u>	<u>SD</u>	<u>N</u>	<u>VARIANCE</u>
Total Sample	3.58	1.65	156	2.71
No Payments 5/73	2.88	1.42	41	2.01
Supplementary Payments 5/73	3.89	1.63	62	2.65
Full Payments 5/73	3.76	1.67	53	2.79

NUMBER OF PEOPLE SUPPORTED

ANALYSIS OF VARIANCE TABLE

	<u>MEAN SQUARE</u>	<u>DF</u>	<u>F-TEST</u>	<u>SIGNIFICANCE</u>	<u>ETA</u>
Among Groups	13.833	2	5.366**	.006	0.066
Within Groups	2.578	153			

Table 76

EDUCATION

	<u>MEAN</u>	<u>SD</u>	<u>N</u>	<u>VARIANCE</u>
Total Sample	10.60	2.22	154*	4.92
No Payments 5/73	11.60	1.36	40*	1.84
Supplementary Payments 5/73	10.58	2.21	62	4.89
Full Payments 5/73	9.85	2.45	52*	5.98

ANALYSIS OF VARIANCE TABLE

	<u>MEAN SQUARE</u>	<u>DF</u>	<u>F-TEST</u>	<u>SIGNIFICANCE</u>	<u>ETA</u>
Among Groups	34.781	2	7.640***	Under .001	0.092
Within Groups	4.553	151			

Table 77

<u>AGE</u>	<u>MEAN</u>	<u>SD</u>	<u>N</u>	<u>VARIANCE</u>
Total Sample 5/73	32.88	8.57	155*	73.39
No Payments 5/73	32.38	7.90	40*	62.33
Supplementary Payments 5/73	33.69	8.35	62	69.63
Full Payments 5/73	32.30	9.21	53	84.81

ANALYSIS OF VARIANCE TABLE

<u>MEAN SQUARE</u>	<u>DF</u>	<u>F-TEST</u>	<u>SIGNIFICANCE</u>	<u>ETA</u>
Among Groups	2	.46	Over .500	.006
Within Groups	152			



Table 78

PERCENT DAY CARE USE

	<u>MEAN</u>	<u>SD</u>	<u>N</u>	<u>VARIANCE</u>
Total Sample	.78	.27	156	.07
No Payments 5/73	.78	.26	41	.07
Supplementary Payments 5/73	.78	.25	62	.07
Full Payments 5/73	.77	.29	53	.08

ANALYSIS OF VARIANCE TABLE

	<u>MEAN SQUARE</u>	<u>DF</u>	<u>F-TEST</u>	<u>SIGNIFICANCE</u>	<u>ETA</u>
Among Groups	0.004	2	0.051	Over .500	0.001
Within Groups	0.074	153			

BACKGROUND VARIABLES GROUPED BY WELFARE STATUS - F-TEST

PERCENT OF THREE YEARS WORKED BEFORE DAY CARE

	<u>MEAN</u>	<u>SD</u>	<u>NUMBER</u>	<u>VARIANCE</u>
Total Sample	.27	.36	156	.13
No Payments 5/73	.30	.36	41	.13
Supplementary Payments 5/73	.31	.40	62	.16
Full Payments 5/73	.18	.28	53	.08

ANALYSIS OF VARIANCE TABLE

	<u>MEAN SQUARE</u>	<u>DF</u>	<u>F-TEST</u>	<u>SIGNIFICANCE</u>	<u>ETA</u>
Among Groups	0.342	2	2.712	.070	0.094
Within Groups	0.126	153			



Table 80

WELFARE STATUS BY ETHNICITY/RACE

<u>Welfare Status</u>	<u>Ethnicity/Race</u>			
	<u>Black</u>	<u>Puerto Rican</u>		<u>Other</u>
		<u>Number</u>	<u>%</u>	
None	34	28%	7	20%
Supplementary	49	41%	13	37%
Full	38	31%	15	43%
Total	121	100%	35	100%

CHI SQUARE = 1.80

Significant at .406 with 2 D.F.

Table 81

WELFARE STATUS BY VOCATIONAL TRAINING

Welfare Status	TRAINING	
	NO	YES
	Number	Number
No Payment	16	22
Supplementary Payment	28	34
Full Payment	27	26
Total	71	82
	100%	100%

CHI SQUARE = 14.84

Significant at .139 with 10 D.F.

Table 82

WELFARE STATUS BY PLACE OF BIRTH

	New York City		New York State		Other-East		Midwest		South		Puerto Rico		Dominican Republic		Other-Caribbean	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Yes	19	61.3%	1	50%	2	66.7%	3	100%	60	78.9%	20	69%	1	100%	4	80%
No	12	38.7%	1	50%	1	33.3%	-	-	16	21.1%	9	31%	-	-	1	20%

Still Get
Welfare Money

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Table 83

MULTIPLE REGRESSION ANALYSIS ON PERCENT WORKED OF ENTIRE PERIOD AFTER DAY CARE

<u>Variable Description</u>	<u>Coefficient</u>	<u>Standardized Coefficient</u>	<u>T-Test</u>	<u>Significance</u>	<u>Unique Variance</u>
Labor Market	-0.0409	-0.222	-3.11**	.003	.046
Percent Day Care Use Total	-0.1077	-0.069	-0.97	.332	.005
Number People Supported	0.0077	0.030	0.42	Over .500	.001
Time Worked 3 yrs. Prior To Day Care	0.4086	0.348	4.66***	Under .001	.004
Vocational Training	-0.0218	-0.104	-1.36	.177	.009
Highest Grade Completed	0.0593	0.313*	3.49***	.001	.058
Age	0.0021	0.044	0.56	Over .500	.002
Ethnicity	-0.0269	-0.027	-0.37	Over .500	.001
Regression Constant	0.030				

Multiple Correlation Squared = 0.296

Multiple Correlation = 0.544

F = 7.74 With 8 and 147 Degrees of Freedom (P under .001)

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Table 84

MULTIPLE REGRESSION ANALYSIS ON NUMBER OF MONTHS TO FIRST JOB FOR 2 YEAR PERIOD

<u>Variable Description</u>	<u>Coefficient</u>	<u>Standardized Coefficient</u>	<u>T-Test</u>	<u>Significance</u>	<u>Unique Variance</u>
Labor Market	1.0172	0.221	3.29**	.002	.046
Percent Day Care Use Total	2.9589	0.076	1.14	.257	.005
Number People Supported	-0.3309	-0.052	-0.76	.449	.002
Time Worked 3 Years Prior to Day Care	-11.2853	-0.385	-5.48***	Under .001	.127
Vocational Training	0.9936	0.190	2.64**	.010	.029
Highest Grade Completed	-1.7892	-0.378	-4.48***	Under .001	.085
Age	0.0456	0.037	0.51	Over .500	.001
Ethnicity	0.4467	0.018	0.26	Over .500	.000

Regression Constant = 20.991

Multiple Correlation Squared = 0.379 F = 11.20 with 8 and 147 degrees of freedom (P under .001)

Multiple Correlation = 0.615

MULTIPLE REGRESSION ANALYSIS ON EMPLOYMENT STATUS AT TIME OF INTERVIEW

<u>Variable Description</u>	<u>Coefficient</u>	<u>Standardized Coefficient</u>	<u>T-Test</u>	<u>Significance</u>	<u>Unique Variance</u>
Labor Market	0.0689	0.315	4.17***	Under .001	.093
Percent Day Care Use Total	-0.1188	-0.064	-0.85	.395	.004
Number People Supported	0.0152	0.050	0.65	Over .500	.002
Time Worked 3 Years Prior To Day Care	-0.2063	-0.148	-1.87	.064	.019
Vocational Training	0.0088	0.035	0.44	Over .500	.001
Highest Grade Completed	-0.0452	-0.200	-2.11*	.037	.024
Age	-0.0053	-0.091	-1.11	.269	.007
Ethnicity	-0.0525	-0.044	-0.57	Over .500	.002

Regression Constant = 1.893

Multiple Correlation Squared = 0.215

Multiple Correlation = 0.464

F = 5.03 with 8 and 147 degrees of freedom (P under .001)

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Table 86

MULTIPLE REGRESSION ANALYSIS ON GROSS PAY ON FIRST MOST RECENT JOB

<u>Variable Description</u>	<u>Coefficient</u>	<u>Standardized Coefficient</u>	<u>T-Test</u>	<u>Significance</u>	<u>Unique Variance</u>
Labor Market	-0.1425	-0.089	-1.09	.280	.007
Percent Day Care Use Total	-0.5740	-0.042	-0.52	Over .500	.002
Number People Supported	0.1754	0.079	0.95	.345	.006
Time Worked 3 Years Prior to Day Care	2.1868	0.214	2.50*	.014	.039
Vocational Training	0.1986	0.109	1.24	.218	.010
Highest Grade Completed	0.3425	0.207	2.02*	.046	.025
Age	0.0037	0.009	0.10	Over .500	.000
Ethnicity	1.3404	0.153	1.83	.071	.021

Regression Constant = 2.152

Multiple Correlation Squared = 0.186

F = 3.72 with 8 and 130 degrees of freedom (P = .001)

Multiple Correlation = 0.432

Table 87

MULTIPLE REGRESSION ANALYSIS ON HOURS WORKED ON FIRST MOST RECENT JOB

<u>Variable Description</u>	<u>Coefficient</u>	<u>Standardized Coefficient</u>	<u>T-Test</u>	<u>Significance</u>	<u>Unique Variance</u>
Labor Market	0.0308	0.161	2.12*	.036	.024
Percent Day Care Use Total	0.0153	0.009	0.12	Over .500	.000
Number People Supported	-0.0231	-0.087	-1.13	.263	.007
Time Worked 3 Years Prior to Day Care	0.2313	0.189	2.38*	.019	.031
Vocational Training	0.0062	0.028	0.35	Over .500	.001
Highest Grade Completed	0.0529	0.268	2.81**	.006	.043
Age	-0.0004	-0.009	-0.11	Over .500	.000
Ethnicity	0.1161	0.111	1.43	.156	.011
Regression Constant	-0.070				

Multiple Correlation Squared = 0.205 F = 4.74 with 8 and 147 degrees of freedom (P under .001)

Multiple Correlation = 0.453



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Table 88

MULTIPLE REGRESSION ANALYSIS ON WELFARE STATUS AT TIME OF INTERVIEW

<u>Variable Description</u>	<u>Coefficient</u>	<u>Standardized Coefficient</u>	<u>T-Test</u>	<u>Significance</u>	<u>Unique Variance</u>
Gross Pay Job 1	0.0032	0.015	0.20	Over .500	.000
Hours Worked on Job 1	-0.1517	-0.086	-1.10	.272	.005
Employment Status 5-73	0.9376	0.607	8.33***	Under .001	.266
Labor Market	-0.0264	-0.078	-1.11	.271	.005
Percent Day Care Use Total	0.1628	0.057	0.89	.376	.003
Number People Supported	0.0521	0.111	.168	.095	.011
Time Worked 3 Years Prior to Day Care	0.0798	0.037	0.53	Over .500	.001
Vocational Training	-0.0167	-0.043	-0.63	Over .500	.002
Highest Grade Completed	-0.0413	-0.119	-1.42	.158	.008
Age	-0.0038	-0.042	-0.60	Over .500	.001
Ethnicity	0.0374	0.020	0.30	Over .500	.000
Regression Constant	1.128				

Multiple Correlation Squared = 0.447 F = 10.58 with 11 and 144 degrees of freedom (P under .001)

Multiple Correlation = 0.668



Table 89

SUMMARY TABLE-MULTIPLE REGRESSION ANALYSIS

	PERCENT WORKED AFTER DAY CARE		MTHS. UNEMPLOYED TO FIRST JOB		EMPLOYMENT STATUS		GROSS PAY
	r	ΔR ²	r	ΔR ²	r	ΔR ²	
	STD. BETA	STD. BETA	STD. BETA	STD. BETA	STD. BETA	STD. BETA	
Labor Market Use	-.25**	.06**	-.22**	.19*	.35***	.12*	.32*
Percent Day Care Use	.03	-.07	-.09	.01	-.13	.01	-.06
Number People Supported	-.05	.03	-.05	.00	.09	.01	.05
Percent Employed 3 yrs. before Day Care	.40***	.17***	.35***	.16*	-.21*	.04*	-.15
Vocational Training	.05	.00	-.10	.00	-.07	.00	.00
Education	.36***	.06***	.31***	.13*	-.27***	.02*	-.20*
Age	.01	.00	.04	.01	-.07	.01	-.09
Ethnicity	.04	.00	-.03	.00	-.13	.00	-.04

R² = .30
 R = .54
 F = 7.74 with 8 and 147 d.f.
 P < .001

R² = .35
 R = .59
 F = 9.82 with 147 d.f.
 P < .001

R² = .22
 R = .46
 F = 5.03 with 8 and 147 d.f.
 P < .001

R² = .19
 R = .43
 F = 3.72 with 130 d.f.
 P < .001

Table 89

SUMMARY TABLE-MULTIPLE REGRESSION ANALYSIS

	PERCENT WORKED AFTER DAY CARE		MTHS. UNEMPLOYED TO FIRST JOB		EMPLOYMENT STATUS		GROSS PAY		HOURS WORKED			
	r	ΔR^2	r	ΔR^2	r	ΔR^2	r	ΔR^2	r	ΔR^2		
	.25**	.06**	-.22**	.21*	.04*	.19*	-.13	.02	-.09	.13	.02	.16*
	.03	.00	-.07	-.09	.01	.02	.03	.00	-.04	.07	.01	.01
	.05	.00	.03	-.05	.00	-.07	.01	.00	.08	-.18*	.03*	-.09
40***	.17***	.35***	.35***	-.40*	.16*	-.34*	.25**	.07*	.21*	.26***	.06**	.19*
05	.00	-.10	-.01	-.01	.00	.17*	.22*	.04*	.11	.12	.02	.03
36***	.06***	.31***	.31***	-.44*	.13*	-.39*	.33***	.05*	.21*	.35***	.07***	.27***
01	.00	.04	.04	.14	.01	.08	-.01	.00	.01	-.11	.00	-.01
04	.00	-.03	-.03	-.09	.00	-.01	.20*	.02	.15	.18*	.01	.11

$R^2 = .30$
 $R = .54$
 $F = 7.74$ with 8 and 147 d.f.
 $P < .001$

$R^2 = .35$
 $R = .59$
 $F = 9.82$ with 8 and 147 d.f.
 $P < .001$

$R^2 = .22$
 $R = .46$
 $F = 5.03$ with 8 and 147 d.f.
 $P < .001$

$R^2 = .19$
 $R = .43$
 $F = 3.72$ with 8 and 130 d.f.
 $P < .001$

$R^2 = .21$
 $R = .45$
 $F = 4.74$ with 8 and 147 d.f.
 $P < .001$

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SUMMARY REGRESSION RESULTS

WELFARE STATUS

	<u>r</u>	<u>ΔR</u>	<u>Beta</u>
Salary	-.24**	.06	.02
Hours	-.30***	.05	-.09
Employment Status	.63***	.31	.61***
Labor Market	.14	.00	-.08
Percent Day Care Use	-.02	.00	.06
Number People Supported	.19*	.01	.11
Percent Work Before Day Care	-.14	.00	.04
Vocational Training	-.12	.01	-.04
Education	-.30***	.01	-.12
Age	-.01	.00	-.04
Ethnicity	-.11	.00	.02

$R^2 = .45$

$R = .67$

11/144 D.F.

$F = 10.58$

$P < .001$

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SUMMARY TABLE-MULTIPLE REGRESSION-TWO YEAR

	PERCENT TIME EMPLOYED 2 YRS. AFTER DAY CARE		PERCENT TIME EMPLOYED 2 YRS. AFTER DAY CARE (EXCLUDE NON-WORKERS)	
	r	ΔR^2	r	ΔR^2
Labor Market	-.24*	.06*	-.02	.00
Percent Day Care Use	.06	.00	-.12	.02
Number People Supported	-.02	.00	.19	.03
Percent Employed 3 yrs. before Day Care	.43*	.19*	.31*	.11*
Vocational Training	.04	.00	.11	.00
Education	.36*	.07*	.16	.01
Age	.01	.00	.18	.01
Ethnicity	.03	.05	-.03	.00

R^2	=	.32	R^2	=	.19
R	=	.56	R	=	.43
F	=	8.55 with 8 and 147 d.f.	F	=	2.74 with 6 and 95 d.f.
P	<	.001	P	<	.010

PERIOD AND EXCLUDING NON-WORKERS

MONTHS UNEMPLOYED TO FIRST JOB TO 2 YRS. AFTER DAY CARE			MONTHS UNEMPLOYED TO FIRST JOB (EXCLUDE NON-WORKERS)		
<u>r</u>	<u>ΔR^2</u>	<u>STD. BETA</u>	<u>r</u>	<u>ΔR^2</u>	<u>STD. BETA</u>
.24*	.06*	.22*	-.03	.00	-.00
-.03	.00	.08	.09	.01	.16
.06	.01	-.05	-.14	.02	-.22
-.44*	.20*	-.39*	-.35***	.14***	-.35***
.01	.00	.19*	-.02	.00	.14
-.42*	.11*	-.38*	-.28**	.07**	-.33**
.09	.00	.04	.02	.01	.18
-.06	.00	.02	.04	.01	.06

$R^2 = .38$
 $R = .62$
 $F = 11.20$ with 8
 and 147 d.f.
 $P < .001$

$R^2 = .26$
 $R = .51$
 $F = 4.23$ with 8
 and 95 d.f.
 $P < .001$

Table 92

WELFARE STATUS BY EMPLOYMENT STATUS

	<u>WORKING</u> Number	<u>%</u>	<u>NOT WORKING</u> Number	<u>%</u>	<u>Percent Working</u>	<u>TOTAL</u>
None	35	43%	6	8%	85%	100%
Supplementary	42	52%	20	27%	68%	100%
Full	4	5%	49	65%	8%	100%
Total	81	100%	75	100%	52%	
	<u>% WORKING</u>		<u>% NOT WORKING</u>			
None	85%		15%			41
Supplementary	68%		32%			62
Full	8%		92%			53

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Table 93

WELFARE STATUS BY WORK HISTORY AFTER STARTING DAY CARE

	DID NOT WORK AT ALL		WORKED SOME NOT NOW		WORKED SOME AND NOW		WORKED CONTINUOUSLY	
	Number	%	Number	%	Number	%	Number	%
None	1	2%	5	17%	21	57%	14	32%
Supplementary	13	28%	7	24%	15	41%	27	61%
Full	32	70%	17	59%	1	3%	3	7%
Total	46	100%	29	100%	37	100%	44	100%

WELFARE STATUS BY FULL OR PART TIME BY WORK EXPERIENCE POST DAY CARE

Table 94

	WORKED SOME		WORKED CONTINUOUSLY	
	Full	Part	Full	Part
	Number	%	Number	%
None	24	50%	2	11%
Supplementary	12	25%	10	56%
Full	12	25%	6	33%
Total	48	100%	18	100%

	WORKED CONTINUOUSLY	
	Number	%
None	14	33%
Supplementary	26	62%
Full	2	5%
Total	42	100%

Table 95

WELFARE STATUS BY ACTIVITY AT TIME OF INTERVIEW

WELFARE	ACTIVITY													
	WORKING		LOOKING FOR WORK		SCHOOL		CHILD CARING		OTHER		TOTAL			
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%		
None	32	44%	2	14%	2	8%	3	14%	2	13%	(9)	12%	41	28%
Suppl.	38	52%	3	21%	6	25%	9	41%	4	27%	(22)	29%	60	41%
Full	3	4%	9	64%	16	67%	10	45%	9	60%	(44)	59%	47	32%
Total	73	100%	14	100%	24	100%	22	100%	15	100%	75	100%	148	100%

WELFARE	LOOKING FOR WORK				SCHOOL		CHILD CARING		OTHER		TOTAL			
	WORKING		FOR WORK		Number	%	Number	%	Number	%	Number	%		
	N	%	N	%	N	%	N	%	N	%	N	%		
None	32	78%	2	5%	2	5%	3	7%	2	5%	(9)	(22%)	41	100%
Suppl.	38	63%	3	5%	6	10%	9	15%	4	7%	(22)	(37%)	60	100%
Full	3	6%	9	19%	16	34%	10	21%	9	19%	(44)	(94%)	47	100%

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Table 96

WORKED AFTER DAY CARE BY LABOR MARKET

	<u>LABOR MARKET</u>		
	<u>GOOD</u> <u>Number</u> <u>%</u>	<u>FAIR</u> <u>Number</u> <u>%</u>	<u>POOR</u> <u>Number</u> <u>%</u>
Did Not Work	2 6%	23 31%	20 43%
Worked Some	19 54%	32 43%	20 43%
Worked 100%	14 40%	19 26%	7 15%
Total	35 100%	74 100%	47 101%

CHI SQUARE = 15.379**
Significant at .005 with 4 D.F.

Table 97

EMPLOYMENT STATUS 5/73 BY LABOR MARKET

	<u>LABOR MARKET</u>		
	<u>GOOD</u> <u>Number</u> <u>%</u>	<u>FAIR</u> <u>Number</u> <u>%</u>	<u>POOR</u> <u>Number</u> <u>%</u>
Working	25 71%	38 51%	13 28%
Not Working	10 29%	36 49%	34 72%
Total	35 100%	74 100%	47 100%

CHI SQUARE = 15.773***
Significant Under .001 with 2 D.F.



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Table 98

MONTHS TO FIRST JOB POST DAY CARE GROUPED BY LABOR MARKET

F-TEST

MONTHS TO FIRST JOB

	<u>Mean</u>	<u>SD</u>	<u>Number</u>	<u>Variance</u>
Total Sample	12.00	14.66	156	215.01
Good Labor Market	6.69	11.90	35	141.70
Fair Labor Market	12.53	14.22	74	202.33
Poor Labor Market	15.06	16.08	47	258.70

ANALYSIS OF VARIANCE TABLE

	<u>Mean Square</u>	<u>DF</u>	<u>F-Test</u>	<u>Significance</u>	<u>ETA</u>
Among Groups	725.07	2	3.46	.035	.04
Within Groups	209.74	153			

Table 99

ANALYSIS OF VARIANCE OF LABOR MARKET BY
EMPLOYMENT STATUS BY YEAR BEGAN DAY
CARE BY USING DAY CARE AT TIME OF INTERVIEW

USING DAY CARE EMPLOYMENT STATUS	Year First Used Day Care					
	1969		1970		1971	
	YES	NO	YES	NO	YES	NO
MEAN LABOR MARKET	3.5	3.0	4.9	5.6	5.8	6.8
S.D.	2.07	2.16	1.53	2.47	1.96	1.94
(N)	(17)	(4)	(15)	(12)	(20)	(6)
NO:						
MEAN LABOR MARKET	4.5	4.8	7.1	5.8	6.8	6.9
S.D.	2.48	3.03	2.01	0.75	1.89	1.55
(N)	(15)	(5)	(18)	(6)	(20)	(18)

(continued)

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Table 99
(continued)

	<u>MEAN SQUARE</u>	<u>DEGREES OF FREEDOM</u>	<u>F-TEST</u>	<u>SIGNIFICANCE</u>	<u>PERCENT OF TOTAL SUM OF SQUARES</u>
Year Began Day Care	69.83	2	17.42	<.001	18.22
Employment Status	29.98	1	7.48	.008	3.91
Using Day Care	0.17	1	0.04	>.500	0.02
Year By Employed	1.84	2	0.46	>.500	0.48
Year By Using Day Care	2.13	2	0.53	>.500	0.56
Employed By Using Day Care	2.69	1	0.67	.415	0.35
Year By Employed By Using Day Care	4.51	2	1.12	.328	1.18

0000