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CAROL H. RASCO
Assistant to the President for Domestic Policy

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MDRC

Three Park Avenue
New York, NY 10016-5936
Tel: (212) 532-3200 Fax: (212) 684-0832
Regional Office:
88 Kearny Street, Suite 1650
San Francisco, CA 94108
Tel: (415) 781-3800 Fax: (415) 781-3820

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June 14, 1994

Ms. Carol Rasco
Assistant to the President for Domestic Policy
Second Floor, West Wing
The White House
Washington, D.C. 20500

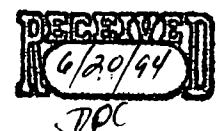
Dear Carol:

As I mentioned in my letter of June 8, MDRC will soon be releasing interim findings from our New Chance Demonstration. I thought you would be interested in the enclosed Executive Summary of the report. **Please note that it is embargoed until June 22nd.**

Regards,



Judith M. Gueron



EXECUTIVE SUMMARY

NEW CHANCE:

**Interim Findings
on a Comprehensive Program
for Disadvantaged Young Mothers
and Their Children**

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Manpower
Demonstration
Research
Corporation

Three Park Avenue
New York, New York 10016
(212) 532-3200

88 Kearny Street, Suite 1650
San Francisco, California 94108
(415) 781-3800

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EXECUTIVE SUMMARY

NEW CHANCE:

**Interim Findings
on a Comprehensive Program
for Disadvantaged Young Mothers
and Their Children**

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Janet C. Quint
Denise F. Polit
Hans Bos
George Cave

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To preserve confidentiality, names and certain minor identifying details have been changed when describing specific members of the research sample.

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EXECUTIVE SUMMARY

New Chance was a national demonstration program operated between 1989 and 1992 at 16 locations in 10 states. The demonstration, supported by a broad consortium of public and private funders, tested a program model intended to improve the economic prospects and overall well-being of low-income young mothers and their children through a comprehensive and intensive set of services. New Chance targeted a group important to much of the current debate on welfare reform – families headed by young mothers (aged 16 to 22) who gave birth during their teenage years and were receiving Aid to Families with Dependent Children (AFDC, the main cash welfare program) – and, within this group, focused on those who were especially disadvantaged by virtue of being high school dropouts. The unmarried status of these young mothers and the educational barriers they confronted placed them at high risk of long-term welfare receipt and economic hardship.

The 16 New Chance programs (also referred to in this report as the research "sites") primarily served young women who volunteered for the program.¹ As shown in Table 1, they were operated by community service organizations, schools and school districts, a community college, a Private Industry Council (the nonprofit entity that administers funding under the federal Job Training Partnership Act, JTPA), and an agency overseen by the county government; one program represented a unique collaboration between a school district and the Job Corps. As also shown in the table, the operators of the New Chance programs had diverse service traditions. The program model, demonstration, and evaluation plan were developed by the Manpower Demonstration Research Corporation (MDRC), a private nonprofit organization that tests initiatives to improve the well-being and self-sufficiency of poor people.

This report, the third of the demonstration, summarizes the research findings on the early (18-month) effects of New Chance.² The evaluation includes a comparison of 2,322 women who were

¹Currently, all but three of the 16 programs are still in operation. The Chula Vista (California), Bronx (New York), and Inglewood (California) New Chance programs closed because of funding difficulties. These closings did not materially affect the program experiences of the young women at these sites for whom data are presented in this report. This report has been written mostly in the past tense because it describes structures and activities as they existed or occurred during the time period covered by this study.

²The two previous reports were: Janet Quint, Barbara Fink, and Sharon Rowser, *New Chance: Implementing a Comprehensive Program for Disadvantaged Young Mothers and Their Children* (New York: MDRC, 1991), and Janet Quint and Judith Musick, *Lives of Promise, Lives of Pain: Young Mothers After New Chance* (New York: MDRC, 1994).

TABLE 1

THE NEW CHANCE PROGRAM OPERATORS

Location	Program Operator	Type of Organization	Prior Emphasis
California (Chula Vista)	Del Rey Center, Sweetwater Union High School District (a)	Adult school	Adult education
California (Inglewood)	Youth and Family Center (a)	Community service organization	Counseling, health services
California (San Jose)	Independence Adult Center, East Side Union High School District	Adult school	Education
Colorado (Denver)	Technical Education Center-North Campus, Community College of Denver	Community college	Adult education, occupational skills training
Florida (Jacksonville)	The Bridge Family Health Services, Inc.	Community service organization	Family planning, health services, tutoring
Illinois (Chicago Heights)	Aunt Martha's Youth Service Center, Inc. (b)	Community service organization	Counseling, education, employment preparation, health services
Kentucky (Lexington)	The Family Care Center (c)	Agency overseen by county government	Prevention and treatment of child abuse and neglect
Michigan (Detroit)	Development Centers, Inc., Community Mental Health Center	Community service organization	Mental health services
Minnesota (Minneapolis)	RESOURCE, Inc. (d)	Community service organization	Occupational skills training, employment preparation
New York (Bronx)	National Puerto Rican Forum, Inc. (a)	Community service organization	Adult education, English as a Second Language, occupational skills training
New York (Harlem)	Mid-Manhattan Adult Learning Center Office of Adult and Continuing Education New York City Board of Education	Adult school	Adult basic education, GED preparation, occupational skills training
Oregon (Portland)	PIVOT-New Chance Program Portland Public Schools	School-Job Corps collaboration	Education
Oregon (Salem)	Teen Parent Program The YWCA of Salem	Community service organization	Recreation, education, child care, counseling, health services
Pennsylvania (Allentown)	Expectant and Parenting Youth Program Private Industry Council of Lehigh Valley	Private Industry Council	Education, life skills, personal development
Pennsylvania (Philadelphia)	Lutheran Settlement House Women's Program	Community service organization	Adult education, life skills
Pennsylvania (Pittsburgh)	Pittsburgh in Partnership with Parents, Hill House Association	Community service organization	Comprehensive services for teenage parents

NOTES: (a) A New Chance program is no longer in operation at this site.

(b) This agency is now located in Park Forest, Illinois.

(c) The Family Care Center is a semiautonomous agency under the oversight of the Lexington-Fayette Urban County Government's Department of Social Services' Division of Children's Services.

(d) This agency was formerly named Multi Resource Centers, Inc.

randomly assigned to either an *experimental* group (who were allowed to enroll in New Chance) or a *control* group (who did not have access to New Chance services, but many of whom were able to find alternative services in their communities). To determine the effectiveness of New Chance, the *differences* between the two groups of women (often referred to in this kind of research as the *impacts* of the program) are being examined through a structured survey interview at 18 months and 42 months after each young woman entered the research sample. This report also updates the program implementation and cost findings described in the first (1991) report. The evaluation's final report, which is scheduled for completion in 1996, will address the longer-term impacts of New Chance and its cost-effectiveness; at that point, the program's effectiveness in increasing employment and reducing welfare receipt, and in improving outcomes for enrollees' children, can be better assessed.

Until relatively recently, teenage mothers with young children were largely ignored by welfare employment programs, which have traditionally served mothers of children who are at least of school age. Teenage mothers have also been underrepresented in programs funded under the Job Training Partnership Act (JTPA), the federal legislation authorizing employment training for youths and adults. As a result, at the time that New Chance was developed, there was little solid information about the kinds of programs and services that are effective in promoting self-sufficiency in this population.

The findings of this study and of other recent evaluations contribute to a growing but still small body of reliable evidence concerning the effects of interventions intended to promote self-sufficiency among young welfare mothers.³ Although these interventions have targeted different groups within this population and have adopted different approaches, their experiences indicate a number of common themes and lessons. First, young mothers participating in these programs have confronted many serious obstacles to advancement, some psychological in nature, others related to dysfunctional families, dangerous schools and neighborhoods, and other factors in their social, physical, and economic environments. Next, securing high levels of attendance has been an issue in nearly all the programs; furthermore, none of the programs has been successful in delaying repeat childbearing.

³See Dan Bloom et al., *LEAP: Interim Findings on a Welfare Initiative to Improve School Attendance Among Teenage Parents* (New York: Manpower Demonstration Research Corporation, 1993); Rebecca Maynard, Walter Nicholson, and Anu Rangarajan, *Breaking the Cycle of Poverty: The Effectiveness of Mandatory Services for Welfare-Dependent Teenage Parents* (Princeton, N.J.: Mathematica Policy Research, 1993); George Cave et al., *JOBSTART: Final Report on a Program for School Dropouts* (New York: Manpower Demonstration Research Corporation, 1993); and Denise Polit, Janet Quint, and James Riccio, *The Challenge of Serving Teenage Mothers: Lessons from Project Redirection* (New York: Manpower Demonstration Research Corporation, 1988).

Moreover, while programs have had varying records in helping young mothers to secure education credentials and employment, in all cases the majority of enrollees remained on welfare at follow-up, and no program has enabled them to escape poverty to any meaningful extent. In addition, programs have generally been less successful with those young mothers who dropped out of school before program enrollment. Finally, the studies suggest that long-term follow-up is critical to determining the effectiveness of programs designed for young people, who may be better able to capitalize on what they have learned in these programs after they have gained greater maturity and their lives have become more stable.

An Overview of the Findings

This report contains findings on the effectiveness of New Chance at a relatively early point — 18 months — after the young mothers entered the research sample. Since only 12 percent of the experimentals were still active in the program at that point, the report presents reasonably complete information on such in-program outcomes as GED attainment and child care use. It also contains data about outcomes on which New Chance sought to have an immediate effect, such as parenting and contraceptive behavior, although the program's long-term effects in these areas may differ from the short-term findings. Data on employment and welfare receipt are included in the interest of completeness, but because in the main New Chance sought to effect changes in these areas over time, conclusions about the program's effectiveness in increasing employment and reducing reliance on AFDC await analysis of the 42-month data.

With regard to implementation, the 16 New Chance sites were successful in implementing the intended New Chance model, particularly with respect to early program components such as education, parenting, personal development services, and child care. The sites were able to recruit the especially disadvantaged segment of the young mother population the program aimed to serve, and were generally successful in meeting recruitment goals. However, while most women in the experimental group participated in many New Chance services and gave the program high ratings, absenteeism and early terminations resulted in a program experience that, for many, proved to be briefer, less intensive, and less employment-focused than had been planned. Moreover, although women in the experimental group received more of virtually every type of service than women in the control group, the differences were often relatively small, particularly with regard to education. Given the high level of service receipt by members of the control group, this evaluation should be viewed as a test of New Chance services in

comparison to other services available to the New Chance target group, rather than as a test of the value of New Chance services per se.

The results of the New Chance impact analyses were, at this early point, mixed. Participants were largely drawn to New Chance by the prospect of earning a GED (General Educational Development) certificate,⁴ and women in the experimental group were more likely than those in the control group to have obtained this credential by 18 months after random assignment (37 percent vs. 21 percent, respectively). The experimental group women were also somewhat more likely to have earned college credits and to be enrolled in college at the follow-up point. However, the two groups were comparable with regard to a number of outcomes for which it had been hoped that the program would produce a positive impact. For example, at the 18-month point, the experimental and control group women were similar with regard to reading skills, depression, stress, drug use, and health. Moreover, women in the experimental group were more likely than women in the control group to have had another pregnancy in the 18 months following random assignment, and were less likely to be using contraception regularly at the time of the 18-month follow-up, although the two research groups had a similar rate of subsequent births at follow-up. It is also worth noting that experimentals were more likely than controls to be living with a partner or husband at follow-up, and that the program's impact on pregnancy occurred only in conjunction with this living arrangement.

As expected, and consistent with their greater investment of time in education and training, women in the experimental group were less likely than those in the control group to have been employed during the first six months after random assignment. Over time the employment rates for the two groups became increasingly similar. During the 18 months of follow-up, the experimental group had worked nine fewer days and had earned \$342 less, on average, than the control group. Women in the experimental and control groups had similar rates of welfare receipt over the follow-up period and, at the time of the 18-month interview, the two groups were comparable in terms of employment status and receipt of welfare.

With respect to outcomes for the children, several impacts were in the hypothesized direction, but were not substantial. For example, children of experimental group members were being raised in homes that were more emotionally supportive than children of control group members, and by mothers who expressed less authoritarian childrearing attitudes; the magnitude of these impacts, however, was

⁴This credential is given to those who pass the GED test and is intended to signify knowledge of basic high school subjects.

small. Overall, the two groups of children were living in home environments that were of similar quality.

Impacts on child care in the follow-up period were, however, sizeable. In particular, children of experimental group members were about twice as likely as children of control group members to have been in a child care center, and were more likely to have entered a regular child care arrangement before age 1.

By and large, the impact results suggest that the effects of New Chance, when they were observed, were fairly pervasive across various subgroups of young mothers. That is, observed differences between the experimental and control groups were generally similar for women of different ethnicities, family backgrounds, etc. With respect to site impacts, no single site stood out as better than other sites across the full range of outcomes considered.

At this point, it is too early to predict the longer-term results for these young mothers and their children. As noted above, previous studies of programs for disadvantaged young mothers have suggested that longer-term outcomes are sometimes more promising than would be anticipated on the basis of short-term findings.⁵ A more complete picture of program impacts should emerge when 42-month follow-up data are available. The early findings do, however, indicate that the women in both the experimental and control groups have a considerable way to go before attaining self-sufficiency: At the time of the 18-month interview, 61 percent of the sample had not yet obtained their GEDs or high school diplomas; 65 percent were neither employed nor in an education or training program; and 82 percent were still on welfare.

The New Chance Model and Program Goals

The overall goal of New Chance was to help prepare participants for their dual roles as productive earners and effective parents, while enhancing the cognitive, emotional, and social development of their children. New Chance targeted young mothers aged 16 to 22 who gave birth as teenagers and were receiving welfare. While other initiatives have been directed toward a broad cross section of young mothers on AFDC (including those still in school and high school graduates), New Chance was developed specifically for a highly disadvantaged subgroup of high school dropouts. This target population typically faces a number of formidable barriers to achieving economic self-

⁵See, e.g., Polit, Quint, and Riccio, 1988.

sufficiency, including low levels of basic skills, a lack of education credentials, limited work experience, the risk of early subsequent childbearing, and a variety of personal and family problems. New Chance was designed as a comprehensive intervention that could address many of these barriers.

New Chance services were defined in guidelines developed by MDRC and were typically offered in two distinct phases. Phase I activities were diverse, but a major focus was on education services, which consisted primarily of instruction in basic academic skills and, for those with better skills, preparation for the GED test. Employability development classes, which were also offered during the first phase, included career exploration and instruction in pre-employment skills (e.g., how to find a job). A variety of personal development services were provided: health education classes and, at some sites, health care services; family planning classes; and life skills education. Case management, including individual counseling, was another feature of the New Chance programs, which were intentionally small in scale and were designed to offer a warm and supportive – but demanding – environment. Most Phase I services were offered at the program site – an integrated "one-stop shopping" approach designed to facilitate participation.

The New Chance model is explicitly two-generational: It seeks to improve the well-being of participants' children as well as that of the mothers themselves. Services designed with the children in mind included parenting education and pediatric health services. Free child care is also part of the New Chance model. The majority of sites operated on-site child care centers, and these centers were encouraged to adhere to guidelines established for New Chance by child development experts.

Phase II activities, which were designed to begin when enrollees had received their GEDs or had been in the program for five months, tended to be more employment-focused and were generally offered off-site. These activities included skills training for specific occupations, paid or unpaid work internships designed to expose participants to work settings, and job placement assistance. While not part of the formal program model, college attendance was a post-GED activity for some of the young women.

The New Chance model was designed to be intensive as well as comprehensive. Program activities were scheduled for 20 to 30 hours per week, and participants were allowed to remain in the program for up to 18 months, with up to an additional year of follow-up case management. As noted earlier, New Chance programs generally enrolled eligible young mothers on a voluntary basis, although in some cases participation could fulfill the requirements of mandatory welfare-to-work programs.

Consistent with the comprehensiveness of the program model, New Chance sought to achieve impacts on a wide variety of outcomes for participating mothers. In the short term, the major objective was to increase the educational attainment of the young mothers, relative to what they might have attained in the absence of the program. Other short-term goals included postponement of further childbearing, good health outcomes, and improved emotional well-being. In the longer term, the program goal was to increase the employment and earnings of participants, and to reduce their receipt of welfare.

New Chance also sought to achieve impacts on participants' children. Through the provision of parenting, health, and child care services, the program aimed to improve the children's cognitive, social, and physical development in the long run. In the shorter term, a major goal was to improve the quality of the parenting and home environments to which the children were exposed, and to provide them with stimulating and developmentally appropriate child care.

It is important to note that some sites have modified the program model over time, largely in response to staff perceptions of enrollees' needs (and mostly after the period studied in this report). Several sites, for example, have added formal linkages with mental health providers to the roster of services prescribed by the program model; they have also come to place a greater emphasis on employment from the outset of a participant's stay.

The Policy Significance of the New Chance Demonstration

The evaluation part of the New Chance Demonstration was designed to answer fundamental questions as to the program's feasibility, effectiveness, and costs. The results are expected to shed light on strategies for promoting the self-sufficiency of women at high risk of long-term welfare receipt. While not directly intended to test proposed changes to welfare legislation, the demonstration will also yield information on issues with which new welfare reform efforts will need to contend. In addition, the evaluation should enhance the understanding of mechanisms for helping out-of-school youth make a successful transition into the labor market.

Because of its two-generational focus, the New Chance Demonstration will contribute to an expanding body of research on programs designed to improve the development and well-being of children being raised in poor families. The demonstration also aims to provide insights into the feasibility and effectiveness of an integrated service model, with integration occurring across both multiple services and two generations.

New Chance was developed and operated during a period of intense concern about the fiscal, social, and personal costs of long-term welfare receipt. The New Chance population is central to the ongoing debate on welfare reform because although teenage mothers account for only about 8 percent of AFDC recipients at any point in time, they typically remain on welfare for many years, and households begun by teenage mothers account for more than half of all welfare expenditures. Young mothers who do not complete high school are especially likely to remain on welfare for long periods.

New Chance began operations during a period when welfare policies were undergoing major changes. New Chance was first implemented in 1989, shortly after the Family Support Act of 1988 was enacted. A key provision of this federal legislation was the creation of the Job Opportunities and Basic Skills Training (JOBS) Program, which gives state welfare agencies increased funding for delivering education, vocational skills training, and other employment-related services to welfare recipients. The JOBS legislation includes a financial incentive structure that encourages states to focus on groups at high risk of long-term welfare receipt, including young parents without a high school diploma. However, few states have moved aggressively to target young mothers with small children (in fact, most New Chance enrollees met the criteria for being required to participate in JOBS, but few were actually required to do so). Moreover, while programs for teenage mothers have proliferated over the past decade, most are for in-school youth, and few have included employment-related services. The New Chance Demonstration, along with a handful of other demonstrations aimed at teenage mothers, is expected to contribute to knowledge about interventions and policy approaches for families headed by poor young mothers.

The New Chance Evaluation

A rigorous program of research was undertaken to determine New Chance's feasibility, effectiveness (or impacts), and costs relative to benefits. The key features of the research plan for the impact and benefit-cost analyses include the following:

- **Random assignment of a large sample** of eligible applicants to an experimental or a control group.
- **Collection of baseline information** (i.e., information collected just prior to random assignment) on a broad range of sample members' characteristics.
- **Collection of extensive follow-up information** by means of in-home interviews with experimental and control group members and their children at 18 months and 42 months after random assignment.

- **Exhaustive tracing efforts** to locate and interview as many sample members as possible at the two follow-up points, and thereby minimize biases in the findings resulting from loss of sample members.
- **Rigorous statistical procedures** for the analysis of the data.

Random assignment of eligible applicants was the cornerstone of the research design. Properly implemented, this lottery-like procedure ensures that the experimental and control groups do not differ systematically at the outset of a study. During the operational phase of the demonstration, each site recruited about 150 eligible young mothers. Two-thirds were assigned at random to the experimental group and were allowed to participate in New Chance. The remaining one-third were assigned to the control group and were not allowed to participate, although they were free to seek and obtain services through other programs offering similar types of assistance. Because of the initial comparability of the two groups, the control group provides information on what the experiences of the women in the experimental group would have been in the absence of New Chance. Thus, a comparison of the two groups over time yields an estimate of the *net* impacts of the New Chance program, i.e., over and above the effects of the services that controls received.

To assess the impacts of New Chance, follow-up information was to be obtained through in-home survey interviews with sample members at approximately 18 and 42 months after each was randomly assigned to the experimental or control group. The 18-month point was chosen for the first round of interviews because enrollees were allowed to remain in New Chance for up to 18 months. The 18-month survey was designed to measure the short-term effects of the program, with particular emphasis on the mothers' education, fertility, parenting, and use of child care. Over 90 percent of the young women who were randomly assigned (2,106 of the 2,322) were interviewed at the 18-month point, and the surveys of 2,088 of these 2,106 respondents were complete enough to be used in the analysis. Thus, 2,088 women constituted the sample for most of this report's impact analyses, and their interviews were the primary data source used in those analyses.

The longer-term effects of the program, with emphasis on the mothers' economic well-being and their children's development, are being measured through interviews and assessments completed approximately three and a half years (42 months) after random assignment. Additional sources of information for the evaluation include data on program participation from the program's Management Information System (MIS), observations of program operations and child care center functioning, and interviews with program staff.

Finally, insights into sample members' behavior were provided by program staff and by a monograph based on in-depth interviews with 50 former New Chance enrollees conducted an average of 30 months after the young women left the program (Quint and Musick, 1994). These qualitative data indicate the complexities of the young women's lives and the many interrelated factors making for progress toward economic independence or slowing movement toward that goal. To convey a sense of these complexities and to illuminate certain issues raised by the implementation and impact findings, examples drawn from the monograph appear in boxes in this Executive Summary.

The New Chance Sample

A threshold question for the research was whether it would be feasible to recruit eligible young mothers to enroll voluntarily in a comprehensive and intensive program such as New Chance. Recruitment required ongoing effort and began at a point when many sites were still developing the program infrastructure. Nonetheless, most programs were able to reach the demonstration's recruitment goal of at least 150 applicants per site.

- **The New Chance programs succeeded in recruiting young mothers with educational and other barriers to employment.**

Although there was diversity among the program applicants, on the whole, they can be characterized as a highly disadvantaged group of young women.⁶ As shown in Table 2, they averaged just under 19 years of age and, on average, had first given birth before they had reached the age of 17. Most (77 percent) were members of minority groups, and fewer than one in 10 had ever been married. About one-third already had two or more children, and the majority had a child who was younger than age 2. Indicative of their disaffection from school, 37 percent had dropped out before their first pregnancy. Applicants had typically been out of school for more than two years and had reading skills just above the 8.0-grade level. While most had some work experience, few had worked full-time over a sustained period (not shown in the table); the majority had not worked at all in the 12 months prior to applying to the program. Most (64 percent) had been raised in families that had

⁶New Chance targeted young mothers who did not have a high school diploma or GED and were receiving welfare. However, it was recognized that many needy young women would not meet all the eligibility criteria, so each site was allowed to accept for random assignment some applicants (up to 25 percent of all those it accepted) who were high school graduates but had low levels of reading skills and who were economically disadvantaged but not on AFDC. Only 11 percent of the entire research sample were admitted under this "window," however.

TABLE 2

**SELECTED CHARACTERISTICS OF THE NEW CHANCE
SAMPLE AT RANDOM ASSIGNMENT**

Characteristic	Average or Percent
Average age (years)	18.8
Average age at first child's birth (years)	16.8
Ethnicity (%)	
Black, non-Hispanic	52.4
Hispanic	22.3
White	22.7
Other	2.5
Ever married (%)	9.9
Living with mother (%)	34.4
Had more than 1 child (%)	35.1
Average number of pregnancies	1.9
Average age of youngest child (years)	1.2
Received high school diploma or GED (%)	6.3
Average highest grade completed	9.9
Average number of years since last attended school	2.4
Average reading level (grade equivalent)	8.4
Had no employment experience (%)	21.5
Did not work in prior 12 months (%)	63.3
Receiving AFDC on own or other's grant (%)	94.8
Family was ever on AFDC when applicant was growing up (%)	63.8
CES-D (depression) Scale (a) (%)	
0-15 (not at risk)	47.0
16-23 (at some risk)	25.9
24-60 (at high risk)	27.2
Sample size	2,088

NOTES: Distributions may not total 100.0 percent because of rounding.

(a) The Center for Epidemiological Studies Depression (CES-D)

Scale is a widely used measure of depression; scores can range from zero to 60.

Lives in Flux

Profiles from the New Chance monograph (Quint and Musick, 1994) illustrate the diversity of program participants and of their post-program courses of action. The data also suggest that progress toward self-sufficiency was rarely smooth and uninterrupted, even among young women who were relatively successful in New Chance and earned a GED while in the program. How much progress a young woman made in part reflected such personal qualities as resilience, motivation, and personableness; but the fluctuating, up-and-down nature of their lives is also attributable in part to the difficult, sometimes unpredictable circumstances in which they lived, the institutions with which they interacted, and the actions of other people who were central to their lives. (The young women described here have been given pseudonyms, and certain identifying details have been changed.)

Jodie has displayed considerable persistence in the face of limited academic proficiency (she read at only the 7.0-grade level when she entered New Chance) and other difficulties. She took 15 months to get her GED: After failing the test the first time, she grew discouraged and took a four-month leave of absence from the program, but when she rejoined, she did well, and earned the certificate four months later, when she was eight months pregnant with her third child. Like her two sisters, who were both nurse's aides (but who subsequently became addicted to drugs), Jodie entered a nurse's aide training program. She particularly liked working with old people in her clinical internship at Mountainside Nursing Home, even though she had to get up at 5 A.M. so that she could deliver her children to her mother's place before taking the 40-minute bus ride to Mountainside. At the end of the program, she took the test for certification, passing the written part but not the clinical part; she was too nervous, she explains, to demonstrate the various techniques correctly. She took that part again a few months later, passed it, and at the time of the interview, had been working at Mountainside for eight months, earning \$7.20 an hour, and was off welfare. (She would prefer a job closer to home, but hasn't found one, and won't quit Mountainside until she has another position lined up.) Jodie managed to stay on track despite the fact that the father of her third child — they were formally engaged and had gone so far as to get the required blood test — got into a fight and had to flee the city for his life. At the time of the interview, Jodie had to cope with another problem: Her mother, a dependable source of free child care, had grown tired of the crime-ridden environment and had decided to move back to the small town where she was born. When interviewed, Jodie had yet to find the low-cost child care for her three children that she will need in order to continue working.

Immediately after earning her GED, Mercedes enrolled in a community college as a human services major but found one of her academic courses dauntingly hard. Hungry for male affection (her father, she recalls, often beat her with a strap, and her relationship with her stepfather is a difficult one), she began an affair with a married man and soon became pregnant with her third child. Driving home intoxicated from a party, she was in a serious automobile accident from which it took weeks to recover, and she dropped out of college. Her baby, born eight months later, died within hours after birth, and Mercedes was depressed for some time. When she came out of her depression, she decided to enroll in a training program to become an accountant but because she had dropped out of school, the local JTPA coordinating agency refused to pay the cost of child care for her children. Eventually, the JTPA coordinator relented, and Mercedes was able to enroll in the program. She earned A's

(continued)

Lives in Flux (continued)

and B's there and was due to receive her training certificate two months after the interview. Mercedes still goes out drinking a couple of weekends a month, but she is determined to find a job and make something of herself; she is happy that her children see that she is going to school "so they know that life isn't just sitting on your butt collecting welfare." She has also decided that two children are enough, and her contraceptive practice is firmly under control. Her New Chance case manager says of Mercedes: "She has turned her life around."

After receiving her GED, Yvonne, who wants to become an RN, held a New Chance-arranged work internship in a nursing home. She quit after about two months, citing her distress at seeing the nurse's aides and LPNs speaking roughly to the patients and even hitting them. At the time of the interview, she had been at home for more than a year and a half, except for a brief stint at a telemarketing job. Her explanation is that she wants to wait until her daughter, now four, is old enough for a full-day kindergarten. She claims there is no day care center — and for that matter, no one except her mother — that she trusts to care for her daughter. She also wants to shelter her child from the drugs and violence and "negative people" who live all around her, feeling that if she raises her right at this juncture, her daughter won't, like so many other children, end up in the streets, using drugs, or dead. Once her child is in kindergarten, Yvonne plans to enter a training program. She figures that without additional training, it won't be worth her while to work, because the rent in her subsidized apartment will increase to reflect her earnings, and she will lose Medicaid coverage. Time will be the test of whether Yvonne will translate into action her expressed intention of rejoining the world of work.

Anita registered low self-esteem and was quite depressed when she entered New Chance — feelings she may have concealed under the feisty, tough persona she presented to the world. (Her case manager described Anita as "crude, rude, and sharp" — one of the few young women on her caseload with whom the case manager had difficulty forming a close relationship.) Nonetheless, no one in Anita's family received welfare, and Anita seemed intent on becoming self-sufficient as well. After getting her GED, Anita enrolled in a skills training program. Five months later, a teacher with whom Anita didn't get along (and toward whom she was verbally abusive) accused her of having cheated. Anita hotly denied that she had cheated and left the program. She enrolled almost immediately in a proprietary college notorious for its exploitative practices and also became pregnant with her second child. Anita attended a program to become a legal secretary until her eighth month of pregnancy; but when she tried to re-enroll the next semester, after her daughter's birth, she was told that her student loan had gone into default and that she would have to pay \$500 in order to return. Out of school for a year and a half at the time of the interview, Anita believes her outstanding loan will prevent her from being admitted to another training program. (She is apparently mistaken in this belief, but she has severed her ties with New Chance and seems to have no one else who could set her straight on this issue.) She speaks of getting a job but has done little to find one. Part of the reason may be that she broke up with her live-in boyfriend and has no one to take care of her children while she looks for work.

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Lives in Flux (continued)

Julia, a bright and articulate young woman, did so well in New Chance that the program coordinator at her site often asked her to help with recruitment by talking about her experiences in the program before groups of young mothers at local welfare offices. After receiving her GED, she enrolled in a community college. Her choice of accounting as a major seems both realistic and muddled (and clearly illustrates the need for better vocational guidance): She reasoned that the occupation was a stable one ("everybody could always use an accountant") and saw it as a good way to improve her skills ("I was never good with numbers and math and adding and everything, and I thought, well, this is a good opportunity for me to get better at my math"). However, at the very beginning of her first term, her daughter became very sick and had to be hospitalized for over a week. Spending all her time at the hospital, Julia fell behind in her classes and decided to take the semester off. She ended up essentially spending the next year at home with her daughter, and at the time she was interviewed, she was uncertain whether she would return to school, get a job, or both. Along with her daughter's illness, an unintended pregnancy and a passionate romance consumed her energy and disrupted her progress. She opted to give the baby up for adoption, an act that she felt was right but caused her considerable pain and estrangement from her mother, who wanted her to keep the child. Shortly thereafter, she became deeply involved with a man with whom she lived for a while and who she hoped would marry her, but who turned out to be abusive (and possibly involved in illegal activities as well). On the positive side, Julia appears to be a loving and concerned mother; the shabbily furnished room in which she lives has a number of children's books, and the recognition that her fierce fights with her boyfriend were terrifying to the little girl was one factor that led her to end the relationship.

Edna, the mother of a five-year-old, started receiving AFDC when she was pregnant and has been on the welfare rolls for six years. For the last couple of years, she has been using public assistance as a vehicle for moving forward and for investing in herself: after receiving her GED, she enrolled in a two-year business skills training program offered by a community college, attending during the summers as well as the school year. She studies several hours a day and has earned a 3.85 grade average, although her efforts have been accompanied by isolation from friends and stress-induced illnesses. Edna's mother, while helping out by caring for her granddaughter while Edna is in school, provides little consistent psychological support, often telling Edna that all her efforts will go for naught. On the other hand, her sister has been a source of unswerving emotional, financial, and practical assistance. For four years, Edna has been in an ambivalence-filled relationship with Pete: Although he is resentful of the time she spends on schoolwork and fearful that she will leave him for someone more successful, she thinks of herself as a "one-man woman." She practices contraception faithfully and is determined to persevere in her studies, get a job as an administrative assistant, and once she is working, continue attending college part-time for an associate's degree, and ultimately, become a paralegal. The steadfastness of purpose that characterizes her present activity stems from the time after her daughter was born when, abandoned by the child's father, Edna entered a period of deep depression: "I was real depressed for a long time, for a lot of years. All those years that I didn't go to school, I was really depressed. I was just in my room, I didn't know what to do. So that's why I have all this determination to do something, because I don't want to ever feel that way again."

received welfare at some point in their childhood. While feelings of depression tend to fluctuate over time, it is noteworthy that at the time they applied to New Chance, 53 percent of the young mothers — more than twice the proportion in the general population — had a score on a widely used scale that indicates an above-average risk of clinical depression.

In short, the young women applying to New Chance had characteristics that, for many, would pose a challenge for speedy progress toward a GED. They typically had been out of school for lengthy periods, and had low levels of basic skills. They were also mostly adolescents, not yet fully mature nor certain of their goals. And they were responsible for the care of very young children.

Findings on the Implementation and Costs of New Chance

The feasibility of mounting a complex and comprehensive program like New Chance within a variety of geographical and administrative contexts was a key question for the evaluation, because of its relevance to possible replication of the model and its importance to an understanding of program impacts: If the program was not adequately implemented, then the impact analysis might not be a fair test of what the model could achieve. As indicated in Table 1, the backgrounds of the New Chance sites were diverse; furthermore, no site had previously offered all the services covered by the program model. Thus, the ability of sites to implement the model could not be taken for granted.

- **The 16 demonstration sites put in place all the Phase I components; with only a few exceptions, the sites were able to offer the required hours of each service that were prescribed by the program guidelines.**

Despite the different service traditions of the sponsor agencies — and despite a start-up period of only about six to eight months — the sites were all able to mount the Phase I components of the New Chance model and to deliver a treatment that was reasonably uniform. However, building the program infrastructure required considerable and ongoing effort; the programs have continued to evolve and mature over time.

At all sites, education was a central activity during Phase I, usually scheduled for about 12 to 15 hours per week. Parenting and life skills classes were each scheduled for about 2 hours weekly during the first phase. Education proved to be one of the easiest components to implement, in part because most sites had prior experience in offering education classes and in part because enrollees were themselves interested in getting their GED certificate.

Employability development services and individual counseling relating to family planning posed

the greatest challenges. Case managers, because of personal discomfort, lack of expertise, or time constraints, did not consistently follow up on the young women's family planning practices in individual counseling sessions. The implementation of such activities as career exploration and pre-employment skills instruction was hampered by such factors as time constraints and the lack of suitable curricular materials.

- **The quality of child care at the on-site day care centers was generally congruent with child care experts' guidelines; moreover, the care was of higher quality than that typically provided by child care centers serving primarily low-income families.**

Regular child care was provided to New Chance participants at 9 of the 16 sites, and two additional sites offered child care on a temporary, drop-in basis. Programs without on-site facilities helped participants with their child care arrangements, often through linkages with nearby child care centers. Based on questionnaires completed by staff at the on-site centers, it was determined that the New Chance child care centers generally met or exceeded experts' standards in terms of structural characteristics such as group size and child-to-staff ratios. Additionally, observers who were trained to rate various aspects of child care visited 11 centers (including four off-site centers) and found that they were providing good-quality care that compared favorably to the care provided in centers serving similar families, based on data from two major studies of child care centers.

- **Phase II activities proved more difficult to implement, and were less uniform across sites, than the Phase I components.**

Phase II activities, mostly delivered off-site, required considerable individualized attention. Staff had to find an appropriate activity from those available in the community to meet participants' needs, interests, and abilities, and in many cases this was not an easy task. Phase II activities typically required New Chance staff to coordinate with outside agencies (for skills training, work internships, or college enrollment), and these agencies often had few or no mechanisms for addressing the complex needs and problems of this population. Moreover, because of the demands of their on-site caseloads, case managers were seldom able to maintain the biweekly contact with off-site participants that was specified in the program guidelines.

- **Excluding child care costs, sponsor agencies spent an average of \$5,073 per experimental, and other agencies that provided (or helped to provide) New Chance services spent \$1,380. Child care costs for both kinds of agencies totaled \$2,573 per experimental.**

The total cost of New Chance averaged \$9,026 per experimental: \$5,073 by sponsor agencies, \$1,380 by other agencies, and \$2,573 for child care. The total cost per experimental ranged from \$4,758 to \$16,846, depending on the site. Nearly three-quarters of New Chance's total cost was attributable to child care, case management, and education.

These estimates represent the *gross* costs of the program. The *net* cost of New Chance — the difference between what was spent on experimentals and what was spent on controls, who received extensive services on their own — will be presented in the benefit-cost analysis in the final New Chance report.

Findings on Participation

The participation findings indicate that while many enrollees — especially GED recipients — received the comprehensive and intensive treatment that was intended, the majority of all enrollees received a less intensive, less employment-oriented set of services.

- **The majority of enrollees (89 percent) took part in one or more Phase I activities. Sixty-five percent of GED earners participated in skills training or a work internship, the principal Phase II activities, but only 25 percent of the non-GED earners did so.**

About 89 percent of the enrollees participated in at least one program activity. On average (including zero hours for the 11 percent who did not participate at all), the young women participated in New Chance activities for about 300 hours. One-fourth of all enrollees had between one and 100 hours of activity, while nearly another fourth had more than 500 hours.

The program guidelines stated that participants should move into Phase II activities after receiving their GED certificate, or by the fifth month in the program if the GED had not been obtained. In practice, program staff principally placed GED completers in Phase II activities, and almost two-thirds of those who earned a GED participated in skills training or a work internship. Young women who were still enrolled at the fifth month but had not yet passed the GED test were encouraged to continue working toward that goal, rather than to move into a Phase II component. In addition, many young women, especially those experiencing little academic success, left the program early. As a consequence, only 25 percent of those without a GED by the 18-month point had participated in skills training or a work internship.

Most young women rated their experience in New Chance favorably and reported especially

liking the program staff; the caring, support, and individual attention they received; the other students; and the opportunity the program afforded to meet new students. Nonetheless, absenteeism was a common problem at most sites; MDRC staff who monitored program operations noted that, on a typical day, only half of those enrolled were actually present. In general, women who were initially the most disadvantaged, educationally and otherwise, tended to have fewer hours of participation. Reasons for absenteeism cited by the young women included: their own illnesses (including pregnancy-related discomforts) and those of their children, disruptions in child care arrangements, conflicting appointments, and lack of support or active discouragement from family members or boyfriends.

The typical enrollee was active in the program for about six months, with the months of activity not necessarily being continuous: Periods of program activity were sometimes interspersed with periods of inactivity.

- **Women in the experimental group received more services than women in the control group during the 18 months of follow-up. However, a very high percentage of the control group had participated in various activities, especially education programs.**

As a voluntary program, New Chance attracted young mothers who were presumably motivated (at least at the time they applied to New Chance) to receive the services the program offered. Thus, many of the women who were randomly assigned to the control group (and who therefore could not participate in New Chance activities) were likely to go elsewhere in their communities for education, skills training, and other services. The impact analysis examined whether there were *differences* in participation levels between the two research groups.

Table 3 shows the experimental-control differences in the percentage of young mothers who participated in various activities through 18 months of follow-up and, in the right-hand panel, the average number of weeks of participation in education and employment-related services. The majority of women in both groups participated in some type of education program after random assignment, but experimentals (85 percent) were more likely than controls (60 percent) to do so. Moreover, experimentals averaged nearly twice as many weeks in education programs as controls (26 versus 14 weeks, respectively), indicating that experimental group members who received education services participated longer, on average, than did control group members.

Experimental-control group differences were especially large with regard to parenting and other personal development services. For example, more than three times as many experimentals as controls

TABLE 3

**IMPACTS OF NEW CHANCE ON SERVICES RECEIVED WITHIN
18 MONTHS AFTER RANDOM ASSIGNMENT**

Activity (a)	Ever Participated in Activity (%)			Average Weeks of Participation (b)		
	Experimentals	Controls	Difference	Experimentals	Controls	Difference
Any education program	85.3	60.4	24.9 ***	25.7	13.9	11.8 ***
Basic education/GED	79.4	47.1	32.4 ***	20.7	8.7	12.0 ***
High school	2.5	3.6	-1.1	0.6	0.8	-0.2
College	12.5	7.9	4.6 ***	3.3	2.1	1.1 **
Other education (c)	20.1	17.8	2.3	5.2	4.9	0.3
Skills training/unpaid work	35.2	23.3	11.8 ***	8.2	5.4	2.8 ***
Skills training	33.3	22.5	10.8 ***	7.6	5.1	2.5 ***
Unpaid work	6.3	2.2	4.1 ***	0.6	0.2	0.3 **
Other services						
Parenting classes	66.5	20.6	45.9 ***	N/A	N/A	N/A
Family planning classes	51.7	11.9	39.8 ***	N/A	N/A	N/A
Health education classes	49.3	11.0	38.3 ***	N/A	N/A	N/A
Personal counseling	40.9	14.6	26.4 ***	N/A	N/A	N/A
Job counseling	53.6	19.4	34.2 ***	N/A	N/A	N/A
Life skills classes	51.6	12.4	39.2 ***	N/A	N/A	N/A
Sample size	1,408	680		1,408	680	

NOTES: Calculations for this table used data for all sample members, including those who did not participate in the activity and experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(a) The services listed, with the exception of high school classes, are major components of the New Chance model. For controls, services were obtained at programs or agencies other than New Chance. For experimentals, the services were obtained either at New Chance or, if they were served by additional programs, elsewhere.

(b) N/A indicates that data were not available.

(c) Includes proprietary schools.

participated in parenting classes, family planning classes, and health education during the 18 months of follow-up. These participation patterns probably reflect the fact that many of the young mothers in both research groups were primarily seeking education services when they applied to New Chance. Apparently, control group members did not pursue personal development services on their own, and such services may not have been offered at the programs where they obtained education.

Overall, the experimental-control group differences were consistent across a variety of services, but the differences were most pronounced during the first few months after random assignment and diminished over time. At the 18-month point (not shown in the table), the two groups were equally likely to be participating in various education or employment programs, with one exception: More experimentals (5 percent) than controls (3 percent) were attending college at follow-up.

Impacts on Educational Attainment and Achievement

The most important short-term goal of New Chance, and of the participants themselves, was the improvement of their education credentials.

- **By the 18-month point, a higher percentage of women in the experimental group than in the control group had obtained a GED certificate, and a higher percentage had earned credits toward a college degree.**

Table 4 shows that 37 percent of the experimentals versus 21 percent of the controls had earned a GED certificate by the time of the 18-month follow-up. Experimentals were actually less likely to have received a high school diploma than controls, reflecting the fact that New Chance did not offer high school classes, while a small minority of controls returned to high school. Taken together, a higher proportion of experimentals (43 percent) than controls (30 percent) achieved a diploma or GED.

New Chance's positive effect on attainment of a GED was statistically significant for virtually all subgroups of women (not shown in the table). A major exception was women who read below the sixth-grade level when they applied to the program: About 20 percent of these women — among both experimentals and controls — received a GED or high school diploma.

There were no group differences with respect to receipt of a trade certificate or license at follow-up. However, consistent with their higher rates of enrollment in college programs, experimentals were more likely than controls to have accrued credits toward a college degree.

- **The experimental and control groups had similar average scores on a test of literacy administered at the 18-month interview.**

As shown in Table 4, the scores on a brief literacy test administered at the 18-month interview

TABLE 4

**IMPACTS OF NEW CHANCE ON EDUCATIONAL ATTAINMENT AND
ACHIEVEMENT AT 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals	Controls	Difference
Education credential at 18 months (a) (%)			
GED or high school diploma	43.1	30.0	13.1 ***
GED	36.8	21.1	15.8 ***
High school diploma	6.6	9.2	-2.6 ***
Trade certificate or license	12.5	12.4	0.1
Credits toward A.A. or B.A. degree	9.8	7.1	2.6 **
Average TABE reading score at 18 months (b, c)	748.7	748.3	0.4
Distribution of reading levels at follow-up (c) (%)			
7th grade or below	41.4	41.7	-0.4
8th or 9th grade	30.6	28.5	2.1
10th or 11th grade	9.6	11.9	-2.3
12th grade or above	18.4	17.9	0.5
Sample size	1,408	680	

NOTES: Calculations included data for sample members who had values of zero for outcomes and for experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent;

* = 10 percent.

(a) The percentages shown are for all sample members, including the 6 percent who had already achieved a high school diploma or GED when they applied to the program.

(b) The test administered was the Tests of Adult Basic Education (TABE), Survey Form, a 30-item test of reading vocabulary and reading comprehension. The scores shown are equivalent to a 7.8-grade reading level.

(c) The sample size for the TABE was 1,374 experimentals and 672 controls.

were virtually identical for experimentals and controls — scores that represent reading skills at the 7.8-grade level. About 40 percent of each group had reading scores at or below the seventh-grade level at follow-up. Thus, the program's impacts on attainment of an education credential were not matched by impacts on educational achievement (specifically, reading scores), a discrepancy that possibly reflects differences in what the GED test and the literacy test measure.

Impacts on Fertility and Living Arrangements

New Chance sought to improve the young mothers' prospects for long-term self-sufficiency by encouraging them to postpone subsequent pregnancies. The program model included instruction on contraceptive options, linkages with family planning providers, and life skills classes that covered decision-making relating to sexuality and reproduction.

- **Women in the experimental and control groups had comparably high rates of births during the follow-up period. However, the experimental group reported a higher rate of pregnancies and a higher rate of abortions.**

Although only 18 months had elapsed between random assignment and the follow-up interview (and despite the fact that women who were pregnant when they applied were not eligible for New Chance), more than one out of four young mothers in both the experimental and control groups had had another baby during the follow-up period (see Table 5). Moreover, more than half of each group of women had gotten pregnant again since random assignment, with a higher rate of pregnancy among the experimentals than among the controls. The vast majority of the post-random assignment pregnancies in this sample (87 percent) were reported to have been unplanned. A minority of pregnancies in the two groups were reported to have been terminated by abortions, but the rate was higher among the experimentals.

Women in the experimental group were actually somewhat more likely than controls to have planned a pregnancy. Moreover, they were more likely to say that they expected that they would have another child within two to four years. At the time of the follow-up interview, more experimentals than controls were at risk of another pregnancy because they were not using contraception regularly.

The findings with regard to subsequent pregnancy, while inconsistent with the intent of New Chance, are consistent with findings from other evaluations. As noted above, most programs for disadvantaged young mothers have found that it is extremely difficult to reduce the rate of subsequent pregnancies and births among women who gave birth as teenagers; in several such programs, births

TABLE 5

**IMPACTS OF NEW CHANCE ON FERTILITY-RELATED OUTCOMES
THROUGH 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals (%)	Controls (%)	Difference
Had one or more post-random assignment			
Pregnancy (a)	57.0	53.0	4.0 *
Planned pregnancy	8.0	6.1	1.9
Unplanned pregnancy	49.5	47.8	1.7
Birth	28.4	26.2	2.2
Abortion	14.9	11.1	3.8 **
Miscarriage	8.4	9.5	-1.1
Future childbearing expectations			
Expects to have no more children	53.5	56.1	-2.6
Expects to have another child within next 12 months	7.2	9.1	-1.9
Expects to have another child in 13-48 months	21.5	15.7	5.8 **
Expects to have another child in 49 months or more	17.8	19.1	-1.3
Birth control status at follow-up			
Sexually abstinent, not pregnant	17.8	19.5	-1.7
Sexually active, contracepting regularly	37.0	41.0	-4.0 *
Sexually active, not contracepting regularly	30.2	25.2	4.9 **
Pregnant	15.0	14.3	0.8
Sample size (b)	1,366	658	

NOTES: Calculations included data for sample members who had values of zero for outcomes and for experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(a) Because some women had more than one subsequent pregnancy, the percentages with a planned and unplanned pregnancy do not total the percentage with any subsequent pregnancy.

(b) A slightly smaller number of experimentals and controls responded to fertility-related questions, resulting in a total sample size of 2,024. The question on future childbearing expectations was asked of half the research sample, selected at random.

to program participants have actually exceeded those to members of a control or comparison group.

- **Women in the experimental group were more likely than those in the control group to be living with a partner or husband at follow-up, while women in the control group were more likely than women in the experimental group to be living with a parent or grandparent.**

At the time of the follow-up interview, when these young women averaged about 20 years of age, 35 percent of the controls, compared to 28 percent of the experimentals, were living in a household that included a parent or grandparent. In contrast, more experimentals (23 percent) than controls (20 percent) were living with a partner or husband with no parent present; approximately 8 percent of both experimentals and controls were married at the 18-month point. Thirty-six percent of the experimentals and 34 percent of the controls were living alone with their children, without any other adult. Affecting participants' living arrangements was not a specific objective of New Chance, but the impact possibly reflects the program's assistance with housing for participants whose living arrangements were in crisis.

Women who were living with a partner or husband at follow-up were more likely than women in other living arrangements to have had a pregnancy and birth since random assignment (and were less likely to be contracepting regularly). However, they were also more likely to be employed at the time of the 18-month interview, and considerably less likely to be receiving welfare.

- **The program's impact on subsequent pregnancy occurred only in conjunction with coresidence with a partner or husband at the time of the 18-month follow-up.**

When living arrangements and subsequent pregnancy were considered jointly, the experimental group differed from the control group only with respect to *both* living with a partner *and* having had a pregnancy since random assignment — a situation that was true for 16 percent of the experimentals and 13 percent of the controls. Comparable percentages of women in both groups had gotten pregnant but were *not* living with a partner or husband at follow-up (40 percent of each group).

- **The program's impact on GED attainment was sustained even among those with a post-random assignment pregnancy.**

A higher percentage of women in the experimental group (21 percent) than in the control group (13 percent) obtained a GED certificate *despite* having had a pregnancy during the follow-up period. In contrast, controls (40 percent) were more likely than experimentals (35 percent) to have had a pregnancy *without* achieving their GED.

***Factors Influencing Contraceptive Behavior:
One Young Woman's Story***

At the time she was interviewed for the New Chance monograph (Quint and Musick, 1994), Virginia was not using contraception of any kind. Her story illustrates the many factors that could contribute to a young woman's becoming pregnant again, including the contraceptive ignorance that persisted despite extensive efforts on the part of the New Chance programs to provide detailed family planning information.

Despite the fact that Virginia already had had one post-GED pregnancy that resulted in a therapeutic abortion, she was convinced that her body would react badly to birth control pills, and she was unfamiliar with or distrustful of other contraceptive methods. Moreover, her boyfriend wanted her to have a child by him: "He wants a baby bad, you know, 'cause, like, he always say all his friends got kids and he don't." She also had no immediate career goals that would provide the impetus to delay childbearing. Finally, she did not believe that a new baby would interfere with her life plans; her nieces or her friends, she was sure, would be willing to babysit for her: "So I don't think one more child would have interfered."

Impacts on Women's Health and Emotional Well-Being

New Chance aimed to improve the health practices of participants and to facilitate access to appropriate health care services. Through its supportive and personalized environment, New Chance also sought to foster positive emotional growth among participants.

- **With respect to the measured health outcomes for the mothers, there were no program effects.**

The 18-month survey included a limited number of questions regarding the mothers' health and health care. There were no differences between the two research groups on any of these measures. For example, women in the experimental and control groups were equally likely to rate their health as very good or excellent; to have had sick days in bed and to have been hospitalized since random assignment (other than for childbirth); to have had a sexually transmitted disease in the previous year; to have used drugs in the month prior to the interview; and to have gotten high on alcohol at least once in the prior month. (In both research groups, only a minority of young mothers — 14 percent of the experimentals and 13 percent of the controls — said that they had used drugs the previous month, but 37 percent of the experimentals and 39 percent of the controls reported having gotten high on alcohol;

neither of these differences was statistically significant.) The groups were also similar with respect to health care coverage at follow-up.

- **Levels of depression and stress were comparable among the experimental and control group women at follow-up. However, experimental group women were at an advantage with respect to two indicators of social support.**

Although both groups had more favorable scores on the depression scale at follow-up than at random assignment, nearly half of the women (45 percent of the experimental group and 44 percent of the control group) obtained a score indicative of being at risk of clinical depression. Controls actually had slightly more improved scores on the depression scale than experimentals. Experimentals were, however, less likely than controls to report that they had no one to turn to for emotional support. Moreover, when asked to rate their satisfaction with available social support, experimentals gave a higher rating than controls. The two groups were comparable on a scale that measures daily stress and on a scale that measures perceived control over life events. Overall, then, program impacts on indicators of emotional well-being were mixed, and the observed experimental-control group differences tended to be small.

Impacts Relating to Children

At the 18-month interview, impacts relating to sample members' children were measured in three areas: parenting attitudes and the quality of the home environment, child care, and health and health care.⁷

- **The home environments of children of experimental and control group members were largely similar, but children of experimental group members were living in home environments that were more emotionally supportive. Mothers in the experimental group also reported less authoritarian childrearing attitudes.**

At the 18-month interview, the overall quality of the children's home environment was measured with a short form of the widely used Home Observation for Measurement of the Environment (HOME) Scale. Scores on the HOME's Emotional Support subscale — a subscale that measures the degree to

⁷These data were gathered only for one child of each sample member, selected at random from the children she had at the time of random assignment. However, as noted in Table 2, about two-thirds of the sample had only one child at that point.

which the mother's interactions with her child are characterized by warmth and supportiveness — were more favorable for the experimental group than for the control group. The impact on this subscale is noteworthy because the measure is based almost entirely on interviewer observations of mother-child interactions rather than on the mothers' own reports and because, unlike some of the other subscales, a family's material well-being did not affect the score it received. However, the magnitude of the impact on the Emotional Support subscale was small. Moreover, there were no group differences on the total HOME scale, nor on subscales that measure cognitive stimulation, the quality of the physical environment, or the level of harsh discipline in the home.

The 18-month interviews also included three brief parenting scales. Experimental and control group mothers had similar scores on the Maternal Warmth/Responsiveness and Parenting Stress scales. However, the experimentals had lower average scores than controls on the Maternal Control/Punitiveness Scale — a scale designed to tap the mother's authoritarian (versus a more democratic or permissive) style of raising and disciplining a child. Overall, then, New Chance's impacts on parenting and the home environment were modest, but all observed group differences were in a positive direction.

- **Children of experimental group members were more likely than children of control group members to have been in a non-maternal child care arrangement after random assignment, and were especially more likely to have used center-based child care. Children of experimental group members were also more likely to have been in a regular child care arrangement prior to age 1.**

The majority of control group members' children (85 percent) had spent some time in a regular child care arrangement since random assignment, but experimental group members' children were even more likely to have done so (95 percent). Moreover, experimentals' children had spent more time during the follow-up period in child care and were more likely to have entered child care before their first birthday. Control group mothers were most likely to have used child care provided by a grandparent (43 percent), and experimental group mothers were equally likely to have used this type of arrangement. However, nearly twice as many experimentals (63 percent) as controls (33 percent) had placed their child in a child care center during the follow-up period. Over half of all experimental group mothers had used child care that was directly provided on-site by the New Chance programs.

Differences between the groups with respect to child care patterns diminished over time. About half of both experimentals' and controls' children were in child care at follow-up, and the two groups

used similar types of arrangements at that point. Nevertheless, children in the two groups were clearly exposed to different types of child care during the year and a half after random assignment, and these experiences may have effects on the children's later developmental status.

- **Children's health outcomes were mostly comparable in the two groups.**

Based on the limited number of questions on children's health outcomes that were included in the 18-month survey, the two groups of children appeared to be similar at follow-up. Children of experimental and control group members were comparable with respect to maternal ratings of their overall health, number of sick days in bed and incidence of hospitalizations since random assignment, incidence of injuries and accidents during the follow-up period, and health care coverage. However, while the vast majority of mothers said that they had a particular doctor or clinic for their children, experimentals were more likely than controls to give that response.

Impacts on Employment, Earnings, and Welfare Receipt

New Chance was designed with the expectation that higher levels of initial investment in education and employment-related programs by the experimental group would translate into levels of educational attainment higher than the control group's and, eventually (although not necessarily at the 18-month point), into better labor market outcomes and lower rates of welfare receipt.

- **Control group women were more likely than experimental group women to have been employed in the first few months after random assignment, but employment rates for the two groups converged over time. More than 40 percent of each group had been employed at some point during the follow-up period.**

As indicated in Table 6, small percentages of the two groups had worked in the first two quarters after random assignment, but a higher percentage of controls had done so. This pattern is consistent with the fact that women in the experimental group initially spent more time in human capital development activities (education and training) that interfered with labor force participation, resulting in some short-term employment losses relative to the control group. This phenomenon is frequently observed in programs for disadvantaged groups. However, the reduction in employment was relatively small: On average, controls worked less than two weeks more than experimentals since random assignment, and the two groups' employment rates at the end of the follow-up period were comparable.

TABLE 6

**IMPACTS OF NEW CHANCE ON EMPLOYMENT AND WELFARE RECEIPT
THROUGH 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome and Follow-Up Period	Experimentals	Controls	Difference
Ever employed (%)			
Months 1-3	8.0	12.7	-4.7 ***
Months 4-6	14.4	19.2	-4.8 ***
Months 7-9	17.9	20.3	-2.4
Months 10-12	18.5	21.2	-2.7
Months 13-15	22.3	23.8	-1.5
Months 16-18	26.8	26.3	0.4
Months 1-18	42.6	44.9	-2.2
Average number of weeks employed in months 1-18	9.1	10.8	-1.8 **
Average earnings in months 1-18 (\$)	1,366	1,708	-342 **
Ever received AFDC (%)			
Months 1-3	95.7	94.8	1.0
Months 4-6	93.9	91.0	2.9 ***
Months 7-9	91.2	89.2	2.0
Months 10-12	89.8	88.7	1.0
Months 13-15	88.3	88.6	-0.3
Months 16-18	88.6	87.6	1.0
Months 1-18	98.0	97.6	0.5
Receiving welfare at 18 months (%)	82.1	81.5	0.7
Average total income in the month prior to the follow-up interview (a) (\$)	802	799	3
Sample size	1,408	680	

NOTES: Calculations included data for sample members who had values of zero for outcomes and for experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent;

* = 10 percent.

(a) Total income consists of AFDC, food stamps, and earnings (for the sample member and her husband or partner), and some other sources.

Overall, 43 percent of experimentals and 45 percent of controls had worked at some point after random assignment. The jobs were typically of brief duration: About half the jobs that began within a year after random assignment ended within three months after they started (not shown in the table). The majority of jobs ended when the young mothers quit them, reportedly for such reasons as problems with supervisors and other job-related issues, lack of child care or a preference for being with their children, insufficient pay or inconvenient hours, and pregnancy.

- **Control group members averaged higher cumulative earnings than experimental group members over the 18 months of follow-up.**

Controls earned, on average, \$342 more than experimentals during the 18 months of follow-up. The negative program impact on earnings was much more substantial among those women who initially had more work experience — the group for whom the opportunity cost of program participation could have been expected to be especially high. For example, among those who had been employed during the year before random assignment, controls earned about \$700 more than experimentals during the follow-up period. In contrast, the group difference among those who had never worked before random assignment was under \$200 (not shown in the table).

- **Over 80 percent of the women in each of the research groups were on welfare throughout the 18 months of follow-up; there were no substantial program impacts on AFDC receipt.**

Nearly all of the women in both groups received AFDC at some point during the follow-up period. Although controls were somewhat less likely than experimentals to have received AFDC during months 4 to 6 following random assignment, overall the two groups received welfare for a comparable number of months (about 16 of the 18 months, on average). More than 80 percent of the women in both groups were still on welfare at the time of the 18-month follow-up interview.

At the 18-month point, New Chance had no impacts on income sources, i.e., the extent to which the young mothers' incomes derived from welfare payments, earnings, child support, or other sources (not shown in tables). The two groups also had comparable amounts of total measured income, averaging about \$800 in the month prior to the 18-month interview. However, the program did affect a non-cash contribution to family resources: Experimentals were more likely than controls to be living in public housing or to be receiving rent assistance at follow-up: 35 percent versus 30 percent, respectively (not shown in tables).

Taken together, the 18-month findings indicate that there was an initial opportunity cost of

Experiences Working and Looking for Work

Qualitative data collected for the New Chance monograph (Quint and Musick, 1994) suggest that young women's experiences in the world of work reflect both the expectations (sometimes mature, sometimes unrealistic) that young women brought to the workplace and the realities they encountered there – realities that included poor supervision and outright discrimination.

A motivated but extremely obese young woman (she lost over 50 pounds while she was in New Chance but subsequently regained them), **Kelly** successfully completed an office skills training course. She then spent three months looking for work but was unable to get a private-sector job. She was eventually hired by the welfare agency, first for an unpaid "workfare" position and then for a nine-month subsidized job, at which she was working at the time she was interviewed. Kelly found that working did not benefit her financially: Her earnings brought her one dollar over the income limit to receive assistance with child care expenses, and she had to pay \$266 a month for care for her four-year-old son. Her rent, although still subsidized, rose from \$18 to \$204 a month, and she no longer received food stamps. Nonetheless, asked if there were times she would rather be on welfare, she replied firmly, "No." Kelly (and many other respondents) spoke of the feelings of independence derived from working, and the loss of self-esteem experienced while on welfare. Although Kelly's supervisor at the welfare agency was pleased with her performance, the position was a temporary one, with no guarantee that she would be "rolled over" into a permanent position; and her obesity (which seems at least in part a response to the stresses she faces) puts her ability to find a private-sector job in serious question.

After **Nina** received a certificate as a medical secretary, she held two part-time jobs before finding one she really wanted, working full-time at two franchises of a nationwide chain of opticians. Nina and another Mexican-American young woman were employed at the stores as optometrists' technicians; so were two white young women. All the optometrists were white. Nina was excited when she started, but she soon found that a supervisor automatically credited one of the white technicians for things Nina had done, despite the fact that the white young woman consistently came in late and chatted for hours on the phone with friends when the bosses weren't around. Nina also discovered that the optometrists seldom engaged the Mexican-American young women in friendly conversation. At the same time, Nina was undergoing a good deal of non-work-related stress: Her husband, who was in the military, was about to return from service in the Gulf War. The last straw at work came when she found out that she and the other Mexican-American employee were earning less than the two white women, although all four had been employed for about the same length of time – and that even with the raise she was scheduled to get, the differential would remain. Nina quit without giving notice, an act she now regrets; she says she should have spoken with a supervisor about the situation. In retrospect, she feels she was reacting to a number of pressures that made her "explode"; as she recalls, "At the time, I had strong feelings about quitting. I seen things and it hurt me. . . ."

(continued)

Experiences Working and Looking for Work (continued)

Natalie was referred by the state employment service to a position as a maid in a motel. She liked cleaning and feels she did good work — it took her only 15 minutes to clean a room that would take others 20 or 25 minutes — but she quit after two months, saying, "I just could not get along with the guy that owned it." For one thing, Natalie felt that the owner should have explained to her just how he wanted things done (e.g., how many bars of soap should be left, how the bed should be made) instead of leaving the training to another maid. She also felt that the way the owner ran the place created needless problems for her. For example, because he did not provide enough clean sheets early in the day, the maids had to clean all the rooms and then go back to make the beds, an unnecessary and time-consuming procedure that she worried would interfere with her ability to pick up her three children from day care. An incident concerning her children caused her to leave the job. She had gotten word from the day care center that one of her children was ill, but the motel owner was reluctant to let her leave, despite the fact that the other maids said they would cover her chores. When she brought a doctor's excuse back the next day, the owner wadded it up and threw it back over the desk. Natalie quit on the spot; two of the other motel employees quit the same day. Part of the problem, too, was financial: Natalie calculated that, considering the high cost of getting to work, it was costing her more to work than just to stay at home. Nonetheless, she says she would take another job at the same \$5 an hour wage if the supervisor were a nicer person.

After dropping out of a paralegal training program, Gloria took a part-time (five hours a day, six days a week) job as a telemarketer with a water softener company. The job's main asset was that she could walk to work. She soon discovered that while she disliked one of her four supervisors, she disliked telemarketing itself even more: "I didn't like calling people. No way." Gloria particularly detested calling people at 8 A.M. on weekend mornings, often waking them and being met with hostility. Although the job paid \$4.50 an hour with no fringe benefits, Gloria received a bonus for every survey she was able to complete over the phone and a \$20 bonus for every home demonstration she was able to set up. Flouting company policy, she figured out a way to enhance her income: She called members of her large extended family to survey them and to arrange home demonstrations. She reasoned that she was justified in enlisting her relatives' cooperation because they, too, would get something for participating (e.g., movie tickets, a free dinner); asked if her relatives were thereafter hassled by the company, she acknowledged laughingly that she had never asked. Although Gloria calculated that she was better off working than on welfare by about \$200 a month, she quit the job after two and a half months. Some of the other telemarketers had been absent so often that she had to work 12-hour shifts. She was pregnant at the time and got sick, and her doctor advised her to take a week off from work: "And they got mad. So I just didn't go back." (It was unclear whether Gloria called in advance to tell the company she wouldn't be coming in or simply returned from her week off with the doctor's note in hand.) After her second child was born, Gloria went back to school, and had just completed a bookkeeping training course at the time of the interview.

participating in New Chance. However, the group difference in cumulative earnings was fairly small, as were the effects on welfare receipt. The trend over time indicates that the experimental group had caught up with the control group in terms of employment by the end of the 18 months of follow-up.

- **Experimental group members were more likely than control group members to have been involved in a "skill-building" activity (defined as employment or being in school or training), but the two groups were equally likely to be in such an activity at the end of the follow-up period.**

The rate of involvement in a skill-building activity was high in both groups, but more experimentals (94 percent) than controls (82 percent) had been involved in at least one such activity during the 18 months of follow-up. The discrepancy peaked during the second month after random assignment and gradually diminished as experimentals left New Chance. By the time of the follow-up interview, just over one-third of the women in each group were engaged in a skill-building activity. Although this rate is lower than might have been hoped for, it should be noted that the majority of these women were still caring for a child under 2 years of age.

Impacts for Different Subgroups and Sites

Many previous evaluations have found that program impacts vary for different subgroups of people. For example, interventions that are effective for women with strong basic skills are not necessarily equally effective for women with weaker skills. Information on subgroup impacts may help planners target programs toward those who will especially benefit from them.

In the New Chance evaluation, experimental and control group differences were examined for subgroups of the sample, defined on the basis of a wide range of initial characteristics such as the sample members' age, ethnicity, number of children, reading levels, prior work experience, family welfare history, and time of sample entry. The subgroup analyses indicated that, by and large, program impacts were fairly consistent across subgroups; conversely, when impacts were not found for the full sample, they were generally not found for subgroups, either. Moreover, when subgroup effects *were* detected, they generally were not sustained across the various outcome areas. For example, the program's impact on the number of weeks spent in an education activity was especially large among Hispanic women: Among Hispanics, experimentals spent an average of 16 more weeks than controls in an education program (compared to an impact of 12 weeks for blacks and 8 weeks for whites). However, the program's impact on GED receipt was comparable for all three groups. Thus, the New

Chance subgroup analyses at the 18-month point did not suggest that further targeting was in order.

Impacts were also examined at individual program sites. Certain sites had especially powerful impacts on GED attainment, but generally did not achieve impacts in other areas. In general, no site stood out as much better than the others across the full range of impacts.

Early Lessons from the New Chance Demonstration

Implications for Future Impacts. At 18 months after random assignment, the findings on the impacts of New Chance were mixed, but generally less positive than had been hoped for. However, it is difficult to predict what will happen in the longer run. The lives of these young, highly disadvantaged mothers, like the lives of most young people, are still in flux: Over the brief period of a year and a half, the majority had stopped and started one or more programs, and over half had become pregnant; substantial minorities of sample members had stopped and started one or more jobs, had had a baby, and had changed living arrangements at least once. Given this volatility, it is too soon to know whether the early positive impacts will eventually outweigh the negative ones, or vice versa. For example, if the higher pregnancy rate among experimentals eventually results in a birthrate higher than that for controls, will this adversely affect employment and earnings, or will effects on these outcomes be more than offset by the experimentals' higher rate of GED attainment? The 42-month findings will provide information regarding the longer-term effects of New Chance.

The 42-month findings will also provide the first evidence regarding impacts on the development of the children in the sample — children who at that point will be about 5 years old, on average. Here again, the 18-month impacts do not provide a clear-cut basis for predictions. Some of those findings augur well for later impacts on the children's development (e.g., the positive impact on emotional support in the home). However, several of the positive impacts were modest, and the impacts in other areas (e.g., child care) do not offer an unequivocal indication that enhanced development will ensue — especially since the children, too, are affected by the volatility of their mothers' lives.

While these families' lives were characterized by change and transience in many respects, it is noteworthy that their poverty, use of public assistance, and educational and social disadvantages persisted. The absolute level of disadvantage of these young mothers and their children needs to be taken into account in designing programs and policies to improve their self-sufficiency and life prospects.

Improving Program Design. Although the longer-term effects of New Chance are difficult to

predict, the sites' experiences do suggest some directions for improving services to disadvantaged young mothers.

- **Attendance standards.** Given the low attendance rates of New Chance enrollees, it seems advisable for program staff to articulate clear attendance standards, and to enforce them through a system of rewards and penalties.
- **Family planning.** Programs for young mothers have been notably unsuccessful in affecting young mothers' fertility behavior. Programs may have more success if family planning receives ongoing, regular follow-up by program staff who feel comfortable discussing sexuality, and if an unequivocal message about postponing pregnancies is delivered continuously.
- **Employment components.** To encourage work, all the program activities need to emphasize how they relate to getting and keeping a job. It is likely that job development and job placement need to be aggressive and ongoing. The rapid turnover of the young mothers who worked also suggests the need to pay more attention to job-retention skills.
- **Post-placement and other follow-up services.** For many young women who moved into employment or another program after Phase I, the transition was difficult and dropping out was common. Regular and frequent counseling to resolve various problems would likely have proved beneficial.
- **Parenting.** Programs can make parenting education more appealing by emphasizing mother-child interaction rather than by direct instruction and by using peer facilitators.
- **Mental health and substance abuse services.** Several sites found it useful to augment service offerings beyond those prescribed in the program model by forging linkages with mental health providers, in order to deal more effectively with enrollees' mental health problems and with the substance abuse issues of the young women themselves or of their family members and partners.
- **Outreach to significant others.** Because family members and boyfriends play a crucial role in participants' lives and decisions, programs like New Chance need to find ways of enlisting their support for program goals.

It should be noted that the findings generally suggest that an integrated, comprehensive service model such as New Chance results in a higher level of service receipt. Despite the generally high level of services received by control group members, women in the experimental group received more services (and had higher service intensity) than did controls.

However, the sequential arrangement of services at most sites meant that many non-GED

earners, and some GED earners as well, did not move on to skills training or a work internship. For these young women, consequently, New Chance was less employment-oriented than had been planned. Programs may want to explore ways of integrating skills training with education, to help ensure that the preparation for employment remains at the forefront of participants' awareness and their daily activities.

New Chance and Public Policy. Because New Chance served a group of young women at high risk of long-term welfare receipt, it is important to consider possible implications of the findings for welfare policy. Many of the welfare reform proposals currently under discussion would involve major changes to the entire welfare environment — changes that would substantially alter the incentives for working or remaining on aid. The early New Chance findings do not directly address these proposals, but they raise questions that should be considered in designing and implementing welfare initiatives as they pertain to young mothers, especially those who are high school dropouts:

- **Time limits on welfare receipt.** The New Chance findings indicate that interruptions to school, training, and work are commonplace in this population, and that most young mothers are still on welfare 18 months after enrollment. Given the young women's level of maturity, personal and academic problems, and responsibility for the care of young children, it is not clear that even a substantial amount of services, delivered in a single "dose," comports well with the realities of their lives, or that even a firm mandate would induce them to make the transition to stable employment in a two-year period, which has been proposed as a time limit for welfare receipt. The data suggest that a follow-on to time-limited welfare, such as a community work program, will be essential to avoid destitution on a large scale.
- **Exemptions and deferrals.** A major consideration with which welfare programs will need to contend is whether an exemption or deferral will be granted for pregnancy. Within a two-year period, it seems likely that many young mothers would become pregnant again and have another child.
- **Job turnover.** A substantial minority of young mothers were employed at some point during the 18 months of follow-up, but jobs tended to be of short duration. If time limits are imposed and quick job turnover remains the norm, policymakers will need to decide how to handle welfare assistance during periods between employment.
- **Skilled staff.** The difficult psychological and interpersonal problems faced by many young mothers — problems that frequently interfere with progress toward self-sufficiency — suggest that staff members of welfare-to-work programs will need counseling expertise and experience. Regular in-service training to help staff members deal with especially difficult issues is also indicated.

- **Child care.** The New Chance findings suggest that disadvantaged young mothers with small children *can* be encouraged to participate in skill-building activities, but it is clear that child care is needed for them to do so. Formal child care arrangements might enhance children's development, but if used extensively, such care would be very expensive.
- **"Making work pay."** Current policies regarding child care assistance may impede a transition to employment among young mothers with small children: Child care subsidies are generally not available for part-time employment and often requires mothers to prepay child care expenses and obtain reimbursement later. It also appears that many women who are working are mixing earnings and welfare. This suggests the usefulness of policies and incentives that allow recipients to increase their employment and earnings while working their way off welfare.
- **Living arrangements.** The New Chance findings do not address the issue of whether requiring young mothers who are minors to live with a parent would reduce the incentive to become pregnant. However, the findings do indicate that those living with a parent were not necessarily better off economically, educationally, or psychologically than those who chose an alternative arrangement.
- **Mandatory versus voluntary.** Few program enrollees felt a reciprocal obligation to participate in New Chance or another program as a condition of welfare receipt. Such a mandate might well increase participation. But it is not clear that a broad-coverage, mandatory program can induce participation for young mothers who have dropped out of school in a way that leads to increased self-sufficiency. Some may be positively affected by a participation requirement, while others (along with their children) may be harmed by repeated sanctions for noncompliance.

Along with these issues, the difficulty of changing behavior once young women have become mothers suggests the importance of giving increasing attention to efforts geared toward primary prevention of a first birth. And the fact that nearly 40 percent of the sample had dropped out of school before becoming pregnant indicates the need for education reforms to make schools more responsive to the needs of disadvantaged students.

Additional lessons for both policy and practice are likely to emerge as the New Chance story unfolds in the years ahead. The 42-month report will examine the experiences of young women who are no longer adolescents, and whose children are entering school.

Briefing Tables
NEW CHANCE:
INTERIM FINDINGS
ON A COMPREHENSIVE PROGRAM
FOR DISADVANTAGED YOUNG MOTHERS
AND THEIR CHILDREN

Manpower Demonstration
Research Corporation

June 1994

TABLE 1
SUMMARY OF KEY FINDINGS

Some promising findings:

- Strong impacts on GED attainment
- High rates of entry into skills training by GED earners
- Modest but positive effects on parenting behavior
- Exposure of participants' children to high-quality child care

But causes for concern as well:

- Absenteeism and retention issues
 - High rates of repeat pregnancy
 - Rapid job turnover
 - Large majority still on welfare at 18 months
-

TABLE 2
THE NEW CHANCE MODEL

Target Group

Mothers 16 to 22 years old who: (1) first gave birth at age 19 or younger; (2) receive AFDC; (3) do not have a high school diploma or GED; and (4) are not pregnant when they enter the program.

Treatment

Service Components:

Orientation

Phase I components

Education: adult basic education, GED preparation

Employability development: career exploration and pre-employment skills training

Health and personal development components: Life Skills and Opportunities curriculum, health education and health care services, family planning, adult survival skills training

Components to enhance child development: parenting education and pediatric health services

Phase II components

Employment preparation components: occupational skills training, work internships, job placement assistance

Case management

Child care

Service Emphasis: integration and reinforcement in each component of all program messages and skills

Service Structure: sequential phases of program activities, relatively long duration (up to 18 months), high intensity, primarily on-site service delivery

Environment: small, personal programs; warm and supportive, but demanding, atmosphere

TABLE 3
THE NEW CHANCE PROGRAM OPERATORS

Location	Program Operator	Type of Organization	Prior Emphasis
California (Chula Vista)	Del Rey Center, Sweetwater Union High School District (a)	Adult school	Adult education
California (Inglewood)	Youth and Family Center (a)	Community service organization	Counseling, health services
California (San Jose)	Independence Adult Center, East Side Union High School District	Adult school	Education
Colorado (Denver)	Technical Education Center—North Campus, Community College of Denver	Community college	Adult education, occupational skills training
Florida (Jacksonville)	The Bridge Family Health Services, Inc.	Community service organization	Family planning, health services, tutoring
Illinois (Chicago Heights)	Aunt Martha's Youth Service Center, Inc. (b)	Community service organization	Counseling, education, employment preparation, health services
Kentucky (Lexington)	The Family Care Center (c)	Agency overseen by county government	Prevention and treatment of child abuse and neglect
Michigan (Detroit)	Development Centers, Inc., Community Mental Health Center	Community service organization	Mental health services
Minnesota (Minneapolis)	RESOURCE, Inc. (d)	Community service organization	Occupational skills training, employment preparation
New York (Bronx)	National Puerto Rican Forum, Inc. (a)	Community service organization	Adult education, English as a Second Language, occupational skills training
New York (Harlem)	Mid-Manhattan Adult Learning Center Office of Adult and Continuing Education New York City Board of Education	Adult school	Adult basic education, GED preparation, occupational skills training
Oregon (Portland)	PIVOT—New Chance Program Portland Public Schools	School—Job Corps collaboration	Education
Oregon (Salem)	Teen Parent Program The YWCA of Salem	Community service organization	Recreation, education, child care, counseling, health services
Pennsylvania (Allentown)	Expectant and Parenting Youth Program Private Industry Council of Lehigh Valley	Private Industry Council	Education, life skills, personal development
Pennsylvania (Philadelphia)	Lutheran Settlement House Women's Program	Community service organization	Adult education, life skills
Pennsylvania (Pittsburgh)	Pittsburgh in Partnership with Parents, Hill House Association	Community service organization	Comprehensive services for teenage parents

NOTES: (a) A New Chance program is no longer in operation at this site.

(b) This agency is now located in Park Forest, Illinois.

(c) The Family Care Center is a semiautonomous agency under the oversight of the Lexington—Fayette Urban County Government's Department of Social Services' Division of Family Services.

(d) This agency was formerly named Multi Resource Centers, Inc.

TABLE 4
PARTICIPATION AND SERVICE RECEIPT

- **There was substantial variation among experimental group members in the amount of service received.**

On average, young women participated for just under 300 hours (excluding time spent in individual counseling). But over one-third were active for 100 hours or fewer, and a quarter for 500 hours or more.

- **On average, young women were active in New Chance for about six months.**

Activity was not necessarily continuous. Some young women dropped out and subsequently rejoined the program.

- **Absenteeism was common.**

Reasons frequently cited for absenteeism included pregnancy, illness, child care difficulties, and family crises.

- **Experimentals received more of every type of service than controls.**

Differences were especially large with respect to personal development services, such as health education and life skills workshops.

- **Nonetheless, controls received high levels of education services.**

Sixty percent of the controls (versus 86 percent of the experimentals) participated in an education program within the 18-month follow-up period.

- **The average level of service receipt in some components was not very high.**

On average, experimentals received fewer than 20 hours of parenting or health instruction.

TABLE 5

**IMPACTS OF NEW CHANCE ON EDUCATIONAL ATTAINMENT AND
ACHIEVEMENT AT 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals	Controls	Difference
Education credential at 18 months (a) (%)			
GED or high school diploma	43.1	30.0	13.1 ***
GED	36.8	21.1	15.8 ***
High school diploma	6.6	9.2	-2.6 ***
Trade certificate or license	12.5	12.4	0.1
Credits toward A.A. or B.A. degree	9.8	7.1	2.6 **
Average TABE reading score at 18 months (b, c)	748.7	748.3	0.4
Distribution of reading levels at follow-up (c) (%)			
7th grade or below	41.4	41.7	-0.4
8th or 9th grade	30.6	28.5	2.1
10th or 11th grade	9.6	11.9	-2.3
12th grade or above	18.4	17.9	0.5
Sample size	1,408	680	

NOTES: Calculations included data for sample members who had values of zero for outcomes and for experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent;

* = 10 percent.

(a) The percentages shown are for all sample members, including the 6 percent who had already achieved a high school diploma or GED when they applied to the program.

(b) The test administered was the Tests of Adult Basic Education (TABE), Survey Form, a 30-item test of reading vocabulary and reading comprehension. The scores shown are equivalent to a 7.8-grade reading level.

(c) The sample size for the TABE was 1,374 experimentals and 672 controls.

TABLE 6

**IMPACTS OF NEW CHANCE ON FERTILITY-RELATED OUTCOMES
THROUGH 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals (%)	Controls (%)	Difference
Had one or more post-random assignment			
Pregnancy (a)	57.0	53.0	4.0 *
Planned pregnancy	8.0	6.1	1.9
Unplanned pregnancy	49.5	47.8	1.7
Birth	28.4	26.2	2.2
Abortion	14.9	11.1	3.8 **
Miscarriage	8.4	9.5	-1.1
Future childbearing expectations			
Expects to have no more children	53.5	56.1	-2.6
Expects to have another child within next 12 months	7.2	9.1	-1.9
Expects to have another child in 13-48 months	21.5	15.7	5.8 **
Expects to have another child in 49 months or more	17.8	19.1	-1.3
Birth control status at follow-up			
Sexually abstinent, not pregnant	17.8	19.5	-1.7
Sexually active, contracepting regularly	37.0	41.0	-4.0 *
Sexually active, not contracepting regularly	30.2	25.2	4.9 **
Pregnant	15.0	14.3	0.8
Sample size (b)	1,366	658	

NOTES: Calculations included data for sample members who had values of zero for outcomes and for experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(a) Because some women had more than one subsequent pregnancy, the percentages with a planned and unplanned pregnancy do not total the percentage with any subsequent pregnancy.

(b) A slightly smaller number of experimentals and controls responded to fertility-related questions, resulting in a total sample size of 2,024. The question on future childbearing expectations was asked of half the research sample, selected at random.

TABLE 7

**IMPACTS OF NEW CHANCE ON EMPLOYMENT AND WELFARE RECEIPT
THROUGH 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome and Follow-Up Period	Experimentals	Controls	Difference
Ever employed (%)			
Months 1-3	8.0	12.7	-4.7 ***
Months 4-6	14.4	19.2	-4.8 ***
Months 7-9	17.9	20.3	-2.4
Months 10-12	18.5	21.2	-2.7
Months 13-15	22.3	23.8	-1.5
Months 16-18	26.8	26.3	0.4
Months 1-18	42.6	44.9	-2.2
Average number of weeks employed in months 1-18	9.1	10.8	-1.8 **
Average earnings in months 1-18 (\$)	1,366	1,708	-342 **
Ever received AFDC (%)			
Months 1-3	95.7	94.8	1.0
Months 4-6	93.9	91.0	2.9 ***
Months 7-9	91.2	89.2	2.0
Months 10-12	89.8	88.7	1.0
Months 13-15	88.3	88.6	-0.3
Months 16-18	88.6	87.6	1.0
Months 1-18	98.0	97.6	0.5
Receiving welfare at 18 months (%)	82.1	81.5	0.7
Average total income in the month prior to the follow-up interview (a) (\$)	802	799	3
Sample size	1,408	680	

NOTES: Calculations included data for sample members who had values of zero for outcomes and for experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent;

* = 10 percent.

(a) Total income consists of AFDC, food stamps, and earnings (for the sample member and her husband or partner), and some other sources.

SUPPLEMENTARY TABLES

TABLE 8
SELECTED CHARACTERISTICS OF THE NEW CHANCE
SAMPLE AT RANDOM ASSIGNMENT

Characteristic	Average or Percent
Average age (years)	18.8
Average age at first child's birth (years)	16.8
Ethnicity (%)	
Black, non-Hispanic	52.4
Hispanic	22.3
White	22.7
Other	2.5
Ever married (%)	9.9
Living with mother (%)	34.4
Had more than 1 child (%)	35.1
Average number of pregnancies	1.9
Average age of youngest child (years)	1.2
Received high school diploma or GED (%)	6.3
Average highest grade completed	9.9
Average number of years since last attended school	2.4
Average reading level (grade equivalent)	8.4
Had no employment experience (%)	21.5
Did not work in prior 12 months (%)	63.3
Receiving AFDC on own or other's grant (%)	94.8
Family was ever on AFDC when applicant was growing up (%)	63.8
CES-D (depression) Scale (a) (%)	
0-15 (not at risk)	47.0
16-23 (at some risk)	25.9
24-60 (at high risk)	27.2
Sample size	2,088

NOTES: Distributions may not total 100.0 percent because of rounding.
(a) The Center for Epidemiological Studies Depression (CES-D)
Scale is a widely used measure of depression; scores can range from zero to 60.

TABLE 9
PARTICIPATION RATES, HOURS OF PARTICIPATION, AND
MONTHS OF ACTIVITY FOR NEW CHANCE EXPERIMENTALS
WITHIN 18 MONTHS AFTER RANDOM ASSIGNMENT

Activity Measure	Experimentals
Participated in (%)	
Any activity (a)	88.8
Education	85.7
Skills training	33.0
Work internship	21.0
Employability development	79.2
Family planning	72.2
Health education	72.2
Parenting education	79.2
Life skills	80.0
Other group activities	79.2
Average hours of participation in	
All counted activities (a)	297.6
Education	101.0
Skills training	67.4
Work internship	28.4
Employability development	26.5
Family planning	6.3
Health education	10.5
Parenting education	17.6
Life skills	20.5
Other group activities	19.3
Percentage distribution of hours	
in all activities	
0	11.2
1 – 100	24.9
101 – 300	25.1
301 – 500	16.5
501 or more	22.3
Total	100.0
Months of activity (b)	
Average	6.4
Median	5.0
Still participating in the specified month	
after random assignment (c) (%)	
Month 3	75.4
Month 6	59.4
Month 9	44.2
Month 12	32.7
Month 15	22.2
Month 18	11.6
Sample size	1,408

(continued)

TABLE 9 (continued)

SOURCE: MDRC calculations from New Chance MIS data.

NOTES: Calculations for this table used data for 1,408 experimentals for whom there were 18 months of follow-up survey data, including values of zero for those who were randomly assigned to New Chance but did not participate. The table includes 18 months of MIS follow-up data for each individual.

(a) Excludes individual counseling and college classes.

(b) Number of months in which experimentals took part in New Chance activities may not have been continuous.

(c) Includes women who had dropped out but subsequently rejoined the program.

TABLE 10

**IMPACTS OF NEW CHANCE ON SERVICES RECEIVED WITHIN
18 MONTHS AFTER RANDOM ASSIGNMENT**

Activity (a)	Ever Participated in Activity (%)			Average Weeks of Participation (b)		
	Experimentals	Controls	Difference	Experimentals	Controls	Difference
Any education program	85.3	60.4	24.9 ***	25.7	13.9	11.8 ***
Basic education/GED	79.4	47.1	32.4 ***	20.7	8.7	12.0 ***
High school	2.5	3.6	-1.1	0.6	0.8	-0.2
College	12.5	7.9	4.6 ***	3.3	2.1	1.1 **
Other education (c)	20.1	17.8	2.3	5.2	4.9	0.3
Skills training/unpaid work	35.2	23.3	11.8 ***	8.2	5.4	2.8 ***
Skills training	33.3	22.5	10.8 ***	7.6	5.1	2.5 ***
Unpaid work	6.3	2.2	4.1 ***	0.6	0.2	0.3 **
Other services						
Parenting classes	66.5	20.6	45.9 ***	N/A	N/A	N/A
Family planning classes	51.7	11.9	39.8 ***	N/A	N/A	N/A
Health education classes	49.3	11.0	38.3 ***	N/A	N/A	N/A
Personal counseling	40.9	14.6	26.4 ***	N/A	N/A	N/A
Job counseling	53.6	19.4	34.2 ***	N/A	N/A	N/A
Life skills classes	51.6	12.4	39.2 ***	N/A	N/A	N/A
Sample size	1,408	680		1,408	680	

NOTES: Calculations for this table used data for all sample members, including those who did not participate in the activity and experimentals who did not participate in New Chance. Rounding may cause slight discrepancies in sums and differences.

Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(a) The services listed, with the exception of high school classes, are major components of the New Chance model. For controls, services were obtained at programs or agencies other than New Chance. For experimentals, the services were obtained either at New Chance or, if they were served by additional programs, elsewhere.

(b) N/A indicates that data were not available.

(c) Includes proprietary schools.

TABLE 11

**IMPACTS OF NEW CHANCE ON HOUSEHOLD LIVING ARRANGEMENTS
AT 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals	Controls	Difference	p (a)
At follow-up, living with (b) (%)				
Husband or partner, without parent or grandparent	22.8	19.6	3.2 *	0.085
Parent or grandparent	28.2	34.8	-6.5 ***	0.002
Children only	35.8	33.9	2.0	0.353
Other (c)	13.1	11.8	1.3	0.403
Living without any children (%)	2.4	2.2	0.3	0.707
Average number of household members	4.1	4.2	-0.1 *	0.084
Average number of children in household, including own and stepchildren	1.6	1.6	0.0	0.604
Marital status at follow-up (d) (%)				
Married	8.1	7.9	0.2	0.868
Never married	84.6	83.7	0.9	0.442
Other	7.2	8.3	-1.1	0.242
Sample size	1,408	680		

SOURCES: MDRC calculations from New Chance Enrollment Form and survey data.

NOTES: Calculations for this table used data for all 2,088 sample members for whom there were 18 months of follow-up survey data, including those with values of zero for outcomes and New Chance enrollees (i.e., experimentals) who did not participate in the program.

The averages or percentages are adjusted using linear analysis of covariance procedures controlling for up to 51 kinds of difference in characteristics before random assignment. Rounding may cause slight discrepancies in sums and differences.

Distributions may not total 100.0 percent because of rounding.

(a) A two-tailed t-test was applied to each regression-adjusted difference between average experimental and control group outcomes. The column labeled "p" is the statistical significance level of the difference between experimental and control group outcomes: That is, p is the probability that average outcomes are different only because of random error. Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(b) Using a multinomial logit estimator, the distributions for experimentals and controls in these mutually exclusive categories of living arrangements were compared and found to be statistically significantly different from one another.

(c) Includes living with friends, living with relatives other than parents or grandparents, and living alone with no children.

(d) Using a multinomial logit estimator, the distributions for experimentals and controls in these mutually exclusive categories of marital statuses were compared and found not to be statistically significantly different from one another.

TABLE 12

**IMPACTS OF NEW CHANCE ON HEALTH-RELATED OUTCOMES
AT OR WITHIN 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals	Controls	Difference	p (a)
Personal health rating at follow-up (%)				
"Excellent" or "very good"	53.6	54.2	-0.6	0.795
"Good," "fair," or "poor"	46.3	45.3	1.0	
Average number of days in bed more than half a day due to illness or injury during follow-up (b)	5.5	4.2	1.3	0.266
Hospitalized at least once during follow-up (excluding hospitalizations for childbirth) (b) (%)	16.3	12.7	3.6	0.136
Had no Medicaid/Medi-Cal or private insurance at follow-up (%)	7.9	9.4	-1.5	0.254
Had a sexually transmitted disease in prior 12 months (c) (%)	10.3	8.5	1.8	0.198
Drank enough alcohol to feel high at least once in prior month (%)	37.4	39.2	-1.8	0.425
Used drugs at least once in prior month (d) (%)	14.1	13.1	1.0	0.531
Sample size	1,366	658		

SOURCES: MDRC calculations from New Chance Enrollment Form and survey data.

NOTES: Calculations for this table used data for all 2,088 sample members for whom there were 18 months of follow-up survey data, including those with values of zero for outcomes and New Chance enrollees (i.e., experimentals) who did not participate in the program. The reported sample sizes may fall short of this number because of missing or unusable items from some sample members' questionnaires.

The averages or percentages are adjusted using linear analysis of covariance procedures controlling for up to 51 kinds of difference in characteristics before random assignment. Rounding may cause slight discrepancies in sums and differences.

Distributions may not total 100.0 percent because of rounding.

(a) A two-tailed t-test was applied to each regression-adjusted difference between average experimental and control group outcomes. The column labeled "p" is the statistical significance level of the difference between experimental and control group outcomes: That is, p is the probability that average outcomes are different only because of random error. Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(b) These questions were asked of half the research sample, selected at random.

(c) Includes gonorrhea, syphilis, herpes, chlamydia, and AIDS.

(d) Includes marijuana, cocaine, crack, heroin, PCP, and ice.

TABLE 13

**IMPACTS OF NEW CHANCE ON INDICATORS OF EMOTIONAL WELL-BEING
AT 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals	Controls	Difference	p (a)
Average score on the CES-D (depression) Scale (b)	16.3	15.7	0.6	0.188
At risk of clinical depression (b) (%)	45.2	44.2	0.9	0.685
Change in CES-D (depression) Scale from random assignment to follow-up (c)	-1.8	-2.5	0.7	0.116
Average score on Mastery (self-efficacy) Scale (d)	22.1	22.2	-0.1	0.483
Average score on Difficult Life Circumstances Scale (e)	2.8	2.7	0.1	0.230
Average number of sources of social support cited as available	1.9	1.9	0.0	0.406
Reported no one available as a social support (%)	5.4	8.1	-2.7 **	0.017
Average level of satisfaction with available social support (f)	8.2	7.9	0.3 ***	0.009
Sample size	1,366	658		

SOURCES: MDRC calculations from New Chance Enrollment Form and survey data.

NOTES: Calculations for this table used data for all 2,088 sample members for whom there were 18 months of follow-up survey data, including those with values of zero for outcomes and New Chance enrollees (i.e., experimentals) who did not participate in the program. The reported sample sizes may fall short of this number because of missing or unusable items from some sample members' questionnaires.

The averages or percentages are adjusted using linear analysis of covariance procedures controlling for up to 51 kinds of difference in characteristics before random assignment. Rounding may cause slight discrepancies in sums and differences.

Distributions may not total 100.0 percent because of rounding.

(a) A two-tailed t-test was applied to each regression-adjusted difference between average experimental and control group outcomes. The column labeled "p" is the statistical significance level of the difference between experimental and control group outcomes: That is, p is the probability that average outcomes are different only because of random error. Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(b) Those with scores below 16 on the CES-D are considered not to be at risk of depression; those with scores of 16 and above are considered at risk.

(c) The values here reflect follow-up CES-D scores minus baseline CES-D scores. Negative values indicate improvement - i.e., less depression at follow-up.

(d) The Mastery Scale measures sense of mastery over personal events. Scores can range from 7 to 28.

(e) The scores are the total numbers of ongoing problems or stresses the respondent faces, of a list of 10 problems.

(f) Satisfaction with social support was rated on a scale from 0 ("extremely dissatisfied") to 10 ("extremely satisfied").

TABLE 14

**IMPACTS OF NEW CHANCE ON HOME ENVIRONMENT AND PARENTING SCALES
AT 18 MONTHS AFTER RANDOM ASSIGNMENT**

Outcome	Experimentals	Controls	Difference	p (a)
Average score on HOME scale				
Cognitive Stimulation subscale	99.5	100.6	-1.1	0.118
Emotional Support subscale	100.6	99.3	1.3 *	0.056
Physical Environment subscale	100.8	100.5	0.3	0.665
Harsh Discipline subscale	100.6	100.0	0.6	0.387
Total HOME scale	100.5	100.3	0.2	0.732
Average score on parenting scales (b)				
Maternal Warmth/Responsiveness	23.5	23.4	0.1	0.867
Parenting Stress	27.6	28.2	-0.6	0.357
Maternal Control/Punitiveness	21.3	23.7	-2.4 ***	0.000
Mothers' rating of importance of spiritual/religious training for child (0 to 10 scale) (c, d)	7.6	7.2	0.4 *	0.056
Sample size	1,245	597		

SOURCES: MDRC calculations from New Chance Enrollment Form and survey data.

NOTES: A modified version of the short form of the Home Observation for Measurement of the Environment (HOME) Scale (first administered in the National Longitudinal Survey of Youth) was administered. Scores here were age-standardized to have a mean of 100 and a standard deviation of 15.

Calculations for this table used data for all 2,088 sample members for whom there were 18 months of follow-up survey data, including those with values of zero for outcomes and New Chance enrollees (i.e., experimentals) who did not participate in the program. The reported sample sizes may fall short of this number because of missing or unusable items from some sample members' questionnaires.

The averages are adjusted using linear analysis of covariance procedures controlling for up to 51 kinds of difference in characteristics before random assignment. Rounding may cause slight discrepancies in sums and differences.

(a) A two-tailed t-test was applied to each regression-adjusted difference between average experimental and control group outcomes. The column labeled "p" is the statistical significance level of the difference between experimental and control group outcomes: That is, p is the probability that average outcomes are different only because of random error. Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(b) The three self-report parenting scales were developed for this study.

(c) Ratings were on an 11-point scale, where 0 meant "not important at all" and 10 meant "extremely important."

(d) This question was asked of half the research sample, selected at random.

TABLE 15

**IMPACTS OF NEW CHANCE ON CHILD CARE USE AT OR WITHIN 18 MONTHS
AFTER RANDOM ASSIGNMENT, FOR THE FOCAL CHILD**

Outcome	Experimentals	Controls	Difference	p (a)
Ever in any regular child care arrangement (b) (%)	95.3	85.3	10.1 ***	0.000
Ever in a child care arrangement before age 1 (%)	48.4	41.0	7.4 ***	0.001
Post-random assignment use of/attendance in (%)				
School	7.3	7.5	-0.2	0.853
Head Start program	10.4	10.0	0.4	0.759
Day care center/preschool	63.4	33.4	30.0 ***	0.000
Family day care/unrelated babysitter	27.6	23.9	3.7 *	0.077
Care by a grandparent	43.0	43.4	-0.4	0.850
Care by another relative	22.2	25.4	-3.2	0.122
Care by husband/partner	19.0	19.8	-0.8	0.677
Average number of months since random assignment that child was in/used (c)				
Day care center/preschool	4.8	2.4	2.4 ***	0.000
Family day care/unrelated babysitter	1.5	1.2	0.3 *	0.055
Care by a grandparent	2.7	3.1	-0.5 *	0.053
Focal child in school/child care arrangement at follow-up (%)	50.7	53.7	-3.0	0.203
At follow-up, focal child in (%)				
Day care center/preschool	17.6	14.9	2.7	0.129
Care by a grandparent	16.3	18.8	-2.5	0.165
Sample size	1,298	634		

SOURCES: MDRC calculations from New Chance Enrollment Form and survey data.

NOTES: For the 65 percent of sample members who had one child at random assignment, that child was the focus of all child-related questions on the 18-month survey, and is thus referred to in this report as the "focal child." The focal child for each sample member who had two or more children at random assignment was chosen at random from among those children.

Calculations for this table used data for all 2,088 sample members for whom there were 18 months of follow-up survey data, including those with values of zero for outcomes and New Chance enrollees (i.e., experimentals) who did not participate in the program. The reported sample sizes may fall short of this number because of missing or unusable items from some sample members' questionnaires.

The averages or percentages are adjusted using linear analysis of covariance procedures controlling for up to 51 kinds of difference in characteristics before random assignment. Rounding may cause slight discrepancies in sums and differences.

(a) A two-tailed t-test was applied to each regression-adjusted difference between average experimental and control group outcomes. The column labeled "p" is the statistical significance level of the difference between experimental and control group outcomes: That is, p is the probability that average outcomes are different only because of random error. Statistical significance levels are indicated as *** = 1 percent; ** = 5 percent; * = 10 percent.

(b) Regular child care was defined as an ongoing arrangement used while the mother was in school, in training, or working.

(c) The number of months is the average number of months between random assignment and follow-up during which the child was in the specified arrangement. The average includes mothers who never used the specified arrangement and for whom the number of months would therefore have been zero.

MANPOWER
DEMONSTRATION
RESEARCH
CORPORATION

MDRC

Three Park Avenue
New York, NY 10016-5936
Tel: (212) 532-3200 Fax: (212) 684-0832

Regional Office:
88 Kearny Street, Suite 1650
San Francisco, CA 94108
Tel: (415) 781-3800 Fax: (415) 781-3820

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August 1993

Dear Colleague:

Soon, it will be 20 years since MDRC was launched to test both an employment strategy and a way of learning. The strategy was "supported work" for hard-to-employ groups; the method was social experimentation in a real-world operating program.

The projects multiplied, and MDRC's 1992 Annual Report speaks to a further broadening of our agenda. While still working on employment and training, welfare reform, and youth employment programs, we are also studying education reform, innovative strategies intended to "make work pay" for welfare recipients, and efforts to reform the child support enforcement system. Throughout, our mission has remained constant: to design and test programs aimed at enhancing the life prospects of disadvantaged people, and thereby to assist policymakers and program administrators in making the wisest use of available resources.

I hope you find this account interesting, and welcome your inquiries and comments. As always, this organization would not exist without the support of our funders and the cooperation of program staff at the local level. These are the champions who make our work possible.

Sincerely,



Judith M. Gueron
President

JMG/gh
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Clinton Presidential Records Digital Records Marker

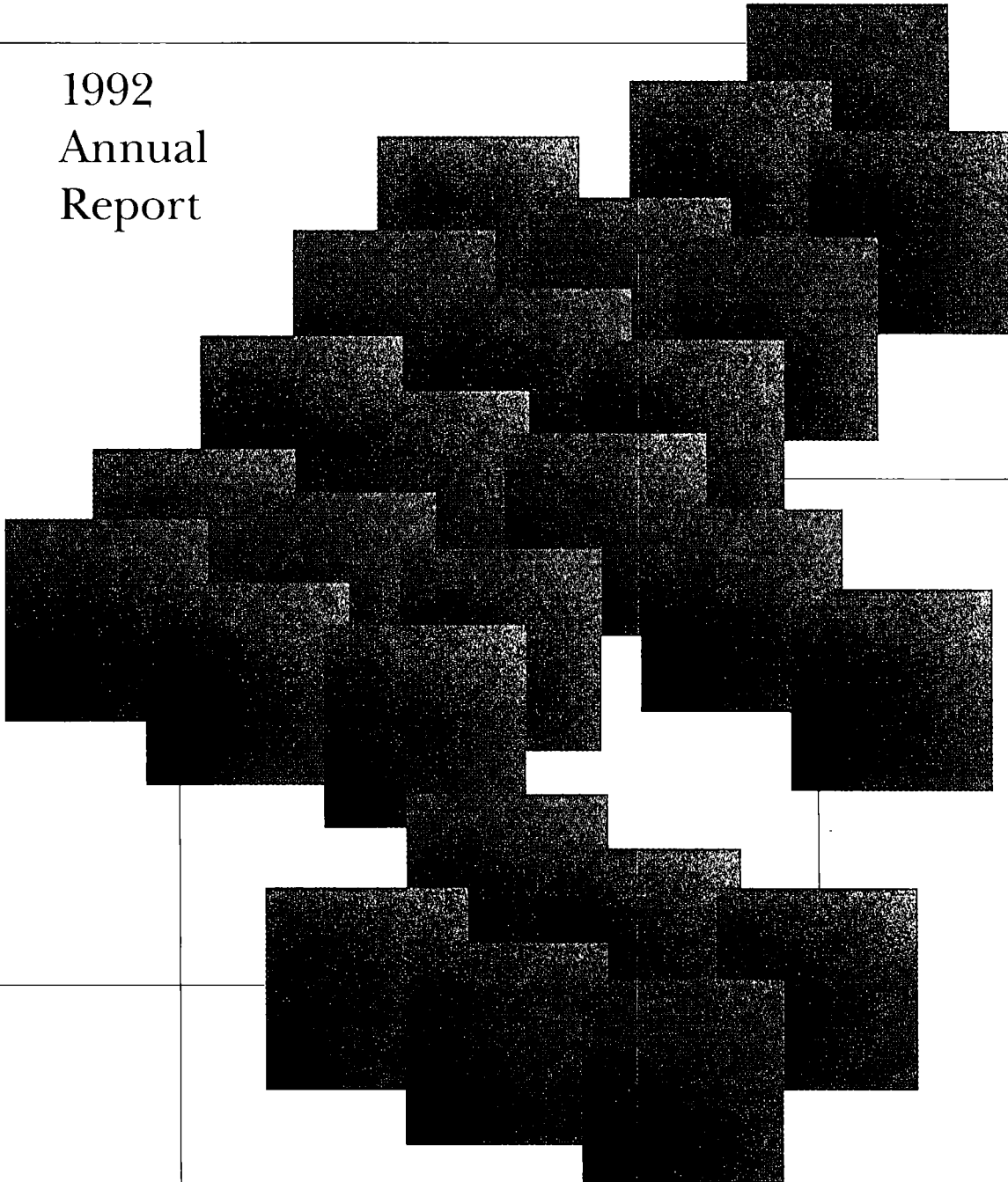
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Manpower Demonstration Research Corporation

1992 Annual Report



MDRC

Briefing Tables
California's GAIN/JOBS Program
Benefits, Costs, and Three-Year Impacts

**Manpower Demonstration
Research Corporation**

June 1994

TABLE 1
THE GAIN PROGRAM

PROGRAM CAPACITY

- The nation's largest JOBS program in terms of total program caseload, with over 191,000 people registered (and about 61,000 active) at any one time

COMPARISON WITH OTHER STATE JOBS PROGRAMS

Similarities:	• A mix of job search, education, training, and other services • Priority on serving long-term recipients
Differences:	• During the study period, California covered a broad share of the mandatory caseload (not only volunteers) • Greater specificity of service sequences, with a greater emphasis on upfront basic education • Relatively high welfare grants

PROGRAM MODEL

- Three service tracks:
 - Track #1: For individuals determined to need basic education: Can choose job search or basic education as initial activity. If choose job search but do not find a job, must then go to basic education*
 - Track #2: For individuals determined not to need basic education: Must go to job search first*
 - Track #3: For individuals in an approved education or training activity when starting GAIN: Can continue in that activity*
 - If upfront activities do not lead to a job: Full employability assessment to select an education, training, or work experience activity*
 - Mandatory continuous participation
 - Financial sanctions (reduction in welfare grant) for those refusing to comply
-

Manpower Demonstration Research Corporation
June 1994

TABLE 2
EVALUATION DESIGN

COUNTIES:

Alameda (Oakland)
Butte

Los Angeles
Riverside

San Diego
Tulare

SAMPLE FOR THIS REPORT:

- Mandatory single parents (mostly women) with school-age children
- Heads of two-parent families (mostly men)
- In four counties: The full GAIN mandatory caseload
- In Los Angeles and Alameda: Only longer-term welfare recipients
- Special sample of single parents with children under age 6 in Alameda, Riverside, and Tulare

RANDOM ASSIGNMENT:

- Experimental Group: Eligible for GAIN services and subject to the participation mandate
- Control Group: Not in GAIN but could seek alternative services.
- Period of Random Assignment: March 1988 through June 1990 (GAIN became JOBS in July 1989)
- Total Sample Size: 33,000 (25 percent in control group)

LENGTH OF FOLLOW-UP FOR THIS REPORT:

- Minimum of three years from each sample member's date of random assignment to the experimental group or to the control group
- Approximately four years for an early sample

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TABLE 3

KEY FINDINGS

FOR SINGLE PARENTS (AFDC-FGs) WITH CHILDREN AGE 6 OR OLDER:

- GAIN increased experimentals' earnings (for all six counties combined). These effects grew progressively larger over time.
- GAIN reduced experimentals' welfare payments. These effects began to level off in the third year.
- One county (Riverside) continued to produce the most impressive effects found for single parents in a large-scale welfare-to-work program. Riverside's program returned to government budgets (over a five-year period) \$2.84 for every net public dollar invested per experimental *and* made welfare recipients financially better off.
- Among the other five counties, several began to close the gap in impacts with Riverside. Most made welfare recipients better off financially, and in two (Butte and San Diego), the program also paid for itself.
- GAIN produced a small reduction in experimentals' likelihood of being on welfare after two years.

FOR THE HEADS OF TWO-PARENT FAMILIES (AFDC-Us):

- GAIN produced earnings gains and welfare savings, but the longer-term trends were not as impressive as for single parents.
- One county (Butte) produced exceptionally large earnings gains and made welfare recipients better off financially.
- The program more than paid for itself in two counties (Butte and Riverside).

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TABLE 4
GAIN's EFFECTS ON EMPLOYMENT AND EARNINGS
FOR AFDC-FGs (SINGLE PARENTS)
(ALL COUNTIES COMBINED) (a)

	Average Earnings per Experimental (\$)	Average Earnings per Control (\$)	Difference (Impact) (\$)	Percentage Change
Year 1	1,908	1,642	266***	16%
Year 2	2,714	2,202	512***	23%
Year 3	3,159	2,523	636***	25%
Total	7,781	6,367	1,414***	22%

	Experimentals	Controls	Difference (Impact)
Percent ever employed, years 1-3	56.7	50.8	6.0***
Percent ever employed, year 3	39.6	33.7	5.9***
Percent earning \$5,000 or more in year 3	19.7	16.3	3.5***
Percent earning \$10,000 or more in year 3	12.1	9.2	3.0***

	Employed Experimentals	Employed Controls
<i>Of those employed</i> in year 3, average year 3 earnings	7,977	7,487
<i>Of those employed</i> in year 3, percent earning \$10,000 or more	30.6	27.3

NOTES: ***Denotes statistical significance at the 1 percent level.

(a) Each impact estimate is the average of the impacts for each of the six counties, which are weighted equally.

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TABLE 5
GAIN's EFFECTS ON THE RECEIPT OF WELFARE
FOR AFDC-FGs (SINGLE PARENTS)
(ALL COUNTIES COMBINED) (a)

	Average AFDC Payments per Experimental (\$)	Average AFDC Payments per Control (\$)	Difference (Impact) (\$)	Percentage Change
Year 1	5,963	6,246	-283***	-5%
Year 2	4,669	5,017	-347***	-7%
Year 3	3,832	4,163	-331***	-8%
Total	14,464	15,426	-961***	-6%

	Experimentals	Controls	Difference (Impact)
Percent received AFDC in the last quarter of:			
Year 1	73.4	76.4	-3.1***
Year 2	61.3	62.7	-1.4
Year 3	52.5	55.5	-3.0***

NOTES: ***Denotes statistical significance at the 1 percent level.

(a) Each impact estimate is the average of the impacts for each of the six counties, which are weighted equally.

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TABLE 6
COUNTY IMPLEMENTATION: ALAMEDA VS. RIVERSIDE

IMPLEMENTATION IN ALAMEDA

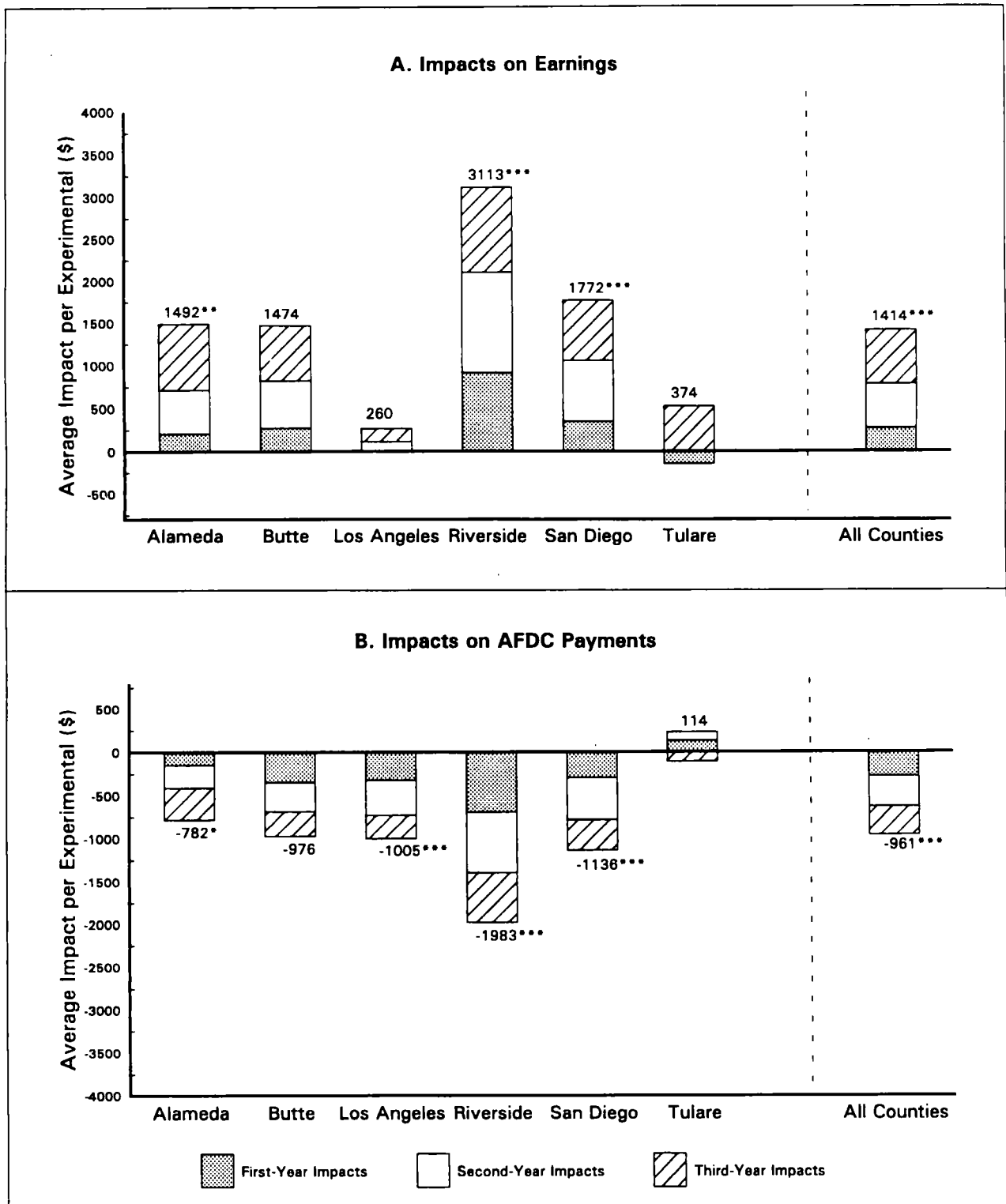
- Served a longer-term welfare population (18 % white, 8% Hispanic, 69% black)
- Experimentals participated in job search, basic education, and vocational training substantially more than controls did on their own
- The increased use of vocational training was concentrated in the subgroup *not* needing basic education
- Priority was placed on getting a "good job"; education and training was encouraged as the way to get there
- Little job development assistance
- High emphasis on personalized attention
- Low use of formal conciliation and sanctioning procedures to enforce the participation mandate
- Moderate unemployment (somewhat higher in Oakland), but little job growth

IMPLEMENTATION IN RIVERSIDE

- Strong commitment and adequate resources to serve full mandatory population (51% white, 28% Hispanic, 16% black)
- Experimentals participated in job search and basic education substantially more than controls did on their own
- While many experimentals participated in vocational training (usually self-initiated), their use of such services was no higher than among controls
- Pervasive emphasis on getting a job quickly, even if relatively low-paying and even for people in education and training activities
- Job placement standards for case managers
- Strong efforts to help recipients locate job opportunities through job development
- Higher use of official conciliation and sanctioning procedures in enforcing participation mandate
- Lower (but still substantial) emphasis on personalized attention relative to most other counties
- Rapidly growing economy during the early part of the study period, but growing unemployment rate

FIGURE 1

GAIN's THREE-YEAR IMPACTS ON EARNINGS AND AFDC PAYMENTS
FOR AFDC-FGs (SINGLE PARENTS)



NOTE: Statistical significance levels are indicated as *** = 1 percent (the highest level); ** = 5 percent; * = 10 percent.

TABLE 7

GAIN's THREE-YEAR IMPACTS ON EARNINGS AND AFDC PAYMENTS FOR AFDC-FGs (SINGLE PARENTS)

County	Average Total Earnings				Average Total AFDC Payments			
	Experimentals (\$)	Controls (\$)	Difference (\$)	Percentage Change	Experimentals (\$)	Controls (\$)	Difference (\$)	Percentage Change
Alameda								
Year 1	1421	1212	209	17%	6916	7066	-150	-2%
Year 2	2132	1624	508 *	31%	5816	6077	-261	-4%
Year 3	2880	2105	774 **	37%	4861	5232	-371 **	-7%
Total	6432	4941	1492 **	30%	17593	18375	-782 *	-4%
Butte								
Year 1	2001	1729	272	16%	5132	5486	-353 *	-6%
Year 2	2998	2442	556	23%	3715	4048	-333	-8%
Year 3	3638	2992	647	22%	2812	3101	-290	-9%
Total	8637	7163	1474	21%	11659	12635	-976	-8%
Los Angeles								
Year 1	1304	1308	-4	-0%	6874	7202	-328 ***	-5%
Year 2	1699	1589	110	7%	5711	6111	-401 ***	-7%
Year 3	1939	1786	153	9%	4729	5006	-277 **	-6%
Total	4943	4683	260	6%	17314	18319	-1005 ***	-5%
Riverside								
Year 1	2470	1550	920 ***	59%	4962	5658	-695 ***	-12%
Year 2	3416	2233	1183 ***	53%	3458	4161	-703 ***	-17%
Year 3	3562	2552	1010 ***	40%	2864	3448	-584 ***	-17%
Total	9448	6335	3113 ***	49%	11284	13267	-1983 ***	-15%
San Diego								
Year 1	2462	2113	349 **	17%	5529	5832	-302 ***	-5%
Year 2	3503	2794	709 ***	25%	4199	4679	-480 ***	-10%
Year 3	3821	3108	713 ***	23%	3555	3908	-353 ***	-9%
Total	9786	8014	1772 ***	22%	13283	14419	-1136 ***	-8%
Tulare								
Year 1	1792	1941	-149	-8%	6363	6231	132	2%
Year 2	2536	2531	5	0%	5118	5023	95	2%
Year 3	3111	2594	518 **	20%	4171	4284	-113	-3%
Total	7439	7066	374	5%	15653	15538	114	1%

NOTES: Dollar averages for each year include zero values for sample members who were not employed or did not receive welfare during that year. Statistical significance levels are indicated as *** = 1 percent (the highest level); ** = 5 percent; * = 10 percent.
 (a) In the all-county averages, the results for each county are weighted equally.

TABLE 8

**GAIN's THREE-YEAR IMPACTS ON RATES OF EMPLOYMENT AND WELFARE CASE CLOSURES
FOR AFDC-FGs (SINGLE PARENTS)**

County and Year	Ever Employed in the Specified Year			On AFDC in the Last Quarter of the Specified Year		
	Experimentals (%)	Controls (%)	Difference	Experimentals (%)	Controls (%)	Difference
Alameda						
Year 1	30.1	27.3	2.8	86.0	89.2	-3.2 *
Year 2	32.8	26.3	6.5 ***	76.6	77.1	-0.5
Year 3	33.9	26.7	7.2 ***	67.5	70.6	-3.1
Total	48.8	40.8	8.0 ***	n/a	n/a	n/a
Butte						
Year 1	42.3	45.6	-3.3	65.0	68.4	-3.4
Year 2	46.3	42.2	4.0	49.4	47.7	1.7
Year 3	46.7	42.5	4.3	39.7	41.0	-1.3
Total	63.4	63.7	-0.2	n/a	n/a	n/a
Los Angeles						
Year 1	27.0	24.9	2.1	84.8	87.9	-3.1 ***
Year 2	26.9	22.9	4.0 ***	74.0	76.3	-2.3
Year 3	26.0	22.4	3.6 ***	63.8	67.5	-3.7 **
Total	39.4	34.9	4.5 ***	n/a	n/a	n/a
Riverside						
Year 1	52.1	34.0	18.0 ***	58.7	65.9	-7.2 ***
Year 2	49.4	35.4	14.0 ***	46.6	52.0	-5.4 ***
Year 3	44.5	35.2	9.3 ***	40.6	45.8	-5.2 ***
Total	67.1	53.4	13.6 ***	n/a	n/a	n/a
San Diego						
Year 1	46.0	40.0	6.0 ***	69.1	72.1	-3.1 **
Year 2	45.8	40.8	5.1 ***	56.0	61.1	-5.1 ***
Year 3	42.5	37.3	5.2 ***	49.0	51.9	-3.0 *
Total	62.2	56.5	5.7 ***	n/a	n/a	n/a
Tulare						
Year 1	39.9	40.9	-1.0	76.7	75.0	1.7
Year 2	41.8	42.3	-0.5	65.4	62.2	3.1
Year 3	43.9	38.0	5.8 ***	54.5	56.2	-1.7
Total	59.5	55.3	4.2 **	n/a	n/a	n/a

NOTES: The totals indicate the proportion of sample members who were ever employed at any time during the three years of follow-up. Totals are not applicable (n/a) in the AFDC panel of the table.

Statistical significance levels are indicated as *** = 1 percent (the highest level); ** = 5 percent;

* = 10 percent.

TABLE 9
PATTERNS BEHIND THE IMPACTS

ALAMEDA

- Offers a rare example of a welfare-to-work program boosting earnings of long-term welfare recipients living in a large urban area with concentrated poverty.
- Earnings gains were concentrated in group *not* needing basic education.
- For that group, GAIN may have helped people who would have worked and left welfare anyway get "better jobs" than they would have in the absence of the program.
- For recipients determined to need basic education, the program produced little gain in earnings, despite the large increase in the use of basic education (compared to controls).

RIVERSIDE

- Produced large earnings gains *and* welfare savings across *both* education subgroups.
- Effects on subgroup determined to need basic education may reflect the increased use of both job search *and* basic education (compared to controls), in combination with other implementation factors.
- Effects on subgroup determined *not* to need basic education were achieved without increasing the use of vocational training and post-secondary education (compared to controls).
- Overall, effects were driven by increasing experimentals' rate and duration of employment, not by getting employed experimentals better jobs than employed controls.

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TABLE 10
AVERAGE COSTS OVER FIVE YEARS FOR AFDC-FGs (SINGLE PARENTS)
(IN 1993 DOLLARS)

County	5-Year Average Total GAIN Cost Per Experimental (\$)	5-Year Average Net Cost Per Experimental (\$)
Alameda	6,622	5,597
Butte	3,959	2,904
Los Angeles	5,984	5,789
Riverside	2,963	1,597
San Diego	3,230	1,912
Tulare	3,731	2,734
All Counties	4,415	3,422

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TABLE 11
ESTIMATED GAIN AND NET COST PER AFDC-FG (SINGLE-PARENT) EXPERIMENTAL
WITHIN FIVE YEARS AFTER ORIENTATION (IN 1993 DOLLARS)

A. Total GAIN Cost: Expenditures by Welfare Department and Other Agencies

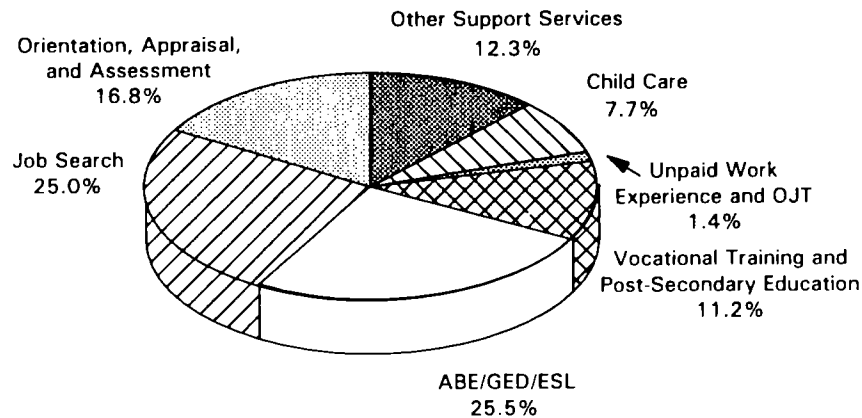
County	Five-Year Average Cost per Experimental (\$)		
	Welfare Department GAIN Cost	Other Agencies' Costs for Serving GAIN Participants	Total GAIN Cost
Alameda	4429	2193	6622
Butte	2650	1309	3959
Los Angeles	4023	1961	5984
Riverside	2073	890	2963
San Diego	2134	1096	3230
Tulare	2086	1644	3731
All counties	2899	1515	4415

B. Net Cost per Experimental

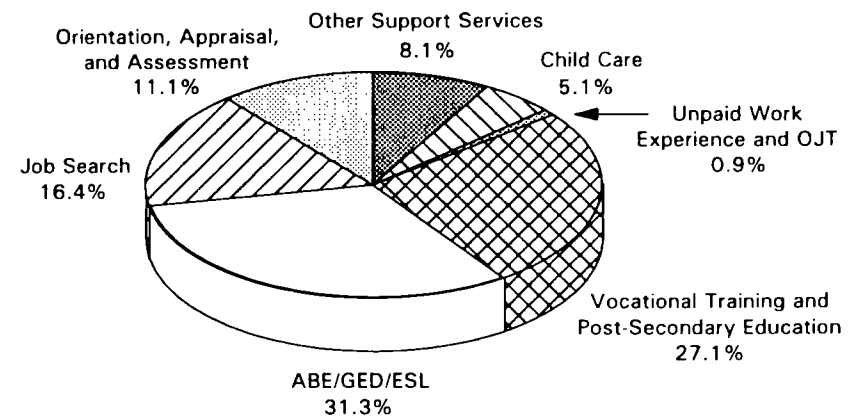
County	Five-Year Average Cost (\$)		
	Total per Experimental (a)	Total per Control	Difference (Net Cost per Experimental)
Alameda	6977	1379	5597
Butte	4413	1509	2904
Los Angeles	6402	613	5789
Riverside	3469	1871	1597
San Diego	3918	2007	1912
Tulare	4189	1455	2734
All counties	4895	1472	3422

(a) Total GAIN cost plus cost of post-GAIN activities.

C. Welfare Department GAIN Cost: Percentage Distribution by Component for All Counties Combined



D. Total GAIN Cost (Welfare Department and Other Agencies): Percentage Distribution by Component for All Counties Combined



NOTES: In the all-county averages and percentage distributions, the results for each county are weighted equally. Case management, which accounts for about 60 percent of the welfare department GAIN cost, is included in the costs for the individual components identified in panels C and D.

TABLE 12

**SUMMARY OF GAIN's BENEFIT-COST RESULTS
FOR AFDC-FGs (SINGLE PARENTS) OVER FIVE YEARS**

Outcome and Sample	Alameda	Butte	Los Angeles	Riverside	San Diego	Tulare
<u>Was the welfare sample made better off?</u>						
Full sample	Yes	Yes	No	Yes	Yes	Yes
Registrants determined not to need basic education	Yes	Yes	No	Yes	Yes	Yes
Registrants determined to need basic education	No	No	No	Yes	No	Yes
<u>Did benefits exceed losses for the government budget?</u>						
Full sample	No	Break Even	No	Yes	Yes	No
Registrants determined not to need basic education	No	No	Yes	Yes	Yes	No
Registrants determined to need basic education	No	Yes	No	Yes	No	No

TABLE 13

**RETURN TO THE GOVERNMENT BUDGET PER NET PUBLIC DOLLAR INVESTED
FOR AFDC-FGs (SINGLE PARENTS) OVER FIVE YEARS**

Sample	Alameda	Butte	Los Angeles	Riverside	San Diego	Tulare
Full sample	\$0.45	\$1.02	\$0.41	\$2.84	\$1.40	\$0.17
Registrants determined not to need basic education	0.16	-0.30	2.15	4.36	3.95	-0.24
Registrants determined to need basic education	0.60	2.71	0.26	2.24	0.72	0.30

NOTES: Return to budget per net dollar invested is computed by dividing the gain to the government budget by the net cost of GAIN and non-GAIN activities and services.

TABLE 14
POLICY LESSONS

POLICY IMPLICATIONS

- GAIN's mix of job search, education, and training services can work better than primarily job search programs, and can increase the earnings of long-term recipients. But success is not automatic.
- Basic education (for those who need it) may contribute to program success, but *maximizing* its use is costly and does not guarantee success.
- Maximizing the use of vocational training and post-secondary education may improve the quality of jobs obtained but requires a substantial investment. This approach may help make recipients better off financially, but may not save taxpayers money.
- Participation in activities is not all that matters for impacts. A strong employment message and direct job development may also be key.

CHALLENGES AND OPEN QUESTIONS

- Can Riverside's success be replicated in other localities? The consistency of impacts across offices and regions within Riverside suggests "yes." But would its approach work in large inner-city areas?
- Can programs (like Alameda's) that seek to increase human capital development and improve job quality be made more cost-effective (e.g., by controlling access to and the length of participation in education and training, and by adding a stronger employment message and job development)?
- Would operating GAIN in the context of much stronger work incentives increase the program's success?
- Would post-placement services for those who find employment enhance the program's success?

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SUPPLEMENTARY TABLES

SUPPLEMENTARY TABLE 1

**GAIN's ESTIMATED IMPACTS ON THE PERCENTAGE OF REGISTRANTS WHO EVER PARTICIPATED
IN EMPLOYMENT-RELATED ACTIVITIES WITHIN TWO TO THREE YEARS AFTER ORIENTATION**

Outcome and Research Group	AFDC-FGs						AFDC-U (a)
	Alameda	Los Angeles	Riverside	San Diego	Tulare	All Counties	All Counties
Ever participated in job search							
Experimentals (%)	32.2	14.0	38.0	34.0	24.2	28.5	24.9
Controls (%)	4.2	4.2	1.4	7.8	1.7	3.9	2.7
Difference	28.0	9.8	36.6	26.2	22.5	24.6	22.2
Ever participated in ABE/GED							
Experimentals (%)	42.3	27.2	20.7	18.1	36.9	29.0	18.8
Controls (%)	6.9	5.8	4.8	4.4	5.3	5.4	3.6
Difference	35.4	21.4	15.9	13.7	31.6	23.6	15.2
Ever participated in ESL							
Experimentals (%)	3.2	13.3	6.7	5.2	6.7	7.0	16.7
Controls (%)	0.4	2.8	4.4	2.8	4.2	2.9	7.8
Difference	2.8	10.5	2.3	2.4	2.5	4.1	8.9
Ever participated in vocational training or post-secondary education							
Experimentals (%)	28.4	13.5	26.8	34.8	28.6	26.4	14.2
Controls (%)	23.1	10.8	28.6	31.8	21.2	23.1	12.4
Difference	5.3	2.7	-1.8	3.0	7.4	3.3	1.8
Ever participated in unpaid work experience							
Experimentals (%)	2.4	0.0	0.0	2.0	0.7	1.0	0.8
Controls (%)	0.6	0.6	0.6	1.2	0.8	0.8	0.8
Difference	1.8	-0.6	-0.6	0.8	-0.1	0.3	0.0
Ever participated in OJT							
Experimentals (%)	0.0	0.0	0.8	3.7	0.3	1.0	0.2
Controls (%)	0.3	0.7	0.8	0.8	1.1	0.7	0.8
Difference	-0.3	-0.7	0.0	2.9	-0.8	0.2	-0.6
Sample sizes							
Program tracking data							
Experimentals	602	3013	248	247	225	4335	1255
Controls	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Registrant survey data							
Experimentals	335	223	674	337	356	1925	n/a
Controls	348	n/a	342	336	363	1389	n/a

NOTES: Tests of statistical significance of the differences between research groups and across counties were not performed.
(a) The AFDC-U sample does not include any registrants from Alameda.

SUPPLEMENTARY TABLE 2

GAIN's IMPACTS ON PARTICIPATION IN KEY ACTIVITIES, EARNINGS AND AFDC PAYMENTS FOR AFDC-FGs (SINGLE PARENTS) DETERMINED NOT TO NEED BASIC EDUCATION

Ever Participated in Job Search Activities			
County	Experimentals (%)	Controls (%)	Difference (a)
Alameda	55.9	3.6	52.3
Los Angeles	25.8	2.9	22.9
Riverside	50.1	2.3	47.8
San Diego	41.9	7.9	34.0
Tulare	46.4	3.0	43.4
All counties (b)	44.0	3.9	40.1

Ever Participated In Vocational Training or Post-Secondary Education			
County	Experimentals (%)	Controls (%)	Difference (a)
Alameda	48.3	31.9	16.4
Los Angeles	27.6	23.0	4.6
Riverside	40.9	43.3	-2.4
San Diego	48.3	43.5	4.8
Tulare	48.8	36.7	12.1
All counties (b)	42.8	35.7	7.1

Total Impacts (Years 1-3) on Earnings and AFDC Payments		
County	Earnings (\$)	AFDC Payments (\$)
Alameda	2947 *	-133
Butte	946	986
Los Angeles	1147	-2194 ***
Riverside	3950 ***	-2067 ***
San Diego	3040 ***	-1278 ***
Tulare	-635	543

NOTES: Estimates of participation rates for the two- to three-year follow-up period, which rely partly on data from the registrant survey, are not available for Butte.

Statistical significance levels are indicated as *** = 1 percent (the highest level);

** = 5 percent; * = 10 percent.

(a) Tests of statistical significance were not performed on the estimates of participation impacts, which used multiple data sources.

(b) In the all-county averages, the results for each county are weighted equally.

SUPPLEMENTARY TABLE 3

GAIN's IMPACTS ON PARTICIPATION IN KEY ACTIVITIES, EARNINGS AND AFDC PAYMENTS FOR AFDC-FGs (SINGLE PARENTS) DETERMINED TO NEED BASIC EDUCATION

County	Ever Participated in Job Search Activities		
	Experimentals (%)	Controls (%)	Difference (a)
Alameda	19.6	3.8	15.8
Los Angeles	11.2	3.8	7.4
Riverside	32.0	0.7	31.3
San Diego	27.4	7.5	19.9
Tulare	12.4	0.9	11.5
All counties (b)	20.5	3.3	17.2

County	Ever Participated In Basic Education (ABE, GED, or ESL) (%)		
	Experimentals (%)	Controls (%)	Difference (a)
Alameda	65.1	9.2	55.9
Los Angeles	49.2	10.8	38.4
Riverside	40.6	14.5	26.1
San Diego	42.1	11.8	30.3
Tulare	65.6	13.3	52.3
All counties (b)	52.5	11.9	40.6

County	Total Impacts (Years 1-3) on Earnings and AFDC Payments	
	Earnings (\$)	AFDC Payments (\$)
Alameda	610	-1036 **
Butte	2592 ***	-3239 ***
Los Angeles	107	-739 ***
Riverside	2595 ***	-1886 ***
San Diego	572	-1020 ***
Tulare	987 **	-56

NOTES: Estimates of participation rates for the two- to three-year follow-up period, which rely partly on data from the registrant survey, are not available for Butte.

Statistical significance levels are indicated as *** = 1 percent (the highest level);

** = 5 percent; * = 10 percent.

(a) Tests of statistical significance were not performed on the estimates of participation impacts, which use multiple data sources.

(b) In the all-county averages, the results for each county are weighted equally.

SUPPLEMENTARY TABLE 4

GAIN's YEAR 3 IMPACTS ON EARNINGS AND AFDC PAYMENTS FOR SELECTED SUBGROUPS OF AFDC-FG REGISTRANTS

Subgroup and County	Total Sample Size	Year 3 Impacts (\$)		Subgroup and County	Total Sample Size	Year 3 Impacts (\$)	
		Earnings	AFDC Payments			Earnings	AFDC Payments
Welfare history (a)				Number of children at time of GAIN orientation (c)			
<u>Applicant</u>				<u>One</u>			
Butte	739	451	-202	Alameda	506	359	-66
Riverside	1687	1241 ***	-379 *	Butte	572	1397 **	20
San Diego	2301	1162 **	-132	Los Angeles	1437	184	-146
Tulare	309	-77	-14	Riverside	2134	317	-449 **
<u>Short-term recipient</u>				San Diego	3550	123	-150
Butte	142	1442 u	-629 u	Tulare	838	678	-7
Riverside	1638	917 **	-754 ***	<u>Two</u>			
San Diego	2532	1082 ***	-398 **	Alameda	384	1269 **	-349
Tulare	630	141	104	Butte	412	-940	-442
<u>Long-term recipient</u>				Los Angeles	1396	663 **	-597 ***
Alameda	1205	774 **	-371 **	Riverside	1826	1711 ***	-616 ***
Butte	348	855	-313	San Diego	2619	1509 ***	-578 ***
Los Angeles	4396	153	-277 **	Tulare	739	689	-442
Riverside	2183	1056 ***	-635 ***	<u>Three or more</u>			
San Diego	3386	158	-495 ***	Alameda	303	963	-993 ***
Tulare	1295	844 ***	-264	Butte	215	1150 u	-1003 u*
Received AFDC continuously for at least 6 years prior to GAIN orientation (b)				Los Angeles	1542	-229	-175
<u>No</u>				Riverside	1391	1210 ***	-657 ***
Alameda	399	1132 *	-506	San Diego	1720	914 *	-469 **
Butte	1066	600	-273	Tulare	638	139	27
Riverside	4241	1011 ***	-553 ***	Employed in year prior to GAIN orientation			
San Diego	6500	668 ***	-355 ***	<u>Yes</u>			
Tulare	1496	561 *	-63	Alameda	290	51	-467
<u>Yes</u>				Butte	577	1911 ***	-341
Alameda	806	599	-304	Los Angeles	961	-377	-206
Butte	163	932 u	-401 u	Riverside	2177	1024 ***	-554 ***
Riverside	1267	973 **	-634 ***	San Diego	3604	787 **	-283 *
San Diego	1719	892 *	-339	Tulare	940	654 *	-6
Tulare	738	415	-205	<u>No</u>			
				Alameda	915	999 **	-341
				Butte	652	-456	-245
				Los Angeles	3435	303 *	-297 **
				Riverside	3331	1001 ***	-604 ***
				San Diego	4615	653 **	-411 ***
				Tulare	1294	418	-190

(continued)

SUPPLEMENTARY TABLE 4 (continued)

Subgroup and County	Total Sample Size	Year 3 Impacts (\$)		Subgroup and County	Total Sample Size	Year 3 Impacts (\$)	
		Earnings	AFDC Payments			Earnings	AFDC Payments
Level of disadvantage				Ethnicity			
<u>First-time applicant</u>				<u>White, non-Hispanic</u>			
Butte	296	664 u	-692 u	Alameda	216	-268	-281
Riverside	410	1835 **	-1070 **	Butte	1061	709	-97
San Diego	418	1269 u	-218 u	Los Angeles	512	347	-441
Tulare	96	858 u	-627 u	Riverside	2847	1349 ***	-809 ***
<u>Returning applicant</u>				San Diego	3478	1203 ***	-344 **
Butte	443	212	137	Tulare	1165	467	-130
Riverside	1277	970 **	-167	<u>Black, non-Hispanic</u>			
San Diego	1883	1163 **	-126	Alameda	844	1020 **	-311
Tulare	213	-90 u	249 u	Butte	43	-1415 u	-2724 u**
<u>Less disadvantaged recipient</u>				Los Angeles	1987	-121	-408 ***
Alameda	796	1072 **	-385 *	Riverside	862	570	-624 **
Butte	355	1295	-459	San Diego	1865	573	-536 **
Los Angeles	2074	147	-473 ***	Tulare	81	2229 u*	-725 u
Riverside	2978	929 ***	-705 ***	<u>Hispanic</u>			
San Diego	4687	656 **	-406 ***	Alameda	90	1531 u	-1428 u**
Tulare	1395	625 *	-101	Butte	69	1605 u	-603 u
<u>More disadvantaged recipient</u>				Los Angeles	1408	337	-162
Alameda	409	201	-333	Riverside	1510	920 **	-322
Butte	135	94 u	-335 u	San Diego	2094	68	-120
Los Angeles	2322	148	-92	Tulare	871	427	-70
Riverside	843	939 *	-556 *	<u>Asian and other</u>			
San Diego	1231	-3	-532 *	Alameda	55	-157 u	24 u
Tulare	530	414	-249	Butte	56	-525 u	-2335 u*
				Los Angeles	489	524	91
				Riverside	289	-612 u	385 u
				San Diego	782	400	-533
				Tulare	117	493 145	145 u

(continued)

SUPPLEMENTARY TABLE 4 (continued)

Subgroup and County	Total Sample Size	Year 3 Impacts (\$)		Subgroup and County	Total Sample Size	Year 3 Impacts (\$)	
		Earnings	AFDC Payments			Earnings	AFDC Payments
Limited English proficiency				Participating in education or training program at time of GAIN orientation			
No				Yes			
Alameda	1188	799 **	-368 **	Alameda	168	795 u	472 u
Butte	1194	659	-226	Butte	254	631 u	-45 u
Los Angeles	3248	132	-278 **	Los Angeles	325	292	-525
Riverside	5201	1054 ***	-677 ***	Riverside	864	1276 **	-367
San Diego	7590	738 ***	-380 ***	San Diego	1685	667	-250
Tulare	2066	520 *	-68	Tulare	298	249	-490
Yes				No			
Alameda	17	-218 u	-646 u	Alameda	1037	764 **	-506 **
Butte	35	346 u	-2791 u*	Butte	975	692	-351
Los Angeles	1148	210	-270	Los Angeles	4071	145	-258 **
Riverside	307	273 u	1016 u**	Riverside	4644	1020 ***	-647 ***
San Diego	629	407	-19	San Diego	6534	740 ***	-384 ***
Tulare	168	494	-656 u	Tulare	1936	538 *	-54
Refugee							
No							
Alameda	1166	760 **	-355 *				
Butte	1061	528	-219				
Los Angeles	3897	108	-309 ***				
Riverside	5364	1064 ***	-620 ***				
San Diego	7817	730 ***	-313 ***				
Tulare	2144	531 **	-73				
Yes							
Alameda	39	1129 u	-714 u				
Butte	168	1508 u	-915 u				
Los Angeles	499	527	-42				
Riverside	144	-1270 u	850 u				
San Diego	402	289 u	-1428 u***				
Tulare	90	494 u	-987 u				

NOTES: The symbol "u" indicates that, because of very small sample sizes, the impact estimate shown is unreliable; asterisks following the symbol indicate that there was a statistically significant effect, though its magnitude could not be reliably measured.

(a) Alameda and Los Angeles did not serve applicants or short-term recipients during the period of sample intake.

(b) Information necessary for classifying GAIN recipients into these two categories was not available from the baseline form used in Los Angeles.

(c) This section excludes sample members who reported having no children.

SUPPLEMENTARY TABLE 5

**SELECTED CHARACTERISTICS OF MOST RECENT JOB AMONG AFDC-FG REGISTRANTS WHO
REPORTED BEING EMPLOYED WITHIN TWO TO THREE YEARS AFTER ORIENTATION**

Outcome and Research Group	Alameda	Los Angeles (a)	Riverside	San Diego	Tulare	All Counties (b)
Average number of hours usually worked per week						
Employed experimentals	30.0	27.8	32.1	33.0	35.1	32.5
Employed controls	26.7	n/a	32.4	31.0	33.7	30.9
Percentage distribution of number of hours worked per week among employed experimentals (%)						
Less than 10 hours	2.7	4.2	5.5	3.8	5.6	4.4
10-19 hours	18.8	23.9	12.8	9.0	7.1	11.9
20-29 hours	19.6	22.5	17.4	21.7	15.2	18.5
30-39 hours	17.9	14.1	16.4	17.9	15.2	16.8
40 hours or more	41.1	35.2	47.9	47.6	56.9	48.4
Percentage distribution of number of hours worked per week among employed controls (%)						
Less than 10 hours	14.5	n/a	6.1	9.0	6.7	9.1
10-19 hours	16.4	n/a	12.7	13.0	9.3	12.9
20-29 hours	14.5	n/a	17.6	18.1	12.9	15.8
30-39 hours	22.7	n/a	19.4	13.0	15.5	17.7
40 hours or more	31.8	n/a	44.2	46.9	55.7	44.7
Average earnings per week (c) (\$)						
Employed experimentals	209	172	191	223	194	204
Employed controls	167	n/a	206	188	200	190
Percentage distribution of average earnings per week among employed experimentals (c) (%)						
Less than \$100	28.6	36.6	26.8	23.9	22.2	25.4
\$101-\$200	27.7	32.4	37.3	31.9	35.4	33.1
\$201-\$300	23.2	14.1	19.5	18.3	23.7	21.2
\$301-\$400	8.0	9.9	10.7	13.1	11.1	10.7
\$401-\$500	6.3	1.4	2.1	5.2	2.0	3.9
More than \$500	6.3	5.6	3.6	7.5	5.6	5.8
Percentage distribution of average earnings per week among employed controls (c) (%)						
Less than \$100	37.3	n/a	22.4	28.8	21.0	27.4
\$101-\$200	27.3	n/a	40.0	29.4	37.4	33.5
\$201-\$300	25.5	n/a	17.6	22.6	27.7	23.4
\$301-\$400	6.4	n/a	9.1	10.2	7.7	8.4
\$401-\$500	3.6	n/a	4.8	4.0	1.5	3.5
More than \$500	0.0	n/a	6.1	5.1	4.6	3.9

(continued)

SUPPLEMENTARY TABLE 5 (continued)

Outcome and Research Group	Alameda	Los Angeles (a)	Riverside	San Diego	Tulare	All Counties (b)
Average earnings per hour (c) (\$)						
Employed experimentals	6.56	6.06	5.78	6.23	5.47	6.01
Employed controls	6.09	n/a	6.14	5.98	5.81	6.01
Percentage distribution of average earnings per hour among employed experimentals (c) (%)						
\$4.25 or less	22.0	27.1	25.2	22.7	29.3	24.8
\$4.26–\$5.00	19.3	15.7	26.0	17.9	24.6	22.0
\$5.01–\$6.00	11.9	15.7	14.7	12.6	17.3	14.1
\$6.01–\$7.00	10.1	20.0	10.4	14.5	11.5	11.6
\$7.01–\$10.00	19.3	12.9	16.8	21.3	13.6	17.8
More than \$10.00	17.4	8.6	6.8	11.1	3.7	9.8
Percentage distribution of average earnings per hour among employed controls (c) (%)						
\$4.25 or less	19.1	n/a	23.5	25.6	22.9	22.8
\$4.26–\$5.00	17.3	n/a	27.2	19.8	27.6	23.0
\$5.01–\$6.00	19.1	n/a	13.0	14.5	20.3	16.7
\$6.01–\$7.00	16.4	n/a	6.8	11.6	8.3	10.8
\$7.01–\$10.00	20.0	n/a	18.5	21.5	15.1	18.8
More than \$10.00	8.2	n/a	11.1	7.0	5.7	8.0
Employed experimentals (%)						
Job provided:						
Paid sick days	33.0	23.9	26.8	32.4	23.1	28.8
Paid vacation days	34.5	23.9	37.4	39.2	25.3	34.1
Health benefits	26.8	25.4	27.7	32.7	22.7	27.5
Dental benefits	29.5	19.7	23.7	25.4	17.7	24.1
Tuition assistance or paid training classes	20.9	10	16.7	17.6	13.5	17.2
Employed controls (%)						
Job provided:						
Paid sick days	22.9	n/a	22.7	30.5	20.2	24.1
Paid vacation days	24.8	n/a	29.7	35.3	29.2	29.8
Health benefits	24.8	n/a	26.9	25.6	21.4	24.7
Dental benefits	22.7	n/a	22.7	20.1	16.6	20.5
Tuition assistance or paid training classes	7.4	n/a	14.5	18.4	10.4	12.7
Sample size						
Employed experimentals	114	71	478	214	199	1076
Employed controls	110	n/a	165	178	195	648

NOTES: Rounding may cause slight discrepancies in calculating sums, averages, and differences.

Tests of statistical significance of the differences between employed experimentals and employed controls were not performed, because such comparisons are non-experimental.

"n/a" refers to the fact that these data were not available.

The follow-up period for the survey ranged from 26 to 37 months, on average, across the five counties where the registrant survey was conducted. Butte County was not included in the survey.

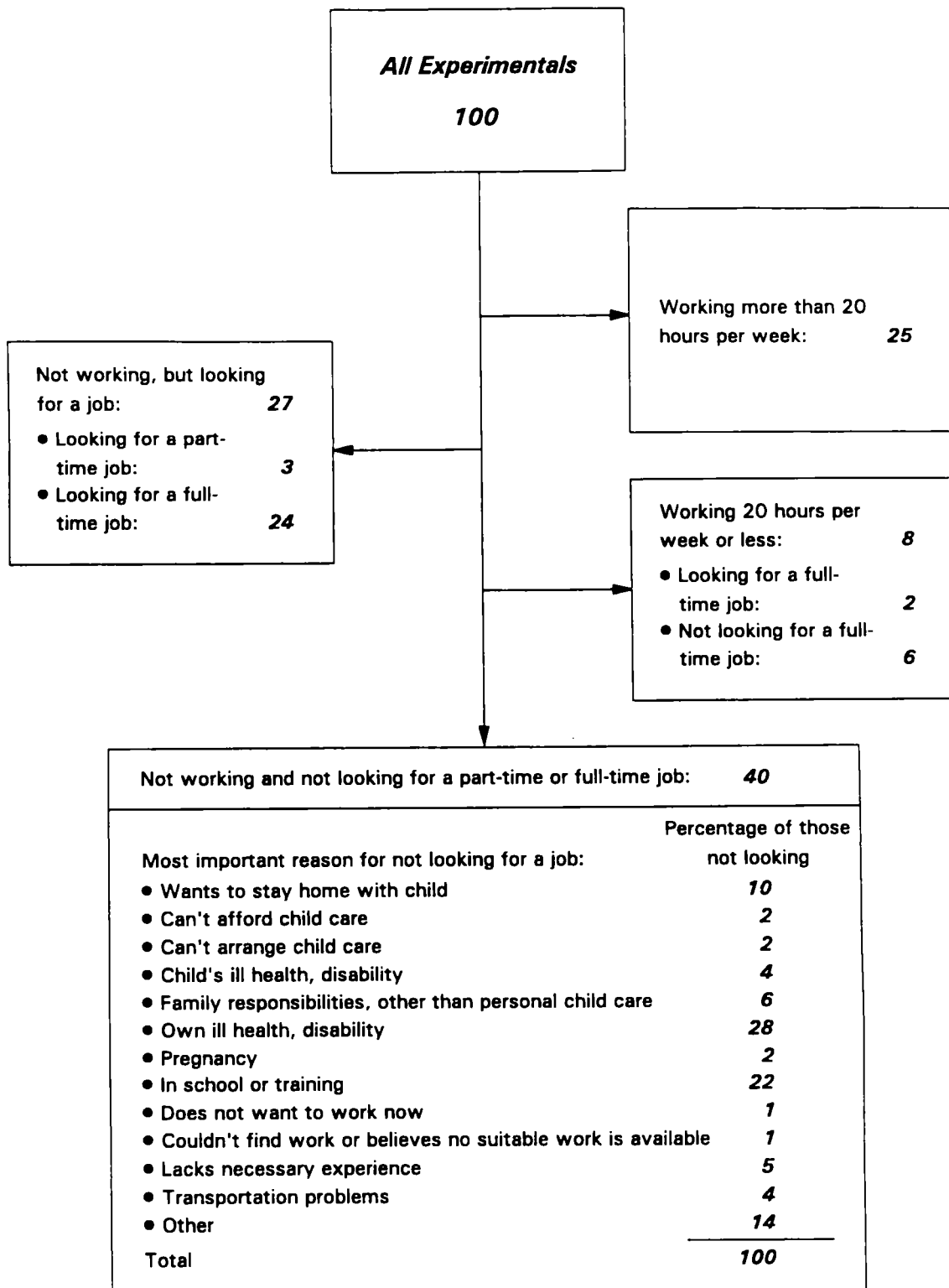
(a) An analysis of response patterns to the survey in Los Angeles revealed that the earnings and AFDC payments during the follow-up period of controls who responded to the survey differed markedly from those of controls who did not respond to the survey. For this reason, no estimates for controls and no impacts are presented in this table for Los Angeles.

(b) In the all-county averages, the results of each county (excluding Los Angeles) are weighted equally.

(c) Most respondents reported gross (i.e., pre-tax) earnings. However, a sizable minority (roughly 20 percent) reported net (i.e., post-tax) tax earnings. No adjustment was made for those reporting post-tax earnings. Therefore, the presented in this table somewhat underestimate the percentage of respondents with gross weekly earnings in excess of a given level.

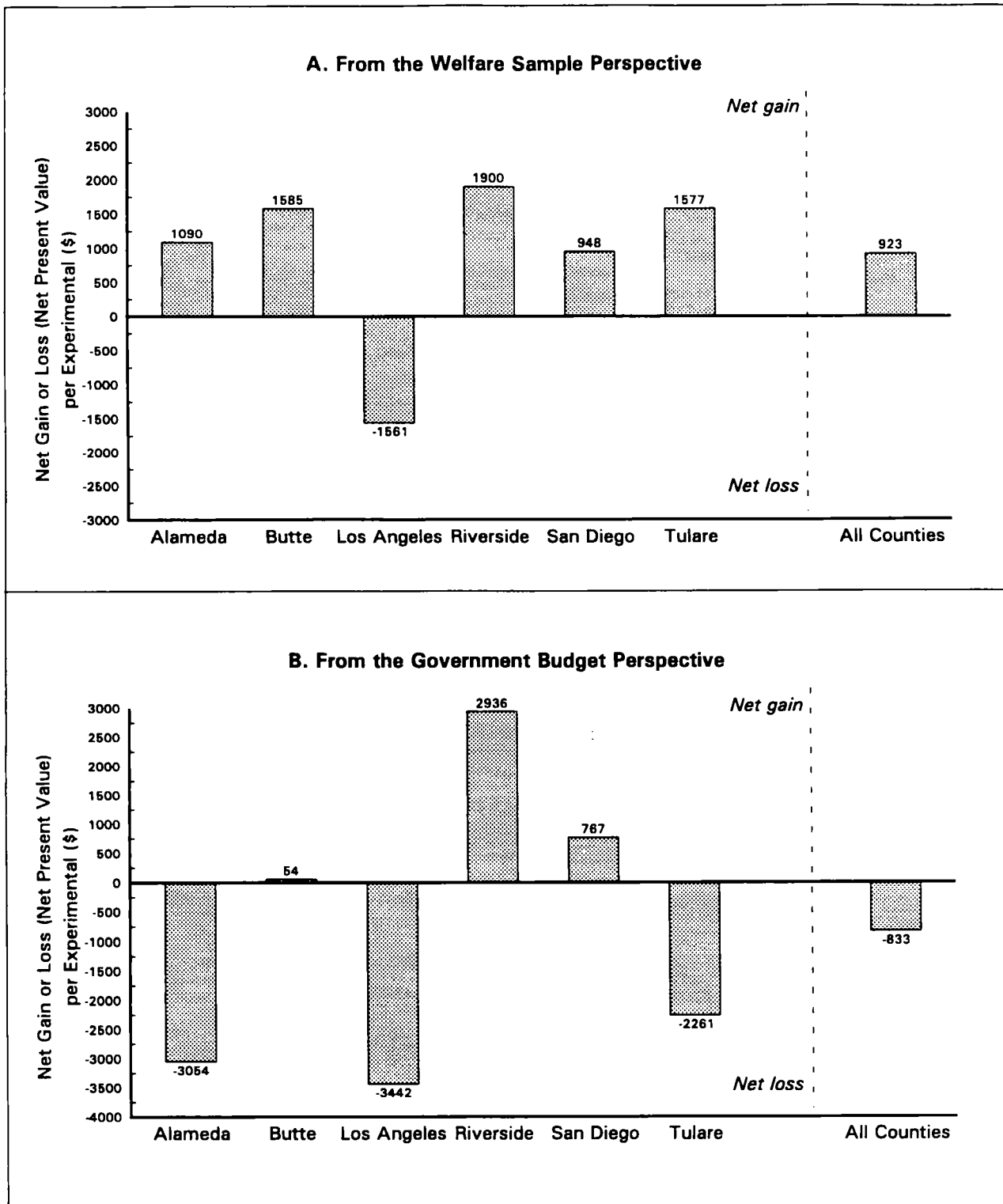
SUPPLEMENTARY FIGURE 1

SELF-REPORTED EMPLOYMENT STATUS AND REASONS FOR NOT LOOKING FOR WORK AMONG AFDC-FG EXPERIMENTAL SURVEY RESPONDENTS IN FOUR COUNTIES AT THE TIME OF THE TWO- TO THREE-YEAR INTERVIEW



SUPPLEMENTARY FIGURE 2

GAIN's BENEFIT-COST RESULTS FROM THE WELFARE SAMPLE AND GOVERNMENT BUDGET PERSPECTIVES FOR AFDC-FGs (SINGLE PARENTS) WITHIN FIVE YEARS AFTER ORIENTATION (IN 1993 DOLLARS)



SUPPLEMENTARY TABLE 6

GAIN's BENEFIT-COST RESULTS FOR AFDC-FGs (SINGLE PARENTS) (IN 1993 DOLLARS)

Estimated Net Gain or Loss (Net Present Value) per Experimental Within Five Years After Orientation, by Accounting Perspective (\$)				
Sample and County	Welfare Sample	Government Budget	Society	Return to Government Budget per Net Dollar Invested
Full sample				
Alameda	1090	-3054	-2103	0.45 per \$1
Butte	1585	54	1452	1.02 per \$1
Los Angeles	-1561	-3442	-5046	0.41 per \$1
Riverside	1900	2936	4458	2.84 per \$1
San Diego	948	767	1649	1.40 per \$1
Tulare	1577	-2261	-819	0.17 per \$1
All counties (a)	923	-833	-67	0.76 per \$1
Registrants determined not to need basic education				
Alameda	5328	-6041	-904	0.16 per \$1
Butte	4702	-3955	621	-0.30 per \$1
Los Angeles	-2826	2892	-11	2.15 per \$1
Riverside	3235	3576	6328	4.36 per \$1
San Diego	2925	2610	5235	3.95 per \$1
Tulare	673	-2812	-2163	-0.24 per \$1
Registrants determined to need basic education				
Alameda	-1199	-2011	-3299	0.60 per \$1
Butte	-820	4816	3656	2.71 per \$1
Los Angeles	-1162	-4755	-5941	0.26 per \$1
Riverside	1111	2444	3246	2.24 per \$1
San Diego	-968	-759	-1590	0.72 per \$1
Tulare	2333	-2082	45	0.30 per \$1

NOTES: The net present value from the societal perspective is estimated by summing the net present value from the perspective of the government budget (minus employers' share of payroll taxes) plus the net value of output produced by registrants in unpaid work experience positions.

(a) In the all-county averages (included for the full sample only), the results for each county are weighted equally.

SUPPLEMENTARY TABLE 7

GAIN's THREE-YEAR IMPACTS ON EARNINGS AND AFDC PAYMENTS FOR AFDC-US (HEADS OF TWO-PARENT FAMILIES)

County	Average Total Earnings				Average Total AFDC Payments			
	Experimentals (\$)	Controls (\$)	Difference (\$)	Percentage Change	Experimentals (\$)	Controls (\$)	Difference (\$)	Percentage Change
Alameda (a)								
Year 1	--	--	--	--	--	--	--	--
Year 2	--	--	--	--	--	--	--	--
Year 3	--	--	--	--	--	--	--	--
Total	--	--	--	--	--	--	--	--
Butte								
Year 1	3026	2393	633 *	26%	6523	6749	-226	-3%
Year 2	4033	2776	1257 ***	45%	5246	5775	-529	-9%
Year 3	4752	3346	1406 **	42%	4555	5071	-516	-10%
Total	11811	8515	3295 ***	39%	16324	17595	-1271	-7%
Los Angeles								
Year 1	1480	1221	259 **	21%	9440	9871	-431 ***	-4%
Year 2	1787	1468	319 *	22%	8333	8826	-493 ***	-6%
Year 3	1726	1417	309	22%	7417	7739	-323 *	-4%
Total	4993	4106	887 **	22%	25190	26436	-1246 ***	-5%
Riverside								
Year 1	3691	2930	761 ***	26%	4840	5807	-967 ***	-17%
Year 2	4038	3628	411	11%	3892	4640	-748 ***	-16%
Year 3	3812	3478	334	10%	3614	3964	-350 *	-9%
Total	11542	10036	1506 **	15%	12346	14411	-2064 ***	-14%
San Diego								
Year 1	3331	3089	242	8%	6790	7301	-510 ***	-7%
Year 2	4128	3978	150	4%	5565	6197	-632 ***	-10%
Year 3	4144	4402	-258	-6%	5155	5339	-184	-3%
Total	11603	11469	134	1%	17510	18837	-1327 ***	-7%
Tulare								
Year 1	2987	2961	26	1%	7545	7523	23	0%
Year 2	3721	3998	-277	-7%	6316	6261	54	1%
Year 3	4121	4138	-17	-0%	5588	5600	-12	-0%
Total	10829	11097	-268	-2%	19449	19384	66	0%
All counties (b)								
Year 1	2903	2519	384 ***	15%	7028	7450	-422 ***	-6%
Year 2	3542	3170	372 **	12%	5871	6340	-469 ***	-7%
Year 3	3711	3356	355 **	11%	5266	5543	-277 ***	-5%
Total	10156	9045	1111 ***	12%	18164	19332	-1168 ***	-6%

NOTES: Dollar averages for each year include zero values for sample members who were not employed or did not receive welfare during that year.

Statistical significance levels are indicated as *** = 1 percent (the highest level); ** = 5 percent; * = 10 percent.

(a) Because of Alameda's small sample size for AFDC-US, the estimates of its earnings impacts (\$782 for the three-year period, or a 24 percent increase over the control group average) and AFDC payments impacts (-\$103, or less than a 1 percent decrease) are considered much less reliable than those for the other counties; therefore, the Alameda impacts are not included in this table.

(b) In the all-county averages, the results for each county are weighted equally.

SUPPLEMENTARY TABLE 8

**GAIN's IMPACTS ON RATES OF EMPLOYMENT AND WELFARE CASE CLOSURES
AT THE END OF YEAR 3 FOR AFDC-US (HEADS OF TWO-PARENT FAMILIES)**

County	Ever Employed in Year 3			On AFDC in the Last Quarter of Year 3		
	Experimentals (%)	Controls (%)	Difference	Experimentals (%)	Controls (%)	Difference
Butte	48.1	41.9	6.2 *	47.9	52.7	-4.8
Los Angeles	35.8	26.0	9.8 ***	78.4	77.9	0.5
Riverside	44.8	40.2	4.6 **	42.6	40.9	1.7
San Diego	45.6	43.9	1.7	56.9	57.2	-0.2
Tulare	48.9	48.4	0.5	60.4	59.9	0.5

NOTES: Statistical significance levels are indicated as *** = 1 percent (the highest level); ** = 5 percent; * = 10 percent. Because of Alameda's small sample size for AFDC-US, the estimates of its impacts are considered much less reliable than those for the other counties; therefore, the Alameda impacts are not included in this table.

SUPPLEMENTARY TABLE 9

GAIN's BENEFIT-COST RESULTS FOR AFDC-US (HEADS OF TWO-PARENT FAMILIES) (IN 1993 DOLLARS)

County	Estimated Net Gain or Loss (Net Present Value) per Experimental Within Five Years After Orientation, by Accounting Perspective (\$)				Return to Government Budget per Net Dollar Invested
	Welfare Sample	Government Budget	Society		
Butte	2096	697	2568		1.22 per \$1
Los Angeles	-621	-2021	-2748		0.55 per \$1
Riverside	-714	1314	466		1.61 per \$1
San Diego	-1949	-86	-1796		0.96 per \$1
Tulare	260	-2939	-2685		- 0.08 per \$1

NOTES: The net present value from the societal perspective is estimated by summing the net present value from the perspective of the government budget (minus employers' share of payroll taxes) and the net value of output produced by registrants in unpaid work experience positions.

Because of Alameda's small sample size for AFDC-US, the estimates of its impacts are considered much less reliable than those for the other counties; therefore, the Alameda impacts are not included in this table.

SUPPLEMENTARY TABLE 10

SELECTED CHARACTERISTICS OF THE PRIMARY GAIN RESEARCH SAMPLE AT ORIENTATION

Sample and Characteristic	Alameda	Butte	Los Angeles	Riverside	San Diego	Tulare
All AFDC-FG experimentals and controls						
Aid status (a) (%)						
Applicant	0.0	60.3	0.0	31.0	28.0	13.9 (b)
Short-term recipient	0.0	11.5	0.0	29.8	30.8	28.2 (b)
Long-term recipient	100.0	28.2	100.0	39.2	41.2	57.9 (b)
Received AFDC continuously for at least 6 years prior to orientation (c) (%)	66.9	13.2	n/a	22.9	20.9	33.1 (b)
Employed within past 2 years (%)	23.9	56.8	16.5	49.3	59.2	48.7 ***
Currently employed up to 29 hours per week (%)	6.1	8.0	5.7	5.4	10.9	8.2 (b)
Has a high school diploma or GED (%)	58.7	56.2	34.6	51.4	56.0	43.7 ***
In need of basic education, according to GAIN criteria (%)	65.4	49.0	80.6	60.3	56.1	65.2 ***
Currently in a school or training program (%)	12.9	19.9	7.4	15.4	20.1	12.2 (b)
Ethnicity (%)						
White, non-Hispanic	17.9	85.7	11.6	51.2	41.8	51.7 ***
Hispanic	7.5	5.6	31.9	27.6	25.3	39.2 ***
Black, non-Hispanic	68.6	3.5	45.3	15.5	22.5	3.6 ***
Indochinese	2.1	0.6	9.9	1.3	5.5	0.4 ***
Other Asian	0.8	2.2	0.7	1.7	0.9	2.3 ***
Other	1.6	2.0	0.4	2.2	3.1	2.5 (b)
Limited English proficiency (%)	4.5	6.9	31.7	10.3	17.3	13.7 ***
Refugee (%)	3.2	13.7	11.3	2.6	4.9	3.9 ***
Age (%)						
Less than 25	8.5	8.8	2.4	10.2	10.9	6.6 (b)
25-34	44.1	49.8	33.0	48.4	46.3	46.4 (b)
35-44	34.8	33.3	42.2	31.0	31.5	34.9 (b)
45 or older	12.5	8.2	22.4	10.3	11.3	12.0 (b)
Average age (years)	34.7	33.6	38.5	33.7	33.8	34.9 ***
Average number of children	1.9	1.7	2.1	1.8	1.7	2.0 ***
Has at least one child in the following age groups (%) (d)						
Less than 6	30.5	12.4	10.4	16.2	12.9	14.9 ***
6-11	60.2	62.2	61.8	66.2	64.6	68.9 ***
12-18	50.7	47.5	73.0	47.2	46.1	53.0 ***
19 or older	16.4	0.7	0.0	1.6	2.5	2.1 ***
Research sample status (%)						
Experimental	50.0	80.3	68.0	81.2	85.8	71.0 ***
Control	50.0	19.7	32.0	18.8	14.2	29.0 ***
Sample size	1,205	1,234	4,434	5,626	8,224	2,248

(continued)

SUPPLEMENTARY TABLE 10 (continued)

Sample and Characteristic	Alameda	Butte	Los Angeles	Riverside	San Diego	Tulare
All AFDC—U experimentals and controls						
Aid status (a) (%)						
Applicant	0.0	76.2	0.0	42.8	32.9	22.2 (b)
Short-term recipient	0.0	11.8	0.0	37.3	37.7	42.2 (b)
Long-term recipient	100.0	12.1	100.0	19.9	29.4	35.7 (b)
Received AFDC continuously for at least 6 years prior to orientation (c) (%)	70.9	3.1	n/a	7.6	12.3	13.1 (b)
Employed within past 2 years (%)	22.5	80.1	32.1	72.1	78.9	67.5 ***
Currently employed up to 29 hours per week (%)	11.5	5.9	26.3	6.4	18.4	6.9 (b)
Has a high school diploma or GED (%)	29.7	47.5	17.1	42.6	48.9	32.2 ***
In need of basic education, according to GAIN criteria (%)	81.3	58.0	92.2	66.6	62.9	74.0 ***
Currently in a school or training program (%)	7.6	14.5	5.4	9.1	12.3	17.2 (b)
Ethnicity (%)						
White, non-Hispanic	15.9	74.8	11.2	42.7	36.2	36.3 ***
Hispanic	9.3	7.8	22.5	31.8	26.6	41.6 ***
Black, non-Hispanic	15.4	2.5	4.2	8.1	9.6	2.3 ***
Indochinese	40.1	2.9	58.3	6.0	20.5	3.9 ***
Other Asian	15.4	9.4	3.5	7.9	2.1	12.9 ***
Other	2.2	2.3	0.2	3.2	3.5	2.7 (b)
Limited English proficiency (%)	55.5	16.7	82.7	23.9	30.1	31.3 ***
Refugee (%)	56.0	16.2	63.4	11.8	17.6	17.0 ***
Age (%)						
Less than 25	0.5	26.4	0.8	19.0	15.7	21.2 (b)
25–34	28.6	49.4	21.2	47.1	43.4	42.8 (b)
35–44	40.1	19.9	41.3	24.7	28.3	25.8 (b)
45 or older	30.8	4.3	36.6	9.2	12.6	10.2 (b)
Average age (years)	40.3	29.8	42.0	32.3	33.6	32.3 ***
Average number of children	3.0	2.1	2.5	2.4	2.4	2.6 ***
Has at least one child in the following age groups (%) (d)						
Less than 6	53.3	81.5	47.2	72.4	72.6	73.0 ***
6–11	62.6	41.5	67.8	53.1	50.4	54.5 ***
12–18	60.4	19.0	62.4	30.0	31.1	30.9 ***
19 or older	26.4	0.4	0.0	1.3	2.6	1.3 ***
Research sample status (%)						
Experimental	52.7	77.4	50.4	69.2	74.2	69.3 ***
Control	47.3	22.6	49.6	30.8	25.8	30.7 ***
Sample Size	182	1,019	1,459	2,407	3,277	1,907

(continued)

SUPPLEMENTARY TABLE 10 (continued)

NOTES: Sample characteristics were recorded on the intake form by GAIN staff at orientation and are based on answers from GAIN registrants.

Distributions may not add to 100.0 percent because of rounding or because of items missing from some sample members' intake forms.

A chi-square test was applied to differences among counties. Statistical significance levels are indicated as

*** = 1 percent; ** = 5 percent; * = 10 percent.

(a) Applicants are registrants applying for AFDC at the time of referral to GAIN orientation; they include reapplicants who may have had prior AFDC receipt. Short-term recipients have received AFDC for two years or less. Short-term recipients have received AFDC Long-term recipients have received AFDC for over two years. (The AFDC receipt may not have been continuous.)

(b) A test of statistical significance was not performed.

(c) "n/a" refers to the fact that these data were not available.

(d) Distributions may add to more than 100.0 percent because sample members can have children in more than one category.

SUPPLEMENTARY TABLE 11

**GAIN's THREE-YEAR IMPACTS ON EMPLOYMENT, EARNINGS, AFDC RECEIPT, AND AFDC PAYMENTS
FOR AFDC-FG MANDATORY GAIN REGISTRANTS WITH CHILDREN UNDER AGE 6,
IN ALAMEDA, RIVERSIDE, AND TULARE COUNTIES**

County and Outcome	Experimentals	Controls	Difference	Percentage Change
Alameda (sample includes children of any age under 6)				
Ever employed, years 1-3 (%)	53.2	43.4	9.8 **	22.6%
Average total earnings, years 1-3 (\$)	7340	5120	2220	43.4%
Average total AFDC payments received, years 1-3 (\$)	18983	19530	-547	-2.8%
Ever received any AFDC payments (%)				
Last quarter of year 1	86.1	90.1	-4.1	-4.5%
Last quarter of year 2	77.2	77.6	-0.5	-0.6%
Last quarter of year 3	68.6	72.1	-3.5	-4.8%
Sample size (total = 367)	191	176		
Riverside (sample includes children 3 to 5 years old)				
Ever employed, years 1-3 (%)	66.2	46.2	20.0 ***	43.2%
Average total earnings, years 1-3 (\$)	7961	4450	3511 ***	78.9%
Average total AFDC payments received, years 1-3 (\$)	13829	16387	-2558 ***	-15.6%
Ever received any AFDC payments (%)				
Last quarter of year 1	67.2	75.7	-8.5 ***	-11.3%
Last quarter of year 2	56.5	64.4	-7.8 ***	-12.2%
Last quarter of year 3	49.5	57.9	-8.4 ***	-14.6%
Sample size (total = 1820)	1449	371		
Tulare (sample includes children 3 to 5 years old)				
Ever employed, years 1-3 (%)	52.0	44.1	7.9 *	17.9%
Average total earnings, years 1-3 (\$)	5812	5675	136	2.4%
Average total AFDC payments received, years 1-3 (\$)	19479	18331	1148	6.3%
Ever received any AFDC payments (%)				
Last quarter of year 1	85.7	76.2	9.4 ***	12.4%
Last quarter of year 2	72.9	71.7	1.1	1.6%
Last quarter of year 3	69.0	65.0	4.1	6.3%
Sample size (total = 493)	288	205		

NOTES: Statistical significance levels are indicated as *** = 1 percent (the highest level); ** = 5 percent; * = 10 percent.