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ABSTRACT

A hearing was held on education, training, and service programs that serve disadvantaged teens. Testimony was presented on recent research findings concerning these programs and on their implementation. The major lessons learned from the Summer Training and Employment (STEP) program were presented, including those of implementation and impact. A second topic was a discussion of the effectiveness of three programs serving teenage mothers on welfare: New Chance (for mothers who have dropped out of school); Learning, Earning, and Parenting (LEAP), an Ohio program for teen parents; and Demonstrations of Innovative Approaches to Reduce Welfare Dependency among Teen Parents. A third topic was the discussion of the work provisions of the Family Support Act of 1988. The following witnesses addressed the hearing: (1) Milton J. Little, Manpower Demonstration Research Corp.; (2) Deanna Phelps, Maryland Department of Human Resources; (3) Alan M. Hershey, Mathematica Policy Research, Inc.; (4) Kevin W. Concannon, Oregon Department of Human Resources; and (5) Michael A. Bailin and Frances Vilella-Velez, Public/Private Ventures. Three submissions for the record are included. (SLD)

# EDUCATION, TRAINING, AND SERVICE PROGRAMS THAT SERVE DISADVANTAGED TEENS



## HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

## COMMITTEE ON WAYS AND MEANS
## HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

SECOND SESSION

MARCH 6, 1992

**Serial 102–108**

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# EDUCATION, TRAINING, AND SERVICE PROGRAMS THAT SERVE DISADVANTAGED TEENS

FRIDAY, MARCH 6, 1992

HOUSE OF REPRESENTATIVES,
COMMITTEE ON WAYS AND MEANS,
SUBCOMMITTEE ON HUMAN RESOURCES,
*Washington, DC.*

The subcommittee met, pursuant to call, at 9:30 a.m., in room B-318, Rayburn House Office Building, Hon. Thomas J. Downey (acting chairman of the subcommittee) presiding.

[The press release announcing the hearing follows:]

FOR IMMEDIATE RELEASE
WEDNESDAY, FEBRUARY 27, 1992

PRESS RELEASE #15
SUBCOMMITTEE ON HUMAN RESOURCES
COMMITTEE ON WAYS AND MEANS
U.S. HOUSE OF REPRESENTATIVES
1102 LONGWORTH HOUSE OFFICE BLDG.
WASHINGTON, D.C. 20515
TELEPHONE: (202) 225-1025

**THE HONORABLE THOMAS J. DOWNEY (D., N.Y.), ACTING CHAIRMAN, SUBCOMMITTEE ON HUMAN RESOURCES, COMMITTEE ON WAYS AND MEANS, U.S. HOUSE OF REPRESENTATIVES, ANNOUNCES A HEARING ON EDUCATION, TRAINING AND SERVICE PROGRAMS THAT SERVE DISADVANTAGED TEENS**

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The Honorable Thomas J. Downey (D., N.Y.), Acting Chairman, Subcommittee on Human Resources, Committee on Ways and Means, U.S. House of Representatives, today announced that the Subcommittee will hold a hearing on education, training and service programs that serve disadvantaged teens. The hearing will be held on Friday, March 6, 1992, beginning at 9:30 a.m., in room B-318 of the Rayburn House Office Building. Testimony at this hearing will be limited to invited witnesses only.

SCOPE OF THE HEARING:

At the hearing, Members of the Subcommittee will have an opportunity to hear testimony on recent research findings regarding teen programs, and testimony regarding State implementation of the teen provisions under the Family Support Act (the major welfare reform bill enacted in 1988). Panels for the hearing will be divided according to three topics, which are described below:

(1) The Summer Training and Employment (STEP) program was initiated to test the effects of a two-summer remediation, work and life-skills intervention on school attainment, teen pregnancy, and other outcomes. The program serves young teens (aged 14 and 15) from poor, urban families who are seriously behind academically.

A witness from a research organization will present the major lessons learned from the STEP program, including lessons regarding program implementation and the short- and long-term impacts of the program on the life prospects of adolescents. The witness also will discuss the implications of these findings for the design of social interventions, and the purposes and uses of research demonstrations.

(2) In response to concerns regarding the economic and social costs of teen parenting, programs and demonstration projects targeted at teen parents have been initiated by States, the Federal Government and private foundations. These efforts are designed to increase the future opportunities of teen mothers, through the provision of education, employment, supportive or other services. A number of programs are targeted specifically at teen mothers receiving Aid to Families with Dependent Children (AFDC, or welfare) benefits.

Witnesses from two research organizations will present recent lessons regarding the implementation and effectiveness of three programs serving teen mothers who receive welfare: (a) New Chance, a multi-site and comprehensive program initiated by foundations and the Federal Government which targets teen mothers aged 16 to 22 who have dropped out of school; (b) The Learning, Earning and Parenting (LEAP) program, a program operated by the State of Ohio through a Federal waiver under which teen parents have their grants reduced or increased depending on whether they meet school attendance requirements; and (c) Demonstrations of Innovative Approaches to Reduce Welfare Dependency Among Teen Parents (Teen Parent Demonstrations), under which the Federal Government has funded teen parent programs in three, low-income, urban areas.

(3) Prior to passage of the Family Support act of 1988 (1988 Act) teen mothers effectively were exempt from mandatory participation in work-welfare programs, since mothers with children under the age of 6 were exempt. The 1988 Act includes a number of provisions designed to increase both opportunities and responsibilities for teens receiving welfare to complete high school.

First, to avoid a fiscal penalty, States are required to target Jobs Opportunities and Basic Skills (JOBS) expenditures on certain groups of welfare recipients, and one target group is comprised of teen parents under the age of 24 who have not completed, and are not enrolled in,

(MORE)

high school, or who have little work experience. Further, the 1988 Act requires most teen parents on welfare who have dropped out of school and are aged 16-19 to participate in an educational activity under the JOBS program, even those parents with an infant, so long as resources are sufficient and the JOBS program exists in the area. The 1988 Act also requires JOBS participation by AFDC children aged 16-18 who are not attending school on a full-time basis, so long as resources are sufficient and the program exists in the area.

**Witnesses representing States and a non-profit group will discuss efforts in the States to implement the teen provisions of the 1988 Act. Members are particularly interested in: the extent to which teen parents (both exempt and non-exempt) are actually participating in JOBS; the most common placements for teen parents under JOBS; special supportive or other services that are made available to JOBS teen parents; innovative teen programs receiving JOBS funding; the extent to which education, training and welfare agencies have collaborated to implement teen parent initiatives and other implementation issues; sanction rates for teen parents under JOBS; and any State efforts to provide specialized services to AFDC children who are at risk of dropping out or have dropped out of school.**

**DETAILS FOR SUBMISSION OF WRITTEN COMMENTS:**

Persons wishing to submit written statements for the printed record of the hearing should submit at least six (6) copies of their statements by close of business, Friday, March 20, 1992, to Robert J. Leonard, Chief Counsel, Committee on Ways and Means, U.S. House of Representatives, 1102 Longworth House Office Building, Washington, D.C. 20515. If those filing written statements wish to have their statements distributed to the press and interested public, they may deliver 100 additional copies for this purpose to the Subcommittee office, room B-317 Rayburn House Office Building, on or before the day of the hearing.

**FORMATTING REQUIREMENTS:**

Each statement presented for printing to the Committee by a witness, any written statement or exhibit submitted for the printed record or any written comments in response to a request for written comments must conform to the guidelines listed below. Any statement or exhibit not in compliance with these guidelines will not be printed, but will be maintained in the Committee files for review and use by the Committee.

1. All statements and any accompanying exhibits for printing must be typed in single space on legal-size paper and may not exceed a total of 10 pages.

2 Copies of whole documents submitted as exhibit material will not be accepted for printing. Instead, exhibit material should be referenced and quoted or paraphrased. All exhibit material not meeting these specifications will be maintained in the Committee files for review and use by the Committee.

3 Statements must contain the name and capacity in which the witness will appear or, for written comments, the name and capacity of the person submitting the statement, as well as any clients or persons, or any organization for whom the witness appears or for whom the statement is submitted.

4 A supplemental sheet must accompany each statement listing the name, full address, a telephone number where the witness or the designated representative may be reached and a topical outline or summary of the comments and recommendations in the full statement. This supplemental sheet will not be included in the printed record.

The above restrictions and limitations apply only to material being submitted for printing. Statements and exhibits or supplementary material submitted solely for distribution to the Members, the press and the public during the course of a public hearing may be submitted in other forms.

* * * *

Acting Chairman DOWNEY. Before we begin, let me say we are awaiting the arrival of one other member of our committee. This is a Friday, so we are not sure there will be anybody else.

The subcommittee will come to order. In 1988, a major welfare reform bill was enacted to provide both opportunities and obligations for welfare recipients to achieve self-sufficiency through work, education and training. The Family Support Act targets individuals who are likely to be on welfare for long periods of time, a group which includes teen parents who have dropped out of school.

Without a doubt, we can agree that improving the life prospects of our most disadvantaged youth is an important goal. It is the best investment we can make for the future. We would all like to prevent as many teens as possible from dropping out of school or becoming pregnant in the first place. And we would like to ensure that teens who leave school or become parents complete their schooling and develop the skills they will need to make it on their own. What we may disagree about, of course, is how to achieve these goals.

Today, we have an opportunity to explore together what members of the research community are learning from several innovative teen initiatives. Then we will hear from two State officials about the progress welfare agencies are making to provide educational programs and services for teen parents and other teens receiving welfare.

Mr. Bailin, president of Public/Private Ventures, is our first witness this morning. He presents the new findings regarding the STEP program, which targets young teens and is designed to prevent school dropouts.

Mr. Bailin.

## STATEMENT OF MICHAEL A. BAILIN, PRESIDENT, PUBLIC/PRIVATE VENTURES, PHILADELPHIA, PA, ACCOMPANIED BY FRANCES VILELLA-VELEZ

Mr. BAILIN. Thank you, Mr. Chairman.

I am Mike Bailin, president of Public/Private Ventures, a youth program development and research firm. We are located in Philadelphia. With me is Frances Vilella-Velez, who is coauthor of "Anatomy of a Demonstration," a publication we want to describe and talk about today, and also former director of the STEP program, which is the research demonstration project it describes.

I would first like to thank the chairman for holding this hearing and for inviting me to testify on behalf of Public/Private Ventures. The concerns you are dealing with, the education, training and the development needs of disadvantaged youth, are critical issues not on the front burners of policymakers generally and not being currently addressed.

I commend you and your committee for your persistence in seeking solutions and looking for approaches that work for young people.

I am here today to share general conclusions and lessons we have learned over 14 years of testing approaches to improve the life prospects of at-risk kids, and also to review with you our report

on an 8-year research demonstration that we have been managing since 1984.

We have put together an extensive written statement for the committee, which I would now like to briefly summarize, and with your indulgence, would ask the full statement be entered into the record.

Mr. Chairman, a word first about who we are and what we do. We are a 14-year-old not-for-profit, which, with funding from the public and private sectors, attempts to seek effective solutions and try to help at-risk kids make a successful transition to the labor market and to self-sufficiency

We are very concerned about increasing their skills and opportunities. We try to find out what works and what doesn't work for whom and why; put it in the form that is useful to policymakers and practitioners. That is what we do.

We try to develop our knowledge in a number of ways, and the best way generally is through the research demonstration technique which is based on the best scientific principles our craft can bring to bear.

We work in a number of different areas: A lot of labor market projects; a lot of community service activities; a lot of adult youth relationships and mentoring; a lot of work with young, unwed fathers.

We have done quite a bit of work in the school business phenomenon.

In 1984, we began the STEP demonstration, and this was among the more intensive and sophisticated demonstration research projects we have undertaken, and it is the occasion of the publication of its findings, "Anatomy of a Demonstration," that bring us before this committee.

The model was one directed at low-income, educationally underachieving kids, the typical potential dropout prototype, 14, 15 years old; one more year, they are going to leave school. It was designed to reduce early school leaving by attacking the two main causes for dropping out: School failure and early parenting.

It took advantage of the summer months which was a fallow time for kids. It took advantage of the Summer Youth Employment and Training Program, title II(a) of the Job Training Partnership Act had not really yielded much in the way of impact.

STEP provided two summers of half-time work, combined with a specially designed curriculum which we put together dealing with basic skills, reading and math, and dealing with life skills: the ability of young people to try to make better decisions about their sexual and social lives.

The demonstration took place in five cities, dealt with 4,800 kids randomly assigned to a STEP treatment group, or to the summer youth employment training program jobs, if they were in the control group. It involved some short-term testing along the way, and then a long-term follow-up on what happened after these kids left school.

The short-term findings were dramatically positive. Consistent, across the board, in every year, with every cohort; boys, girls; with every ethnic group. Something that really gave us hope to believe

we were onto something. They were probably the most consistent findings in any demonstration I have ever known.

Consistently, kids scored a half a grade better in reading and math after one summer's treatment. Consistently, they showed more information and more knowledge about the issues involved with responsible, social and sexual decisions.

Because of the hope it gave us, we took it out of the hothouse and proceeded to put in 100 sites around the country. The same results; in every community, STEP performed as well or better in the replicated sites.

In 1991, 3.5 and 4.5 years later after STEP, with almost all the kids having reached their year of graduation, we had long-term findings. The long-term findings, as you now know, were that there were no changes in kids' lives. The short-term benefits which were so dramatic, had dissipated. In every count in terms of educational indices, work indices, parenting indices, use of public assistance, there was absolutely no difference between treatments and controls or the participants and people who didn't participate.

A very disappointing conclusion for us. The problem is, it is pretty much the same story as all demonstrations we have looked at over the last couple of decades. Currently, if we are following the Head Start news, it is the same story. There seems to be no change at all in the life trajectories of these kids.

Because this demonstration was so well-implemented and because of the powerful and consistent short-term effects that we had, these long-term results were especially disappointing. It caused us to reflect a lot on what we had learned over time, and the results are published in the "Anatomy of a Demonstration" report. But I would say this is about STEP and a whole lot more. There are a lot of lessons, a lot of information, and a very complicated mix of good and sobering news.

I would like now briefly to run down those few points, and say a little bit about that news, and start with the key one. That is to emphasize that it would be wrong absolutely to conclude from this that nothing works.

From STEP, what we have really learned is that booster shots can work. It is possible to produce improvements in reading and math, in the life skills, of young kids in short periods of time. I would say this is important because this counters the prevailing wisdom that suggests kids at this point in time are beyond hope, nothing can be done, and we need to forget about that and work earlier.

I believe you should work earlier, but the fact is boosters can work, and it can work with this population and this age.

The second finding that is critical is you can do this consistently. Innovative programs can be replicated with consistent practices and results across a large number of varying locations. You can do this, counter to conventional wisdom that suggests that good programs are run by heroic people, can only be done in one place, and there is no opportunity to take a good practice and get it consistently implemented everywhere. STEP shows you can do just that.

The third lesson, however, would suggest you can only do that with a business-like approach to investing in change and to investing in innovation development. This project took a complex funding

consortium that was willing to invest up front in developing materials and curriculum and other kinds of products required in putting together a replication package. A funding consortium that was willing to put together a marketing plan, provide resources for training, quality control—the kinds of things which are not very often done in public programs, but with which this country is very familiar with the private sector.

The good part of this message is it can be done with common sense and good business-like practices.

The fourth point I would make from STEP is that most critically short-term programs, even when they yield short-term effects, cannot produce long-term impacts without something more. Kids need reinforcement in order to make any changes in their life trajectories.

Kids need to build on success and on success and on success, and we can't expect a single booster shot of any kind to overwhelm the environmental forces which in turn overwhelm these kids once they leave the program and return to their preexisting circumstances.

So this really gets us to the broader lessons and conclusion of my statement, and I would speak to these broader lessons as much from our experience and from common sense as from the hard research that I just presented to you.

I would say the most important lesson is we have to get over this notion that there is such a thing as a quick fix for kids. That is not to say these boosters aren't important; they are. Youth need the success they get in STEP. Children need the success they get in Head Start, but it is not enough. We have to think more long term.

Second, to achieve these long-term results, requires a strategy that incorporates not just short-term programs that give boosters, but larger institutional change. It means taking what we learned from producing these short-term gains in these programs and applying these principles in other settings and connecting up short-term successes so kids can have many successes and become productive adults.

To achieve this I would point, first, toward making more productive use of the "gap periods," or what we call "gap periods" like the summer, like after school, like weekends, like evenings, like the period between getting out of school and finding the first job. These are wasted periods right now for kids. They are not owned by any institution.

They are generally not utilized for productive things, and I think STEP and Head Start show you can use them and get short-term boosts, and those things provide you with something you can build on.

Second, I would say it is just as critical to make institutions that serve kids more broadly more responsive. It is very important schools learned what we learned in STEP, about different ways of reaching them so they can build in the same way and develop the gains STEP was able to in short-term.

We have examples in the work of Sizer, Comer, Slavin, and Levin. There are a lot of different techniques and ongoing projects that are trying to make educational institutions responsive in that way. In all cases, I would say all the research and all the common

sense and all we ever learned about working with kids suggests you need to have multiple, long-term, ongoing, continuous contact with adults.

I think I have really spoken long enough. Basically, I wanted to indicate we have published this report which we believe deals with these issues that are not simple, and which we know delivers a complex set of difficult messages. But overall, it provides us with enough lessons learned to pave the way, or at least point us in the right direction for action.

What we have got to do is start paying attention to these common-sense notions if kids are going to have a chance.

With that I would conclude my remarks, Mr. Chairman.

[The prepared statement follows:]

Testimony of
MICHAEL A. BAILIN, PRESIDENT
PUBLIC/PRIVATE VENTURES, PHILADELPHIA, PA
Before the
HOUSE OF REPRESENTATIVES COMMITTEE ON WAYS AND MEANS
HUMAN RESOURCES SUBCOMMITTEE
Friday, March 6, 1992

I am Michael A. Bailin, President of Public/Private Ventures, a national not-for-profit program development and research organization based in Philadelphia. With funding from the public and private sectors, we seek effective, practical ways to increase the skills, opportunities and self-sufficiency of disadvantaged youth.

We pursue this goal in a number of ways. Our primary approach involves designing model programs, testing them in the field and using what we learn to help both program operators and policymakers improve services for the young people we count on to contribute to society as adults.

I am here today to share with you conclusions and lessons from recent work P/PV has completed, and has published in a report titled Anatomy of a Demonstration. Its lessons, I believe, will help us think more clearly about the design of effective youth services. The work it describes--a national demonstration research project in which we have been engaged for eight years--has traced the impacts of a novel summer program on the lives of almost 2,500 youth--a program, I should add, that P/PV has replicated successfully in more than 100 communities across the U.S.

From such a complex, long-lived effort you would expect varied results that represent various shades of good and not so good news, and so it is with the findings I will share. Our experience has taught us critical lessons about how programs can succeed, and how they can be adopted at scale with consistent results. It also has reinforced some of the serious limitations of those programs, and suggested changes in direction for future planning and policy.

There are sobering points to relate, yet I regard our message as essentially positive. P/PV's work--and that of other organizations in the field--provides us now with the experience, many of the tools, and the perspective to make national investments in youth pay off. Not without significant changes, and not without cost, but, as I will describe, we can at least begin to map out more promising directions to pursue.

Most assuredly, we must grapple with problems whose scope is as alarming as ever. Today, as in the early 1980s, a fifth of all children under 18 are poor, and more than a fifth of preschoolers live in families with incomes below the poverty line. Both these proportions will likely rise by the end of the decade. In addition, a growing number of children live in families headed by a woman alone; the poverty rates and the receipt of welfare among such families remain quite high.

At the same time, previously rising high school graduation rates have leveled off: since the mid-80s, at least one in five young people has failed to finish high school, thus risking both high unemployment and lifetime earnings losses. Research suggests that high school dropouts lower their expected earnings by one-third compared to peers who do graduate.

The interaction of poverty, failure to finish high school, and failure to make a firm connection with the labor force is strong; the three factors indeed hover near 20 percent for all children, and higher for minority youth. Thus, we are all at risk: of losing one-fifth of our young population.

The effects of this loss on the lives of individuals, on the texture of the American social fabric, on our productivity and on our international economic status are well-documented and well-known. We read of them in the papers every day.

All of us here today also are familiar with efforts to reduce the numbers of lost youth--efforts like Head Start, the Job Corps and JOBSTART, as well as P/PV's Summer Training and

Education Program. And while these programs sometimes do make a difference, their effects mostly pale in the face of the problems. It seems fair to wonder where the headway is. Interestingly, we're also increasingly encountering polls suggesting growing willingness among taxpayers to direct additional monies into targeted, effective education and youth services. But for that actually to happen, we must confront two hard questions: Why don't we see more progress? And what can we do to increase the chances that we will?

I want to address those questions today from two complementary perspectives. The first is Public/Private Ventures' recently completed review of two decades of research on youth programs, to be published by the Department of Labor later this year. The second is a comprehensive review of P/PV's eight-year experience with the Summer Training and Education Program, a national demonstration program we have overseen from pilot through replication and long-term research. The results of that review are presented in a report called Anatomy of a Demonstration, which is being published today.

**RESEARCH DEMONSTRATIONS AND STEP**

STEP is one of a dozen or so special efforts aimed both at producing knowledge and assisting youth launched over the past two decades. Called research demonstrations, these special projects are usually supported by a consortium of public and philanthropic institutions, and are modeled after experiments in the physical sciences.

The intervention models themselves are carefully designed with specific aims in mind, and wherever possible the research employs random assignment, control groups, scrupulous data collection and analysis, and long-term follow-up to produce the most conclusive and credible knowledge possible.

These demonstrations represent our one reliable, nonpolitical source of knowledge about existing social interventions and about future policies and initiatives that seek to reverse the downward spiral of our nation's children. Their consistency in producing results acceptable to the scientific-minded of all political persuasions is noteworthy. They are regularly cited in the course of drafting and amending legislation affecting such programs as Head Start, Aid to Families with Dependent Children (AFDC), job training, community service and the Job Corps.

STEP was one such research demonstration. It received considerable national attention during its life; and its short-term findings were available early on, and played an important and useful role when Congress voted to strengthen the summer youth component of the Job Training Partnership Act with a mandate for local communities to provide academic remediation to eligible youth.

STEP'S Purpose

STEP's primary thrust was to deter early school-leaving, a chronic problem that results in poor labor market performance and low incomes. While the reasons young people drop out of school are numerous, varied, and often interconnected, STEP's designers identified two proximate causes that a research demonstration strategy could address within the confines of available public resources: school failure, particularly poor performance in basic skills; and early parenting, which is not only linked to early school departure and diminished work prospects for both young mothers and fathers, but also seems likely to lower the prospects for their children.

In its conception, STEP did not address the deeper causes of dropping out, which other research indicates are related to low family income, dropout siblings, home environments not conducive to learning, negative school experiences, behavior problems or the desire for permanent work.

Indeed, the research data and analysis available, both when STEP was designed and now--eight years later--provide little or

no direction on how to address these more fundamental causes: which or how many must be affected to change a youth's decision to drop out; the age at which intervention might prove most effective; or how sustained an intervention must be to produce effects.

STEP's focus on proximate causes was dictated not only by the limited research evidence on causation, but by feasibility as well. The program was designed late in 1983, when funds for social programs had been sharply reduced and there was scant political momentum for creating large-scale or resource-intensive interventions for poor youth.

The STEP Demonstration

These considerations led P/PV to focus on the summer as the period for an intervention that would capitalize on the need of low-income youth for both income and added support as they move from intermediate to high schools and approach the legal age of dropping out. In most communities, the summer is idle space for youth; no one institution owns it. Hence it seemed an ideal target of opportunity.

TABLE I

KEY FEATURES OF THE STEP DEMONSTRATION, 1985-1988

| | |
|---|---|
| TARGET GROUP | 14-15-year olds, JTPA-eligible, poor school performers |
| DURATION | Two summers, with modest service during school year |
| PARTICIPATING SITES | Boston, MA; Seattle WA; Fresno, CA; Portland, OR; San Diego, CA |
| MAJOR PROGRAM COMPONENTS | Half-time work, half-time classroom focused on basic and life skills |
| INNOVATIVE FEATURES | Specially designed and taught curricula dealing with both academic and life skills; two-summer duration |
| NUMBER OF PARTICIPANTS | Approximately 4800 in the overall demonstration sample, 1500 in each of 3 cohorts |
| RESEARCH DESIGN | Randomized treatments (2400) and controls (2400); short-term pre-post testing and questionnaire measures; long-term follow-up |
| SHORT-TERM FINDINGS | Consistent short-term impacts on reading, math scores; large knowledge gains in life skills/sexuality issues |

SOURCE: Public/Private Ventures, Summer Training and Education Program, published reports, 1986-1988

P/PV also chose to make use of an existing, nationwide institutional vehicle, the Summer Youth Employment and Training Program (SYETP), authorized by Title IIB of the Job Training Partnership Act, which has existed in various forms since 1965. If STEP succeeded, we felt, its connection to a national program would amplify prospects for later adoption on a wider scale.

SYETP was then--and is now--the nation's largest youth employment program, providing minimum-wage work experience--usually in isolation from other program elements--for some 600,000 youth each year.

STEP made use of this programmatic resource in several novel ways. First, it connected work experience for two summers and made it available to 14- and 15-year-olds--a younger group than is usually served by SYETP. It enriched that work experience strategically, adding half-time academic remediation in reading and math, two specially created curricula, advanced teaching methods, computer-assisted instruction, and high-engagement classes focusing on responsible social and sexual behavior, drug use, careers and community involvement.

The demonstration was an intensive, complex, long-term and ultimately successful effort. It required the support of a consortium of 11 funding agencies, including the U.S. Departments of Labor and Health and Human Services. It took eight years to complete; and $12 million to develop, install in five cities, and evaluate.

In those five sites, P/PV successfully randomized 4,800 14- and 15-year-olds into treatment and control groups, and implemented a consistently operated program intervention, as evidenced by independent field audits and in-program outcome data. STEP youth--all below grade academically and one-third of whom had been held back in school--had high attendance rates in the program and a high return rate (75%) for the second summer.

STEP Demonstration Results

As with the demonstration itself, the findings are complex and multifaceted. I will summarize some key results, but more want to focus on the large lessons we have drawn from this and other demonstrations in the youth field.

The short-term impacts on youth who participated in the full STEP program, as compared with control youth who worked full time on SYETP jobs, were consistently impressive in reading, math and knowledge of responsible social and sexual behavior. STEP treatments had test scores that were approximately a half-grade higher than controls in both math and reading, and showed substantial improvement in their knowledge of pregnancy prevention--all generated in a six- to eight-week period during each of two summers. Some key indicators of STEP's population, and its robust short-term effects, are summarized in Tables II and III.

STEP was also successful--and this point is well worth noting--in generating sustained enthusiasm among the program's state and local operators, which included employment/training agencies, public school systems and community-based organizations working together. All five demonstration sites have continued the program since completion of the demonstration's operational phase in 1988.

Indeed, one of the major dimensions of STEP's success was in replication. More than 100 communities around the country have replicated STEP, with intensive, well-designed technical assistance and materials from P/PV. Thus far, replication sites have served 20,000 additional youth, producing test score increases equalling, and often exceeding, those of the original five demonstration sites.

These successes seemed to confirm the original hope that STEP could significantly improve the longer-term schooling, income and parenting outcomes for youth over what they would otherwise experience. The program seemed to do its work with admirable consistency, even when the rigorous conditions of the demonstration process were relaxed in replication sites. At one level, at least, STEP truly "worked" and worked well.

But long-term research completed by P/PV last year shows that the impressive summer impacts did not hold up once youth left STEP and returned to their regular school and life routines. And several years after finishing the STEP program, treatment youth were no better off than the control youth who had summer jobs only. STEP youth had dropped out of school at the same rate

Table II

## SUMMER TRAINING AND EDUCATION PROGRAM PARTICIPANT PROFILE

| | |
|---|---|
| ***Age*** | |
| ≤ 14 Years Old | 57% |
| ≥ 15 Years Old | 43 |
| ***Gender*** | |
| Male | 48 |
| Female | 52 |
| ***Race/Ethnicity*** | |
| Asian | 19 |
| Black | 49 |
| Hispanic | 18 |
| White/Other | 14 |
| ***Economic Characteristics*** | |
| JTPA Eligible | 100% |
| Percentage from Female-Headed Households | 51 |
| ***Educational Characteristics and Performance*** | |
| Mean MAT Reading Score (As Grade Equivalent) | 6.1 |
| Mean MAT Math Score (As Grade Equivalent) | 7.0 |
| 8th Grade and Below | 60% |
| 9th Grade | 36 |
| 10th Grade and Above | 4 |
| Percentage Repeating a Grade | 32 |
| Percentage Experiencing Difficulty with English | 15 |
| ***Sexual Behavior*** | |
| Sexually Experienced | 43% |
| Recent Unprotected Sex | 35 |

Table III

## SUMMER TRAINING AND EDUCATION PROGRAM SHORT-TERM IMPACTS

### First Summer

| READING | MATH | CONTRACEPTIVE KNOWLEDGE |
|---|---|---|
| Net Impact on Grade Equivalent | Net Impact on Grade Equivalent | Point Increase on 9-point Scale |
| .5 | .6 | 2.08 |

SOURCE: Public/Private Ventures, 1985-1991 Summer Training and Education Program findings



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and showed no improvement in early labor market performance or reduction in rates of teen pregnancies. In short, a positive and successful experience in work, education and life skills instruction over two summers was not sufficient to alter the life trajectories of poor urban youth.

Indeed, the problems of these youth, as they emerge in the STEP follow-up research, paint a bleak picture of what life is like for disadvantaged youth in America today:

Among those who were 17 and 18 years old when we interviewed them, both treatments and controls, 15 percent were neither working nor in school, 22 percent of the young women had children and 64 percent of these young mothers were receiving public assistance in some form.

For treatment and control youth who had enrolled in STEP a year earlier and were 18 and 19 years old at the time of our interviews, one-fourth were neither in school nor working, one-third were single parents, and three-fourths of the young mothers had been on public assistance at some time during the previous several years.

I do not wish to minimize the significance of STEP's lack of long-term impacts. But a large set of messages are to be found among the demonstration's complex findings--positive and sobering alike. A balanced interpretation must include both.

Most important, it is a mistake to conclude from our experience that "nothing works." The deeper truth, I believe, lies elsewhere: in the stubborn and deep-rooted problems that today's poor youth face, problems that are not so readily swept away. Yet we have learned much about their nature, and our capacity to respond to them. And it is these large lessons, both hopeful and serious, that I want to present today.

**STEP'S LESSONS**

Public/Private Ventures draws four critical lessons from the STEP experience, lessons that resonate with findings from other demonstration work of the past.

1. **It is possible to produce improvements in the reading, math and life skills of young adolescents in a short period of time.**

The STEP research shows, powerfully and unequivocally, that test scores can be improved in short time periods at reasonable operating costs. STEP youth ended the summer with reading and math scores one-half grade higher than those of controls in a program that cost just $600 per youth per summer above the costs of the existing summer jobs program. Moreover, STEP youth demonstrated clear improvement in their knowledge of the consequences of teen parenting and the importance of avoiding it, and their understanding of the need to make good decisions that influence the future.

The STEP experience and data counter the view that programs cannot have positive effects on teenagers who have already experienced failure in school and the debilitating effects of an environment poor in resources and opportunity. With the right focus, the right tools, appropriate technical support and adequately conducted programs, we can produce beneficial changes at measurable levels. These are experiences that we can build on--and in fact must build on.

2. **Innovative programs can be replicated with consistent practices and results across large numbers of varying locations.**

Although STEP was tested in five locations, an unprecedented replication effort funded by the Department of Labor, Exxon Corporation, General Motors Corporation and The Rockefeller Foundation made it possible to start STEP programs in more than 100 additional areas of the country. As I mentioned earlier, the young people in the programs did at least as well if not better

during the summer as those in the demonstration--regardless of whether they lived in cities or rural areas, and no matter what their demographic profiles.

Effective social programs are viewed by many as idiosyncratic and unique, dependent on exceptional local leaders and incapable of being brought to scale. The STEP experience suggests that this view is in many ways incorrect. With care and foresight, with the right **kinds** of investment and effort, social programs can be widely and effectively adopted, building on local strengths and amplifying them with solidly developed new tools to aid youth. STEP is a blueprint for such efforts. We can use its lessons to better programming, and better the chances for youth.

### 3. These accomplishments require a businesslike approach to investments in innovation development.

Some 2,400 youngsters initially benefitted from STEP's two-summer combination of work, academic remediation and life skills instruction in the demonstration sites; about 20,000 more have had similar gains in the replication sites. These numbers are not large when compared with the 600,000 low-income youth enrolled each year in the summer youth jobs program. Yet they are enormous when compared with the usual research demonstration or, indeed, with the many similarly promising small programs that achieve notice, but not scale. How did the STEP effort succeed?

To create and test the model itself required, first, a complex funding consortium that included the Departments of Labor and of Health and Human Services, The Ford Foundation and nine other private and corporate foundations. These funders were willing to invest in research and innovation at the critical developmental stage. Their investment produced the novel teaching approaches and materials that learning theory indicated would generate improvements, trained public school teachers to carry out those innovations, and provided a solid blueprint for widespread replication.

Developing these innovations required an initial investment of just about half a million dollars. Installing them cost about $15,000 per site; ongoing training, quality control and materials improvement cost another $10 to $15 thousand per site during the initial two years of operation. These were **investments**--fruitful ones, I believe.

Operating STEP also required, second, the willingness of localities to totally change the way they did summer programming. Accomplishing the transition from jobs alone to a combination of work, schooling and life skills involved the establishment of relationships among agencies not previously in the habit of working together, staff retraining, creative financing and blending disparate funding streams.

Financing and developing further innovation in STEP continues to this day. With the generous support of Kraft General Foods, we are now working with replication sites to find ways of reinforcing the STEP experience during the school year and tying the project to broader school reform efforts.

These kinds of costs and operational adjustments are often not adequately taken into account in dealing with social issues. They are the price of change. Yet taken together they are not unaffordable. Quite to the contrary, they remain well within the reach--and interest--of more than 100 communities throughout the country.

Third, the STEP success reflected an element seldom found in our work: a business perspective. Front-end investments in developing the right innovations; an entrepreneurial sense of how new techniques can be packaged, disseminated, and flexibly applied in a variety of local settings; care and intelligence in training new cadres of users; management information and quality control--all are hallmarks of successful business practice. These practices are now uncommon in public-sector programs, but should not be. Appropriately used, they can produce success of a significant kind.

**4. Short-term programs like STEP, even when they have positive short-term effects, are unlikely to produce long-lasting impacts by themselves.**

STEP's strength was its highly organized, intensive and controlled involvement in each youth's life during the summer. But once that involvement ended, there was no vehicle to reinforce and continue the positive effects. Over time, they dissipated.

STEP filled a critical gap in the lives of disadvantaged young people--the summer. It provided them with an important introduction to the experience of working, protected them from the summer learning losses typical of their peers, and increased their knowledge of the dangers of early parenting. But there it ended.

It seems fair to conclude that STEP wasn't preventive enough. Within the constraints of P/PV's original design and mandat we could not reach down to the younger years--to serve 12- and 13-year-olds whose lives might have been more easily shaped. Nor, in a single program, could we offer family supports, year-round supports and other services. We positioned STEP as early in youngsters' lives, and offered as intensive a regimen of help, as we could; still, it wasn't enough.

Just as significant, in assessing what STEP could not do, was the lack of reinforcement for STEP's gains. One program--whatever its own effects--will seldom produce effects that are deep and durable. Success must build on success for youth to continue to grow and achieve. After STEP, there was too little secure, appropriate footing to permit youngsters to advance.

The footing wasn't there because STEP's sole focus was on changing the youngsters. It couldn't change their environment, or the schools to which they would return. It could produce change in the youth themselves--but only for a time.

These lessons, in light of our overall experiences in the social policy field, are not surprising. Yet they force us to confront a fact we would just as soon avoid: there are no magic bullets in our business. Ten years ago, our expectations may have been higher--and more naive. Today, we must finally lower them to a realistic level, then think and act constructively in light of what we know.

**THE BROADER LESSONS OF STEP AND OTHER DEMONSTRATION RESEARCH**

Indeed, we can find evidence of this fact in other research demonstrations and evaluations carried out on youth initiatives over the past two decades. In our review, conducted for the U.S. Department of Labor, we found a depressingly consistent record. The interventions tested have rarely produced long-term impacts of magnitude.

The strongest results in the AFDC demonstrations, for example, do not include reductions in poverty levels or need for public assistance. Recent research on Head Start shows fading effects as the children move through school. Alone among interventions, the Job Corps has succeeded. But it seems altogether fair to wonder if its successes do not stem from removing youngsters from the environments that other programs must compete with--too often unsuccessfully.

Many of these programs succeed in their major task--giving kids a boost. These "boosts" are important; but they aren't enough for youth from poor families in poor neighborhoods going to poor schools, with few opportunities, few role models, few avenues for positive reinforcement. Environmental negatives soon overwhelm any boost, whether administered at age one, three, five or 14.

Must we then conclude that nothing works? That these programs and initiatives are useless and should be dropped? That only by removing poverty and all its attendant ills can these children be helped to succeed? Obviously that would be ideal. But one lesson we all have learned is that we simply haven't the tools yet to make all that happen.

Nonetheless, I believe the picture to be far from hopeless. Our research demonstrations--like STEP--have produced important findings. Together with experience we have gained in the field--and some healthy doses of common sense--we're far more capable now of finding guideposts for our efforts to assist poor youth, whether in reforming schools, offering special programs and social services to youth in poor communities, or making juvenile justice agencies more effective in rehabilitation.

The answer to my questions, then, is this: some things do work; we need more of them; and we need to build on them realistically. Our own work--which reflects the work of many others in our field--leads me to the following conclusions on how to proceed:

**1. We must abandon the search for quick fixes.** We must give up our expectations that single programs like Head Start and STEP can, by brief inoculation, overcome the intense and ever-present negative influences that surround poor children. Real progress demands realistic expectations.

Yet we must not lose sight of the useful and positive effects we can achieve with sound short-term strategies. STEP and other programs can produce beneficial effects. We can raise test scores, increase knowledge and boost attachment to the labor force--in the short term. These are real, demonstrable and valuable capacities. They have potential, which must be clearly recognized, reinforced and built upon.

**2. Achieving long-term results requires a strategy that incorporates both short-term programs and larger institutional changes.** Our task is to take what we have learned about producing short-term gains, apply those principles in other settings, and array and connect short-term successes in ways that can alter the future for disadvantaged young people.

Successful transition to adulthood depends on having a sequence of positive experiences as one matures. For too many poor youth, such experiences are few, while the fallow periods in between are all too frequent.

Thus our greatest untapped opportunity for effective short-term programs may lie in what I call the "gap periods" in youngsters' lives. The long and now-often-vacant summer break, the unstructured after-school hours and weekends, the floundering period between high school and settling into a career for non-college-bound youth all appear to be fertile, largely unexplored avenues for intervention. No one owns or uses them now, and their potential is largely wasted.

Lest this all seem too general and abstract, let me offer a few specific examples. STEP, a program with the kind of useful short-term effects I spoke of earlier, was one that targeted summer--an important gap in most adolescents' lives. Head Start is very much like it--solid effects in the short-term and built into a critical phase of a youngster's life. Twenty-five years ago there was an early childhood gap; now--for many youngsters--there is Head Start.

With STEP, we are now reaching for the next stage--how to make the program a more integral part of the school year, use its effective techniques more widely in schooling, and thus perhaps be a small lever in local school reform efforts. Similarly, new Head Start efforts are looking to extend their reach, to support young children for longer periods of times, in more ways, until they reach school age.

That is one aspect of what we must do--use solid programs to span gaps in children's lives and over time alter existing institutional arrangements in useful ways. In public education, we see related examples: the widespread adoption of James Comer's School Development Program and the Essential Schools model of Theodore Sizer are examples of institutional rearrangement from within--new models of school change centered on process and actors, but aimed ultimately at making institutions more child-centered and thus more effective.

There are other examples of these themes that common sense suggests are important, yet that we haven't yet tried. One is to link and more fully engage the schools with community-sponsored programs, those run by churches, community centers and nonprofit youth organizations. Individually, these programs and institutions now serve important but narrow purposes--with numerous gaps between. Better linked, they offer a far richer web of opportunities to close the gap periods that now stand empty in young people's lives.

Over the past two decades, an enormous amount of academic work has been done in fields like cognitive development, adolescent development and developmental psychology. Emerging work in these areas stresses the critical role of supportive institutions, the connectedness of experience and learning, caring environments, and the fundamental need for adult interest and attention to children. We need now to find ways to try out these ideas formally, and to build this knowledge into youth programs and youth-serving institutions if they are to matter in the long term.

Finally, my own common-sense perspective returns again and again to the need for more adult contact with youth. We must support and develop many more opportunities and mechanisms than we now have to connect youngsters with caring adults in the schools and institutions in their communities. Adults need to provide attention, encouragement and support--the human supports that struggling, often dysfunctional families are unable to provide their youth, but that in well-functioning families and communities, naturally enrich the lives of children.

**3. We must take a businesslike approach to investing in these changes.** They require ample funding on the front end, in innovations and in changing people and institutions. The lessons of business success apply here: we must--at adequate levels--make investments in change if we want change and improvement to come about. These investments need not be prohibitively large; STEP's were, in the context of their results, quite modest. Yet these front-end expenses may yield programs with far more affordable operating costs, and far better results.

The responsibility for such investments is properly, I believe, that of our governing institutions. Rhetoric did not build highways, dams or the first space shuttle; it will not build a system of services for our children. We must invest--intelligently and wisely, to be sure--but we must invest.

**4. We must find--and combine--the most fruitful roles for federal, state, local and private-sector actors and responsibilities.** Typically, this nation alternates between the rhetoric of federal dictation and the rhetoric of local control; between calls for government action and private-sector contributions. Neither works in isolation from the other.

The STEP demonstration combined funding from the federal government and foundations to develop and install its innovations; it capitalized on state and local staff, talent and dedication to operate the program well; and in P/PV it had a private intermediary that could gather the expertise and resources necessary to develop innovations and work with local organizations outside of a bureaucratic, regulatory setting.

This model of collaboration has been used before to get important tasks done in America. We need to revive it now, at a scale commensurate with the crisis our youth now face. Single programs, we know, cannot do the job alone; neither can any single institution solve the complex problems our youth face, and that we must solve.

These are not easy issues. But I see hope in the lessons we have learned, and the directions in which they point. Our task now must be to take seriously what we have learned, and use the lessons wisely, energetically and successfully to serve the nation's youth.

Acting Chairman DOWNEY. Mr. Bailin, thank you for giving us the privilege of hearing you offer your testimony today and summarize this report.

We are going to draw extensively on your first admonition, which is that there is a mixed message here, providing both hope and realism. We deeply appreciate the work that you are doing.

Let me ask you some housekeeping questions before I go into some of your lessons. The study that you have reviewed today focuses on young males, as well as females.

To what extent did you find that gender was an important factor regarding the needs of the program's participants and their experiences and their outcomes? Was there a difference between the young men and women?

Mr. BAILIN. In large part there was not a difference. Frances, would you like to speak?

Ms. VILELLA-VELEZ. In the aggregate, there was not a difference. In the program experience, in the kids, we did not see much difference, but we specifically focused on the needs of young men as well as young women when we were designing the curriculum.

Acting Chairman DOWNEY. The program was not designed to take a look at the other, more deep-seated factors for school dropout and teen pregnancy. Do you think the program would have had a different impact had you attempted to do that, to take a look at home factors?

Is there a way to deal with those home factors in some future study or some future program?

Mr. BAILIN. I would answer you are right on target. Those are the kinds of things we have to think about and those are the kind of things we have to do. Not simply family, but the whole web of institutional supports which most kids who are in better circumstances are provided and afforded.

I believe it is really critical for us to deal with the family, and I guess I have made one point here that would suggest that we think about these gap periods very, very seriously, because in the final analysis, kids spend more time there and more destructive things happen then, so that if we don't take into account—I guess I mentioned earlier in conversation, Mr. Chairman, it strikes me we are spending enormous amounts of money trying to change the way schools perform, and that is probably good.

We have a $300, $400 billion public school enterprise which primarily needs to be righted, will take a lot of work to right, but even so, if we are successful, and nobody is quite sure we will be, we find things like summer is a time that dissipates whatever the schools are able to effect.

You take a look at summer programs, and see we spend less than $1 billion on those, and similarly for other kinds of support, including trying to hook up with good programs for parents. I think some of those other things are going to be absolutely critical if we are going to achieve what we want to achieve in terms of turning the lives of kids around.

Acting Chairman DOWNEY. That is a very important point. We do focus on what goes on in the classroom. We are probably, in the next couple of years, going to invest a lot of money there.

We talk about whether there should be "choice." An example, at East Harlem, is a junior high program that seems to have worked. What you are saying is it is not enough to focus on the schools. Is the home life that bad and the lack of control that complete so that when the kids come home they are coming home to not particularly constructive influences, and are staying out of the home where we know the influences are awful?

Mr. BAILIN. It is not just the home life. There was a time when we did have community institutions that were healthy and when parents could do anything; there were always people in the neighborhoods and organizations that would latch on to a kid, grab a kid before they got in trouble.

I think the problem certainly has to do with the larger issues of family and poverty, but it has no less to do with the fact that traditional institutions that used to be there for young people aren't there, either. This is a very tough message, but again what I want to try to do is focus on the fact we do know from research-based findings, as well as common sense, find ways of dealing with a lot of these specific things and hook them up.

Whether or not it can overcome poverty in the final analysis is open to question.

Acting Chairman DOWNEY. Given everything that you have learned, does your organization propose a model that might make a difference that deals with all of these other gaps for some kids?

Mr. BAILIN. I would say, Mr. Chairman, that probably the major point here is there is no model. We have to look at each of these different periods of time. We are going to have to look at all these different circumstances, and I am convinced we can successfully find something that works in each case, but I guess the overall message I would want to leave you with, there is no magic bullet.

There is no one thing we can come up with and prescribe that will make a difference for all kids.

Acting Chairman DOWNEY. Mr. Bailin, I think you have said it, but I want you to say it again. Do we know enough about all of the different things that are going on in children's lives so we could conceivably put together a program?

For instance, we seem to think that Head Start makes a difference, and we have some models where primary and middle schools can make a difference. Are the pieces out there? Is it a question of taking the pieces we know that work and putting them together, or do we need to know more?

Mr. BAILIN. We need to know more. There are some pieces about which we can say some things for certainty. I think, for example, if you take the two examples I raised in this discussion, if you take STEP, we know we have something that works in the summer months. That is pretty cut and dried. We know we can have dramatic effects in the short term.

With Head Start, we know at least early on you can get some pretty powerful effects, and there are some encouraging things to be learned. We can build upon that. We know if we stop, then things won't happen. We can't tell you exactly what to do next after Head Start or exactly what to do next after STEP, so we now have to invest in trying to do the kinds of things we did with what-

ever those next steps are that would connect up and make something work.

The answer, Mr. Chairman, is we know enough about certain pieces to do a lot more and we ought to do that. We are going to have to invest in change and invest in innovation. We have to apply some principles that we think will work, but still need testing before we can be sure we can hook up a full system.

Acting Chairman DOWNEY. Tell me about some of the systems that you think need to be tested. Mr. Bailin, help me out with this. Say we give ourselves a couple of years to experiment before we invest too much of the taxpayers' money in things that will not work and will only result in greater opprobrium due to our mistakes. What else should we be looking at?

Mr. BAILIN. Well, there are an awful lot of things going on in education right now which probably I ought not talk about, because that opens up an enormous area in which I think there are a lot of promising things, and more money will be needed for them, but there is a lot of attention being paid to that right now.

An area, for example, where I think no attention is being paid might be in that area above 6 years old at—the Family Support Act is going to be primarily concerned about kids 6 and under. For the most part, we have a Job Training Partnership Act that cares about kids and focuses on kids 14 and older, so we can do some things for kids in this age range between 6 and 14 and work out some new ideas.

We don't know exactly what works there, but we are starting to get in better shape. If you take that period between when kids begin to move away from the home, let's suggest 8 years old up to 13 years old, when kids are still experiencing some dependence, there doesn't seem to be anything there that we can look to that suggests, here is the answer and here is the way to go.

I think we would want to start testing some ways of hooking up schools with the old Boys' Clubs and Girls' Clubs, a variety of not-for-profit associations in the neighborhoods that are trying to reach out and discover ways to work with the kids but don't have the means, don't have the full understanding how to do that. They are there.

These are the kinds of places kids walk in and out of. They are received well. It is not clear anybody knows what to do with them. If I were trying some things out, I might want to look to neighborhood-based groups as a place to begin to work with because it would strengthen the neighborhood and strengthen those groups and neighborhoods with more stability.

I think in those kinds of areas, you might want to try some things that would be worth testing out.

Acting Chairman DOWNEY. I have read two books recently that have had a profoundly negative influence on me. Both are beautifully written and address some deep problems. One is John Kozel's book, "Savage Inequalities," and the other is Allen Kokowitz': "There Are No Children Here.".

I don't know if you are familiar with either of those books. In Mr. Kozel's book, he talks about East St. Louis, Illinois. I have never been there, but from what he described, it seemed that many people there lead active lives of complete desperation. In

Kokowitz's book, he does a profile of two young boys who live in the Henry Horner Homes in Chicago, a project. It seems to me that if we are going to help the kids in East St. Louis and the kids in the Henry Horner Homes, we are going to have to try a lot of different things and things that have not worked before.

One of the things this is leading me to is a question I want to pose to you. You mentioned in your second point that we need to do this work consistently and have a business-like approach.

In the area of social research, can I confidently explain and convince my colleagues—not on the subcommittee but on the full committee—that there is a business-like approach, a methodology, that looks at problems and comes to rational conclusions; and that it is not just some grand Great Society effort of throwing money at something, but rather a serious business-like effort to make a difference in the lives of people?

Could you assuage my concerns and agree that the problems are not that intractable and that the solutions are business-like and workable?

Mr. BAILIN. I don't want to overdraw the public-private sector dichotomy here because that is unfair. There are some very-well-run public-sector programs and some not-so-well-run private-sector programs. When I use the word business-like approach, I am probably using a term here that suggests something that is not always associated with how business comports itself.

I am speaking very specifically to the kind of mentality that allows you to think ahead of what it is you are trying to do, invest in prototypes and test them out. Put up front the capital you need to put in place, the kinds of things you are going to try, provide for the training that is necessary for people to utilize whatever new tools or whatever innovations you are trying to do.

Monitor those things with proper quality control and management information systems. I mean that when I speak about business-like approach. And what I meant to say, there is no magic in that, and I am convinced if we applied that to other public settings, other public programs and indeed to those businesses that don't do that, things would do a lot better.

I use that term more as a way of characterizing the way we went about taking this demonstration to scale. This can't be done, is what you always hear. Models are models and they work here but don't work there, because of this guy or that guy.

I think that we satisfied ourselves with STEP and programs that have components you put together, you can do something different than throw out a flyer or have a training conference. You have to do something different if you are going to root significant social programs somewhere.

The effort we took, I characterize as business-like, it is within the reach of any organization that wants to do that. It does require some investment up front, but I think that is part of it. It is understanding there is some up-front costs, and maybe down the road it will save you some money if you have done it that way.

Acting Chairman DOWNEY. There also will be some failures?

Mr. BAILIN. There certainly will be some failures. That is why the idea of research demonstrations are the way to go about this.

Acting Chairman DOWNEY. At least we will learn from our mistakes.

Mr. BAILIN. If we don't, it is not worth investing. Mistakes can actually help you out a lot. Much of what we learned over the years comes from what didn't work and what didn't make sense. The important thing now, as we indicated in "Anatomy of a Demonstration," is that, we believe it is possible to take from those mistakes a lot of useful information that can be better applied to public funds, and allow us to direct things to things more likely to make sense down the road. The first thing is forget looking for the magic bullet.

Thank you.

Mrs. Johnson.

Mrs. JOHNSON. Thank you very much, Mr. Chairman. Welcome, Mr. Bailin. I am sorry I missed some of your testimony. I will read it in more detail.

I have skimmed it and listened to the questions of my chairman. I have a couple of questions of you First of all, I think the work you have done to demonstrate the year-round involvement is absolutely essential. It is important.

We all know as parents, if you abandon your children during the summer months, the family would collapse. It doesn't make sense what we are doing when we look at helping children in difficult circumstances

I visited a job training program in my hometown recently. This is called Learning Works. It is an education program, it is part of JTPA, but it is also aimed at addressing concerns we raised in the welfare reform bill. Eighty percent are on welfare. They get not 1 penny from the State department of income maintenance because they cannot tolerate the rigidity of our welfare system.

I think we need to look at how is Government involving itself in the solution? In this program and in debating that bill, we wanted to encourage local communities to use their adult education money to do some of the remedial adult education.

In my hometown, every dollar is going to that. That is what is supporting the center. Every dollar of our adult education money is going to this JTPA program on learning. Every other adult learning program is totally self-sufficient.

In that program, I talked to some teen mothers, why they dropped out of high school and why they were there, and it was a perfect example why that program can't work under the department of income maintenance guidelines. Each child is different. Each adult is different, the pace at which they learn is different.

They have coupled together a lot of good ideas that have come from this level of government, but also the State. A lot of adults in job training programs are also part of a parent-child literacy group that they had convened that day just so I could see it, although it was a school day.

A lot of our outreach efforts—Even Start; in Connecticut, we have a program called Healthy Start—and a lot of job training efforts are working in microcosm, but they are not working macro.

I want to point to one other program I have had a lot of involvement with, the Independent Living programs in my State. We mandate that these kids have to go through a life training skills pro-

gram before they can get stipend to live on their own, because they are under age.

We teach them about banking. A lot of these are foster care kids who have bounced from home to home. Others of them are kids from very marginally integrated families, and several things have come out of this:

First of all, for many children, this is the first real attachment they have ever experienced, but when the program ends, they lose this one community that has ever been supportive and understanding. Since they don't come from the same hometown and are without transportation support, they can't get together.

Second, this kind of kid exists in the grammar school, but we wait until their lives are so disintegrated they are in the Independent Living Program.

I have often thought about piloting or requiring schools to identify these high-risk kids and keep them in a program throughout the summer. Start it in the fifth grade and you can support that child in and out of its home.

Anyway, there are some very good programs out there, we just don't knot them together. By our guidelines—we just don't give them the latitude to knit themselves into the fabric of the kids' lives, their family's lives or their community's lives.

I don't think this solution can be done through children's programs, only. Another good program to consider is the sweat equity program. In my State, it has trained families not only in how to help build affordable housing for themselves, but then how to govern it.

The tenants set the rules about how the kids can behave. The tenants set the rules about economic management of this housing project and setting money aside for repairs.

What is interesting is that at the last sweat equity project I visited, half the people that become unemployed—this is not unusual, these are people on and off welfare—had a network of friends who were able to refer them to jobs and, furthermore, who would help care for their kids if their job hours didn't quite connect with school hours.

The concept of a supportive community is really, really important. And it limits the damage of institutions, as well as promotes fundamentally sound growth.

So you got what is happening in sweat equity, you have what is happening in Independent Living, you have what is happening through the Family Support Act, through Even Start and early intervention programs, and then there is something else happening, at least it is happening in my time.

The churches are taking a much different attitude toward all these things, and particularly the black churches and the boys' club, which is really reaching out in a way it never has. So—in my particular hometown, our boys' club is right in the middle of an area we are rebuilding with sweat equity, so we will have a chance to see what is going to be the interplay.

I think the role of Government has to be changed. How does Government strengthen community institutions? And we can't draw the line between secular and nonsecular, I don't think, and have a

community in the real sense. How do we more effectively foster parent involvement?

There are some dramatic examples in Connecticut, in the inner cities, of one or two schools that managed to get parents involved.

How does our welfare program encourage parent involvement, and how does it not? How can we create flexible programs? How can Learning Works get some Government money and yet not be so rigidly controlled?

How do we make accountable without, in a sense, undermining the goals which we hold dear? How do we focus on causes rather than symptoms? I was noting this morning's paper, a study of the State of Washington, of 500 pregnant teenagers; two-thirds of them had been sexually abused, many of them since the age of 9.

You are never going to help people turn their lives around unless you deal with sexual abuse. How can we as Government, create greater flexibility, look at more community base, look at more interaction accountability with the whole family. I think we have the programs. I think we are not honoring the leadership and advice of the people involved.

One specific question along this line. I have been a strong advocate of welfare recipients being required to get involved in education or training 6 months after their first child. I think we are making a desperate and terrible mistake in waiting until that child "is old enough not to need its mother full-time." These are not mothers that can mother full-time. Their time with that child would be much more productive if it were guided parenting. The only way you can guide them in parenting is to require them to be involved.

I tried to propose the last time we did welfare reform that the welfare mothers, 3 months after they get back from the hospital, for them to be involved in parenting classes.

I guess what I am really saying is we will never make change unless we begin to couple humanly responsible actions with government support.

For example, my Governor is thinking about some important changes to welfare. He has proposed that not only do your children have to be enrolled in school for you to receive AFDC, but they have to be participating.

I would like to say you also can't move during the school year unless you have good reason, because we are letting parents deny their children access to education by moving three times during the school year and having an 89-percent turnover rate in some of our classrooms. A parent doesn't have a right to do that.

Furthermore, we can't get the parent involved either in the child or the school or the community or anything. We can't reach sexual abuse if the family keeps moving. I think we have to begin looking at what are those programs in place whose power we are not using to pair with responsible behavior.

You want help, we give you help. We give you a roof over your head, but only if you do other things that we think will be useful to you.

Now in that regard, you must surely have required things of your kids in the summer program as well as provided things for them. This concept of pairing responsible behavior with responsible

benefits and how we go about that is something I would like to hear you comment on. How do we use that principle to also reach out to community institutions that sometimes now we see as beyond the purview or out of the peripheral vision of government?

Mr. BAILIN. You really raised——

Acting Chairman DOWNEY. Would you restate your question?

Mrs. JOHNSON. Mandatory participation for children under welfare, education, and pairing responsible behavior with public benefit programs.

Mr. BAILIN. I would first say a large part of your statement raised an awful lot of good points, and I wish I had time to be able to respond to all of them.

Mrs. JOHNSON. Sometime I hope you will.

Mr. BAILIN. I would enjoy that.

Acting Chairman DOWNEY. We will have Mr. Bailin back. We will try to make him a regular, if we can get him to come up from Philadelphia.

Mr. BAILIN. Be happy to. We have not had enough experience to speak very directly about the kind of requirements you are talking about that has sanctions attached to it, but I'll respond generally in terms of combining some of the things you talked about.

I think one of the things we have learned is you can't just deal with a parenting project. You can't just deal with an education project. You can't just deal with a work project; that essentially all of these different things have to come together, reinforce one another, in order to make much of a difference.

If we give kids education and they don't see there is any work opportunity later on, you will not have kids working as hard as they need to work. If they don't see much hope, they are not likely to deal with those parenting issues and teen pregnancy prevention issues that we all care so much about.

I can't speak too much about whether the requirement would work or how it would work, I think there ought to be different ways of combining the concerns that you expressed about good parenting with other kinds of things to make that a more meaningful requirement.

Mrs. JOHNSON. The issue of hope, when you talk to these kids, of course, they can't see very far down the track, nor can society make clear to them what career path, what job opportunities, and so on and so forth, but being in a supportive environment, that teenager sitting next to a teenager with a child, that is a supportive environment.

I think not to require kids to be in environments that are not supportive is a mistake.

Mr. BAILIN. More supportive environments——

Mrs. JOHNSON. Do you think it would be a mistake to require teenagers on welfare or maybe everyone, to participate in these kinds of programs from the very beginning?

Should we be saying half-time at 3 months, 6 months? We provide day care, you come with us? Is that too heavy-handed, and if so, why?

Mr. BAILIN. I don't—again, I can't really speak to the sanctions dimension of it. I think that——

Mrs. JOHNSON. I am not talking about sanctions, I am talking about mandatory participation.

Mr. BAILIN. If they didn't participate, there would be consequences. I think the support you are talking about is critical. And to the extent you can require it, that is OK, but to the extent you don't combine it with those other things, I don't think it will make much difference.

That is our experience, that it has to be attached to all these other issues. There needs to be a sense to all kids, a sense there is opportunity. There need to be available skills. They will take advantage of that opportunity, and they need the support you are talking about in order to learn those skills. The sense of safety.

Mrs. JOHNSON. How can they see opportunity when they feel no sense of themselves? I can't make their participation dependent upon their belief there is opportunity; they don't see opportunity. They have to learn that.

They have to learn they have something that can give them opportunity. If you don't mandate participation, I don't see how you get anywhere.

Mr. BAILIN. I am trying to skirt what you are saying a little bit, because I think what I have——

Mrs. JOHNSON. But it is so good, why won't you let me do it?

Mr. BAILIN. I feel in this instance, it is not something I can tell you I know would work or would have an effect. I do know in this case more what won't work, and I think that is what we all suffer from in some of these areas. That is one of those issues more work needs to be done, and we need to understand better the effects you would like to have occur.

Really, I am not taking a position against or for it. I don't know if it will work. My experience tells me—I know what kids need, and what you are talking about can give them that; there may be some merit to it. I don't know what the whole package would end up looking like.

Without that, it is hard to say it would have much of an effect. That is a simple "I don't know."

Mrs. JOHNSON. Thank you.

Acting Chairman DOWNEY. Yes. Thank you for your very candid testimony and a really superb report. We would be honored if you would join our usual list of suspects up here on a routine basis, to come up here and tell us what we don't know and also what we should be trying to find out.

Thank you, Mr. Bailin and Ms. Vilella-Velez.

The subcommittee will next hear from the more typical list of our suspects, who are good friends from Mathematica Policy Research, Alan Hershey, senior researcher; and from Manpower Demonstration Research Corp., Milton Little, vice president for operations. Alan.

## STATEMENT OF ALAN M. HERSHEY, SENIOR RESEARCHER, MATHEMATICA POLICY RESEARCH, INC.

Mr. HERSHEY. Thank you, Mr. Chairman. Thank you both for the chance to be here.

My name is Alan Hershey. I am a senior researcher at Mathematica Policy Research. Under contract to the Department of Health and Human Services, we have been evaluating the teenage parent demonstration, more formally known as the demonstration of innovative approaches to reduce long-term AFDC dependency among teenage parents.

I have submitted a statement and papers for the record about the demonstration. I would like to summarize what this program was, and a few of our findings. My comments, I think, are quite consistent with Mike Bailin's, and I hope provide some further response to the questions you have been raising.

The demonstration was conducted in Camden and Newark, NJ, and in Chicago, through regular public assistance agencies. The program was not for a small group of volunteers. Every new teenage parent receiving AFDC was required to participate or risk losing a portion of her AFDC grant.

The program provided a comprehensive range of services—a variety of education options, job training, help with child care, money for transportation, a variety of workshop sessions on parenting, drug abuse, family planning, and a variety of life management issues.

Case managers were the key staff that held this together. They helped get participants into job training or education. They coaxed and pressured them along the way to stick to the plans they made, and they counseled them as crises arose.

If the young parents failed persistently to participate without some good cause, their AFDC grants were reduced until they resumed required participation. About 358 teenage parents entered the demonstration over the 3 years that it actually operated in the three sites, and over those 3 years, the demonstration cost about $6.8 million, or an average of just under $2,000 for each teenage parent who enrolled at some point in the demonstration.

I would like to tell you about four of the lessons we have drawn from the demonstration so far.

First, people who start receiving AFDC as teenage parents are a small but very important part of the overall population receiving AFDC. In this demonstration, the new parents were between 6 and 17 percent of all new AFDC recipients coming on the rolls each month in these sites. There is a high risk these young parents are going to need continued government assistance for a long time, for many years. As a result, a large portion of the full AFDC population at any one time consists of people who began receiving AFDC as teenage parents. It is really important to focus resources on these people early—of course, maybe even earlier before they had children, but at least at this point, soon after they start receiving AFDC.

The second lesson is that it is important, I think, to base a program on mutual obligations and responsibilities for both participants and program staff, and those obligations need to be treated seriously. Both staff and participants in this demonstration told us that a requirement to participate is useful, because it can bring otherwise isolated and reluctant teenagers, fearful teenagers, into contact with opportunities that they actually welcome.

But rules about mandatory participation are certainly not enough. The staff have to pay prompt and persistent attention to every teenager whose attendance at whatever they are doing in the program is poor. That attention can make a difference, and I will tell you one little story.

As an example. A case manager in Chicago couldn't understand why a young lady failed repeatedly to show up for program classes. She visited the participant's home, and she found she and her partner were sleeping in shifts so they could guard their baby's crib from rats. The case manager helped them find new housing, and the young lady began attending classes. The program staff paid persistent attention. They insisted that people participate and they got 85 to 95 percent of the identified teenage parents to at least enter the program.

The third lesson is that these teenage parents need a lot of help and much more than just a formal requirement to finish school. Getting a high school diploma or GED is clearly an important step, but low academic skills are usually just a symptom of other problems that get in the way of their doing better in school or even going to school. Pressures from family and peers can actually discourage, rather than encourage, educational pursuits. Past failures have left many of them with very little confidence that they can succeed in anything. Of course, taking care of a child is a lot of work. So, the role of the case manager in this program is critical, because all along the way, participants needed a lot of personal attention, encouragement and advice. For example, even child care assistance was nearly more than a matter of just paying for child care. Many of the teenagers needed help in even understanding different kinds of child care and their advantages before they would even use child care and go to school or training.

The fourth lesson is that helping teenage parents requires a lot more than classrooms, referrals to GED programs, or just insisting they go back to high school. For many, alternatives have to be developed, combining academics, work experience and intensive personal attention.

The teenagers in this demonstration knew they needed to get some education and work hard at improving their lives, and they wanted to. They wanted very badly to make better lives for their children as well. The challenge is finding ways to both challenge them, expect something of them, and encourage them and support them so they can succeed.

These lessons are drawn so far from our analysis of program operations. We are also doing an impact study. This study will look at outcomes such as educational attainment, employment, duration of AFDC receipt, repeat pregnancies, and other outcomes using comparison of a participant group and a control group, and the result of that part of the study will be available later this year.

I will be glad to answer questions.

[The prepared statement follows:]

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# DESIGNING AND IMPLEMENTING SERVICES FOR WELFARE DEPENDENT TEENAGE PARENTS: LESSONS FROM THE DHHS/OFA-SPONSORED TEENAGE PARENT DEMONSTRATION

Written Statement
for the
Committee on Ways and Means, Subcommittee on Human Resources
U.S. House of Representatives
Hearing on Education, Training and Service Programs
For Disadvantaged Teens
March 6, 1992

Alan M. Hershey, Senior Researcher/Co-investigator
Rebecca Maynard, Senior Vice President
Mathematica Policy Research, Inc.

We are pleased to share with you some important findings from our monitoring and evaluation of a four-year, federally-sponsored demonstration of an innovative approach to reduce the incidence of long-term welfare dependency among teenage parents.[1] Three principles formed the basis for the program model: (1) parents have primary responsibility for their own health and welfare and for the health and welfare of their children; (2) the government has an obligation to help welfare-dependent mothers overcome any barriers to their self-sufficiency; and (3) intervention should be as early as possible, before dependency patterns are established.

Over a three-and-a-half year period from late 1987 through mid-1991, the states of Illinois and New Jersey operated programs that adhered to these principles in the south side of Chicago and in the cities of Camden and Newark, respectively. Over this period, more than 6,000 teenage mothers joined the welfare rolls as first time parents.[2] Consistent with the demonstration evaluation design, about half of these young mothers were selected at random to participate in the demonstration progra.. The remainder became part of a control group, which is being used in an analysis currently underway to compare key outcomes for these two groups to determine the program's impact over a two- to four-year period. We are looking at a wide range of outcome measures, including receipt of AFDC, employment, educational attainment, and repeat pregnancies.

The demonstration programs were "mandatory." Operating under federal waivers, they required all of the young mothers selected for the program to develop and comply with approved plans for

[1]Our evaluation of this demonstration is funded under a contract with the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services (HHS-100-86-0045). Four reports already prepared under this contract have been submitted with this statement for use by committee members and staff. A list of these reports is attached at the end of this statement.

[2]At the time they became pregnant, the majority of these young mothers had been dependents in their mothers' welfare grants. Some continued to receive assistance as members of their mothers' cases, but most older teenagers established their own AFDC cases.

engaging in activities aimed at promoting their eventual self-sufficiency. The programs were operated through regular public assistance agencies, and unlike other programs serving teenage parents, they were designed to serve a complete cross-section of new teenage parents on AFDC, rather than only volunteers or some other specially selected subgroup.

Program activities were employment-oriented and essentially full time, including attending regular high schools, enrolling in alternative education programs, participating in job training, and working. To aid the young mothers in fulfilling these obligations, the program provided case management and an array of other services. These other services included a variety of in-house workshops on topics such as motivation, home management, parenting skills, family planning, health and nutrition, the dangers of drugs and alcohol, the importance of child support, and general workplace employability skills. In addition, the projects provided on-site adult basic education, General Educational Development (GED) preparation courses, job search training, and supervised job search. They also provided referrals to job training supported by JTPA, vocational schools, proprietary schools, and private employers. Finally, the programs offered both transportation and child care assistance.

Case managers were the key program staff working with the young mothers. They helped participants decide what education or training to pursue, found open slots in education and training programs, coaxed and pressured the teenage parents to stick to their plans, and counseled them when crises arose in their lives. If the teenage parents persistently failed to participate in planned activities, case managers initiated sanctions, which consisted of reducing the AFDC grants by the amount normally allocated to the needs of the mother, until she resumed participation.

Overall, the level of special resources devoted to these programs was moderate. Across the three sites, a total of approximately $6.8 million was spent during the operational stages of the demonstration, including about $4.1 million of special federal funding. Total expenditures for program operations thus amounted to an average of about $2,000 for each of the approximately 3,500 young mothers who entered the program (not including services they drew on that were funded from other sources, such as JTPA training and community college courses).

## THE CASE FOR EARLY INTERVENTION

If this program model is moderately successful in promoting self-sufficiency among these young mothers, this demonstration could prove to be an extremely cost-effective way to reduce permanently the size of the welfare caseloads.[3] Moreover, the size of this population is large enough to warrant

[3]Each year, nearly half a million American teenagers bear children, two-thirds of them for the first time. Over one-third either are welfare recipients when they give birth or subsequently become welfare-dependent. Moreover, those who begin their welfare dependency as teenage parents have exceptionally long average periods of dependency and dominate the caseloads at any point in time.

focused attention, but small enough that the costs of implementing models such as were tested in this demonstration may be within reach.

One source estimates that the annual outlays for AFDC, food stamps, and Medicaid that are associated with teenage childbearing exceed $21 billion.[4] A major factor contributing to the high cost of teenage childbearing is the long average duration of AFDC dependency among those who become dependent as teenagers. For example, an estimated one-third of those entering the AFDC rolls as teenage parents will depend on AFDC for ten or more years.[5]

In the demonstration sites, the number of newly welfare-dependent teenage parents each month ranged from about 35 in Camden--a city of under 100,000 people--to over 150 per month in the south side of Chicago--an area with a population of about 1.5 million. However, these young mothers entering the program constituted only between 6 and 17 percent of the new AFDC cases each month and a much smaller fraction of the overall active caseload.

## THE IMPORTANCE OF OFFERING A WIDE RANGE OF SERVICES

The first-time welfare dependent teenage parents in the three demonstration sites indeed faced serious and varied obstacles to self sufficiency. The range of problems means that, in order to be most effective, intervention strategies should include a wide range of services. It is equally important to have effective procedures in place to identify needs and to ensure they are met.

As a group, these young mothers were young (18 years old on average, but as many as 5 to 10 percent were 15 or younger). Most were identified and brought into the program when their children were still infants (over 80 percent were younger than one year and over 60 percent were under 6 months old). About 30 percent of the teenage parents had dropped out of school before completing high school and most who were still in school were behind grade level. Average reading and math skills were at about the eighth grade level. One-third had reading skills below the sixth grade level and one-fourth had less than sixth grade math skills. Only about half of these young mothers were still living in households with other adults (predominantly one or both parents) who potentially could provide them with economic and social support.

This profile is one of young mothers who need a lot of help--help that goes far beyond just a requirement to finish school--if they are to make progress towards becoming economically self-

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[4] *Estimates of the Cost of Teenage Childbearing in 1989*. Washington, DC: Center for Public Options (1990)

[5] Tabulations based on a simulation model developed by Ellwood, David, Myles Maxfield, and Mark Rucci (see: Ellwood, D., *Targeting Strategies for Welfare Recipients*. Princeton, NJ: Princeton, NJ: Mathematica Policy Research, Inc., 1986 and Maxfield, Myles and Mark Rucci, *A Simulation Model of Employment and Training Programs for Long-Term Welfare Recipients*, Princeton, NJ: Mathematica Policy Research, Inc., 1986).

sufficient. For most, getting a high school diploma or a GED is an important step towards self-sufficiency. For many, however, the educational deficit is just a symptom of lots of other problems that get in the way of doing better in school--or even going to school. For example, many of the young mothers who participated in the demonstration expressed to us their fear of crime and drugs in their neighborhoods. Some faced pressures from family and peers that discouraged rather than encouraged pursuit of educational goals, and some were victims of abuse. As a group, they lacked good role models and social supports to help them deal with the all too frequent crises they encountered related to housing, child care, illnesses, or breakdowns in their transportation arrangements.

These problems are prevalent among but in no way limited to those welfare-dependent teenage parents who are currently targeted under the Job Opportunities and Basic Skills Training Program (JOBS)--16 to 19 year-old school dropouts (28 percent of all new welfare-dependent teenage parents in the demonstration sites). Most notably, over a third of the teenage mothers who were required to enter the demonstration would have been exempted under JOBS program rules from requirements to participate, either because they were still enrolled in school or because they were less than 16 years old. Yet, these young mothers were similarly lacking in basic reading and math skills. In the demonstration program, these teenage mothers were required to participate, on the premise that early intervention could perhaps prevent them from leaving school.

## KEY ELEMENTS IN A SUCCESSFUL REPLICATION

Experience in this demonstration highlighted several factors that were important to its implementation. First, especially in light of the fact that these programs were implemented in 1987 before the passage of the Family Support Act--which reflected a new public attitude about obligations and responsibilities--it was essential to change the mind-set of both state and local welfare staff. They needed to accept the notion that it was appropriate to target this type of intervention on teenage parents. They also needed to accept (or at least tolerate) requiring these young mothers to go to school, job training, or work and imposing consequences on those who failed to accept this responsibility--even though it meant the mothers had to leave their babies in the care of another person for substantial blocks of time.

Second, program staff needed to recognize and deal with the special circumstances some young mothers face that can prevent them from maintaining a full-time schedule of work or school. For some, these special circumstances will be only episodic. Nonetheless, whenever they occur, it is essential that the program have services in place to help the mothers overcome the barriers and that staff be committed to providing follow-up and expending project resources on those in need, including

those for whom the underlying reason for nonparticipation or noncooperation may not be immediately evident. For example, we encountered a situation in which a case manager in one of the projects could not understand why a young mother repeatedly failed to show up for program classes. The case manager took the initiative to visit the participant's home and found that the participant and her partner had to sleep in shifts at night so that one of them could guard their baby's crib against rats at all times. The case manager helped the couple find better housing, and the young mother began attending program classes.

Third, it is important to have program staff who are sensitive to the special needs of this population and trained to work creatively with the teenage mothers to address their problems. For the demonstration programs, which relied on staffs comprised in part of social workers but also of former income maintenance eligibility workers, meeting this criterion required that the projects provide extensive, specialized training to staff. Neither the income maintenance nor social work approaches typically used to serve adult populations would have elicited the desired response from many, if not most, of these teenage parents.

## TAILORED SERVICES FOR THIS POPULATION

Designing an effective service strategy for teenage parents requires attention to the special needs that arise from the added responsibilities of parenting. The process is not as simple as opening up classrooms and hiring teachers to upgrade math and reading skills and to teach GED preparation courses. Standard classroom instruction is what many have already dropped out of. Imaginative programs combining academics, work experience, and intensive personal attention seem to work best at sparking interest and commitment.

Among those teenage parents participating in the demonstration, many would not return to their former high schools for a variety of reasons, including boredom, embarrassment, conflicts with school staff, the difficulty of finding "acceptable" child care and, in some cases, relatively indifferent attitudes of school bureaucracies towards them. Many also found it difficult to integrate into available ABE and GED programs that were directed toward and served primarily adults. For some, it was important that the educational curriculum be connected to real-life and/or job experiences. For others their problems with the adult-focused programs related to the classroom climate, which tended to be geared toward the interests and needs of adults (often older males).

The schedules and locations of services are often inconvenient or incompatible with the needs of these young mothers. Inevitably, teenage mothers are going to require some schedule flexibility to deal with sick children, child care breakdowns, and other crises. Public schools, in particular, often do not adequately accommodate these needs. Transportation also can be an especially big problem

for those using child care that is outside of their immediate neighborhood, due to the complexity of coordinating the child care arrangements with those for getting to school, work, or training.

In general, it was difficult to place these welfare dependent teenage mothers in job training, because of their low basic skills or their lack of a high school degree. JTPA and other training providers tend to be predisposed against both teenage parents and those with low basic skills, because of the additional support services and training time often required to achieve "successful" outcomes.

## MANDATORY PARTICIPATION REQUIREMENTS AS CASE MANAGEMENT TOOLS

The demonstration programs turned the participation requirements and sanction policy into a very constructive case management tool. These requirements were important in getting the young mothers to come into the program in the first place and fostering ongoing participation. After being informed of their obligations to participate in the demonstration program, only about 40 percent of the sample entered the program without further prodding. Repeated notices and in some instances personal contacts brought initial participation above 80 percent, and sanction-related grant reductions brought another six percent into the initial stages of the program--for an 89 percent enrollment rate among the three programs combined.

More importantly, these rules were instrumental in defining very clearly the case managers' commitment and obligation to coax, pressure, and cajole troubled and uncooperative teenage parents into working toward overcoming whatever barriers (including psychological barriers) were keeping them from pursuing an activity that could help them move towards self-sufficiency. The rules also provided a clear basis for case managers to insist on participation, and clear consequences for failure to do so. Over 60 percent of the participants received an official sanction warning for noncompliance with ongoing participation requirements, and over one-third had their grant reduced at least once for not maintaining an agreed-upon activity schedule.

Case managers, virtually none of whom endorsed the mandatory nature of the program at the outset of their involvement in the programs, felt strongly that their ability to reach the teenage parents and help them work out their problems was greatly facilitated by the fact that there were real consequences for the teenage mother if she did not assume responsibility for accepting help or finding another solution to whatever was adversely her participation. However, two conditions are essential for the case managers to be able to use the participation requirements and sanctions in this manner. First, the program must be staffed well enough so that case managers can follow up persistently when a participant fails to attend classes, find out what is happening, and either persuade the young mother to stick to her plan or, in some cases, work out a different plan. Second, there must be an adequate range of educational and training resources geared to teenagers' needs to back up the

demand for participation. The formal threat of an eventual sanction is not enough; a major part of the job of case managers in the demonstration was keeping the teenage parents on track. Lots of things go wrong in the lives of these young people, and only a combination of tough expectations and a supportive, encouraging, and attentive staff can keep them moving towards a positive goal.

## APPROPRIATE CHILD CARE SERVICES

It is essential that any program that is serious about getting teenage mothers to engage in out-of-home activities must deal sensitively with their child care needs--including money to pay for care if free care by relatives is not available. Most of these young mothers have infants. These infants are the most precious part of their lives, and they are generally reluctant to leave them with anyone whom they do not know well. They generally have no role models who have used any form of nonrelative care for their children. Moreover, they are acutely aware of the widely publicized (if rare) incidents of child abuse in day care settings. And they are concerned about issues of transportation to child care, and the availability and quality of care. Public transportation is, at best, very inconvenient when carrying a baby and a day's worth of baby supplies. Thus, for most of these young mothers, the relevant child care is what they find in their immediate neighborhood. Moreover, the relevant supply of care is limited primarily to family day care and relative care, due to the part-time nature of their activities and the young ages of the children. Finally, the quality of care in the neighborhoods where these young mothers live is highly variable and often of questionable quality.

Not surprisingly, most (60 percent) of those teenage parents who used paid care (predominantly nonrelative family day care) required subsidies to help pay for that care.[6] However, the programs found that subsidies were only part of the child care assistance needs of this population. Special attention often was necessary to help teenage mothers who needed to rely on nonrelative care accept the idea, consider available options, and make choices based not only on convenience of location but also on other qualities of the particular setting. Case managers or other staff often had to spend time working with participants on these issues, sometimes actually visiting several providers with a young mother to help acquaint her with possible child care options and make an informed choice. Staff time is also required to deal with break-downs in care and emergency care needs.

## FEASIBLE PROGRAM PARTICIPATION LEVELS

This demonstration showed that it is indeed possible to achieve high program participation rates among teenage parents, if program staff take seriously their commitment to work with the young

[6]For a partial analysis of child care utilization in the demonstration, see Kisker, Ellen Eliason, Marsha Silverberg, and Rebecca Maynard, *Early Impacts of the Teenage Parent Demonstration on Child Care Needs and Utilization*. Princeton, NJ: Mathematica Policy Research, Inc., December 1990.

mothers to address the barriers they face, and to use sanctions if necessary to underscore the responsibilities of the teenage parents to work towards achieving self-sufficiency. Nearly 90 percent of the first-time teenage parents who were selected for the programs completed program intake, and many of those who did not do so left AFDC on their own shortly after being called into the program (only three percent of "no-shows" were sanctioned). Among the 90 percent who entered the program, case management records indicated that over 70 percent completed one or more of the program workshops, and two-thirds participated actively in school, work, and/or job training activities. About 43 percent attended school or another educational program, 26 percent took part in job training, and 27 percent held jobs for at least some time. By March of 1991--an average of about three years after participants came into the program--case tracking data indicated that one-third of them were no longer receiving AFDC, 12 percent were being sanctioned for noncompliance with participation requirements, and 10 percent were temporarily deferred from the full-time participation requirement due to factors such as poor health, severe personal problems, or other insurmountable barriers. These relatively high rates of participation were achieved in a non-selective program--one that made a commitment to work with all new teenage parents on AFDC. An impact analysis--comparing the program sample and the control group--will be completed later this year, and will indicate how much more participants pursued education, training and employment than they would have in the absence of the demonstration.

## CONCLUDING COMMENTS

This demonstration has reaffirmed the challenges in working with welfare dependent teenage parents. However, the experiences thus far from the demonstration shed important light on some key issues related to program design and expectations of program outcomes. Several key conclusions that should shape future initiatives for this population include the following:

- It is feasible to run truly mandatory programs for teenage parents. Moreover, there will be few, if any, instances of sustained objections to mandatory participation provisions if they are backed up by the services necessary to help the young mothers overcome obstacles to their participation.
- Identifying and monitoring participation of this population requires substantial, sustained effort. But relatively high rates of participation are achievable with a serious effort.
- The number of new welfare dependent teenage parents is a relatively small portion of the new AFDC caseload. However, effective early intervention could have large impacts on the overall welfare caseload, because of the long expected durations of dependency among this population.
- The needs of this population are many and diverse. These young mothers seem to be served best through programming that is sensitive to their special needs.

- Developing job training opportunities for many of these teenage parents will require either substantial remedial education or a change in the eligibility requirements for JTPA and other programs.

- Finally, it is important that the child care worries and needs of this population be met, if we expect these young mothers to stay in school, go into job training or hold a job. They need not only money, but also counseling, emergency care options, and placement assistance.

PAPERS PROVIDED FOR COMMITTEE STAFF

Hershey, Alan. *Enrolling Teenage AFDC Parents in Mandatory Education and Training Programs: Lessons from the Teenage Parent Demonstration.* Princeton, NJ: Mathematica Policy Research, Inc., December 1991.

Hershey, Alan. *Designing Program Workshops for Teenage Parents: Lessons from the Teenage Parent Demonstration.* Princeton, NJ: Mathematica Policy Research, Inc., December 1991.

Hershey, Alan, M. *Case Management for Teenage Parents: Lessons from the Teenage Parent Demonstration.* Princeton, NJ: Mathematica Policy Research, Inc., December 1991.

Kisker, Ellen Eliason, Marsha Silverberg, and Rebecca Maynard. *Early Impacts of the Teenage Parent Demonstration on Child Care Needs and Utilization.* Princeton, NJ: Mathematica Policy Research, Inc., December 6, 1990.

Acting Chairman DOWNEY. Thank you.

## STATEMENT OF MILTON J. LITTLE, VICE PRESIDENT, MANPOWER DEMONSTRATION RESEARCH CORP.

Mr. LITTLE. Good morning. My name is Milton Little, and I am the vice president for operations at the Manpower Demonstration Research Corp.

Mr. Chairman, on behalf of MDRC, I would like to salute you for convening this hearing and thank you for inviting us to appear.

I would just like to take a few minutes to briefly describe two current MDRC studies that are different approaches to equipping teen parents on welfare to achieve self-sufficiency.

The first is our New Chance demonstration. It was designed by MDRC, and it targets high school dropout AFDC mothers between the ages of 16 and 22. It enables these young women to complete their education, acquire occupational skills and improve their overall emotional and physical well-being. And because New Chance is also explicitly designed to serve the needs of children, it offers pediatric medical services, developmentally oriented child care, parenting and child development classes.

With the exception of health services and the occupational skills training, all of the New Chance services are located in one site so the young women don't have to move all across the community to access those services.

The second study that we are involved in is the evaluation of Ohio's Learning, Earning and Parenting Program. LEAP, as it is well-known, was designed by the Ohio Department of Human Services. It operates in 88 counties statewide, operates under a waiver provided or granted by HHS in September 1989.

LEAP targets all pregnant teens, and teen custodial parents under the age of 20 who lack a high school diploma or a GED. LEAP requires each of these teens to enroll and attend regularly a program or a school leading to either a GED or a high school diploma.

Attendance is checked monthly by county human services staff, and teens that meet the LEAP attendance benchmarks receive an extra $62 added to the monthly family welfare grant. Teens that do not enroll in school or are not meeting the attendance benchmarks have $62 deducted from that monthly welfare grant. So you could see a swing of about $124 depending on the type of school attendance behavior that young person demonstrates.

In addition to the financial incentives, LEAP offers child care assistance and transportation assistance, and each of the teens is assigned a case manager who is responsible for helping her overcome any barriers to regular school attendance.

Now, although New Chance and LEAP are not directly comparable, MDRC will be able to draw some broad lessons on the relative benefits of their different approaches and targeting strategies and examine the relative effectiveness of a program that is based on intensive services and one that relies more on financial incentives to induce behavioral change.

The question is, what have we learned so far and what are the implications for JOBS administrators?

Let me just talk in three broad categories. We have learned that the models are feasible and both viable options under the JOBS program.

In New Chance, 16 different agencies, community-based organizations, community colleges, secondary schools, public agencies, successfully implemented the model. In LEAP, the counties were able to overcome issues in identifying clients, obtaining attendance information and adjusting grants.

Many of the New Chance sites are currently linked with the JOBS agencies in those communities, and the JOBS agencies are helping provide referrals for applicants. The JOBS agencies are also providing funding for support services.

However, the one area where we are missing is not having JOBS agencies providing education, training, and case management funding for those very important components of the model.

We also believe, based on our experience with LEAP, that even taking into account the need for the Federal waivers to mount the LEAP program, that, too, is a viable option to be considered under JOBS.

The second lesson that we have learned is that both programs are operating relatively smoothly. Most New Chance sites were able to meet their enrollment goals. The participants are receiving substantial amounts of services, but the sites are facing some absentee and attendance problems which they are trying to correct.

In LEAP, over 10,000 young people have enrolled into the program and are being served statewide. Many are receiving bonuses, and the proportion of LEAP clients who have had their grants reduced appears to be larger than in any other welfare-to-work employment program that has operated for adults.

We have also learned that the LEAP welfare agencies and the schools in those communities are able to work together to make sure the attendance information is obtained and to develop joint programming.

Another lesson, which feeds on what the previous speakers have said, is that the teen parent population on welfare is a diverse population. In New Chance, the young women are experiencing a range of obstacles to their becoming self-sufficient—homelessness, physical abuse, and more than a quarter are at risk of clinical depression.

LEAP serves a much broader cross section of teen parents. Half of the LEAP young people were in school when they entered the research sample, and we have learned a basic lesson that traditional high school programs may not be suitable for all of these young people.

We have also learned that many States have a difficult time identifying teen parents who do not head welfare cases. It is often difficult, in looking at an AFDC case that includes a young child and a teenager, to determine whether the two are sisters or mother and child. So it is difficult for many of the agencies to use their caseload data to be able to recruit and identify the appropriate person in that family for a teen parent program.

Mr. Chairman, let me say in conclusion that these are two promising approaches, and they are being tested in an era of tightened belts. MDRC sees these programs as investments in the future.

Spend now to improve the lives of young AFDC women and their children and you will save later.

Mr. Chairman, we thank you for the opportunity to participate in this hearing, and MDRC commends you for your efforts to strengthen services to teens.

[The prepared statement follows:]

## STATEMENT OF MILTON J. LITTLE, VICE PRESIDENT, MANPOWER DEMONSTRATION RESEARCH CORP.

Good morning. My name is Milton Little, and I am Vice President of the Manpower Demonstration Research Corporation (MDRC). MDRC is a nonprofit organization with 18 years experience developing and field-testing programs designed to improve the life prospects of the disadvantaged. During the past decade, MDRC has devoted a great deal of attention to programs for poor teenage parents, many of whom face daunting obstacles to long-term economic success. We are pleased to have this opportunity to share some of what we have learned from these projects, and to discuss how these findings may assist in the development of effective services for teenage parents under the Job Opportunities and Basic Skills (JOBS) Training program.

A series of recent studies have clearly identified a link between adolescent parenting -- which has increasingly come to mean unwed parenting -- and long-term welfare receipt. The profoundly disturbing statistics have grown familiar: Forty percent of young, never married women who begin receiving welfare when their child is less than 3 years old will receive public assistance for 10 or more years. More than half of the households currently receiving welfare are headed by women who first gave birth as teenagers. The total costs of welfare, Medicaid, and Food Stamps for these households exceeds $20 billion per year.

These poor economic outcomes are due in part to the fact that teenage mothers are much more likely than other young women to drop out of school. In one large state, 80 percent of young women who became pregnant in high school dropped out, compared with less than 10 percent of those who remained childless. Other research indicates that their lack of basic skills and credentials impedes these young women in getting jobs.

These statistics clearly illustrate why it is so critical to intervene early to help young mothers complete their education, find stable employment, and become self-sufficient. The authors of the Family Support Act of 1988 showed great foresight when they identified young parents as a priority group for services under the JOBS program. This focus on preventing future welfare dependency is one of the most important and innovative features of the Act. Prior to 1988, mothers with preschool-age children -- a group that includes most teenage parents -- were generally not targeted by welfare-to-work programs.

However, to date, only a handful of states have moved aggressively to develop JOBS services for teen parents. Several factors may help to explain why more states have not followed this path. First, programs that provide comprehensive services to teen parents (including child care for infants) require substantial up-front expenditures. Second, such programs are unlikely to substantially reduce welfare costs immediately because they aim to help young people finish their schooling, thereby delaying their entry into full-time employment. In today's tight fiscal environment, initiatives with this kind of long-term focus are sometimes perceived as luxuries, though ultimately they may prove to be cost-effective if they equip young people to succeed in the job market. Third, even a relatively inexpensive initiative like a school attendance requirement is complex to administer and requires strong and ongoing linkages between state and local welfare and education agencies. These organizational relationships are not highly developed in most states and localities. These obstacles are not trivial. And yet, given the bleak economic prospects facing poor teen parents and their children, a failure to invest now in promising initiatives for this population may prove to be dangerously short-sighted.

### Two Promising Approaches to Working with Teen Parents

My remarks today will focus primarily on two current MDRC studies that are examining different approaches to helping teen parents on welfare become self-sufficient. One is New Chance, a targeted demonstration program developed by MDRC that provides an intensive, comprehensive set of services to a highly disadvantaged subset of teen parents: young mothers on welfare who gave birth as teens and have dropped out of school. MDRC is testing New Chance at 16 locations in 10 states. The other is Ohio's Learning, Earning, and Parenting (LEAP) program, a statewide initiative that uses financial incentives and support services to encourage all teen parents on welfare to attend and complete school. LEAP was developed by the Ohio Department of Human Services, and is being evaluated by MDRC.

MDRC is fortunate to be studying these initiatives simultaneously because New Chance and LEAP represent two contrasting approaches to a critical dilemma that faces policymakers and program administrators with limited resources. Put starkly, the choice is between offering

comprehensive, relatively costly services to a narrow group of people, or providing cheaper, less intensive services to a broader group. MDRC has been examining this trade-off for some time in relation to employment programs for adult welfare recipients, and is continuing to do so today in the eight sites of the National JOBS Evaluation and separate evaluations of the JOBS programs in Florida and California. Now, the New Chance and LEAP projects provide an opportunity to study the same issue in reference to programs for teenage parents. Although New Chance and LEAP are not directly comparable, we plan to use the two studies to draw broad lessons on the relative benefits of their different approaches and targeting strategies.

The two studies will also allow MDRC to examine the relative effectiveness of an approach based primarily on intensive services, and one that relies more on financial incentives to induce behavioral change. Although a variety of incentive-based programs are currently under consideration in several states, little is known about their ability to produce the desired effects.

Although data on the effectiveness of New Chance and LEAP are not yet available, we have already gleaned several important lessons from our early research. First, it has become clear that administrators do not necessarily need to choose between these approaches. We have learned that teen parents on welfare are an extremely diverse group. For example, some stay in school and do well, others remain enrolled in school but attend irregularly, and still others drop out and fall years behind, some head households, and some live with their parents or other guardians. Thus, different program approaches are likely to be appropriate for different subsets of the population. Just as important, we have learned that the New Chance and LEAP models are both feasible, they can be implemented as designed, and can serve relatively large numbers of young mothers. Thus, it may be that both approaches have a place in the JOBS program.

The rest of my remarks will cover four areas. First, I will give fuller descriptions of the New Chance and LEAP programs and MDRC's evaluation of each. Second, I will discuss the early findings from the two studies. Third, I will highlight some of the implications of these findings for JOBS administrators. Fourth, and finally, I will describe our future plans in both studies, and briefly mention an innovative variation of LEAP in Cleveland that embeds New Chance-type services within a larger LEAP program.

New Chance

New Chance serves welfare mothers who are 16 to 22 years old and have dropped out of school. Despite being at high risk of long-term welfare receipt, this group often falls between the cracks: they are generally too old for high school-based programs for teen parents, and too young for employment programs targeting adult welfare recipients. Using a comprehensive set of services all geared toward self-sufficiency, New Chance aims to equip these young women to find jobs, get off welfare, and become better parents. Financial support for the demonstration comes from an unusual consortium of 28 funders that includes the federal government, foundations, corporations, and 10 states.

All 16 New Chance programs operate according to the same program guidelines. Participants generally begin by preparing for the GED and attending classes that teach job seeking and job retention skills, parenting, child development, family planning, and health. The model calls for participants to move on to training and work internships in a specific occupational area within five months of enrollment in order to sustain momentum towards employment. They also receive help finding permanent jobs. Participants get free child care -- often at the site of this program -- and are assigned to a case manager who acts as a counselor, advocate, and service coordinator. The combination of high quality child care and health services for children, and parenting education for their mothers, gives New Chance an unusual multi-generational focus.

This type of comprehensive, multi-faceted approach is endorsed by many experts as essential to address the wide range of interrelated problems these young women often face. However, unlike many other programs that provide several different services, New Chance aims to integrate its various components. Thus, rather than referring participants to outside agencies for each service, New Chance programs bring virtually all services under one roof. This "one stop shopping" approach improves participants' access to these services, and helps them build a supportive peer group.

The New Chance programs are designed to provide a nurturing atmosphere while simultaneously demanding that participants make a serious commitment to improving their lives. Though participation is generally voluntary, the young women are expected to attend the program for 30 to 35 hours per week, and may stay involved for as long as 18 months. Programs are intentionally small, designed to serve about 40 participants at a time.

Over the course of the demonstration, most New Chance sites have developed linkages with JOBS programs in their states. These relationships are still evolving, and vary from site to site. However, it is now common for New Chance programs to receive referrals from local JOBS programs, to report attendance information to JOBS, and to use JOBS funding to pay for support services for participants. To date, relatively few sites have used JOBS funding to support case management or education and training services.

In developing the New Chance model, MDRC learned from its own experience with an earlier demonstration known as Project Redirection, a multi-service program for teen mothers age 17 or younger that was tested at four sites in the early-to-mid 1980s. Redirection programs provided counseling and support services, developed individual service plans, matched young mothers with women in their communities who served as mentors; and linked participants with health services, family planning instruction, parenting education, pre-employment skills training, and education in their communities as needed.

Results from MDRC's evaluation of Project Redirection were mixed, but ultimately hopeful. Two years after enrolling in the program, Redirection participants were not faring substantially better than women in a comparison group that did not participate in the program. However, after five years, the Redirection women were significantly more likely to be working and less likely to be on welfare than members of the comparison group. In addition, their children were found to have fewer behavioral problems and a better vocabulary than the children of women in the comparison group. Nevertheless, despite these positive results, the overall picture was still relatively bleak. At the five-year point only about half of the Redirection group had a high school diploma or GED, half were receiving welfare, and only one-third were employed.

Other valuable lessons came from JOBSTART, an MDRC demonstration program for disadvantaged young high school dropouts that operated at 13 sites from 1985-88. JOBSTART offered a combination of GED preparation, occupational skills training, support services, and job placement help. Although the program was not specifically designed for teen parents and did not include the comprehensive set of services present in New Chance, approximately one-fourth of the research sample members were young mothers. The experiences of these young parents in JOBSTART underscored the need for the more comprehensive approach adopted in New Chance.

The JOBSTART evaluation is still in progress. Early results indicate that the program produced large increases in GED attainment among young mothers. However, like other programs that expect participants to invest in education and training, JOBSTART resulted in short-term decreases in employment and earnings. By the two-year point, JOBSTART teen mothers had essentially "caught up" with their counterparts in the control group, but their educational gains had not yet translated into increased employment and earnings. A final report, including results at the four-year point, is scheduled for 1993.

Building on lessons learned from Project Redirection, early experiences in JOBSTART, and extensive discussions with outside experts, MDRC developed the New Chance model and tested its feasibility at six locations in the mid- to late-1980s. After this pilot test produced promising results, the program was expanded to 16 locations for a full-scale test.

MDRC's evaluation of New Chance is based on a rigorous research design. New Chance enrollees will be compared with a randomly selected control group made up of eligible young mothers who applied to be in the program. The study will assess whether there are measurable differences between the two groups in a wide variety of areas. A late 1993 report will include the first evidence about New Chance's early impacts on educational attainment, employment, earnings, welfare receipt, subsequent pregnancy, and other outcomes, measured two years after enrollment. The final report, scheduled for 1995, will update these results at the three-year point, and will also include information about the developmental progress of participants' children, and an analysis of the project's benefits and costs.

Ohio's LEAP Program

The LEAP program, which was developed by the Ohio Department of Human Services, started operating in September 1989 under a waiver granted by the U.S. Department of Health and Human Services. It is now being run in all of Ohio's 88 counties. Participation in LEAP is required of all pregnant teens and custodial parents (almost always mothers) under 20 years old who are receiving welfare and do not have a high school diploma or equivalent. This includes both teens who head their own welfare cases, and teens who receive assistance under someone else's grant (usually their mother's).

Under the program's rules, all eligible teens must regularly attend a school or program leading to a high school diploma or GED. Attendance is checked each month by county human services agencies, and teens who attend regularly have a $62 bonus added to their family's monthly welfare grant. Those who do not enroll in school, or do not attend regularly, have their grant reduced by $62. For a teenager who heads her own welfare case and has one child, a $62 bonus raises her monthly grant from $274 to $336. A sanction reduces it to $212. Thus, a teen who attends school regularly receives $124 more per month than a teen who is absent without an acceptable excuse.

Teens have several opportunities to provide evidence of "good cause" for absences that schools report as unexcused, and they may be temporarily excused from the LEAP requirements if they are caring for an infant, are pregnant, lack suitable child care, or have other approved reasons.

In addition to the financial incentive package, teens in LEAP receive child care and transportation assistance, and every teen is assigned to a case manager who is responsible for helping her overcome barriers to school attendance.

LEAP differs from Wisconsin's Learnfare program, the other statewide initiative requiring school attendance by teenagers on welfare, in several respects. First, LEAP serves only teenage custodial parents, while Learnfare includes all teenagers on welfare. Second, LEAP uses both positive and negative financial incentives, while Learnfare only includes grant reductions. Third, LEAP has included funding for case management from its inception, while Learnfare added this component later in some areas.

As with New Chance, MDRC's evaluation of LEAP uses a random assignment research design. The study, funded by the State of Ohio, the Ford Foundation, and the US Department of Health and Human Services, focuses on a diverse group of 12 Ohio counties that include about two-thirds of the statewide caseload for LEAP. The next report on LEAP, scheduled for early 1993, will focus primarily on the program's effect on teens' school attendance, progress, and completion. The final report, due in late 1994, will update the school completion results, and assess the program's impacts on employment, earnings, welfare receipt, and other areas.

Although they both serve teenage parents and share many of the same objectives, New Chance and LEAP represent quite different approaches. New Chance targets the subset of teen parents who are at greatest risk of long-term welfare dependency and poverty, and provides a highly intensive, integrated set of services to participants and their children, largely at one location. Participation, for the most part, is voluntary. By contrast, LEAP focuses on a much broader and larger population, requires participation by all eligible teens, and stresses financial incentives more than comprehensive services. Education services are generally delivered by the regular public education system. Interestingly, because the JOBS program allows substantial flexibility in the design of state programs, these two contrasting approaches are both viable options under JOBS.

What We Have Learned

It is still too early to say whether New Chance and LEAP are achieving their ultimate objectives. However, MDRC has recently published reports on the early implementation experiences of both programs. The key findings fall into three broad categories.

1. **Both models are feasible to implement.**

This was by no means a foregone conclusion. New Chance operates in a variety of settings, including schools, community organizations, and government agencies. None of these organizations had all facets of the model in place prior to the start of the project in 1989-90, although most did run some sort of program for teen parents. The process of assembling the complex service network at each site required extensive technical assistance from MDRC staff. All 16 local programs ultimately managed to put in place all of the services required under the model.

County human services agencies in Ohio also faced major challenges implementing the LEAP model. For example, when the program began, Ohio's statewide welfare computer data system – like many systems of its kind – did not have the capacity to identify teen parents who received assistance on someone else's welfare case (a new system which has this capacity is now being implemented). Thus, program staff were forced to develop complex and imperfect manual procedures to identify eligible clients.

Another challenge involved obtaining monthly attendance reports from schools and GED programs. In most localities, welfare and education agencies had little experience working together on the level required to implement LEAP. Thus, it is not surprising that the implementation process exposed several areas in which rules, policies, and organizational capacities did not mesh. For example, most adult education programs providing GED preparation were accustomed to working with voluntary students, and had no need to monitor attendance or distinguish between excused and unexcused absences. However, this distinction is critical to LEAP's attendance policy.

Despite these and other obstacles, the research counties had surprising success in getting LEAP off the ground in a very short period.

2. **Although problems exist, both programs are generally operating as designed.**

New Chance programs have found that recruiting eligible young mothers has been a difficult task, and they have been forced to use a variety of recruitment methods (including welfare agencies, which encountered the same problems identifying eligible clients as the Ohio counties). Nonetheless, the overall recruitment goal for the project was met (more than 2,300 young women entered the research sample for the evaluation), and virtually all sites met their individual enrollment targets. Site staff report that opportunities for GED instruction and child care are the most important attractions for enrollees.

In addition, it is clear that participants are receiving a substantial amount of services in New Chance. Overall, three-quarters of the young women who participated were still enrolled in the program after four months, by the eighth month, approximately one-fourth of those who had enrolled in the early months of New Chance had received their GED and more than one-third had begun occupational skills training. However, like most other programs for disadvantaged youth, many of the New Chance sites have experienced serious problems with absenteeism.

Finally, program staff have noticed positive changes in participants. For example, staff report that many participants' parenting practices and decision-making skills have improved. As one staff member put it, the young women start "thinking, not just reacting." Though difficult to measure, these subtle changes may represent vital steps in the young womens' progress towards self-sufficiency.

Despite problems in identifying eligible teens, LEAP has served well over 10,000 teens statewide. Preliminary data suggest that the financial incentive system is in place: many teens are receiving bonuses and the proportion of LEAP clients who have had their grants reduced is larger than in past welfare-to-work programs for adults. In a subset of the research counties, LEAP staff reported requesting bonuses for about one-fourth of the teens known to the program in January 1991. Grant reductions were requested for a similar number of teens.

Counties have approached the non-financial aspects of LEAP in different ways. For example, some have defined the role of LEAP case managers to include primarily attendance monitoring and welfare grant adjustment. Others have adopted a more proactive approach, hiring experienced social service workers to play this role, and stressing home visits, counseling, and group activities. Interestingly, few teens have availed themselves of program-funded child

care, in large part because Ohio rules restrict payment to licensed or certified providers, and most teens appear to prefer informal care provided by relatives.

Finally, schools and other education programs have generally been cooperative, and have been willing to furnish the necessary attendance information to trigger LEAP's financial incentives. In some localities, school and LEAP staff have gone beyond this relatively narrow task to address a wider set of issues affecting teens' school attendance. In most of the research counties, LEAP has benefited greatly from the presence of GRADS, an existing Ohio Department of Education initiative that trains home economics teachers to provide special classes for pregnant and parenting teens in more than 500 Ohio public schools. Because GRADS and LEAP both aim to encourage young parents to finish high school and serve many of the same teenagers, staff in the two programs have sometimes developed close working relationships. GRADS teachers have played a critical role in building linkages between their schools and the LEAP program.

As in New Chance, reports of program successes are still anecdotal; staff report that some teens have "changed their minds about school" in response to LEAP's incentives and services. However, there is also evidence that a group of "hard core" teens, mostly dropouts residing in larger cities, has steadfastly refused to cooperate, despite repeated sanctions.

3. **Teen parents on welfare are diverse; many face major obstacles to employment.**

In New Chance, it is clear that, while the participants are an extremely diverse group, many are experiencing a range of obstacles to employment. The average participant was almost 19 years old upon entering the program but had completed fewer than 10 years of school and read at the eighth-grade level. A quarter of the young women registered high levels of depression when they entered New Chance. In addition, program staff reported that over a third of the young women and their children faced homelessness while in New Chance. Smaller, but still disturbing, percentages had boyfriends or family members with alcohol or drug problems or had such problems themselves. Staff indicated that about one in six participants reported being battered by her boyfriend.

Because of its eligibility rules, LEAP serves a much broader cross-section of teen parents than New Chance. For example, of the first 5,800 teens to enter the MDRC research sample (out of an eventual total of nearly 9,700) about half were enrolled in school when they began LEAP. About one in four were 16 years old or less, and 15 percent had more than one child. Just over half headed their own welfare cases, and 90 percent were never married.

Implications for JOBS Administrators

These findings suggest both general and specific lessons for JOBS administrators interested in developing programs for teenage parents.

First, because the population is so diverse, different program strategies may make sense for different subsets of the population. If both the New Chance and LEAP approaches prove to be effective, it may be possible to develop a "mixed" strategy, incorporating more and less intensive models for different subgroups. For example, we may find that LEAP is a cost-effective way to keep in-school teens from dropping out but, with limited services, is unable to draw many drop-outs back to school. New Chance, with its more comprehensive approach, may be more successful with this latter group. At the same time, it may be that LEAP's financial incentives would be an effective way to bolster New Chance's recruitment efforts and reduce absenteeism. Thus, for instance, it might be possible to operate New Chance as a component of a larger LEAP-type program.

Second, both of these general approaches are viable options under JOBS. Although some elements of LEAP's financial incentives are not typical and require federal waivers, the general approach could be part of any JOBS program. Similarly, many New Chance sites are developing strong linkages with local JOBS programs. In some areas, New Chance is now recognized as a component of JOBS.

Third, administrators should be aware that identifying teenage parents who do not head welfare cases may present major problems. Computerized data systems that do not include

information on the relationship among members of a case may not have the capacity to identify whether a particular child belongs to a teen or to her mother, if both are on the case.

Fourth, although education is an obvious focus for these programs, some drop-outs may be extremely reluctant to return to the same schools where they have previously failed. New Chance addresses this problem by developing a new educational environment. This is more difficult in a program like LEAP, where education services are provided primarily by public school systems, and the availability of alternatives varies from district to district.

Fifth, in programs that attempt to use financial incentives to encourage teen parents to attend school, there is likely to be a gap between the behavior and the financial reward or penalty. In LEAP, the timetable for receiving monthly attendance information from schools, providing an opportunity for teens to respond, and actually changing welfare grants, creates a three-month lag between attendance and grant adjustment. Such a gap may weaken the incentive.

Sixth, and finally, it is important to note that, while welfare and education officials often have different goals and operating procedures, it is possible for them to work together to develop attendance monitoring systems and design joint programming for teen parents on welfare. However, if these programs are initiated by welfare agencies, it is critical for them to involve education officials in the early planning since these relationships take time to develop. The two systems can both benefit from such cooperation: schools may receive additional attendance-based funding when absences decrease and dropouts return to school, and welfare agencies can count teen custodial parents as JOBS participants

The Future Learning Agenda

During the next few years, MDRC will report on the effectiveness of both New Chance and LEAP. Although the two programs are not directly comparable, MDRC will attempt to integrate the lessons from the two studies whenever possible. It will obviously be critical to compare the results achieved by the overlapping segments of the two populations.

In addition, in Cleveland, MDRC has designed an unusual test that examines a mixed approach. In this study, about half of the LEAP teens in the city are eligible for an enriched version of the program. Under this enhanced program, LEAP case workers are outstationed in high schools, special teen-focused GED programs have been established, and organizations have been hired to conduct community-based outreach to teens who have not complied with the program. In essence, these teens receive something that looks more like New Chance, but in the context of a mandatory program using financial incentives to encourage participation. The other half of the LEAP-eligible teens in Cleveland participate in the regular LEAP program. By comparing these groups, we hope to determine whether adding enriched services to the LEAP model improves its overall effectiveness.

MDRC salutes the committee for focusing hearings on this critical issue. It is important to note that, even in this period of fiscal restraint, promising program models like LEAP and New Chance are being developed and tested. We see these as sound investments in the future, and look forward to briefing the committee on the results of these projects when they become available.

Acting Chairman DOWNEY. Mr. Hershey, let me ask you. Your testimony mentioned that the intensive involvement of case managers and in a wide range of interventions are critical here. What do you think the evidence would show about a program that would simply do the following: Reduce welfare benefits if a teen parent failed to attend school satisfactorily?

Mr. HERSHEY. I wouldn't be too optimistic. I think the general question here is what is the function of this requirement and the sanction attached to it, whether it is associated with attending school or going through job training or some other requirement.

I think the point is that requiring the participation is important, and, as a symbol of that requirement, you have rules that say you must do this and maybe you have a sanction attached to it. But the reason that that requirement for participation is needed is not, in my experience—and I think this is probably borne out by my colleagues' experience in these other projects—it is not that they don't want to do something to improve their lives. It is not that they don't want to have a job in the future. It is not that they don't want an education. It is that, in general, their lives have fallen apart, and they have very little belief that the institutions that we think of as things that get us going in life, the schools, for example, they have very little belief that those institutions are really for them, for their benefit and that they will get them going.

Now, in many of these programs that we have talked about—and these demonstrations are not the only programs that provide imaginative help for teenagers—the challenge is to get them to the point where they start to believe themselves that this is something that can help them. The mandatory requirement is useful in that respect. But the thing that actually makes the requirement real is not the rule or the sanction but the persistent demand by a person paying attention to that individual that they do something. That is the thing that really turns the reluctant teenager into one who is going to get something out of it rather than just going through a kind of pro forma participation.

Acting Chairman DOWNEY. Mrs. Johnson mentioned something that I found astonishing and recently heard about from a teen pregnancy study in Washington State that was funded by the Department of Health and Human Services. The study looked at sexually active adolescent females who had become pregnant, and they found that almost two-thirds of these youths had been sexually abused prior to their pregnancy, and that the average age of the first molestation was 9.4 years. This is simply mind boggling to me.

To what extent did either of your programs look at these issues and seek to address them? Did you find similar issues with some of these teen mothers that you were dealing with?

Mr. LITTLE. We, in designing the New Chance Program, tried to cover all bases, tried to make sure that all the services that these young women would need would be there. I think we and the sites have been surprised by the level of sexual abuse, both on the part of the partners of these young women and older men in their lives—uncles, fathers. And many of these issues have surfaced when the New Chance Program would bring in somebody from a domestic violence agency to talk to them, the young women, about these issues. And it was not uncommon for a handful of young

women to ask the speaker to step outside, where they began to talk about these experiences.

I think that to support the point that Alan made, simply mandating participation without really looking at the population that is being served and the factors that underlie their reasons for absenteeism would be shortsighted.

Acting Chairman DOWNEY. And ineffective.

Mr. LITTLE. And ineffective.

Acting Chairman DOWNEY. Would it be a waste of money?

Mr. LITTLE. I think it would be—let me put it this way. Recognizing that, again, the teen parent population is diverse, not every teen mother needs every service that is going to be offered. Many of those in the LEAP program are going to continue to go through school, and they will continue to get the $62 a month, and they will be on the way to self-sufficiency. But there is a handful of young women whose lives are much more chaotic and will need much more support.

So rather than say blanketly that everybody needs this or you shouldn't provide that, I would suggest carefully targeting the approaches that are being required in the same way that Mike talked about from his experience, and I am sure that Alan in Mathematica would be able to support from their experiences as well.

Acting Chairman DOWNEY. Alan, you want to say something.

Mr. HERSHEY. Yes; there are two respects in which we and the demonstration are addressing that. From the research and data standpoint, of course, we have some information that we will use in our analysis relating to history of sexual activity and abuse when people entered the program. So we will have some limited capability to look at the effects that has on the likelihood of success in the program.

But I would also point out that the program staff themselves were concerned about, and were conscious of the fact that, for many participants, abuse had played in their lives and affected their success. And the program staff tried relatively limited interventions—workshop sessions, talking about problems of abuse. These are relatively limited interventions to deal with terrible histories, terrible experiences in their lives.

I would also stress what Milton said a minute ago. These people are all different. These teenage parents are not all the same. There were some people who have come into these programs who had incredible courage and discipline in the face of unbelievable odds. Those people certainly benefited tremendously from the services the program offered. For example, child care assistance was critical to some of these people to carry out plans that they had already made for themselves. But much larger numbers suffered from a variety of problems, but each one from a different set of them.

Acting Chairman DOWNEY. Mr. Bailin just finished testifying about the importance of doing more than short-term intervention if you want to be serious about any long-term impact. What is the average length of time that teen parents spend in New Chance and in the teen demonstrations, and will you be comparing the outcomes for teens who have participated short versus long term?

Mr. LITTLE. The program is designed to allow each woman to stay in up to 18 months. Currently, you will be pleased, at least in

the short run, to know that 75 percent of the women were still enrolled after 4 months. And when you look at JTPA programs and other youth-serving programs, those programs generally see participation stays of about 6 months. But we have a program length in New Chance that is almost triple that. And I think we are moving a long way in that regard, but it is going to be difficult.

We are going to be able to look at different lengths of stay in New Chance. We will be able to look at the long-term impacts because it is—impact analysis that features control groups and treatment groups we'll also look at different subgroups and the impact of New Chance on them.

Acting Chairman DOWNEY. Mr. Little, could you tell me what the sanction rate was under LEAP? Who are the children who are most likely to have been sanctioned? Are they kids that have primarily dropped out of school?

Mr. LITTLE. If you didn't meet the attendance benchmark, you would be—you would lose $62 from the monthly grant. Who were the young people that were most at risk of the sanctions? You had a certain core group that, despite all efforts to get them into the assessment process, they refused. So they are being sanctioned because they never showed up, or because they refused to enter school.

And then you have got some who are enrolled in school and are struggling through the same kind of combination of factors that I said are affecting the New Chance young women. So many of the LEAP counties begin to try to do something a little more creative, adding a little more case management, adding a few more services to deal with those young people who have shown a willingness to be in school regularly, but their lives, their health, are factors that work against them.

Acting Chairman DOWNEY. You have given us some very sobering testimony, very important as well.

Mrs. Johnson.

Mrs. JOHNSON. I thought the portions of your testimony, each of you, that dealt with sanctions was pretty sobering.

Mr. Little, you mentioned that 25 percent of the teens known to the program in 1991 received bonuses and a similar group received sanctions, is that—am I reading that right?

Mr. LITTLE. That is right.

Mrs. JOHNSON. And, Mr. Hershey, you said over 60 percent of the participants received an official sanction warning for noncompliance with ongoing participation requirements, and over a third had their grant reduced at least once, were not maintaining an agreed-upon activity schedule.

You go on to say that while the caseworkers were originally opposed to this mandatory nature, that they have found this very useful, that they have found this sanction ability coupled with good case work and the kind of attention, case management and the kind of attention you are advocating as being productive and positive. Have you found that, Mr. Little? And you may want to enlarge on that, Mr. Hershey.

Mr. LITTLE. We found that in the LEAP counties as well.

Mrs. JOHNSON. That mandatory was first not liked by the staff and ultimately embraced or——

Mr. LITTLE. And ultimately embraced.

Mrs. JOHNSON. After we passed the Family Support Act, about a year after, I went and talked to the offices that covered my territory, and they said the same thing. In fact, now they really want to have the power to sign off on Federal school loans because these kids are getting hairdressing loans and then coming to them for sign off and payment, and they don't think hairdressing is what this kid ought to go into, but they have already signed the loan papers.

So that was a little kind of glitch that they brought to my attention and we are interested in those small items as well.

But on the larger issue of the interplay between the requirements and getting people moving forward, any further comment on that?

Mr. LITTLE. Let me just say, conceptually—the county welfare staff bought into the concept of mandating attendance in school. However, some were concerned about whether or not that school environment was going to be any different than it was when the kids dropped out. To mandate a child to go into an unsupportive classroom with far too many kids and teachers that were not interested in them, some of the workers saw that as a disservice and were a little sobered by the lack of alternative educational settings in those communities to which they could refer those young people.

So I think you have to look at both the concept of mandating participation in an educational setting, which I think people would support across the board, with the reality of what is going to happen if you don't really change the educational environment that those young people are being mandated to participate in.

And if it is the same environment that they dropped out from, you can expect the same thing to happen, that they will drop out. Only in this case they will likely to be worse off and their children will be likely to be worse off because of the implications it has for the grant.

Mrs. JOHNSON. Do you see a difference between those communities that have alternate high schools and those that don't?

Mr. LITTLE. We are trying to assess the differences.

Mrs. JOHNSON. I think that is important to assess, as my community has only recently started an alternate program. And I visited recently with those kids. I was really amazed at exactly what you say is true, and we ought to be able to document that in rather short order.

Mr. HERSHEY. I wholeheartedly agree with what Milton just said.

Just one example of the kind of issue that people working in a program like this face. The staff believed in all these programs that we evaluated, that requiring people to do something is a positive thing, but they discovered that finding the right thing to require them to do, finding the right thing for each individual to do that is worth requiring is a big challenge. Staff in many cases were not pleased or not satisfied with the array of available educational options in their communities.

In some cases, in several of the sites, they tried to remedy that situation by setting up their own little classrooms to prepare people for GED exams and so on. They found that wasn't easy either, that they suffered the same handicaps that a lot of school

people do. It is hard to provide a program that stimulates and challenges and engages people whose lives have provided poor preparation for education.

In all these sites, though, they did find some alternatives. In some cases they were very small programs that were more imaginative, maybe an alternative school, something that combined work experience and academics in a way that turned these kids on.

That is the point. You have to have the array, the variety, of options there available so that when one thing doesn't work for this kid, you don't just start the sanction going. You say, well, what else is going to work? Let's try something else.

Mrs. JOHNSON. On that line of sort of what works, Mr. Little, your testimony had a very interesting fact from this that you didn't actually verbally report, but I think we need to hear you enlarge on. You say that, interestingly, few teens have availed themselves of program funded child care, in large part because Ohio rules restrict payment to licensed or certified providers, and most teens appear to prefer informal care providers.

Since we have just been through that very debate up here, that was, indeed, very interesting to me. And it also aligns with my own experience.

My State also is very tough about certification. It hasn't prevented this preference. Are you looking at any exceptional program for that in Ohio? Are you looking at any way to deal with that? In talking to people in other States, do you find that also is a problem in other States?

Mr. LITTLE. Yes, we find it a problem in other States. We found it a challenge in New Chance. Many of these young women, you know, will read the newspaper or hear a news story about abuse that goes on in a child care setting. Many of them haven't had that child too far away from them ever since it was born and are not comfortable in giving that child to a stranger. They would much prefer to have that child taken care of by an aunt or a grandmother or family friend, somebody they know and trust. In Ohio that person couldn't be reimbursed for any cost associated with taking care of that child, because they generally are not certified.

Many of these young women haven't gone through the kind of program that you were talking about before, that teaches them about child development and parenting and how to identify an effective child care setting and come to the programs completely ignorant of how to be able to pick from the roviders that are out there. It is something that they are going to have to learn.

As I said, we struggle through it in New Chance as well.

In Cleveland, we have a special adaptation of LEAP going on where we have involved community-based organizations to help recruit the young women who have failed to make it into the assessment process for LEAP. We also have considered using a foundation and other private funding to support the mother, the aunt or the grandmother if the young woman chooses to use that.

So we will have in a very small sort of pilot demonstration within the LEAP evaluation, some way of at least casting some light on the question that you just asked.

Mrs. JOHNSON. One last question.

Do either of you involve fathers? Neither of you mentioned fathers in your programs.

Mr. HERSHEY. The teenage parent demonstration in all three sites tried to involve parents in two ways.

First, there was a formal requirement that the fathers of the children of the teenage mothers, if they themselve were receiving assistance, were to participate. Very few fathers ended up participating because of that requirement, primarily because there weren't that many of them that were receiving assistance, or it was just too difficult to find out.

A second thing that they tried to do was, rather than enforcing or establishing and enforcing a requirement, the program staff tried to reach out to the partners of the teenage mothers, some of whom were not the fathers of their children, and to involve them in the program as a way of h[illegible]nd engaging them in the lives of their children.

Not many fathers got involved this way, but I think one of the lessons that the program staff learned was that what they needed to do was not offer these fathers parenting seminars. They needed to offer them jobs and job training. That is what they wanted. If they had that to offer, they could attract the fathers.

Mr. LITTLE. We have had the same experience in New Chance in trying to link up with the fathers. One of the things that you learn is that the fathers of the children of teen mothers are not teen fathers in every case. Many of the fathers are out working. They are in college. We have a couple of cases where the fathers of the—the mothers of a New Chance child are 50 years old or older.

So thinking about how you bring those folks into a program offers some a major challenge. LEAP is for all custodial parents and pregnant teens, so under the custodial parent category, you do have a few young men who are participating in LEAP because they are the custodial parent. So LEAP is helping to address their needs as well.

Mrs. JOHNSON. And you do, of course, with some of the older men through the job support enforcement effort?

Mr. LITTLE. Yes.

Mrs. JOHNSON. Thank you. I appreciate your good testimony.

Mr. ANDREWS [presiding]. I don't have any questions. I do want to thank you. I regret that I got here in the middle of your testimony. I look forward to reading your written statements. Thank you.

Mrs. JOHNSON. Thank you. Our next panel——

Mr. ANDREWS. Yes; there is one more panel, and we would ask those witnesses to please take their seats.

The committee wants to welcome from the Oregon Department of Human Resources Mr. Kevin Concannon, the director of that agency and from the Maryland Department of Human Resources, Deanna Phelps, the director of Office of Project Independence Management.

Welcome. And we are delighted to have you before our committee. Feel free to read your statements, but if you could just give us your thoughts, it might be a little more preferable than reading to us.

Ms. Phelps.

STATEMENT OF DEANNA PHELPS, DIRECTOR, OFFICE OF PROJECT INDEPENDENCE MANAGEMENT, MARYLAND DEPARTMENT OF HUMAN RESOURCES

Ms. PHELPS. I am Deanna Phelps, and I am the director of the JOBS Program in Maryland. Jodie Levin-Epstein, who was planning on being here today to testify on behalf of this law and social policy, had to go out of State because of a death in the family, and she asked me yesterday afternoon if I would come in and give verbal testimony regarding teen parents in the JOBS Program in Maryland.

Mr. ANDREWS. We are delighted to have you.

Ms. PHELPS. Thank you.

Maryland implemented the JOBS Program statewide fully in July 1989, which was the earliest possible time we could do so, and so we have got about 2½ years of experience in the program. Our current State and local funding level is approximately $8 million, leaving us about $1.6 million short of our Federal match.

Our proposed State fiscal year 1993 budget level at this point will be cut by $700,000. This is the result of severe revenue shortfalls in Maryland as well as sharp rising AFDC and Medicaid expenditures.

Currently Maryland has about 3,500 nonexempt teen-parent dropouts in our caseload of approximately 80,000 families and 220,000 individuals. Our JOBS Program serves about 900 or about 26 percent of these teen-parent dropouts. We also serve another 1,100 teens who are either nonparent dropouts or teens requiring post-high school training in order for them to become employable. The vast majority of our teens are served in comparatively costly educational programs leading to a GED or high school diploma rather than in returning them to the public school. Because post-dropout programs are expensive and success is more difficult, we have wanted to also focus on in school teens at risk of drop out.

Our State has a program called Maryland's Tomorrow, which is a very successful dropout prevention program and we requested permission from HHS to be able to link the JOBS Program with Maryland's Tomorrow and enroll AFDC teens in this dropout prevention program, also in the JOBS Program, to enhance services to those teens and also to expand the number of AFDC teens that Maryland's Tomorrow could serve.

We were given partial help by HHS. They are now allowing us to enroll in school teen-parents but they have denied approval for us to enroll other teens. Although we appreciate the fact that they are supporting us partially, the logic of excluding these other teens at risk of dropout, some of whom are either pregnant or at great risk for teen pregnancy really escapes us. These teens at risk of dropout have a great potential to either be future AFDC recipients or the fathers of AFDC children without the skills and means to pay child support.

Therefore, the first thing that we would like to recommend is that HHS allow all in-school teens at risk of dropout to be serviced under the JOBS Program. We feel that our intervention could be much more successful if we had the flexibility to expand how we

are intervening with these teens and to be able to get to them earlier.

I think some of the studies say that if you can start intervening before the child has dropped out, the intervention is probably cheaper and much more effective. Once they have dropped out, it is very, very difficult to reengage them.

In December this committee heard testimony on the problems related to the 20-hour rule in the JOBS Program. As you know, this rule requires that participants are scheduled for 20 hours per week and attend 75 percent of those scheduled hours in order to count as a participant in the JOBS program. This Federal rule is also a barrier in our accessing existing low cost or free services for teens in our program.

Some examples in our State: We have a 1-hour-per-week external high school diploma program that heavily relies on study at home with the teen not being supervised. We also have a 4-hour-a-week GED program that has a similar kind of—it is an evening program and it allows for a great deal of study time on the teen's own time.

We also have family support centers. These family support centers have been shown to be very, very effective. They target teen-parents who have had at least one child. The major thrust of the programs is to prevent a future pregnancy but also to move these teen-parents toward effective parenting as well as economic self-sufficiency. The experience of the family support centers in trying to work with our program has been that the Federal rules have been so rigid that it has really been a barrier to our working together. They provide a self-paced GED preparation as part of a wide range of services that include parenting and pregnancy prevention issues.

Many of the girls meet neither the 20-hour rule nor the 75-percent attendance but get their GED's and successfully move on to self-sufficiency. None of those girls can be counted however as successful participants in our program. Family support centers also illustrate the need to be able to count preeducational stabilization activities, as many teens need to deal with being a parent and adjusting to major life changes of being a parent at a young age before they are ready to move ahead with education.

The 20-hour rule discourages us from providing these as much as we want because we instead spend our dollars on "countable" activities. This is a general problem in the program, not just specific to the teen-parents, but I think for teen-parents especially, there are so many problems going on in their lives, it is so difficult for them to adjust to parenting at the young age, that it becomes an even greater problem having this rigid requirement.

It really prevents us from having the flexibility to program for them appropriately.

Another problem that we are having is that the Federal rules are very rigid in terms of our drawing Federal matching for programs that have private or even Government funding that is administered through nonprofit, community-based organizations. There are lots of really interesting services and programs out there, but we are unable to draw Federal matching on those unmatched local or private dollars because the Federal Government requires them to actually write a check to the Government with no

promise that they will receive the funds back in order for us to draw the Federal match down.

If we could have these three changes, the flexibility in the Federal administration of the JOBS Program, we feel that we could much more effectively serve teens as well as other participants of the JOBS Program in Maryland.

Thank you very much for having me here today.

[The statements of Ms. Phelps and Ms. Levin-Epstein follow:]

Testimony presented on March 6, 1992 before the Subcommittee on Human Resources, Committee on Ways and Means, U.S. House of Representatives by Deanna Phelps, Director, Office of Project Independence Management, Maryland Department of Human Resources.

- Maryland implemented JOBS--statewide in July 1989.
- Our current state and local funding level is approximately $8 million, leaving us $1.6 million short of our Federal match cap.
- Our proposed SFY'93 budget level will cut the state JOBS match by $700,000. This is a result of severe revenue shortfalls experienced by the state during this recession and sharply rising AFDC and Medicaid expenditures.
- Currently Maryland has 3,500 non-exempt teen parent dropouts in our caseload of 80,000 families and 220,000 individuals.
- Our JOBS Program serves 900 or about 26% of the teen parent dropouts. We also serve another 1,100 teens who are non-parent dropouts or teens requiring post high school training.
- Of those served in JOBS, slightly less than 200 are served by returning to traditional public schools.
- The vast majority of our teens are served in comparatively costly alternative education programs leading to GED or high school diploma.
- Because post dropout programs are expensive and success is more difficult, we have wanted to also focus on in-school teens at risk for drop out.
- Our state has a program called Maryland's Tomorrow which is a successful dropout prevention program. We requested permission from HHS to enroll AFDC teens in that program in JOBS. We hoped to enhance services to current AFDC Maryland's Tomorrow students and expand the number of AFDC students served.
- We were given permission to enroll the in-school teen parents, but were denied approval to enroll other teens.
- We appreciate the support of HHS in serving in-school teen parents, but the logic of excluding other teens at risk of drop out (some of whom are either pregnant or at risk of teen pregnancy) escapes us.
- These teens at risk of drop out have a great potential to either be future AFDC recipients or fathers of AFDC children without the means to pay child support.

Therefore, we recommend that HHS allow all in-school teens at risk of drop out be served under JOBS.

- In December, you heard testimony on the problems related to the 20-hour rule. As you know, this rule requires that participants are scheduled for 20 hours per week and attend 75% of those hours. This Federal rule is also a barrier to our accessing existing low cost or free services for teens. Some examples are:
  - A one-hour per week external high school diploma program which involves a great deal of independent study.
  - Four hour per week GED program--same issue with study time.
  - Family support centers--provide self-paced GED preparation while focusing on parenting and pregnancy prevention issues. Many girls meet neither the 20-hour rule or 75% attendance, but get GEDs and successfully move to employment.
- Family Support Centers also illustrate the need to be able to count pre-education stabilization activities as many teens need to deal with learning to parent and adjusting to major life changes before they are ready to move ahead with education. The 20-hour rule discourages us from providing these services as we want to spend dollars on "countable" activities.

Therefore, we recommend that the 20-hour rule be removed and activities and participants be countable which are appropriate to meet the employability goal of the individual client. Satisfactory performance as defined by each program should replace the attendance tracking requirements.

- Federal rules also create a barrier to leveraging resources for teen parents available through non-profit community organizations because of the requirement to transfer funds to the IVA agency.

Therefore, we recommend that states be allowed to enter Memoranda of Understanding with non-profits to draw Federal match without the actual transfer of funds.

- Thank you for allowing me to present Maryland's views to you today.

Testimony of Jodie Levin-Epstein

Senior State Policy Advocate, Center for Law And Social Policy

Members of the Subcommittee:

My name is Jodie Levin-Epstein with the Center for Law and Social Policy (CLASP). CLASP is a nonprofit organization engaged in research, policy, analysis, and advocacy on a range of issues affecting low-income families. Since 1988, CLASP has closely followed the implementation of the Family Support Act. We have given a particular focus to the implementation of the teen parent provisions of JOBS. Last year, for example, we held a conference for foundations and teen parent service providers that explored different aspects of implementation. In addition, we have collected and analyzed a unique set of JOBS teen parent data from state agencies, *Teen Parents and JOBS: Early State Statistics* and published *Babies on Buses: Lessons from Initial Implementation of the JOBS Teen Parent Provisions* which provides insights into how seven different agencies are approaching implementation.

This morning I would like to touch on the context in which the JOBS teen parent provisions operate, and suggest new questions regarding who participates and what participants do.

CONTEXT

Through JOBS, Congress encouraged states to target teen parents who had dropped out of school and who may be "at-risk" of long-term AFDC receipt. It may be that Congress expected all states to be like Oregon and to accomplish extensive participation by teen parents who are provided relatively comprehensive services. At this point, though, Oregon may be more the JOBS implementation exception than the rule.

The impetus for Congressional concern about teen parents is evident in the statistics: among all women receiving AFDC payments in 1988, 59% were age 19 or younger at the birth of their first child.

However, at any given point in time, only a small proportion of AFDC recipients are teen mothers. The limited available data suggests that about six percent of all AFDC families in 1988 included a parent under age 20; this represents about 223,000 mothers under age 20. Significantly, many of these young mothers do not receive AFDC continuously. Two-thirds of the adolescent mothers who received AFDC left it for at least a year, within four years, according to a 1990 Congressional Budget Office study.

Other statistical snapshots help put the JOBS teen parent effort in a broader context: the teen birth rate is lower than in earlier decades and, at any given point in time, the majority of teen mothers do not receive AFDC.

Public attention to teen births is frequently driven by a sense that the problem is increasing – that it is reaching epidemic proportions. Actually, if there was an epidemic it was in the 1950s. The rate of teen pregnancy was dramatically higher in the 50s, 60s, and early 70s than it is now. While there has been growth in the last three years, the 1989 birth rate was 58.1 per 1,000 females. In 1955 it was 90.3 – around 40 years ago, the teen birth rate was about 32 percentage points higher. While the more recent birth rates are significantly lower than previous decades, the number of teens unmarried at the time of the birth, has increased. This has made the teen parenting problem more "visible," even though there is much less of it.

There is also an image that all teen mothers receive AFDC. This is false. The Congressional Budget Office found that nearly half of all teen mothers and over three-fourths of unmarried adolescent mothers, receive AFDC a· some point within the first five years of giving birth.

We are encouraged by the slow but apparent growing commitment in states to utilize JOBS to address teen mothers' needs. We expected that the ongoing recession might have dampened interest in serving this relatively costly target population; but to our surprise a number of states have moved forward, even in recent months, to give teen mothers top priority within their target populations. This is difficult for state welfare agencies for several reasons. First, prior to JOBS, many state agencies had little experience with teen mothers, their infants, and the services both require. Second, their service needs can be expensive. Third, since they often require significant time in an educational placement, they may not be employable for some time or, they may get such

low-paying jobs that they remain on AFDC. For some states, the legislature measures success through reduced AFDC rolls; as one New York official said last week, "any state that wants a successful program would invariably avoid teen mothers because of the difficulty inherent in working with this population."

WHO PARTICIPATES

I would now like to:

- briefly summarize CLASP findings from an April, 1991 national survey regarding participation by teen mothers in JOBS;

- discuss a controversial, recent HHS decision to limit participation by a particular group.

CLASP's survey indicated that:

- **Most responding states could not provide reports on teen parent participation in JOBS. Of the 24 states that kept data on teen parent participation, some did not yet routinely report the data.**

  Of the 42 responding states, 24 indicated that they currently keep data on teen parent participation in JOBS. However, this does not mean they are able to report the data. For many states, the raw data is available, but is not in a retrievable format and not analyzed.

- **About 23,000 teen parents participated in JOBS in 1991 in the 24 states which had participation data.** This represents 20% of the estimated AFDC teen mother universe in those states. While this is not an insignificant percentage, the aggregated number may be misleading. A closer look indicates that fully two-thirds of the participation occurs in only five states: Connecticut, Florida, Illinois, Oklahoma, and Ohio. When we update our survey in the coming months, it is clear that Oregon will join this elite group of states.

  The finding means that the other 19 reporting states had very slight participation. These low numbers, however, do not necessarily mean the program is doing a bad job. It may mean that the state is using limited resources to deliver quality services to the few who are participating.

**There is no federal source of data on teen mother participation in JOBS.** States that reported data provided us with information they are not required to report federally. A possible federal source of data will be a planned mid-1993 HHS report drawn from statistical samples. Unfortunately, if the teen mother sample size proves too small, there will be no statistically valid information on teen mother participation. If Congress wants to ensure that such data is forthcoming, it would need to ask HHS to change its data collection to ensure a valid teen mother sample.

A new, controversial HHS ruling prohibits a significant population from counting as JOBS participants, or receiving JOBS funding such that:

- **State efforts to use JOBS to prevent school drop-out have been negated; however, school drop-out prevention might help postpone parenting by some teens.**

  A number of states are being forced to change plans to utilize JOBS funds for school drop-out prevention efforts. This is because a recent HHS Action Transmittal (AT 91-21) establishes when a state may count teen mothers, and those teens who are not mothers, as JOBS participants. In short, the HHS guidance tells states they can consider JOBS for drop-out prevention by teen mothers, but not by other teens. HHS has told states that they may count and use JOBS funds for any teen mother -- those still in school and those who have dropped out. However, teens who are not mothers are treated differently. Teens (who are not mothers) who are still in school and have not dropped out, cannot count as JOBS participants nor tap JOBS funds. Teens (who are not mothers) who have dropped out could be counted. Perhaps to mitigate the blow of this restriction on JOBS funds, HHS advises states that "special needs" funds could be used for education and training of these in-school teens.

However, it is not at all clear what kinds of special needs would be approvable; what is clear is that states lose considerable flexibility if they attempt to utilize this approach.

States that are interested in using JOBS for school drop-out prevention services for teens who are not parents, view it as an opportunity to prevent such teens from leaving school prematurely and perhaps from becoming parents prematurely. While there is a public impression that teen pregnancy causes school drop out, there is data indicating that frequently drop out occurs first, then pregnancy. Data estimates vary, but the National Dropout Prevention Center reports that 40% of female high school dropouts leave due to pregnancy; according to Child Trends, roughly the same percent leave school first, then become pregnant. More research is currently underway on this topic.

In the past week, CLASP has been in touch with over 15 states regarding the HHS decision and its impact on their states. About half were clearly troubled by its implications. As noted by an Oklahoma official, the ruling "will impede pending state legislation by requiring additional state funds to provide what was thought to be a JOBS service." Two states explained their plans to do more than merely count their at-risk teens, and how they hoped to use JOBS funds to provide augmented or new school drop-out services. In Maryland, the state funds and operates a successful year-round school drop-out prevention program known as "Maryland's Tomorrow." Currently reaching 8,000 youths in 80 schools around the state, a JOBS partnership would have expanded its reach significantly. According to Marion Pines, Maryland's Tomorrow project director at the Johns Hopkins Policy Institute, "HHS speaks rh torically of its commitment to prevention, but acts only after a youth's fate has been sealed – by premature parenting or dropping out. That is just poor social policy."

In Mississippi, one county had planned to inaugurate a new drop-out prevention initiative through JOBS. School counsellors were to give teens in JOBS families special attention, to help them address individual and family issues. The school counsellors would work along side of the JOBS case managers. For example, if the counselor knew that school work was suffering because of an alcohol problem at home, the JOBS case manager would be encouraged to provide a support service. School counselors would interact with parents – either through home visits or in group sessions. The JOBS money would also be used to pay for a student's transportation costs. According to one individual involved with the planning, HHS "scotched our hopes."

An official in North Carolina perhaps stated it best when he noted, "Waiting until teens are parents is too late!... The regulations should include a natural linkage between JOBS and drop-out prevention efforts in the public schools."

The concept of linking JOBS to drop-out prevention differs significantly from "Learnfare" type proposals. Under "Learnfare," AFDC is conditioned on a teen's meeting a specific attendance standard. While both "Learnfare" and efforts to link JOBS to drop-out prevention share a common objective – school completion – they differ significantly in approach. The focus of "Learnfare" is attendance. The focus of school drop-out prevention is removing the barriers to attendance and school completion. Consequently under "Learnfare" scarce resources are spent in tracking minute variations in attendance by those in school, rather than augmenting or initiating services designed to help youth stay in school.

A recent evaluation of several years of data from the Wisconsin "Learnfare" program underscores the paucity of this approach and concludes that "AFDC teens have not shown improved attendance under the Learnfare experiment. After one year of Learnfare about one-third of Learnfare students had improved their attendance while over half showed poorer attendance...Graduation rates for Milwaukee teens subject to Learnfare...and a control group of their classmates were the same with 18 percent of each group actually finishing their senior year and graduating."

Federal policy currently focuses on the hardest to serve population – school drop outs. It exempts those who stay in school. This is appropriate. The problem created by HHS is that it does not allow states to provide drop-out prevention services to the exempt group; states should have this flexibility.

**HHS regulations should be revised to permit in-school teens who are not parents to count as JOBS participants and to receive JOBS funded services; HHS should develop safeguards to assure that those who are counted, in fact, receive JOBS services. Further, these in-school teens should remain exempt unless they drop out.**

WHAT PARTICIPANTS DO

Participation in JOBS by teen mothers means – with occasional exceptions – placement in an education component. To be effective, teen parents need a wide array of services while they are in school. In many instances – particularly for the JOBS target population of school drop-out teen mothers – there may also be a need for services prior to, and after participation in, an educational activity. Witnesses earlier today have identified some of these service needs: appropriate alternative education programs, infant care, housing assistance, referrals for WIC, EPSDT, and other health/nutrition programs, parenting, budgeting and so forth. There is also often an extensive need for counselling and mental health services. For example, emerging data from studies in states such as Washington, Rhode Island and Wisconsin indicate that high percentages of teen parents come from abuse/neglect families. As a South Carolina official noted, "This group is not only not attending school and having babies but also has experienced incestuous relationships, body violations and very, very low self concepts. They are usually from dysfunctional families. The requirement of school attendance is the least of the services that we should offer. They are so emotionally disturbed that they cannot function in school."

The JOBS teen parent provisions do not explicitly support pre-education "stabilization" services; however, many teen parents are unable to take advantage of a component placement in education or training unless other fundamental needs are addressed first.

- The teen mom completed her two-week assessment and was scheduled to go to a night school. All the arrangements were made. She never showed. Her service provider tracked her down. She was phobic about school. She physically could not go through the door of the school. She was not ready. The service provider is working with her on addressing her fear of school.

- Ann L. lives on the streets. She is under 18 with two babies. She has been told she is required to participate, visited with the program staff, but never re-entered school. She reports that her AFDC check has been cut-off. The staff feel that if she is to effectively participate in an educational program, she would need significant counseling in advance of going to school. For example, she would need training on how to utilize the public transportation system, something she fears and does not use.

Some state teen parent programs, unlike JOBS, emphasize the provision of whatever service appears to be most needed by the teen mother. In contrast, JOBS stresses immediate educational placement with an occasional exception for immediate job training placement. But the sentiment of at least one state official in New York, may be shared by officials with similar state programs. This state official feels that some teen mothers require counselling and other services prior to being able to learn. In New York the state operates its Teenage Services Act (TASA) program alongside of JOBS. Currently, there is no systematic integration. Part of the reason is that TASA, a case management program, allows a teen mother who has dropped out of school to work on pre-education needs. The state official indicated that the range of time needed varies.

Because the JOBS law and regulations are silent regarding "stabilization" services for targeted teen mothers, most states will not even consider such services as part of their JOBS mission. A state that decides to operate without explicit guidance could provide these services under the current law either by labeling them "assessment" or "pre-employment" or by calling them a support service. The match rate, however, for a support service is 50-50. This is lower than the match rate for placement in a component. In addition, individuals only count as participants when they are in components, not when they receive support services. States face a trade-off that few can afford. If they decide to provide "stabilization" support services at the lower match, then they bring in fewer federal dollars to the state. The trade-off is most dramatic in the poorest states since those are the ones who could bring into their state the highest federal match.

In North Carolina, the state will soon formally submit a request to HHS that an "education readiness" be approved by the agency as an additional JOBS component. Through "education readiness" those teen parents who need specialized counselling and other services in order to take advantage of GED or other educational placements, will be provided such services. If approved as a component, the activities will be matched at the standard rate and participants in the component will be counted for JOBS.

**HHS regulations should explicitly address the value of pre-education "stabilization" services; states should be allowed the flexibility to consider such services as a component that counts for participation, and is matched at the standard component match level.**

A number of states noted that JOBS reimbursement should reflect that teens are often more expensive than other populations to serve. One state suggested that funds beyond the current federal cap should be available for "the necessary intensive service teens require." Some states offered specific options within the current cap. For example, Oklahoma recommended that "90/10 money (be) available to serve all AFDC teens and require all states to operate a Demonstration Project"; another state called for giving a greater weight to teen parents who meet the participation definition.

**HHS should assess whether ongoing case management for teen parents may be more expensive than for older populations; if this cost variable is significant, HHS should develop mechanisms that enable states to earn more money to serve the more costly population.**

In December, this Committee heard considerable testimony regarding the HHS 20 Hour Rule and its effect on the JOBS program in general. Those who work with teen parents in the JOBS program also find it a problem. At least four states cited the rule as one they would change "if (they) could change one thing in the current JOBS law or regs related to teen parents." One official noted that, "The 'Twenty Hour' rule restricts the state's ability to provide the best educational plan for each teen parent. The 20 Hour rule should be amended to include study time, travel time and excused absence time for teen parents. Transportation is a major problem for teen parents. Getting around with a child(ren) is time consuming. Also, children are exposed to infections and illness. Schools recognize this and make allowances. JOBS participation requirements should do the same."

As with adults, the 20 Hour Rule drives states to make decisions on component placements because they add up to the number 20. Instead, states should be spending time and resources identifying and funding programs for teen parents that meet their many needs.

**HHS should redefine participation so that states have the flexibility to place teen parents in appropriate programs and services, rather than place teen parents in order to meet the 20 hour rule.**

I thank you for your interest. I would be happy to answer questions related to my testimony or to any other aspects of the JOBS and teens.

/288.105

Mr. ANDREWS. Thank you.
Mr. Concannon.

## STATEMENT OF KEVIN W. CONCANNON, DIRECTOR, OREGON DEPARTMENT OF HUMAN RESOURCES

Mr. CONCANNON. I would like to fully enter into the record the fuller statement I have submitted and I would like to highlight some of those points. First, like the previous witnesses here today I would like to applaud the committee for the subject of this hearing.

As a State agency director, I believe very strongly that teen-parents are one of the most potent leverage points, not only for family and welfare policy, but truly as well for child welfare policy and I know that is the subject of continuing interest by a number of members of this committee and I will speak to that momentarily.

Of the families who receive public assistance in the State of Oregon, 49 percent are headed by persons who either are or were teen-parents. That is slightly lower than one of the national statistics cited earlier today but I think very comparable in another sense that this is what I mean by a leverage point, that this phenomenon shows up almost like a biological marker in increasing numbers of heads of households on public assistance.

In many cases these heads of households did not complete their education. In Oregon, 78 percent of teen-parents who were in our public welfare program—AFDC—have not completed high school or their GED and 22 percent have. So it is a significant factor as well.

In our children services division, which is our child welfare agency, the agency that responds to issues of abuse and neglect, 43 percent of the households are households in which the mother is or was a teen-parent. Again, a most significant risk factor. Teen parenthood is one of those factors accounting for the rise, the epidemic rise, I would submit, in the numbers of children nationally who are in foster care.

I think a statement released here in Washington in December showed there are now 450,000 American children in foster care and again, the phenomenon of teen parenthood is one of the factors accounting for that. I am pleased to be before the committee today, noting that we believe Oregon may be No. 1 in the country in terms of the percentage of eligible teenage parents who are enrolled in the JOBS Program.

Of those who are eligible in our State, and by the way, for information of the committee, we have a waiver from HHS in terms of mandatory populations in our State. It is all teen-parents who are—who have children above the age of 1, not the age of 3, so we have an even larger pool. We have 84 percent who are enrolled in classes and the balance, the other 10 percent, are waiting to begin services.

We started in October 1990; we have served 3,800 teen-parents in the JOBS Program, more than 1,500 currently enrolled, and that enrollment follows along the following lines: Approximately one-third of those parents are back in their own high schools, and that has been the subject of some exchange here this morning. One-third are enrolled in community colleges, and Oregon is a State

that has a very strong community college system, and one-third are enrolled in a variety of alternate schools, either JTPA programs or community alternate schools, so in our State it roles out one-third, one-third and one-third.

We spend a considerable amount of dollars for our State. We are about 30th in per capita income; so we are not certainly one of the richest States in the country. We are 30th in per capita income, but we spend approximately $69 million in our JOBS Program. That is a very strong priority for us, for Governor Roberts and for our department.

As I say, we think and we strongly believe it is one of our leverage points to try to have an impact on dependency.

Now, as to the achievement to date, that is, I think, a rather high percentage of people enrolled. I think at the head of my list to account for that I would point to the flexible partnerships that have been developed in our State. Again, some of the testimony earlier today referred to rigidity of rules or barriers that develop between organizations of governments or at the local level or State level.

In Oregon's case we have tried to really promote partnerships, not only at the State agency level but at the local and regional level and we basically divided our State, it is not as large as Congressman Andrews' State, but it is 99,000 square miles. We have divided it into 15 districts and we encourage cross-county planning so that we could develop sufficient expertise and opportunity for these teens to get back into school.

And we have had approaches that have included everything from kiosks in shopping malls to outreach teen-parents to private letters or personal letters from caseworkers encouraging teen moms to come back into the program and in a small percentage of cases, teen dads. About 5 percent of the custody parents in our AFDC Program are headed by teen fathers. So we have involved a small percentage as well of teen fathers.

In all cases—I might underscore this however—we emphasize the benefits of getting an education rather than the penalty consequences of losing part of a welfare check, and I think that is a very important attribute to the program. It helps us to be able to have the sanctioning authority, but we rarely have to exercise it. It is a small percentage. It is 3 or 4 percent of the enrollees in our program. Rather we put the emphasis on how can we help you have a positive experience. And that is not only experienced formally in letters, but there are a lot of reinforcers for that.

For example, community colleges in our State, many of them provide a free semester, tuition-free semester for these teen-parents when they have completed their GED Program. Other communities have run welcome-back-to-school fairs at the end of the summer in which they have, for example, encouraged teen-parents to come back to school.

So it is not only the formal messaging that you are welcome here, but it is the manifestation of informal support to bring people back into school.

Beyond formal educational agencies in Oregon, we have about 25 social service and health agencies involved with us. We have programs in Portland that have been cited by one of the earlier wit-

nesses here today, programs in Eugene, our second largest city. They vary considerably and they have been developed locally but, again, they have the quality of trying to outreach parents and encouraging them back, building on their strengths.

We have done, I think, a number of things the right way but we have been fortunate in that there are six aspects of this that I would cite that I believe have made a difference for us.

One, we were a State that was, prior to the enactment of the Family Support Act, piloting seven welfare reform pilot sites in our State, and the basic concepts that we were pursuing to those pilot sites largely reflect the work of MDRC, one of the other significant agencies testifying here today, in a successful program down in San Diego, CA, referred to as the SWIM, or the acronym was SWIM, and we have embodied various elements of that program in the Oregon sites. So we had some predisposition.

When the act was enacted, that is the Family Support Act, we created in our public welfare division—by the way, in our State, public welfare is administered at the local level by the State agency as well, we created a classification of community resource coordinators and it is their job to do the outreach with the case workers to get these moms, in a small percentage of case, dads, back in the programs.

I can't underscore too much the importance of that, because they use their flexibility and their creativity to say "what do we need to do to encourage you back into school?" Governor Roberts created the Oregon Work Force Council her first year in office, and actually I left that very council yesterday to fly here, but I point out to the committee, I think it gets at the concern raised by Mrs. Johnson. On the Oregon Workforce Quality Council, sit the chancellor of higher education, the superintendent of public instruction, the State director of human resources, the head of the—or representatives of the AFL-CIO apprenticeship programs, the Governor herself or her representative, and the point is that all of the State's workforce and training programs are funneled up, the policy decisions, to this council.

So it sets an example at the State level that encourages interagency efforts at the local level. I can't, again, underscore that too much. I think it facilitates some of the cross-agency partnerships that are so necessary to make these programs work at the local level. We do have, as I mentioned, a very strong community college system and many of those community colleges are providing free tuition to these heads of households. Again, another way to manifest authentic interest in them.

Finally, I might say that the media has actually helped us, and, again, this is a very important point for me and I would expect it would be for the Congress. One of the things that discourages me about this period in time in which we live is we are going through a period of almost despondency about the efficacy of what Government does, and I would cite the JOBS Program and I would cite the Family Support Act as a very good example, a very strong example of enlightened and effective public policy.

In our case, the media has been very attracted, the print and the electronic media, to telling the stories of so many of these heads of households, of these moms, and we have had them before our legis-

lative committee. I have met with a number of them, by the way, maybe 16 or 17 or 18 have lived lives that really far exceed their chronological years. They have had all kinds of problems from sexual abuse to terrible self-esteem problems to nearly universal problems of impoverishment, and we have had people who as a result of JOBS literally have been the class valedictorians who have gone off on scholarships to the State university and to other quiet but very important stories of success.

And, again, we see it as not only success immediately for that mom and her child, but I consistently point to the teen-parent program as perhaps the single most important prevention program on our child welfare side because, as I mentioned in my opening remarks, two-fifths are in Oregon or in excess of two-fifths of our child welfare cases are families in which the parent was or is a teen-parent.

We are a relatively small State with just under 3 million people so perhaps that helps us as well achieve it. But some other factors going on in our State that I think help impact this as well. In our child welfare system, again, we have a number of cross-over contexts, we build on something called a family unity model which again is focused on recognizing the strength of these teens, beginning with not an assessment of their deficits, but rather an assessment of what is the capacity this person brings, build on the positive.

In the city of Portland, our largest metropolitan area, we have not only the State and the county human service agencies, but we have major heads of—major private industries, again, expressing and committing themselves to retention of teens in schools, which includes teen-parents. We have the Oregon health plan, which we hope we will receive positive news on within a matter of days, if not in a matter of weeks, which would extend the Medicaid program to a number of these teens.

Again, teen-parents who may not be currently on AFDC, but we found in our State, as I expect is true throughout the country, that about 21 to 22 percent of the persons coming on to public assistance, in the case of families with young children, cite the absence of health insurance was the principal reason why they lose—why they leave the job of their previous employment.

So we are very bullish, if you will, on the need to expand Medicaid coverage and as I say I hope we are going to hear on our waiver request in a matter of days.

Finally, let me say something to the committee that I think is the principal reason why I came. And that is this: It is my understanding that of the $1 million that the Congress authorized for title IV of the Family Support Act, something in the order of $600,000 is currently being used. The $400,000 by statute lapses or goes back into the Federal budget. The HHS is not currently authorized to either reallocate the funds to other States.

Now, I asked on behalf of our State, because it is my knowledge currently that—or in the latest information I had, some 10 States across the country are utilizing the full Federal dollars set aside based on population for the JOBS Program. We are one of those 10. To my knowledge we may be the only State that exceeds that. We

are exceeding that Federal set aside in terms of matching capability by about $17 million.

I mentioned earlier, we are 29th in per capita income so it is not because we have discovered oil and gas off the Oregon coast. It is because we made a very conscious strategy last legislative session with the Governor. We had to actually cut back some other programs that trouble me, but we did so because we believe so strongly in the need to invest in these teen moms as well as other heads of welfare families if we are ever really to have an impact on this problem.

I would urge that the Congress actively either direct through statutory change or authorize a HHS to reallocate the unused portion of funds to States that can use the funds, and I say in acknowledging the fact that again, it has a very direct impact on Oregon, but I am also mindful of the fact that we have tremendous mobility in the country, in our part of the country. We have been looking at about 25 percent of first time applicants for AFDC are persons who have moved into the State within the previous 6 months, and I am aware of a study in Washington State that shows a somewhat higher rate of mobility as well and we have seen lots of information more recently on California. In short, there is just mobility. People are looking for opportunities for work and many of these persons are poorly positioned for the economy.

So I would strongly urge the Congress to support either reallocation or alternately Senator Moynihan has recently expressed interest in having a bill introduced this session, and I think it is called Welfare to Work Act of 1992 that would provide additional dollars to the States for the JOBS Programs without the local matching requirement. I would be happy if either fact came to be, and I think it really is a major prevention.

I think it is very constant with the first witness here today who was talking about a business-like investment approach. I think it is one of the smartest things we could do. I would end with saying I am reminded of the song, "Give Peace a Chance." I would say, give the Family Support Act a chance, and I would, again, give it the best chance by directing reallocation of that unused portion. Actually it is nearly 40 percent of the act, so that is certainly troubling to me and I would expect it is to the Congress, or support Senator Moynihan's bill that would expand the access for States.

As my colleague from Maryland said, I, too, would support some flexibility around the 20-hour rule as it relates to teen-parents because it can be a factor that discourages enrollment, but for me the major priority, would be to think about or strongly support reallocation.

Thank you.

[The prepared statement follows:]

STATEMENT BY KEVIN W. CONCANNON, DIRECTOR
OREGON DEPARTMENT OF HUMAN RESOURCES
SUBCOMMITTEE ON HUMAN RESOURCES
COMMITTEE ON WAYS AND MEANS
U.S. HOUSE OF REPRESENTATIVES, WASHINGTON, D.C.
March 6, 1992

I have an Oregon statistic that I believe helps to explain why teen parents are of such vital interest to this committee and why my state has been so energetic in tackling this challenge.

The statistic is this: Of the people who receive public assistance in Oregon, 49 percent either are or at one time were teen parents.

In many cases they didn't complete their education, and in some cases they bring with them other issues such as child abuse, poor parenting skills, and lower literacy in their own children.

In Oregon, of all the families served by our Children's Services Division, which is the child protective services and foster care services agency, 43 percent are households in which the mother was at one time a teen parent.

As a result of the 1988 Family Support Act, Oregon made teen parents a priority population under the JOBS program in October 1990. Today, we have cooperation from 94 percent of eligible teen-agers. Of those, 84 percent are in classes and the balance, 10 percent, are waiting to receive services.

To explain it another way, the total number of teen parents now enrolled in school or GED classes is in excess of 1,500. Since start-up in October 1990, we have served 3,860 teen parents. Significantly, we also have a count of 1,349 participants who moved into adult programs as a result of turning 20.

Overall, the rate of participation of teen parents makes Oregon among the leading states, we believe the leading state, in the nation.

I have met a number of these teen parents. As a result of the problems and challenges in their lives, they seem like people far older than their chronological ages. As a result of teen-parent programs, they are clearly becoming people who believe they have options positive for their lives.

Oregon puts great value on education. Speaking historically, we had the first university west of the Mississippi, the first newspaper west of the Rockies, and the first textbook printed in English on the Pacific Coast. In modern times, our Scholastic Aptitude Test scores lead the nation among states where 40 percent or more of students take the test. Eighty-seven percent of Oregon's workforce have completed high school, which is 17 percent above the national average; 25 percent have completed college, compared with a national average of 16 percent.

I would not presume to tell you how other states should run their teen-parent programs, but I can tell you what Oregon has done that has worked. And I want to recommend how the federal agency can help states such as Oregon do a better job of getting teen parents back in school. First, what we have done in Oregon.

To begin with, our work with teen moms represents $12 million of our total $69 million state general-fund JOBS commitment during the 1991-93 biennium. We figure the total biennial cost for every 100 teen parents in the program is $1.6 million for all services, including ADC, Medicaid, transportation and child care.

We recognize that we are trying to help a generation that grew up with computers, with heightened sensitivity to personal circumstances, and with the color and flash of Sesame Street and USA Today. Therefore, we have had to be creative.

One program for teen parents operated a booth in a shopping mall where it could reach more people than it could at a state office building. Another offered teen parents coupons that were worth $25 in school supplies.

One program sent letters to teen parents, including a hand-written note from a counselor, while another made home visits rather than risking intimidating teen parents with the specter of going to the "local welfare office."

In all cases, we emphasize the benefits of getting an education rather than the penalty consequences of losing part of a welfare check. We understood that it is in the long-term interests of all Oregonians for these teen-agers to get an education so they can be contributing members to our Pacific Rim economy.

Our local partners have accepted this challenge by establishing programs that look different from the teen-parent programs remembered by earlier generations.

Please permit me to give you several examples.

In three counties of southern Oregon, we have a program that provides eight hours of specialized GED classes each week plus eight hours of life-skills classes in areas such as career planning, parenting, goal setting and problem solving. This program is a result of cooperation among local schools, the Adult and Family Services welfare agency, the Job Training Partnership Administration office, the Alcohol and Drug Abuse prevention program, the Mental Health Division, a community college, and private, non-profit agencies.

Statewide, more than 25 agencies are cooperating in this effort to deliver education to teen parents. We have found that all of this coordination, while burdensome, pays off in success for the teen-agers whom we are seeking to serve.

Incidentally, this and other teen-parent programs in Oregon conduct commencement ceremonies. If anything, the hugs and the tears at these events are even more emotional than those at traditional high schools.

Here's another example. We try to provide activities to make the experience more palatable, again to give teen parents the incentive to enroll in school.

In Pendleton, a town in eastern Oregon that is home of the Pendleton Round-up, the program offers a summer "retreat" for teen parents. This retreat offers information about child care, child development, community resources and educational services available to teen parents, plus art projects, recreational opportunities and other activities.

In St. Helens, about a half hour northwest of Portland, the program last year held an end-of-summer picnic where teen parents and their children could be welcomed back to school. Local merchants donated stuffed animals, educational toys and food for the picnic; representatives of other programs were on hand to explain their services, and the local fire department brought "Sparky the fire dog" for the children.

Again, the goal is to welcome these teen-agers to school.

A final example. In Eugene, home of the University of Oregon, a program operates at Churchill High School. This program emphasizes a "one-stop shopping" concept.

Rather than asking teen parents to try to find local government offices and also get transportation to get to them, the teen parent program itself manages intake, writes checks for support payments, delivers food stamps and offers comprehensive case management, that is, it helps teen parents make progress in resolving issues standing in the way of their success. This teen-parent program in Eugene is also one that helps teens make the transition from becoming high-school graduates to community college students, to enhance their skills, their employability, and their chances for successful careers.

I have to tell you, there were those who initially questioned the desirability of these programs. They asked whether by providing these services we were not condoning teen parenthood.

I believe we have fairly well convinced these critics not only that few people would choose the lifetime of challenges that these young parents face, but also that our entire state will benefit by making these teen-agers employable, taxpaying citizens who aren't dependent on the good will of society.

In addition, we are seeing some progress in reducing teen pregnancies in Oregon. Since 1980, the rate of pregnancies among 15- to 17-year-olds has been reduced by 12 percent. Meanwhile, the rate of live births has increased by 5 percent while the rate of abortions has dropped by 33 percent.

Reducing rates of teen pregnancy is among the ambitious goals we have established in our Oregon Benchmarks program.

Although the teen-parent program is successful, the jobs that many graduates of teen-parent programs land are still fairly basic. Among them are those in fast food, child care, clerical, retail, maintenance, and as workers on assembly lines, ranches and as nurse's aides in hospitals.

Recently, I read a story about a Grants Pass teen who was studying at Rogue Community College while rearing her toddler and her baby. When she completes her program she will be able to work as a secretary, but she already recognizes that more education will mean better jobs.

She describes her goal as being off of welfare by the time she turns 21. Everything she said indicated that she has the hope of someone who realizes she has options.

Oregon's programs often offer support that aims beyond academics and to success at life. These are examples:
- Cooking classes and nutritional information, and a clothes closet where teens can find appropriate clothing for themselves and for their children.
- Opportunities for community service that can be exchanged for tuition waivers at a local community college.
- Special van or bus transportation to help teens get to programs that they otherwise couldn't attend.
- Regular community visits by a teen advocate, a case manager or a community "mentor" volunteer.

In addition, Oregon is using money from the Child Care Development Block Grant program of 1990 to provide day care for children of teen parents. This money is being used for existing centers in schools and to start new on-site centers as well as providing day-care sites in the community.

Oregon has done a lot right. Oregon has also been fortunate. First, even before we were asked to begin the teen-parent programs in Oregon, we were operating seven welfare-reform pilot sites in our state. This experience enabled us to be fully ready for the Family Support Act. And it meant that partnerships with local agencies were firmly in place.

Second, we created a classification of worker in our Adult and Family Services Division called "community resource coordinators." These professionals are key to recruiting teens including making personal visits to talk about the benefits of education, getting others to do so, and ensuring that other support services are in place for teen-agers.

Third, Governor Roberts created the Oregon Workforce Quality Council, charged with overseeing and coordinating all of Oregon's education, training, apprenticeship and workforce development. Teen parents are among the JOBS priority populations monitored by this council. Fourth, Oregon boasts a well-established system of community colleges, and these community colleges have a history of offering strong GED programs.

Fifth, visibility for this program, and therefore recruitment, was enhanced by a great deal of news coverage that began in the fall and winter of 1990 and which continues today. To those who say journalists don't report "the good news," we can report that they do when the news is about a program that represents a partial solution to a major social challenge such as that which teen parenthood represents.

Sixth, the fact that Oregon is a relatively small state -- that is, we are 10th in size but with only 2.9 million people -- no doubt helps with our success.

In the Oregon Department of Human Resources, which I have managed since 1987, programs for teen parents are a significant part of our goal to ensure self-sufficiency by keeping families together, by keeping students in school, and by helping citizens find work.

Another piece of this strategy is what we call the Famly Unity Model, which says for too long social workers have told people what was wrong in their lives and how to fix it. By contrast, the Family Unity Model asks families to identify concerns in their lives and then to outline what options might be available. The family unity concept sounds basic, yet it is so unusual that it was recently selected as part of the national curriculum by the Child Welfare League of America and the National Resource Center on Family Based Services.

In a separate initiative, I am a member of a group called the Portland Leaders Roundtable. Roundtable members are leaders in business, education and government, including the office of Governor Barbara Roberts. We have targeted eighth-grade students in four high-school areas in Portland and have set as our goal 100 percent high-school graduation. Although the Leaders Roundtable does not specifically target teen parents, they are incorporated in our goal of 100 percent high-school completion.

Oregon also is prepared to expand Medicaid coverage later this year to 120,000 more citizens, some of whom would be teen parents. This plan, which by mid-decade would cover virtually every Oregonian, is now awaiting federal approval of a waiver of Medicaid rules.

For teen parents, this change that the Congress approved to the Family Support Act was the right way to go. We in Oregon pledge to continue energetically offering and updating programs that will ensure that teen parents receive the services that the Congress intended.

I promised to leave you with a recommendation. It is this: Because of the challenges in implementing these programs, a share of the money that the federal government budgets is not dispersed. I urge reallocation of these funds to other states or support for Senator Moynihan's WORK for Welfare Act of 1992, which would considerably enhance federal funds for JOBS.

Oregon is budgeting $17 million dollars during the 1991-93 biennium for JOBS in excess of the federal match, including about $3 million for the teen-parents program.

We are exceeding the federal match at a time of rising welfare caseloads in Oregon and while also dealing with the challenges of a Proposition 13-type property-tax rollback that is requiring our state government to allocate an increasing share of state income-tax revenue to public schools. To give you an idea of our challenge, Governor Roberts is asking state agencies to plan for 80 percent budgets during the next biennium.

Therefore, I would urge you to direct the federal agency to reallocate money that other states aren't using so we can improve programs in Oregon and elsewhere that are meeting or exceeding the Congress' mandate.

Because education and life skills are critical to people's success, the success of these teen parents is dependent on our ability to offer programs that attract the students and then serve them as the Congress intended. Oregon is doing that, and we know we can do an even better job of breaking the cycle of welfare dependence if given the additional resources that we know are necessary to do the job successfully.

# # #

Mr. ANDREWS. Well, thank you, and thank you, Ms. Phelps. Mr. Concannon, you described the major commitment that Oregon is making to teen parents and it is a major one. Can you also describe some of the problems and some of the challenges facing the teen parent populations in the JOBS Program in Oregon?

You touched upon that a little bit in your statement, but what are some of the biggest problems?

Mr. CONCANNON. Well, I think certainly barriers are what we do on assessment with people coming into the JOBS Program and certainly the profound number of personal barriers that individuals bring with them, their histories of either being the victims of abuse or growing up in chaotic families, or either being, again, victims of or themselves having substance abuse problems.

We see that heavily represented in these populations and also a sense, I think, as has been brought out here today, a sense of hopelessness that they are not—that they see themselves as devalued, not only by themselves, but by institutions that are intended to serve them.

For myself, I have been in human services about 27 or 28 years. I see changing attitudes in schools as one of the more hopeful signs for me. Changing attitude in school systems about the willingness and the desire to truly serve and work with these folks and that is perhaps the most striking institutional change that I see.

I have met with school superintendents who are most enthusiastic about working more closely with us as the public welfare agency and as the child welfare agency. That is a change, believe me, a marked change from just 10 years ago and I think they recognize that in order for the six hours a day that they may work with someone to be successful, what we may be able to impact in the other 18 hours a day has a major effect on them, so I see some strong support there, but as I noted in my testimony, about one-third of our parents go back to school. Others, either because of their histories with the school or their own age or a sense that this just isn't going to work for them, prefer either the community colleges or the alternate school.

So I think you have to have an array of choices. I think if you cannot—you can't have a cookie cutter mold through which you can push everyone. I think child care is one of the issues for the parents and the child care block grant as well as the child care funds through the Family Support Act have certainly made a difference for us in the way that we can support people.

Transportation is frequently cited as—we are a large State in terms of geographic area, and that is a real challenge in the more rural areas, to get people to the school sites, but we work on that in a variety of ways, because as I say, this is our priority population for many, many reasons.

Mr. ANDREWS. Do most of the teen parent programs provide alternatives to the normal high school as a way to keep dropouts in school?

Mr. CONCANNON. Let me say that the dropout rate in our State again is about—it is hard to get an absolutely scientifically accurate one because we find that different high schools define dropouts differently, but it is about on the national average, it is 22 or

23 percent of people entering grade 9, and most schools have schooling retention efforts and school outreach efforts.

The school parents in particular bring an additional challenge because many of the parents want to be close to their child. Some schools that have on-site child care, for example, as is true of some of the Portland schools or Eugene, that is a particularly attractive element as was mentioned by several of the other witnesses.

Many of these young moms have not been separated from the kids. They are uneasy about this. So on-site child care is one of the benefits that a number of school systems have developed with us, but, yes, there are programs targeted at dealing with dropouts.

I mentioned Portland Leaders Roundtable in my written testimony. It is an effort that we in the business community are trying to make to literally reduce to zero in the year 2000 the number of children dropping out of our schools and we recognize that it isn't just having sanctions, that it relates to jobs for the parents of these kids, it relates to our housing policy.

There are a variety of things that come into play here.

Mr. ANDREWS. Mrs. Johnson.

Mrs. JOHNSON. Thank you very much for your testimony.

I am very pleased to hear you report there is some change of attitude in the schools. I see that, too, and I think for a Nation that has believed that we could address special problems in the schools, and a lot of behavioral problems in the schools, it is almost bizarre. If someone got pregnant, we believed somehow the school could not address this issue.

First of all, your effort to coordinate services is very impressive. As you say, it is very burdensome, but you think it has paid off.

One of the popular things now out there is mentoring. Have you tried any mentoring of teen mothers by mothers who are at-home mothers or mothers who have been at home and are now working? I am not aware of anyone getting that going.

The second thing is, is there any penalty—how do you manage this issue of mandatory participation, enforcement and encouragement support?

Mr. CONCANNON. To the first question, there are several programs, and it is noted in the written testimony that have used the mentoring process. That is part of the flexibility that we propose here. It is locally developed, where they have had teen moms who are successfully parenting, come in and say: Look, I know what it is like to have to deal with all the problems of brokering services for your infant, for your very young child, and this is what I have done.

We have used the mentoring. It isn't universally done, but it is one of the features of the local programs. We have used in our State a local State-operated volunteer program. We are a large umbrella agency, services from health to employment and all in between.

One of the very positive features from this State, coming about 5 years ago from a New England State, we have volunteer coordinators that are State employees that work as adjunct to these programs.

If it is transportation or clothing or something else the mom is having a problem with, the program workers or case workers can refer it to the volunteer side.

Now, your second question. I am sorry——

Mrs. JOHNSON. Penalties. The issue of mandatory participation.

Mr. CONCANNON. What is exciting to us, it is important to have the authority of being able to express—we can sanction you or reduce your grant if you don't do this. We think that is an important attribute. That isn't what we rely on.

What really sells the program is when we talk about what can be done to help you. In our case, Oregon serves women with children 1 and above. We even have people, you could argue, have bigger challenges in dealing with them, but we find parents who are volunteers, who have children age 1 and below, if it is made clear to them, yes, we can help you with child care, with transportation, with your medical benefits continuance, that we have significant numbers of them coming forward.

So, I think—to me, it is a matter of balance. It is important to have it, but don't bet the farm on it. I think really the resource side is what makes the difference.

Mrs. JOHNSON. In mandating participation for parents with children older than 1, have you, first, had any problem with that, and what level of participation do you have?

Mr. CONCANNON. No; we have not. It has been well-received. I have heard testimony at some of these sites because all of these programs have graduations. These are the most moving sort of public experiences you go through, but they—it is striking how many women say to us, while they weren't maybe enthusiastic when it was broached with them by the case worker, that that is the original point of contact in most cases; once they got there and found the climate of support and the genuine investment in them, these people start thinking about their futures and the hopefulness that it means for them and their child, and they become very powerful advocates for it. It has just been—it is quite a thing to see.

Mrs. JOHNSON. Thank you very much.

If you would like to comment, Ms. Phelps, feel free to enter in.

Ms. PHELPS. In Maryland—I want to agree with the approach to sanction. I think we have about the same experience in terms of percentage of people who actually get sanctioned, that it is something that is useful to engage people, but when you get to the point of your referral or sanction, many times when you look at what is going on with that person, whether they be a teenager or older mother, there are so many problems that are getting in the way of them participating, that many times it is much more broad services that are needed to help them to do what they really want to do, but they are just stymied because of the environment, because of chaos in their life, because of things they have gone through previously in their life.

For our State, the problem is we don't have enough money for this program. We are not able to serve everybody, that even with having people be nonexempt or having kids over the age of 3. We would love to be able to serve a much larger proportion of those people and people with younger kids, and we do accept volunteers into the program who have children of any age.

But the funding level is not allowing us to, first, serve the number of people we would like to serve; and, second, give them the broad range of noncountable services. There are so many things we need to be doing with these families that don't count in this participation rate.

Currently, we are serving about 13,000 people in our program, but only 3,000 of those are countable under those Federal rules.

As I said earlier, the rigidity of those rules really restricts us in terms of what we feel we need to do to move these families and these teen parents forward versus what—the restraints we are under in terms of attempting to meet these Federal requirements.

We also are very supportive of Senator Moynihan's bill to increase the finances in this program.

Acting Chairman DOWNEY [presiding]. I apologize for not hearing your testimony.

On your last point, Ms. Phelps: We would like to increase the JOBS funding as well. Would you think through with us how we do that? If I want to increase the JOBS spending for the State of Texas, just as an example, I would have to be concerned about States that have, over the last year, attempted to use their JOBS money. For example if I say that above last year's amount of money, we will give you 100-percent reimbursement during the recession, I disadvantage States like Wisconsin that have used all of their JOBS money, and I give a great benefit to the State of Texas that has not—not because of Mr. Andrews, but because the Texas Legislature has not substantially drawn their money down.

We have to figure out a formula that helps both Texas and Wisconsin on the question of financing JOBS with 100 percent Federal dollars. I don't think I speak for Mrs. Johnson. I think there is broad support for the JOBS Program in this committee and for trying to get it expanded to take care of many of the problems we see.

Mr. Concannon.

Mr. CONCANNON. That is the one aspect of the draft I saw, because that would disadvantage Oregon. It would really create problems for us.

Acting Chairman DOWNEY. I agree completely. It would be unfair to reward States that have not been as vigorous or as active as Oregon or Wisconsin. That is simply not something we want to do. We want to be able to provide a formula that recognizes the need and that ensures more people are trained and that the JOBS Program really works. We want to help you make these programs work.

Ms. PHELPS. Let me say, if some of these rules could be changed, Maryland could draw down its full match.

Acting Chairman DOWNEY. When you talk about rules, are you talking about the 20-hour rule?

Ms. PHELPS. Not only the 20-hour rule, but some of the restrictions on actually drawing matches. I spoke earlier about the fact there is a very rigid barrier to matching local government money or private money that is administered through private nonprofit community organizations.

The rules are so rigid that it makes it virtually impossible to draw match on that money. We know in Maryland that we have

got sources of unmatched local funds that go into those programs as well as private funds, and we can't touch it.

Acting Chairman DOWNEY. We have a subcommittee here of extraordinarily bright people who have an outcome orientation—I don't know if I am explaining that. I am less concerned with bureaucracy than I am with results.

Ms. PHELPS. So are we.

Acting Chairman DOWNEY. I want to give you as much latitude as you can have to achieve results, because I trust States.

Ms. PHELPS. Maryland can demonstrate results in our program now. We have to demonstrate results to our legislature in order to get our State money. Federal requirements have nothing to do with results. In fact, we think they are a barrier to results.

Mr. CONCANNON. I was going to make a point, both the Chair and Mrs. Johnson were out when I mentioned it. At the beginning of my testimony, I know you both have very strong interest in the child welfare area. To me, the Teen Jobs Program may be one of the most significant and effective prevention programs keeping families out of the child welfare system. I think that is lost sometimes because these families are overrepresented statistically among families with young children in foster care nationally.

To the extent we can position them, make them more self-sufficient, these are just an economic benefit. It really is a social policy; it is a major compound interest gain for all of us.

Acting Chairman DOWNEY. Not only do we want to give you a wide latitude, but I would like to establish some competition among the States for dollars. I would like to give States that do a better job an incentive to work harder and States that don't, I would like them to suffer some consequences. I think there is nothing like competition among the States to appreciate that they can be held accountable.

Our subcommittee has tried that with our child support enforcement report card and with a number of other things, to start to highlight what the various States are doing. We can't do it all from here. We don't pretend to be able to do that. We certainly believe on a policy level that you are able to—if we are freer with resources and less bureaucratic and less dogmatic.

We also want to avoid the nagging simplicity that simply by sanctioning people somehow you will change the behavior. That is everybody's testimony. Everybody that has looked at this and studied it, they say if you apply the sanctions across the board you end up accomplishing nothing, except satisfying some primal desire to punish people who are poor and disaffective.

Ms. PHELPS. And hurting the children.

Mrs. JOHNSON. And hurt children. There is one aspect that we haven't touched on that we don't have time to go into, but are you able to provide these young women the information they need about responsibly managing their sexuality?

Mr. CONCANNON. Yes.

Mrs. JOHNSON. Specifically in terms of contraceptive education?

Mr. CONCANNON. Yes as well. In Oregon State, the health division is another part of our organization, and in Oregon the delivery system is through county health departments. There are active

partnerships at the local level between these programs and our program. We are the Medicaid agency.

I might note something of interest to the committee. There was a Florida study done earlier this year, or the latter part of last year, that showed to the extent that you can educate, position women to feel more hopeful about their future, feel more competent, to feel better about themselves, that is more highly correlated to deferring additional children than simply making family planning available to them. We do both.

Mrs. JOHNSON. I think you are absolutely right about that. What changes a woman's life is her perception of herself and the future. I do think the information is important.

Mr. CONCANNON. We do both. In Oregon, we have actually had a slight reduction in the number of children born to teen parents. I think it is about a 12-percent reduction over a 15-year period. We have school-based health clinics in our State in a number of schools, and we are active partners as a State agency with schools in that regard.

Mrs. JOHNSON. Thank you very much for your testimony. I am leaving to make a plane, Mr. Chairman.

Acting Chairman DOWNEY. Thank you, Mr. Concannon, Ms. Phelps. You have helped us a great deal. We will be doing a number of things in the next several months, if I can review it for you. I would also like to thank Congressman Andrews and Mrs. Johnson for their presence today.

We will be doing a Family Preservation Act, which has already been passed out of this subcommittee.

We will be working on legislation dealing with child support enforcement, and based on what you testified today, we will try and make some changes in the JOBS Program to make it a bit more outcome-oriented, less bureaucratic, less onerous.

I have told anybody who will listen, the apocryphal story of writing the 1988 Child Support Act with Joe Wright, then Deputy Director of Office of Management and Budget. I said to him: "Joe, you and I both know the participation rates are simply going to mean the States are going to have to run through people just to meet the requirement and they will not be able to really deal with that. It is ju. . not going to work."

He said: "I know it is not going to work and you know it is not going to work, but Ronald Reagan doesn't know it is not going to work." He said of all the times the President ever understood anything, it was about the participation rates in JOBS.

So, we had the misfortune of having a President who wasn't always engaged, finally engaged on a subject to our detriment. In any event, thank you very much.

The subcommittee stands adjourned.

[Whereupon, at 11:40 a.m., the hearing was adjourned.]

[Submissions for the record follow:]

## STATEMENT OF MARILYN STEWART, ASSISTANT DEPUTY DIRECTOR, ADULT AND EMPLOYMENT SERVICES BUREAU, DEPARTMENT OF SOCIAL SERVICES

### COUNTY OF SAN DIEGO
### DEPARTMENT OF SOCIAL SERVICES

### GAIN TEEN PARENT PROGRAM

Characteristically, adolescents who drop out of junior or senior high school due to pregnancy do not return to school. The high school diploma is perceived to be an unattainable goal for many reasons, such as lack of child care and transportation. Additionally, the lack of a high school diploma makes it more difficult for them to compete in the labor market and impacts earning capacity throughout their lives. Studies have shown that teen parents on welfare tend to have a continuous dependency on welfare for nearly 10 years, are unlikely to obtain a high school diploma, were likely dependent children of a family on welfare, and have a slim chance of ever becoming self supporting. Young parents become trapped in a cycle of welfare dependency, lacking both the education needed to compete for jobs and the resources necessary to obtain more education. The number of school systems and community agencies that help and encourage this population to stay in or return to school is limited.

The Greater Avenues for Independence (GAIN) Teen Parent Program was developed to alleviate the barriers preventing teens from receiving an education. The program goal is to seek out, encourage and assist teen parent recipients of AFDC to stay in school or re-enroll in school to obtain their high school diploma or its equivalent. As of March, 1992, we have provided educational opportunities to over 1000 young women.

*PROGRAM DEVELOPMENT/COMMUNITY OUTREACH*

The program started as a collaborative effort with the San Diego Adolescent Pregnancy and Parenting Program (SANDAPP) in May 1988. SANDAPP is an Adolescent Family Life program funded by the State of California, Maternal Child Health Branch and administered by the San Diego Unified School District, Health Services Department. SANDAPP referred AFDC-eligible pregnant teens and teen parents to GAIN to receive financial assistance for transportation, childcare, and educational expenses as needed while the adolescent attends school. GAIN agreed to enroll the teens in the GAIN program as voluntary participants. These teens continue to receive case management services through SANDAPP.

The Teen Parent Program expanded in focus in July 1988 when referrals between the two organizations increased dramatically. At that time, GAIN began providing case management services in addition to supportive services. Teen Parent Specialists were selected from the GAIN social work staff based on their interest, energy, and prior experience.

GAIN Administrators and Teen Parent Specialists conducted numerous presentations to school [illegible] community-based organization staff at all levels to provide them with information about the program. We realized the importance of marketing this service, and developing a credibility and trust level with school and community based organizations (CBO) who also serve parenting teens. A considerable amount of time was expended in these meetings, but referral mechanisms were established and collaborative relationships were developed. As a result, the program now receives referrals from school nurses, social concerns teachers, guidance counselors, University of California Teen Obstetrics Clinic staff and numerous other community-based organizations. Teen Parent Specialists act as liaisons with high school and middle school staff and are knowledgeable about alternative and continuation programs in their assigned geographic districts. We realize the importance of maintaining ongoing relationships with school systems and CBOs and we continue to work closely with them, providing regular representation on the SANDAPP Advisory Board and participating in monthly networking meetings of agencies serving teens throughout San Diego County.

*DEVELOPMENT OF A MANAGEMENT INFORMATION SYSTEM*

As the program increased to include other school districts throughout San Diego County, the number of teens served and the number of designated Teen Parent Specialists (Social Workers) increased accordingly. All GAIN offices designated at least one Specialist who served this population. With the rapidly expanding program, we recognized the need for hard data on the teen parents.

Over a period of several months we painstakingly accumulated the data, and in a series of meetings with a computer programmer, developed the framework for the Summary Report. The available software and our level of computer sophistication limited the variety of data elements we could input, and we had to make decisions about what is important to know. In addition, the staff coordinator spent several months developing instructions and training the social work staff to accurately complete the reporting documents.

Our management information system serves a dual purpose. We use it to identify areas where we need to concentrate our efforts or expand our linkages, and we use it to share information about the scope of our program. Because the data base is updated monthly by the teen specialists, the summary report provides a snapshot of teens currently in the program. In addition to this report, we can cross tabulate any combination of demographics displayed as well as extract more detailed information. For example: the different high schools attended can be grouped, which facilitates planning for peer support group expansion. As we analyze and refine the data base, we are exploring new ways to utilize it for the benefit of our clients.

From the information available, a profile of a GAIN teen begins to emerge. She is 18+ years old, probably black or hispanic, lives independently of her parents, and resides in metropolitan San Diego. There is a one in three probability that she has more than one child. This profile is typical of most large urban areas, except for the age of the teen. The preponderance of older teens (80%) in the GAIN teen program is more reflective of AFDC/JOBS mandatory registration requirements than the actual age distribution of teen parents in San Diego County.

*PROGRAM FLOW*

Since passage of the Family Support Act of 1988, (known as JOBS), 16-19 years old parents on AFDC are required to pursue a high school diploma to maintain their welfare eligibility. The State of California implemented the JOBS legislation (known as GAIN) in July, 1989. Although we were serving the teen parents for a year prior to the passage of this legislation, the addition of a large mandatory population posed some new challenges for the GAIN Teen Parent Program.

Identifying Eligible Participants

Our present computer programming identifies 18 and 19 year old teen parents who are heads of households. The Income Maintenance Benefit Analyst determines if they meet the mandatory criteria for referral to GAIN and registers them via computer interface.

Currently, 16 and 17 year old teen parent high school drop-outs living with their parents cannot be individually identified by computer matches. Although we are dependent on the Benefit Analyst for the referral process within our own department, we do receive referrals from community based organizations and schools. Because of the confusing federal law changes regarding who is exempt or deferred from participating in a school or work program, the referrals of clients in this age group are very limited. Prior to the Welfare Reform Act, parents with children under three were exempt.

Of teen parents active to GAIN services, nearly 80% are 18-19 years old. The number of younger (16-17) teens is less than 100 at present. Most of the younger teens are volunteers,

accessing GAIN support services to continue return to school. We are now developing strategies to access this hidden population because we are convinced that early intervention with these younger teens will facilitate their return to school.

Orientation

Our joint Orientations with SANDAPP continue to be scheduled biweekly. Originally held at SANDAPP headquarters, they are now conducted at a GAIN site. The social workers explain the GAIN program and the teens make appointments with Childcare Resource Services (CRS), if they are not using in-home care.

The GAIN program in San Diego County has contracted with CRS to provide information on the selection of quality child care and to provide referral and payment services. This agency is connected with the YMCA and is known statewide as an authority on child care issues. A child care consultant and a payment technician are housed at each GAIN site. This unique collaboration between the two agencies gives GAIN clients immediate access to knowledgeable consultants for help in planning for their childrens' care needs.

In addition to the SANDAPP presentations, "teens only" GAIN Orientations are held biweekly at each of the seven GAIN sites. A colorful flyer is mailed with the Orientation scheduling letter to stimulate interest and attendance. (See Appendix A) During the presentation, the social worker briefly describes the GAIN program components, emphasizing the high school diploma g al. The specialists also inform the teens of their rights and responsibilities under GAIN regulations and the support services available to help them achieve their goals.

After the teen signs an agreement to participate in an education program, the CRS consultant gives a brief presentation about the types of child care availability in the community. She then meets with each teen to assist in making the best plan to assure quality child care while the teen attends school.

The Teen Parent Specialist arranges for a home call evaluation, and the orientation is completed. The entire process usually takes about two hours.

For the teens who did not attend the scheduled Orientation, the social worker will do additional outreach with a phone call or note.

Education Services

The primary goal for the teen parents is to achieve a high school diploma. Not surprisingly, 54% of GAIN teens are attending alternative schools, including continuation high schools, drop-out recovery programs, and adult education classes. A few of these campuses offer on-site nursery and child care, with mandatory participation in parenting classes.

Many of the older teens (18-19 years) have a unique school setting that is funded through the GAIN program. For 20-25 hours a week these teens, along with other GAIN participants receive individualized instruction in a computer assisted learning center. Several of these Learning Centers were established as a pilot project for mandatory work registrants in 1987, and the outcomes were influential in planning the GAIN statewide program. These centers were developed by DSS and a coalition of community college districts, high school districts, and the San Diego Consortium/Private Industry Council, known as GRAD (GAIN Remedial Adult Deliverers). Because the centers were so successful, GAIN contracted with GRAD to provide basic education services, including a high school equivalency certificate, to GAIN registrants. For 26% of our teens, the GAIN Learning Center is an excellent resource. Although their goal is a General Education Development certificate (GED), many teens are able to build on this to obtain a high school diploma.

About 54% of the young parents are enabled to complete school because their child care is funded by GAIN. Where school funded transportation is not available, GAIN supplies bus

passes. About 27% of the teens' children receive care in their own home (grandparent's home), at no additional cost to the program. The balance of the teens receive no-cost child care from friends or relatives, or in their school campus nursery.

Attendance/Progress Monitoring

Attendance/progress monitoring is at the core of any teen parent program where high school education completion is the goal. Research of other teen parent programs indicates that an inability to track and monitor attendance and performance produces serious program flaws. GAIN administration has carefully developed procedures with personnel in major high schools throughout the County to obtain biweekly attendance reports on each GAIN student. In smaller schools, the Teen Parent Specialists work directly with the school counselors on attendance issues. For teens attending the GAIN funded Learning Centers, we receive daily reports of absences, enabling the social worker to intervene immediately when attendance problems are identified.

The specialist contacts the teen and explores the reason(s) for school absences. Generally, she is able to counsel or to assist the teenager to cope with the problem and return to school immediately. If necessary, the teen can be deferred briefly until the problem is resolved. In a very few instances, a teen has been "sanctioned" for lack of participation, which means the temporary loss of her portion of her welfare grant. Generally, the health of the mother and/or child, child care problems, or family disfunctioning provide "good cause" for chronic nonattendance, and the specialist is able to forego applying the financial penalty.

Group Services & Activities

Teen support groups are one of many special activities we provide to the teen parents. Peer groups, led by Teen Parent Specialists, were added as a component of the program to help minor parents overcome the multi-dimensional barriers they face. The girls participate in selecting issues and developing agendas. Issues such as parenting, child abuse, substance abuse, decision-making, values and goal setting are addressed to meet the teen's needs and to offer guidance and support. Speakers from community agencies like Head/Home Start are invited to speak to the group. The groups meet on a major high school campus during class hours. The viability of the support groups is a direct outcome of intensive planning and strong collaborative efforts between GAIN administrative staff and school personnel. The school principal, nurse, and family life teacher agreed that the value of these groups merited class release time, as well as space. We continue to plan agendas with the teachers to avoid duplication of information. The group activities are formatted to be interactive to engage and involve the teens. To accommodate the large number of interested teens, we are adding monthly workshops.

Plans are underway to facilitate "teens only" groups at our GAIN Learning Centers. Teens enrolled there are now incorporated into a larger group which participates in two life skills training modules presented by GAIN social workers. The two modules are part of our award winning self-esteem program. "More for Your Money" features budgeting and resources utilization. "Parent Involvement in Your Children's School" presents ways parents can help their children succeed in school and relate to school personnel. A third module emphasizing coping skills is being prepared and will be given a teen emphasis when presented to teen parents.

Other special activities have included graduation parties, Christmas parties, (GAIN sponsored and in partnership with SANDAPP), and a week-long outstanding series of events called Summerfest. The Summerfest united private industry and public agencies to introduce many teens to the world of work, career options, and to County government. Social work staff from every GAIN site participated by providing food and gifts to help make this event a success. Speakers from local businesses and donations of lunches, tapes, and other gifts for the teens demonstrated clearly the concern of the San Diego community for these young people.

Other Components

For many teens, education does not end when they receive their diploma. They are encouraged to take advantage of other GAIN components and to be future oriented. Following graduation, we offer a "teens only" career focused workshop. Since most teens have no job skills, and are not ready to work, we have adapted the curriculum to focus on goal setting, interest and skills identification and other relevant subjects. Interested girls can get a GAIN Vocational Assessment which includes written recommendations on skills education or training. Although these components are voluntary, a number of ambitious girls have gone on to vocational training or junior college, taking advantage of GAIN services to support their own efforts. Currently about 40 teen parents are in post high school GAIN components.

Recognition & Replication

In 1989, the San Diego County GAIN Teen Parent Program was selected as one of seven nationwide models for inclusion in the Harvard Study of "Poor Children and Welfare Reform". It was cited for interagency collaboration and delivery of intensive case management services. The researchers recognized that GAIN Teen Parent Specialists addressed underlying issues of self esteem while working with the teens towards completion of their high school diploma. The Harvard Study Executive Summary has been released and the full report is to be published in book form in the spring of 1992.

Because of Harvard's selection of the San Diego Teen Parent program as a national model program, Marilyn Stewart, Assistant Deputy Director and founder of the program, was invited to speak at the Childrens' Defense Fund Conference in Washington, D.C. A highlight of her presentation was the showing of a video "Teens Talk". The video was the result of weeks of interviewing and filming GAIN teen mothers talking about why they became pregnant and their feelings and hopes about their lives.

The National Association of Counties (NACo) gave national recognition to the program in 1990 with an Achievement Award. The award was given for significant innovative activities that improve public services.

The implementation of the JOBS program in October 1990 required teen parents to participate in GAIN state-wide. Our experience with this population enabled us to act as a resource to other counties in California as they were required to develop services to teen parents. We conducted a Southern Counties Coalition technical assistance workshop to counties in the process of implementing their teen programs. The Assistant Deputy Director, Teen Parent Specialists, and the Teen Parent Coordinator made presentations to the administrators in attendance.

A Teen Parent Program supervisor was invited to present a workshop to discuss teen parent issues and to provide technical assistance to other GAIN counties at the first annual state-wide GAIN Conference sponsored by the State Department of Social Services.

At the request of the State Department of Social Services, Employment Branch, we supplied information on the establishment of the Teen Parent Program in San Diego to share with other counties. In addition, we sent a copy of our teen video that highlights some of the problems and issues faced by these young women. The video has also been shared with the Governor's Secretary of Child Development and Education, the San Diego County Board of Supervisors, and the U.S. Department of Health and Human Services, Administration for Children and Families.

We have been contacted by the Child Welfare League of America, the Childrens' Defense Fund and the Child Development Foundation. These organizations are interested in including information about our program in upcoming publications.

Service Delivery Strategies

Although eager to serve this at-risk population, most of the specialists did not have a clearly defined concept of the intensive case management required to serve these teens. To begin to develop their expertise, GAIN administrative staff provided resource knowledge through in-service training at a monthly meeting of the specialists, and mandated participation in community networking meetings.

Support staff designed a home assessment form to help focus on particular areas of concern. The form is a tool for the specialist to use at the initial mandatory home call, and to engage the teen in evaluating her family needs. In addition to identifying environment, health, and parenting issues, the form is a reference source identifying other involved agencies for the purpose of joint planning. The home assessment is also used for case consultation and resource identification, and for unit training by the Social Work Supervisor. Program Administrators find it useful for developing profiles on teen family life, and identifying larger social issues.

The state wide GAIN regulations require an Education Plan for every parenting teen, and the education system is required to have one in the school records of every student. To assist the Teen Parent Specialist in documenting the existence of the plan, we designed a simple form to capture this important information which also enables the Teen Parent Specialist to easily locate key school personnel. By involving the teen in documenting the plan, the social worker reinforces the expectation of goal completion.

A third tool created especially for the teen parents is a service delivery survey. *(See Appendix B)* We felt it important to obtain their input, and implemented an ongoing survey to get feedback from the users of our services. We let them know we care what they think and feel.

The GAIN Teen Parent Program continues to evolve and grow. To achieve our goal to offer comprehensive family services to all our teen mothers, we have consolidated the Teen Parent Specialists under one supervisor at a single location. The entire unit, including the supervisor and the clerk, have volunteered to be part of this exciting program. Coming together will enable us to pool community resources, benefit from each other's experience through case consultation, and standardize expectations, case documentation, and staff training. Administratively, we will be able to adjust caseloads and in a time of diminishing resources, utilize the assigned staff most effectively.

We recently surveyed a representative sample of the teens we serve to identify their needs and available support systems. Using the survey responses and our home evaluation narrative, we identified areas of concern:

- Career planning/job training
- Parenting skills education
- Access to community resources
- Survival skills
- The need for direct and regular input from the teens.

In response to these concerns, and recognizing the need to enhance our service delivery system, we plan to expand:

- Our consumer input by establishing a **Teen Parent Council** composed of pregnant and parenting teens from different geographic locations or schools within the county. From these consumers of our services, we want to learn how to respond more effectively to their life concerns, and whether different approaches are needed.
- In-service training, using community agency speakers.
- Collaboration with Training Development Center (DSS) for specialized group work training.

- The teen support groups to all GAIN Learning Centers.
- Networking with agencies that serve teen parents.
- Our self esteem program with an additional module that will focus on life skills.
- Collaborative agreements with additional high schools to facilitate improved service delivery.
- Our outreach to 16-17 year olds who are at-risk of dropping out of school.

In order to reach the hidden population of younger dropout parents, we must redouble our efforts with school systems to find and offer services to these children. Within the Department of Social Services, it is vital that we develop a process with the Income Maintenance Bureau to access 16-17 year old newly parenting teens. If we can intervene early enough to assist a teen to return to school as soon as possible, we hope to impact the number of second pregnancies and long term dependency by offering a way out of the welfare cycle.

Case Vignettes

From our data base, we presented a profile of a typical teen parent in our program. But behind the statistical prototype of a teen is a unique and special young woman who is reaching to fulfill her potential. Without exception, every teen parent expresses her desire for a better life for herself and her child.

Our task, through counseling, guidance, support and esteeming behavior, is to enable these teens to realize their goals. The following vignettes are not composites, but true accounts about actual young women we are assisting in the GAIN Teen Parent Program.

**MARY** **Vignette #1**

Mary is eighteen years old and has two daughters; a three year old and a one year old. While growing up, she experienced problems with her mother and her stepfather; they are both drug addicts. She had her first child when she was fifteen, two years after she dropped out of the eighth grade and ran away from home.

Mary lived with the father of the children and the children in a downtown hotel. They both sniffed crystal and smoked marijuana and paid for the drugs with her welfare check. As the situation grew intolerable with her boyfriend she ran away, moved in with a friend and saved her welfare money to rent an apartment. Mary says that she had a hard time getting off of drugs. She now appears to be "clean". Mary volunteered to participate in GAIN and is now enrolled in an adult school. She also participates in the biweekly GAIN Teen Parent Support Group. Mary states that she would not be in school if it wasn't for GAIN.

Recently, her social worker sent her a birthday card. Mary later stated that the birthday card was the first one she ever received. Mary's goal is to get off of welfare.

**MICHELLE** **Vignette #2**

All of Michelle's family did drugs. Michelle's drugs of choice were PCP and crystal. Besides being on drugs, she and her brother were gang members; another brother is a convicted felon in a state penitentiary. Michelle is a ninth grade dropout with three children. She recently celebrated her 18th birthday. Michelle moved to get away from the peer pressure of gangs. She no longer does drugs.

Getting Michelle involved in school was not easy. After many unsuccessful attempts to enroll her in school and numerous conversations and pep talks, the Teen Parent Specialist enrolled her in "RAD". Reaching at Risk Dropouts (RAD), is an alternative school program for at risk teens. To solidify their relationship, the Teen Parent Specialist contacts her on a biweekly basis. To date, she attends school regularly and her teachers consider her one of their best students. Michelle recently received the Good Citizenship of the Month award.

## KATRINA

**Vignette #3**

Katrina is an amazing teen. She obtained her high school diploma at the age of 17 and since then has participated in the GAIN component sequence of Job Club, Assessment, Vocational Training and Pre-Employment Preparation (PREP). She accomplished all these activities while raising two children, a four year old and a two year old, as a single parent. Katrina has received intensive case management and supportive services since she was 16, she is now 18 years old.

Through the GAIN assessment process, she chose the medical receptionist/clerical field as her employment goal. To that end, her Teen Parent Specialist enrolled her in a six month vocational training program. Katrina is currently participating in a PREP assignment at a local hospital to obtain work experience.

## ANGELA

**Vignette #4**

Angela was a school dropout before becoming pregnant at the age of 16. She is now the 18 year old mother of a son. She lives with her grandmother.

Angela came into the GAIN Teen Parent Program with a background of working odd jobs. During the GAIN Appraisal, the Teen Parent Specialist recommended that she combine her desire for work with a high school diploma. Angela enrolled in a medical assistant ROP program besides the standard high school curriculum. She participated in an ROP on-the-job training at a medical office during the Christmas Holidays and now works as a volunteer. Angela obtained her high school equivalency certificate a few weeks ago and is in the process of looking for work.

Angela has volunteered to continue with the GAIN program to receive assistance in her employment search. Her next GAIN assignment is a two-week Job Club.

## REGINA AND PERRY

**Vignette #5**

Regina and Perry became parents one month before their wedding. They were both 17 years old. A month after the wedding, they volunteered to participate in the GAIN program.

With the assistance of the Teen Parent Specialist, they were enrolled in a school program and arrangements were made for child care supportive services. Regina and Perry continued to participate in GAIN after they obtained their high school diplomas. They are presently enrolled in a post-assessment training program at a community college. Their goal is to obtain an Associate of Arts degree in Office Information Systems.

Perry enjoys singing. One of the challenges met by the Teen Parent Specialist was to convince Perry that blending his goal to become a singer with a marketable skill would be in his and his family's best interest.

## LILLIAN

**Vignette #6**

Lillian was homeless and an 8th grade high school dropout when she was referred to GAIN. She was sixteen and very hostile. With the assistance of the Teen Parent Specialist, Lillian was referred to the Housing and Urban Development Program (HUD) and received a housing certificate.

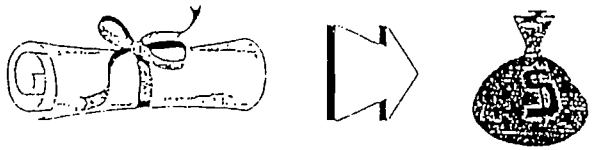
Lillian presented numerous barriers and was deferred many times. However, through persistent contacts by the Teen Parent Specialist, Lillian started participating in GAIN and was referred to the GAIN Learning Center to obtain her high school education. She has now completed her GED and wants to continue with the GAIN program.

3/13/92

THIS COULD BE YOUR

# HIGH SCHOOL DIPLOMA

Do you know that education can mean money?



GAIN can help you:

- stay in school
- return to school
- find quality child care
- get free child care
- pay transportation costs
- find a job

*We want you to succeed and to get a high school diploma*

Attend the GAIN Orientation and let's talk about your future.
Your appointment letter is in this envelope

TO GAIN TEEN PARENTS

YOU ARE IMPORTANT TO US!

Because we care about you and we want you to succeed, we want your opinion on how the GAIN program is working for you. Please take a moment to fill in the form and return it to us in the enclosed envelope. Thanks!

- Thanks to GAIN, I am able to ~~go~~ go to school have transportation and a babysitter at the same time.
- When I talk to my friends about GAIN, I say It's a program that really helps us young teen mothers out. A support is a lot of help.
- Would you be in school if GAIN did not help you? No ~~[illegible]~~
- When will you obtain your high school diploma or GED? This summer and I am so excited.
- What are we doing right? Supporting, helping and caring.
- How can we improve our GAIN services to you? You have already improved it to me. It's a great program.

WE WANT TO HEAR FROM YOU!

☺ THANKS FOR RETURNING THIS FORM TO US ☺

Appendix B

DEPARTMENT OF SOCIAL SERVICES, GAIN TEEN PARENT PROGRAM
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03/13/92

Written Statement by Mary Ann Liebert, Executive Director
Washington Alliance Concerned with School Age Parents
2366 Eastlake Avenue East, Suite 408, Seattle, Washington
Hearing on Education, Training, and Service Programs for Disadvantaged Teens
Subcommittee on Human Resources
Committee on Ways and Means
U.S. House of Representatives, Washington, D.C.
March 6, 1992

My name is Mary Ann Liebert, with the Washington Alliance Concerned with School Age Parents (WACSAP). WACSAP is a statewide non-profit organization providing leadership in Washington State to reduce teen pregnancy and to promote coordinated services for pregnant and parenting teens. Programs of WACSAP include: research and evaluation, community development, public policy, and education and training. Since 1986, we have addressed the issues of childhood victimization and adolescent pregnancy in both programmatic and research efforts. Our conclusion is that we cannot address the complex issues of adolescent pregnancy and parenting without addressing the impact of childhood victimization on this population. I would like to share how we arrived at that conclusion and stress the need for counseling services in programs for teen parents sensitive to their special needs.

In 1989, WACSAP was awarded a three year research grant from the National Center on Child Abuse and Neglect, U.S. Department of Health and Human Services, to conduct a statewide longitudinal study, "Victimization and Other Risk Factors for Child Maltreatment Among School-Age Parents: A Longitudinal Study" (#90-CA-1395). This research was conducted by WACSAP Principal Investigator Debra Boyer, Ph.D., and Co-Investigator David Fine, Ph.D. We undertook this study because sexual abuse and assault have been relatively unexplored factors in the field of adolescent pregnancy and parenting, even though many service providers struggle on a daily basis to assist teen parents in dealing with this problem.

Sample recruitment for the study focused on sexually active adolescent females who had become pregnant and had delivered or were pregnant and planned to deliver. This sample did not include sexually active adolescent females who had never been pregnant or only had miscarried or terminated pregnancies. The sample was recruited from 25 school sites, 7 community-based programs and 3 Native American tribal organizations. The criteria for project involvement were that individuals be 21 years of age or younger when completing the first survey and age 17 or younger at the time of their first pregnancy.

Data collection took place in three phases. In phase I, baseline surveys were completed on 535 respondents at 35 sites in 9 counties of the State of Washington. Phase II data collection included follow-up surveys on 59% of the original sample and focus group interviews. Phase III data collection included review of Child Protective Service (CPS) case files of participants.

The most striking result to emerge from this research is the unexpectedly high prevalence of sexual victimization, i.e. molestation, attempted rape, or rape: 66% overall and 62% prior to first pregnancy. Although all of the young women in this study had become pregnant during adolescence, there were significant differences among those who had been abused and those who had not. Below we have summarized these findings.

Compared to young women in the study who had <u>not</u> experienced sexual or physical victimization, those who were sexually victimized prior to their first pregnancy:

1. Began voluntary intercourse a year earlier;
2. Were more likely to have used drugs or alcohol at first intercourse;
3. Were more likely to have partners who used drugs and alcohol;
4. Had partners who were older;
5. Were less likely to use contraception;
6. Were more likely to have repeat pregnancies and to have had abortions;

7. Were more likely to have been or be in a violent relationship with a partner;
8. Were more likely to have exchanged sex for a place to stay, money, or drugs, and to have lived on the street at some time;
9. Were more likely to have had CPS contact, reports, or children taken from them.

For the second survey, the abused group comprised 59% (n=165) of the follow-up sample based on sexual victimization experiences prior to their first pregnancy. Data collected in follow-up surveys resulted in additional differences found between abused and non-abused adolescent mothers.

1. Young women who had been abused were more likely to have been sexually abused in the past year and to have had coercive sexual experiences in the past year.
2. The abused were more likely to have had three or more pregnancies; this finding held across age and race categories.
3. The abused were more likely to be parenting two or more children, to have had CPS contact with their children, and to have had children taken from them by CPS.
4. The abused were more likely to have ever had a sexually transmitted disease.
5. The abused were more likely to have reported problems with drugs and alcohol.
6. Compared to non-abused women, those who were sexually abused prior to their first pregnancy had lower self-esteem, lower satisfaction with social relationships, lower empathy with their children, and more problems dealing with daily life tasks.

No differences were found between the pre-pregnancy abused and non-abused groups based on marital status, race, employment, or age.

Previous studies of outcome predictors for school-age mothers have suggested economic status and fertility as indicators of long-term well-being. The young women in this sample are in the initial years of parenthood and enough time has not elapsed for economic or final educational status to be determined. However, there was a significant finding in this study correlating repeat pregnancies and increased fertility with prior sexual abuse. In addition, the lower scale scores for abused women on self-esteem, satisfaction with social relations, and problems with daily life tasks match those variables found in previous longitudinal studies to obstruct a successful life course, including: 1) sense of control, 2) social isolation, 3) self-efficacy, and 4) fertility.

The abused women in this sample demonstrated other characteristics that may be associated with poorer long-term outcomes, including drug and alcohol use during sexual activity and during pregnancy, involvement in violent relationships, sexually transmitted diseases, Child Protective Services contact with their children, and repeated sexual victimization and coercion.

It is too early to establish the strength of abuse as a long term outcome predictor, although the differences between abused and non-abused women were significant. It is not premature to suggest that sexual victimization may be at the root of these problems and should be acknowledged in prevention and intervention efforts related to adolescent pregnancy.

We cannot address the complex issues of adolescent pregnancy and parenting without addressing the impact of childhood victimization on this population. The entire research project is scheduled to be completed in May, 1992.

Recommendations:

- Continued support is needed for existing pregnant and parenting teen programs, as well as for development of new programs. Pregnant and parenting teen programs must offer a wide variety of educational and supportive services, *including* education and counseling regarding sexual and physical abuse. Pregnant and parenting teens need information about child maltreatment and child sexual abuse in order to reduce the risk of abuse for their own children. Specialized programs are needed to provide parenting education and other needed support services to teen parents from the birth of their children until adulthood.

- Participation of male partners of teen mothers in pregnant and parenting teen programs must be encouraged.

- Pregnant and parenting teen program teachers and counselors need education and training to support identification and assessment of sexual abuse survivors and referral to appropriate community resources.
- Abuse prevention education should be incorporated into preschool programs such as Head Start and should be available to *all* children as part of a comprehensive, K-12 health education curriculum.
- Children and adolescents identified as having been abused need access to testing to determine possible developmental deficits, learning and behavior problems, and access to appropriate treatment. All sexually abused children need long-term and follow-up treatment prior to dating and/or sexual activity.
- Family planning services should be expanded to include provision of services for sexually abused women.

Thank you for your consideration of programs for teen parents and the need to address their specific problems in order to be successful.

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