## The Intended and Unintended Consequences of Parental Leave Policies

■ work in progress ■

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#### ► Motivation:

- Parental leave (PL) policies: reconcile family & working life
- ► Improve welfare of children (& parents)
- ► Steady increase in provision & duration PL → PL policies

#### Research questions:

- ▶ PL may have far-reaching consequences on family outcomes
  - ► Intended: improve child outcomes
  - Unintended: labor supply, fertility, family stability,
- ▶ Unintended: mediating channels for long-term child outcomes
- Heterogeneous effects

#### Application:

- ► Austrian parental leave reforms: 1990, 1996, 2001
  - Extension of paid PL from one to two years

#### Results:

- Strong heterogeneity: Counterfactual mode of care
  - Formal care available: PL enforces trad. gender roles; neg. for children
  - Not available: PL attaches women to labor market; pos. for children

# Existing evidence (I)

- Psychological studies suggest negative effects of maternal employment (but evidence is mixed)
- Quasi-experimental studies: PL extensions between age 0 and 1
  - ► Rasmussen 2010 (DK, 1984): no effect on long-term education
  - Baker & Milligan 2010, 2011 (CA, 2000): no effect on child development
  - Carneiro, Løken & K. Salavanes 2015 (NO, 1977): positive effects on education and wages at age 30
  - Dahl, Løken, Mogstad & S. Salvanes 2015 (NO, 1987-1992): no effects on school outcomes
  - Dustmann & Schönberg 2012 (DE, 1979 & 1986): no effects on education and wages

# Existing evidence (II)

### ▶ PL extensions between age 1 and 2/3:

- Liu & Skans 2010 (SE, 1988): positive effects on test scores/grades at age 16 (for highly educated mothers)
- Dustmann & Schönberg 2012 (DE, 1992): small negative effects on track choice at age 14
- Danzer & Lavy 2013 (AT, 1990): positive effects on PISA test scores for boys of high educated mothers and negative effects for boys of low educated mothers

#### Differences between studies:

- Institutional setting: availability of formal child care
- Other differences: paid vs. unpaid leave (job protection), length of leave, outcomes, indirect effects via fertility or income, heterogeneities, ITT/LATE, RD vs. RD-DiD (ability to control for seasonality/age effects)

### Channels

#### How does maternal employment affect child development?

Cognitive ability production function:

$$H = H(T, C, G, S, F, P, a)$$

- ▶ Maternal (parental) time investment (T): quantity & quality
- Non-parental care (C): institutional & informal child care
- Market-purchased goods and services (G): family income
- Fertility effects (S): number of siblings, birth spacing
- ► Family stability (F): time, monetary & psychological aspects
- Public child investments (P)
- Ability (a)

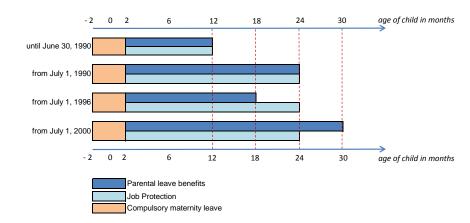
### Maternal time, income and alternatives

- ► Timing of return-to-work → sensitive or critical periods in the development of a child (Cunha, Heckman, Lochner & Masterov 2006)
- ► Trade-off between maternal care & family income
  - Level of income replacement through PL cash benefits
  - ▶ Long-run effects on employment & income
  - Quality of child care provided by the market

### Our contribution

- Largest extension of PL from first until second birthday
- Almost universal take-up
- Universe of births
- ▶ Precise measurement of eligibility, PL take-up & return behavior
- Link between child, mother & father (if married)
- Medium & long-term child outcomes
- Other family outcomes: parental labor supply, completed fertility, family stability
- Show importance of heterogeneity:
  - lacktriangle Availability of formal child care  $\longrightarrow$  counterfactual child-care mode
  - ► (Socio-economic status of family (SES) quality, incentives)

### Parental leave reforms in Austria



### Details of the 1990 PL reform

#### General setting (before & after):

- ▶ PL cash benefit: € 340 ≈ 30-40% of female net median income
- Eligibility: 52 (20) weeks of social security contributions in last two (one) years (for mothers below age 25) ⇒ "work requirement"

#### ▶ Before July 1990:

- ▶ Job protected & paid PL until first birthday
- ▶ No work requirement if next child born within 15.5 months

#### ▶ Since July 1990:

- Job protected & paid PL until second birthday
- ▶ No work requirement if next child born within 27.5 months
- ► Final decision in April 1990

### Existing evidence on Austrian PL reforms

▶ Lalive & J. Zweimüller (QJE, 2009); Lalive, Schlosser, Steinhauer & J. Zweimüller (RES, 2013)

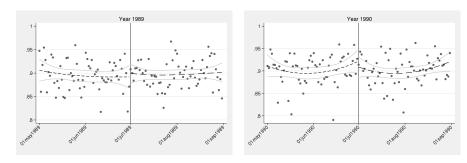
#### ► Maternal labor supply & earnings:

- Delay in return-to-work, lower employment & earnings in the short run (0-3 years)
- ▶ No effects on employment & earnings in the long run (4-10 years)
- ► Lower fraction of women ever returning (due to follow-up pregnancy)

#### Fertility:

- ▶ Higher probability of having a second child in the short run
- ▶ Positive quantum effect for low income mothers in the long run
- ► Tempo effect for high income mothers ⇒ reduction in birth spacing

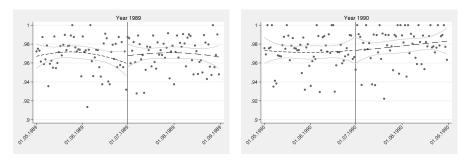
## Eligibility for PL — 1989 vs. 1990



Local polynomial regressions of order two with 95% CI

- ► Around 90% of all mothers are eligible
  - → allows clear interpretation!
- ► No discontinuity in eligibility

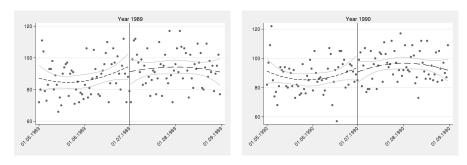
### Take-up of PL — 1989 vs. 1990



Local polynomial regressions of order two with 95% CI

- ▶ PL take-up almost universal
  - ightarrow allows clear interpretation!
- ▶ No discontinuity in take-up

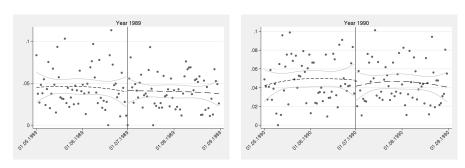
### Density of births — 1989 vs. 1990



Local polynomial regressions of order two with 95% CI

- No evidence of sorting
- ▶ Note: equivalent seasonality pattern in 1989 and 1990

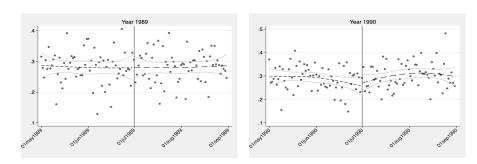
### Covariates: Pre-term births — 1989 vs. 1990



Local polynomial regressions of order two with 95% CI

► No evidence of sorting

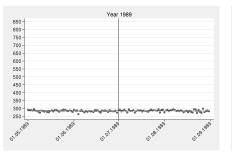
### Covariates: Married at birth — 1989 vs. 1990

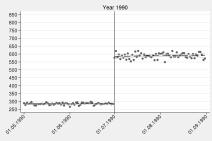


Local polynomial regressions of order two with 95% CI

▶ No evidence of sorting (applies to all covariates)

### Duration of PL — 1989 vs. 1990





- ▶ Days on maternity leave after childbirth are excluded (56 days)
- ▶ Increase in paid PL days from 285 to 590 ⇒ First stage

### Return to work (extensive margin!)

Return	after	child's	1st	bday
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Group	Before	After*	ppt Diff
Low SES	30%	5%	25%
High SES	40%	13%	27%

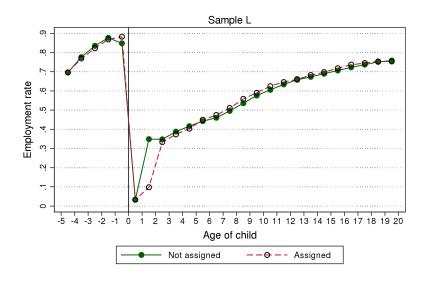
<sup>\*</sup>Non-compliers

### Return after child's 2nd bday

Group	Before	After	ppt Diff
Low SES	30%	30%	0%
High SES	40%	40%	0%

- ► Counterfactual 'not stayed home after 1st bday' (30%/40%):
  - ▶ Reform decreases income; increases time with child
- ► Counterfactual 'stayed home' (70%/60%) after 1st bday:
  - ► Reform increases income; possibility to return after child's second bday

## Maternal labor supply - 1990 reform



## Research design (I)

### Fuzzy regression discontinuity difference-in-differences (RD-DiD)

- ► Treatment: duration of paid PL (time and/or income effects)
- Assignment: child is born in the post-reform period (after July 1, 1990)
- ▶ RD: discontinuity in duration of paid PL at the reform date
- ▶ DiD: use 1989-cohort to difference out seasonal & age effects
- ▶ Identifying assumption: no sorting at reform date

#### Samples

Sample	Years	Months	Total number of children
L	1989–1990	May-August	22,311
S	1989–1990	June-July	11,157
D	1989–1990	June-July	approx. 10,500

## Research design (II)

► PL take-up not observed → ITT

$$Outcome = \alpha_3 + A\beta_3 + X\gamma_3 + \delta_{3y} + \theta_{3m} + e$$

▶ PL take-up observed → LATE

Outcome = 
$$\alpha_1 + \hat{PL}\beta_1 + X\gamma_1 + \delta_{1y} + \theta_{1m} + w$$
  
 $PL = \alpha_2 + A\beta_2 + X\gamma_2 + \delta_{2y} + \theta_{2m} + v$ 

- A: assigned; child is born post-reform
- ▶ *PL*: duration of paid parental leave measured in years
- ➤ X: maternal age at birth (in categories), maternal SES (two groups based on education & pre-birth earnings), sex of child, premature birth, mother is foreign born
- $\delta_y, \theta_m$ : birth year and birth month effects

## Research design (III)

#### Heterogeneity wrt the availability of formal child-care

- Sample split

#### Heterogeneity wrt maternal SES

- Low SES: compulsory school, apprenticeship training or intermediate vocational school + below median pre-birth earnings
- High SES: at least higher school, apprenticeship training or intermediate vocational school + above median pre-birth earnings
- Interaction effects

#### Groups and sample sizes

	Low SES	High SES	Total
No child-care	7,499	5,622	13,121
Child-care	4,436	4,754	9,190
Total	11,935	10,376	22,311

### Outcomes & data

Outcome	Measurements	Data source	Reform
Child:			
Track choice	Academic track (g5-g9)	Education Register Linz, PISA (different waves)	1990, 1996
Test scores	Test scores in mathematics, science, reading	PISA (different waves)	1990, 1996
Labor market	Employment (apprentice- ship/white/blue collar), family allowance, service at age 17-22 (boys)	Austrian Social Security Database	1990
Mother:			
Labor market	Employment , full-time employment	Austrian Social Security Database	<b>1990</b> , 1996, 2001
Family:			
Fertility	Family size, spacing	Austrian Birth Register	<b>1990,</b> 1996, 2001
Family stability	Probability of marriage, divorce	Austrian Marriage Register	<b>1990</b> , 1996, 2001

### Sample restrictions

#### Administrative data for Austria:

- ▶ Universe of births in respective years & months
- Focus on first births, exclude multiple births
- ▶ Mothers between 15 and 45 years of age at the time of birth
- Eligible for PL cash benefits
- (Health outcomes for Upper Austria)

### ▶ PISA (Austria) & Education register (Linz):

- ▶ No information on birth order, multiple births and age at birth
- No information on eligibility & PL take-up ⇒ ITT
- ightharpoonup PISA: no information on community of birth  $\Longrightarrow$  urban/rural area (school location)
- ▶ Education register Linz: no information on maternal education ⇒ low/high SES neighborhoods

### Outcomes

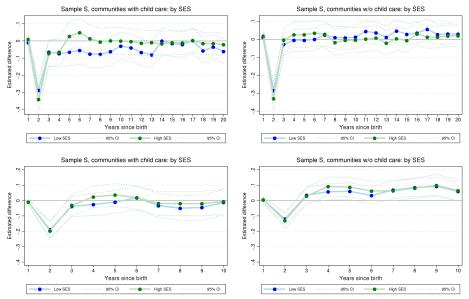
- Maternal labor supply
  - Extensive margin
  - ► Intensive margin (proxy for full employment)
- ► Family size
- ► Family stability
  - Married conditional on being married at birth
  - Married conditional on not being married at birth
- Child outcomes
  - Test scores
  - Track choice
  - ▶ Labor market activity at the age of 17/21/23
  - (Alternative) military service

# Maternal labor supply

	Cor	mmunities wi	th child care		Communities w/o child care				
Years	Employm	Employment <sup>a</sup> Full-time <sup>b</sup>		ne <sup>b</sup>	Employm	•		Full-time <sup>b</sup>	
Since birth	Low SES	High SES	Low SES	High SES	Low SES	High SES	Low SES	High SES	
1 2	-0.010 -0.288***	0.010 -0.341***	-0.010 -0.189***	-0.010 0.109*	0.011 ** -0.286***	0.018 -0.331***	0.005 -0.119***	0.005 -0.131***	
3	-0.265* -0.065*	-0.341** -0.073*	-0.189	-0.198 $-0.031$	-0.280	-0.003	0.035	0.030	
4	-0.074*	-0.065	-0.025	0.024	-0.005	0.026	0.057**	0.092***	
5	-0.065	0.028	-0.010	0.036	-0.005	0.026	0.060**	0.087***	
6	-0.055	0.049	0.018	0.019	-0.000	0.035	0.033	0.062*	
7	-0.076*	0.014	-0.033	-0.019	0.024	0.029	0.070**	0.063*	
8	-0.077*	-0.006	-0.050	-0.019	0.010	-0.018	0.084***	0.081**	
9	-0.062	0.001	-0.045	-0.020	0.008	-0.006	0.092***	0.100***	
10	-0.030	0.000	-0.011	-0.006	0.012	-0.004	0.060*	0.065*	
11	-0.040	-0.003	-0.051	-0.016	0.044	0.002	0.078**	0.064*	
12	-0.066*	-0.013	-0.063	-0.017	0.036	0.008	0.070**	0.067*	
13	-0.081**	-0.010	-0.059	-0.010	0.011	-0.021	0.053	0.048	
14	-0.000	-0.016	0.002	-0.007	0.046	0.003	0.079**	0.072*	
15	-0.015	-0.010	-0.018	-0.031	0.028	-0.007	0.084**	0.073*	
16	-0.021	-0.011	-0.047	-0.060	0.035	0.030	0.086**	0.068*	
17	0.002	0.003	-0.005	-0.030	0.056*	0.012	0.081**	0.027	
18	-0.057	-0.015	-0.081*	-0.045	0.027	0.012	0.078**	0.074*	
19	-0.035	-0.015	-0.035	-0.025	0.031	0.019	0.059*	0.056	
20	-0.061*	-0.021	-0.075*	-0.050	0.029	0.020	0.044	0.033	

 $<sup>^{</sup>b}$ Full-time: mother earns at least 75% of pre-birth daily wage (no info on hours!)

### Maternal labor supply (above: employment, below: full time emp.)

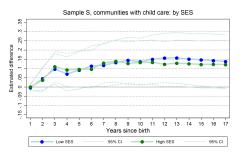


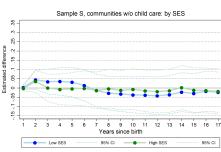
## Family size

	Communities v	vith child care	Communities w/o child care		
Years birth	Famil	y size	Fam	ily size	
since	Low SES	High SES	Low SES	High SES	
1	-0.004	0.000	0.003	-0.002	
2	0.045	0.037	0.044*	0.036	
3	0.097**	0.110***	0.034	0.000	
4	0.070	0.092**	0.036	-0.008	
5	0.091*	0.096*	0.032	-0.004	
6	0.114**	0.097*	0.014	-0.002	
7	0.118**	0.130**	-0.013	-0.013	
8	0.133**	0.139**	-0.028	-0.004	
9	0.145**	0.128**	-0.032	-0.012	
10	0.137**	0.133**	-0.037	-0.007	
11	0.150**	0.134**	-0.039	-0.015	
12	0.157**	0.123**	-0.042	-0.019	
13	0.157**	0.129**	-0.036	-0.015	
14	0.151**	0.127**	-0.022	0.002	
15	0.147**	0.122*	-0.029	-0.012	
16	0.143*	0.123*	-0.018	-0.014	
17	0.138*	0.122*	-0.023	-0.018	

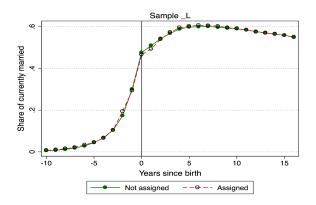
(Overall mean after 17 years: 2 children)

# Family size (graphical)



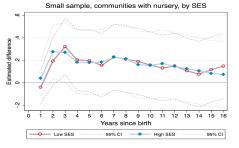


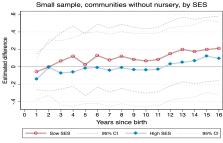
### Family stability



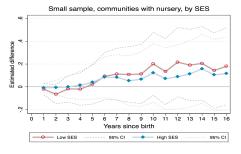
- ► Two outcomes:
  - Married conditional on not being married at birth; getting married
  - ▶ Married conditional on being married at birth; getting divorced

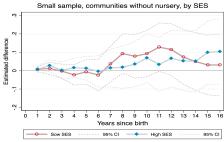
## Married conditional on **not being** married at birth





# Married conditional on being married at birth





## Results: child education outcomes (by SES)

Dependent	Data	Communities wi		Communities without child ca	
variable	source	Low SES	High SES	Low SES	High SES
Test score $math^\dagger$	PISA	-37.038	-33.226	35.562*	6.116
+	5164	(25.100)	(27.774)	(18.357)	(16.600)
Test score science <sup>†</sup>	PISA	-55.783**	-41.306*	32.791*	6.599
		(24.074)	(22.495)	(19.543)	(17.519)
Test score reading <sup>†</sup>	PISA	-75.507***	-40.043*	33.823*	8.860
_		(25.181)	(23.822)	(19.457)	(17.825)
High track (g9) <sup>†</sup>	PISA	-0.121	0.018	0.112	$-0.110^{'}$
0 (0)		(0.125)	(0.098)	(0.080)	(0.087)
High track (g8) <sup>†</sup>	EducReg	-0.269***	-0.134	_ ′	_ ′
0 (0)	· ·	(0.098)	(0.111)	_	_
High track (g5) <sup>†</sup>	EducReg	-0.317***	-0.313***	_	_
5 (6-7)		(0.097)	(0.105)	_	_

Notes: This tables summarizes estimations results based on individual-level data from PISA and the EducReg (Linz) and reports reduced form estimates (ITT). Each entry represents a separate regression, where the dependent variable is indicated in the first column. Each specification controls for the child's sex, low maternal sex, birth-year, and birth-month fixed-effects. Robust standard errors are shown in parentheses. \*, \*\* and \*\*\* indicate statistical significance at the 10-percent level, 5-percent level, and 1-percent. The definition of communities with/without child care depends on the data source. PISA: communities with child care are communities with thild care are communities with thild care are those with less than 15,000 inhabitants; communities with child care are communities that provide a nursery for 0-2 year-old children two years after the child's birth year; communities without child care are those that do not provide such a nursery. The definition of low and high socieconomic status (SES) depends on the data source. PISA: mothers with low SES include all mothers with less than higher secondary education; high SES mothers have at least higher secondary education. EducReg: mothers with low SES are defined by living in districts with average-SES above the median SES, high SES mothers are defined by living in districts with average-SES above the median.

### Results: child labor outcomes

- ▶ Active vs. inactive at the age of 17, 21 and 23
  - Active: Educ (school, apprenticeship, or university) or work (excl. marginal)
  - Inactive: Unemployed, out of labor force, disabled
  - ▶ Mean inactivity in sample L is 12.1, 19.17 and 20.23

	Commu	ınities <b>with</b> ch	ild care	Communities without child care		
	Sample L	Sample S	Sample D	Sample L	Sample S	Sample D
Inactive at 17	0.006 (0.019)	0.001 (0.027)	0.000 (0.029)	-0.024* (0.013)	-0.040** (0.019)	-0.038* (0.020)
Inactive at 21	0.021 (0.022)	_0.005 (0.031)	0.007 (0.033)	_0.024´ (0.016)	_0.041* (0.023)	_0.051** (0.025)
Inactive at 23	0.026 (0.022)	0.023 (0.031)	0.033) 0.030 (0.034)	-0.006 $(0.017)$	(0.023) $-0.020$ $(0.023)$	-0.042* (0.025)

Notes: This tables summarizes estimations results based on individual-level data from the ASSD and related data sources and reports instrumental variable estimates (LATE), where years on parental leave is instrumented by the mothers eligibility for 1990 parental leave reform. Each entry represents a separate regression, where the dependent variable is indicated in the first column. Each specification controls for the child's sex, maturity of birth, birth-year and birth-month fixed-effects; and for the mother's age, mother's country of birth. Communities with child care are communities that provide a nursery for 0-2 year-old children two years after the child's birth year; communities without child care are those that do not provide such a nursery.

# Results: child labor outcomes (by SES)

	Commu	nities <b>with</b> ch	ild care	Commu	Communities without child care		
	Sample L	Sample S	Sample D	Sample L	Sample S	Sample D	
Inactive at 17							
Low SES	0.005 (0.021)	0.000 (0.029)	0.002 (0.032)	-0.025* (0.014)	-0.048** (0.019)	-0.045** (0.021)	
High SES	0.008	0.001 (0.031)	-0.001 (0.034)	-0.021 $(0.017)$	-0.028 (0.025)	-0.029 (0.027)	
Inactive at 21		, ,	( /	,	, ,	, ,	
Low SES	0.046* (0.026)	0.032 (0.037)	0.044 (0.039)	-0.017 (0.018)	-0.034 (0.025)	-0.052* (0.027)	
High SES	_0.002 <sup>'</sup> (0.024)	_0.040´ (0.035)	_0.026 (0.037)	_0.034* (0.019)	_0.051* (0.027)	_0.048´ (0.030)	
Inactive at 23	,	(0.055)	(0.031)	(0.013)	(0.021)	(0.030)	
Low SES	0.044* (0.026)	0.036 (0.037)	0.036 (0.040)	0.001 (0.018)	-0.006 (0.026)	-0.032 (0.028)	
High SES	0.010 (0.024)	0.011 (0.035)	0.025 (0.037)	-0.015 $(0.020)$	-0.040 (0.028)	-0.058* (0.030)	

Notes: This tables summarizes estimations results based on individual-level data from the ASSD and related data sources and reports instrumental variable estimates (LATE), where years on parental leave is instrumented by the mothers eligibility for 1990 parental leave reform. Each entry represents a separate regression, where the dependent variable is indicated in the first column. Each specification controls for the child's sex, maturity of birth, birth-year and birth-month fixed-effects; and for the mother's age, mother's country of birth. Communities with child care are communities that provide a nursery for 0-2 year-old children two years after the child birth year; communities without child care are those that do not provide such a nursery. The definition of low SES are all mothers with compulsory schooling only and mothers with apprenticeship in intermediate vocational school and earnings above median earnings (ASSD); high SES mothers have at least high school or an apprenticeship training or intermediate vocational school and earnings above median earnings.

## Results: child labor outcomes for BOYS (by SES)

	Commu	ınities <b>with</b> ch	ild care	Comm	Communities without child care		
_	Sample L	Sample S	Sample D	Sample L	Sample S	Sample D	
Inactive at 17	,						
Low SES	0.005 (0.026)	-0.007 (0.037)	-0.020 (0.041)	-0.044** (0.018)	-0.088*** (0.025)	-0.090** (0.027)	
High SES	0.001 (0.029)	0.005 (0.042)	-0.006 $(0.046)$	-0.048** (0.022)	-0.089*** (0.032)	-0.090** (0.034)	
Inactive at 21							
Low SES	0.048 (0.036)	0.018 (0.052)	0.022 (0.055)	-0.023 (0.024)	-0.085*** (0.033)	-0.105** (0.036)	
High SES	_0.018´ (0.034)	_0.081* (0.049)	_0.056´ (0.052)	_0.044´ (0.027)	_0.095** (0.037)	_0.106** (0.040)	
Inactive at 23	3	` /	,	` ,	, ,	, ,	
Low SES	0.049 (0.036)	0.035 (0.051)	0.038 (0.055)	-0.040* (0.024)	-0.079** (0.033)	-0.093** (0.036)	
High SES	_0.009´ (0.033)	_0.007 (0.047)	_0.001 (0.051)	_0.061** (0.026)	_0.109*** (0.037)	_0.128 <sup>*</sup> * (0.040)	

Notes: This tables summarizes estimations results based on individual-level data from the ASSD and related data sources and reports instrumental variable estimates (LATE), where years on parental leave is instrumented by the mothers eligibility for 1990 parental leave reform. Each entry represents a separate regression, where the dependent variable is indicated in the first column. Each specification controls for the child's sex, maturity of birth, birth-year and birth-month fixed-effects; and for the mother's age, mother's country of birth. Communities with child care are communities that provide a nursery for 0-2 year-old children two years after the drift's birth year; communities without child care are those that do not provide such a nursery. The definition of low SES are all mothers with compulsory schooling only and mothers with apprenticeship training or intermediate vocational school and earnings below median earnings (ASSD), high SES mothers have at least high school or an apprenticeship training or intermediate vocational school and earnings above median earnings.

### Summary of preliminary results

#### ► Communities with child-care facilities

- Negative or zero effects on maternal labour outcomes
- Positive effects on family size and stability
- ► Negative effects on child outcomes

#### Communities without child-care facilities

- Positive or zero effects on maternal labour outcomes
- Insignifcant effects on family size
- Positive effects on child outcomes
- Effects generally stronger for boys of low-SES mothers

## Potential explanations for observed effects on children

#### Counterfactual mode of care

- ▶ Institutional child-care vs. care by other family-members
- Children might profit from formal child-care and lose from informal care-arrangements

#### Mediating channels

- Larger family size may hurt children (quantity-quality trade-off)
- Bad marriages may hurt children
- Maternal labor supply seems to help children
  - Income effect
  - Different resource allocation

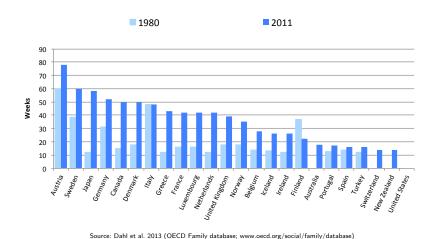
## Preliminary conclusions & next steps

- ▶ PL succeeds only where no formal child care is available
- ► If formal child care available PL seems counterproductive (or at least enforcing traditional gender roles)
- ▶ Next steps: Check other reforms (1996 & 2000)

Thank you! Comments very welcome.

# >> Appendix <<

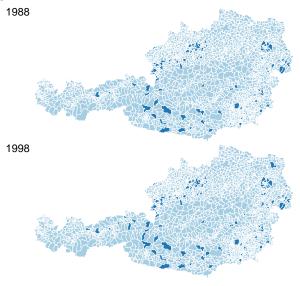
### Parental leave policies in the OECD



Martin Halla (U Innsbruck & IZA)

**◆** Back

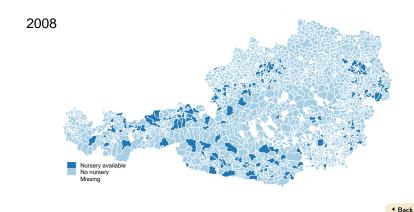
# Availability of child care facilities—1988 vs. 1998



### Child care in Austria – Microcensus 1983

- - ▶ Below age 1:
    - ▶ 4% of children with employed mothers (14% in Vienna)
    - ▶ 0% of children with stay-at-home mothers
  - ▶ 1-2 year olds:
    - ▶ 9% of children with employed mothers (32% in Vienna)
    - ▶ 4% of children with stay-at-home mothers (13% in Vienna)
- ▶ Employed mothers with child aged 1-2 years receive almost daily help by
  - ► Husband: 65%
  - ► Grandparents: 51%
  - ► Siblings: 16%
  - ▶ Babysitter: 5% (of all mothers with 1-2 year-old children)
- Grandparents provide more help in rural areas:
  - Less than 20.000: 56%
  - 20.000-250.000: 46%
  - ▶ Vienna: 17%

# Availability of child care facilities—2008



# Enrollment rate (0–2 year-olds) in institutional child care

