

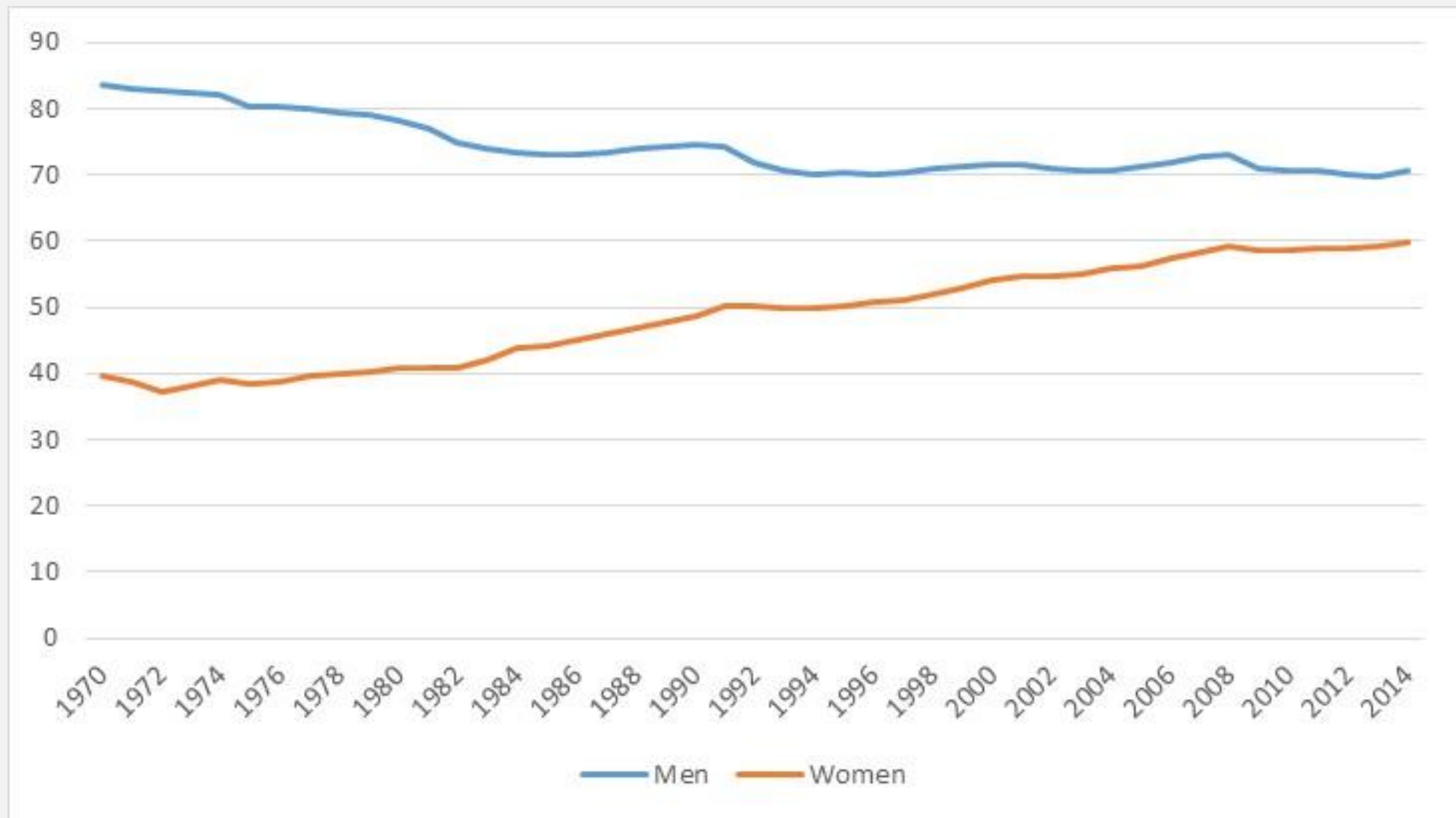
THE ORGANIZATION OF CHILDCARE SERVICES: WHAT ROLE FOR GENDER EQUALITY?

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OUTLINE

- Gender (in)equality outcomes
- Features of a good childcare policy mix
- Childcare policies in Europe and Northern Ireland
- Recent reforms trends and future strategies

EMPLOYMENT RATE BY GENDER 1970-2014, EU28



Source: OECD
stats

WOMEN AND THE LABOUR MARKET

- Access to employment is ONE of the aspects of gender equality in the economic sphere
- No trickle down effect..
- Persistence of occupational segregation, glass ceilings, working hours, wage gaps

GENDER TRADEOFFS: EMPLOYMENT, WORKING HOURS, OCCUPATION AND PAY

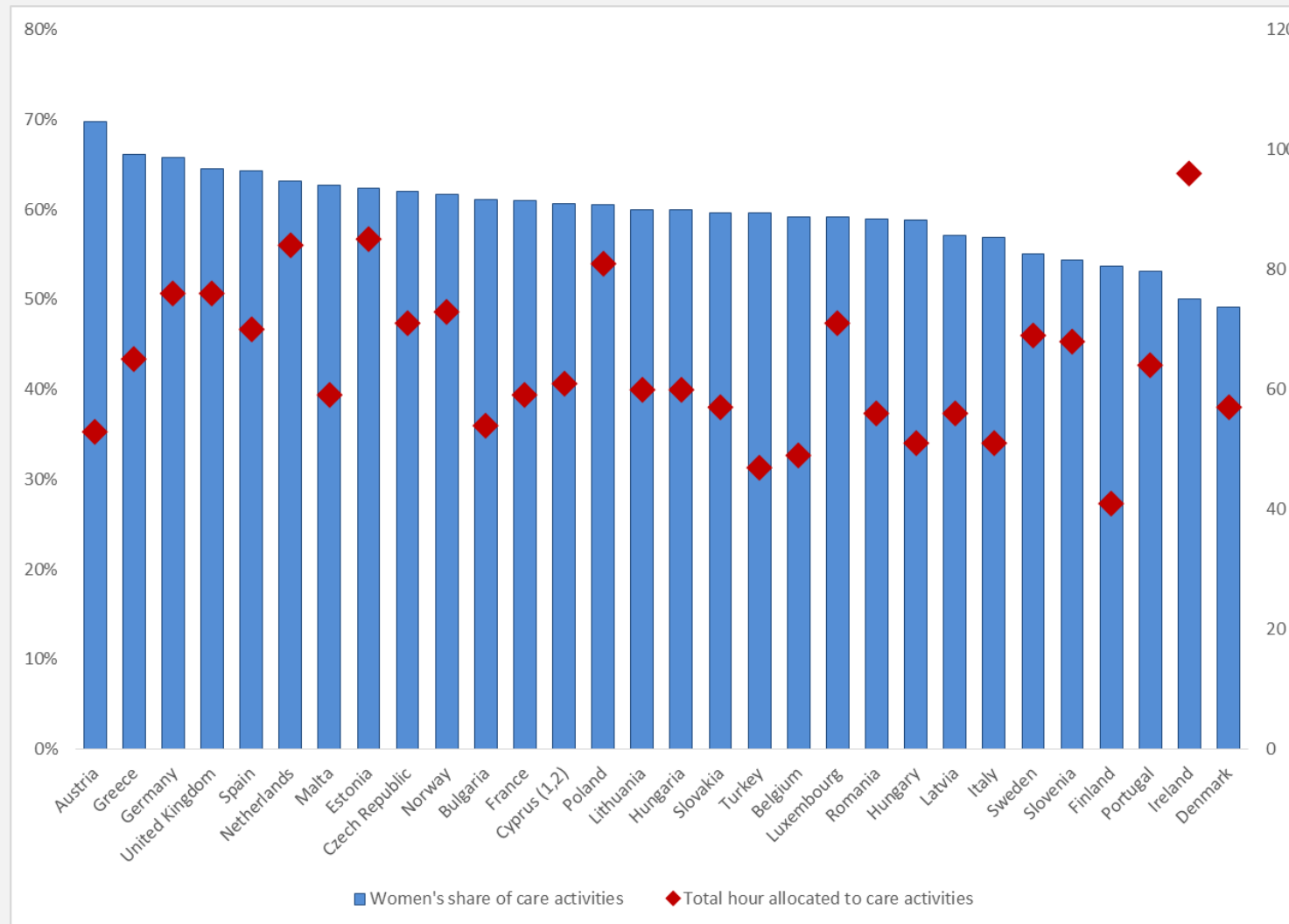
	Employment (1 to 21)	Full-Time Work (1 to 15)	Occupational Integration (1 to 18)	Wage Equality (1 to 12)
Sweden	1	14	6	8
Finland	2	—	14	6
Denmark	3	—	13	—
United States	4	3	4	10
Norway	5	—	—	—
United Kingdom	6	13	15	12
Czech Republic	7	1	9	—
Canada	8	8	5	9
Australia	9	12	8	5
Austria	10	6	12	4
Russian Federation	11	4	18	—
France	12	7	16	3
Luxembourg	13	9	17	—
Netherlands	14	15	2	7
Germany	15	11	11	11
Slovenia	16	—	3	—
Hungary	17	2	7	—
Belgium	18	10	1	2
Poland	19	—	—	—
Italy	20	5	—	1
Spain	21	—	10	—

Source: Luxembourg Income Study (LIS 2003).

Source: Petitt and Hook 2009

GENDERED CARE WORK

Average weekly hours allocated to caring for children/elderly/disabled relatives, 2007-2009



Source: Oecd Family Database,
<http://www.oecd.org/social/family/database.htm>

POLICIES ADVANCING GENDER EQUALITY

- **Great emphasis on policies that improve women's access to the labour market**
 - ✓ Directive on equal pay for men and women (75/117/EEC)
 - ✓ Directive on part-time work directive (97/81/EC)
 - ✓ Directive on working time directive (2003/88/EC)
 - ✓ Directive on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (2006/54 /EC)
 - ✓ Directive on the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity (2010/41/EU)

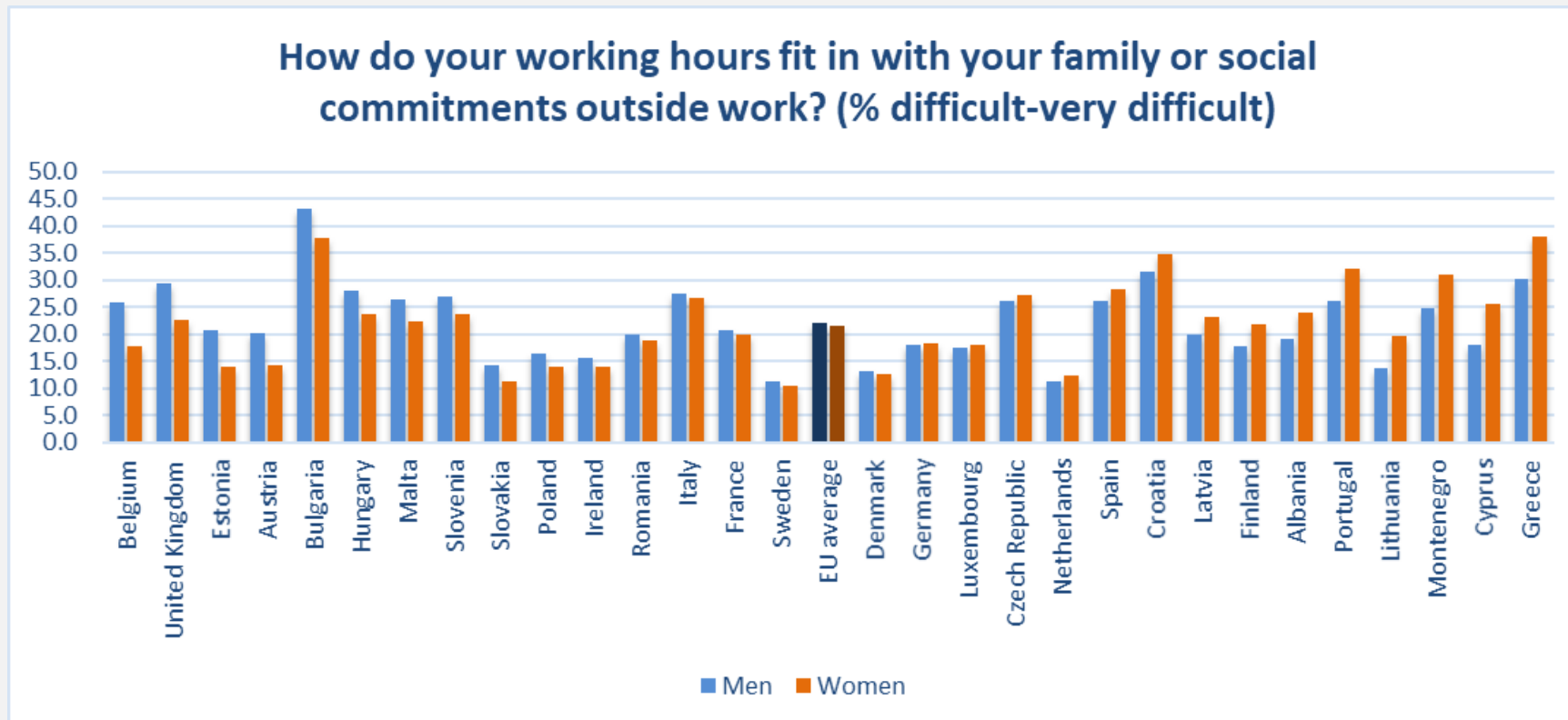
- **Less on policies to increase men's involvement in childcare, domestic and other reproductive activities**
 - ✓ Maternity leave directive (92/85/EEC): at least 14 fully paid weeks
 - ✓ Parental leave directive (2010/18/EU): at least 4 month individual entitlement unpaid
 - ✓ Working-life directive proposal (paternity, parental and carers' leave, flexible working time)

DEGENDERING CARE WORK

- The gender division of labour in care work perpetuates broader patterns of inequality inside and beyond the labour market
- There is a need for policies aimed at changing men's behaviour with regard to caregiving and broader workplace and societal norms about gender roles
- Work-life balance is not only a women's issue

HOW HAVE MEN'S PREFERENCES OVER WORK AND CARE CHANGED?

- 25% of men feel their working hours do not fit their family commitments, while 34 % find it difficult to fulfil their family responsibility because of the time they spend at work (EQLS, 2012)



Source:
EQLS 2016

THE UNIVERSAL CAREGIVER MODEL (FRASER, 1994)

- Dual earner/dual carer societies
- Transforming gender roles inside and outside the labour market by promoting men's and women's equal engagement in paid and unpaid work
 - ✓ Men have an equal obligation and right to provide care
 - ✓ Waged work and caregiving are equally valuable activities
 - ✓ Recognition of the individual right (but not the obligation) to provide care
 - ✓ Caregiving is a responsibility of men, women, the state and employers

A POLICY BLUEPRINT

- I. Publicly financed, universally available, good quality (child) care services
- II. Individual entitlements of mothers and fathers to well-paid and flexible leaves (life-course perspective)
 - a. Daddy quotas (non-trasferable, well-paid, flexible)
- III. Working-time regulations that limit full-time work hours, encourage the availability of flexible working-time practices for men and women and increase the availability and quality of part-time jobs

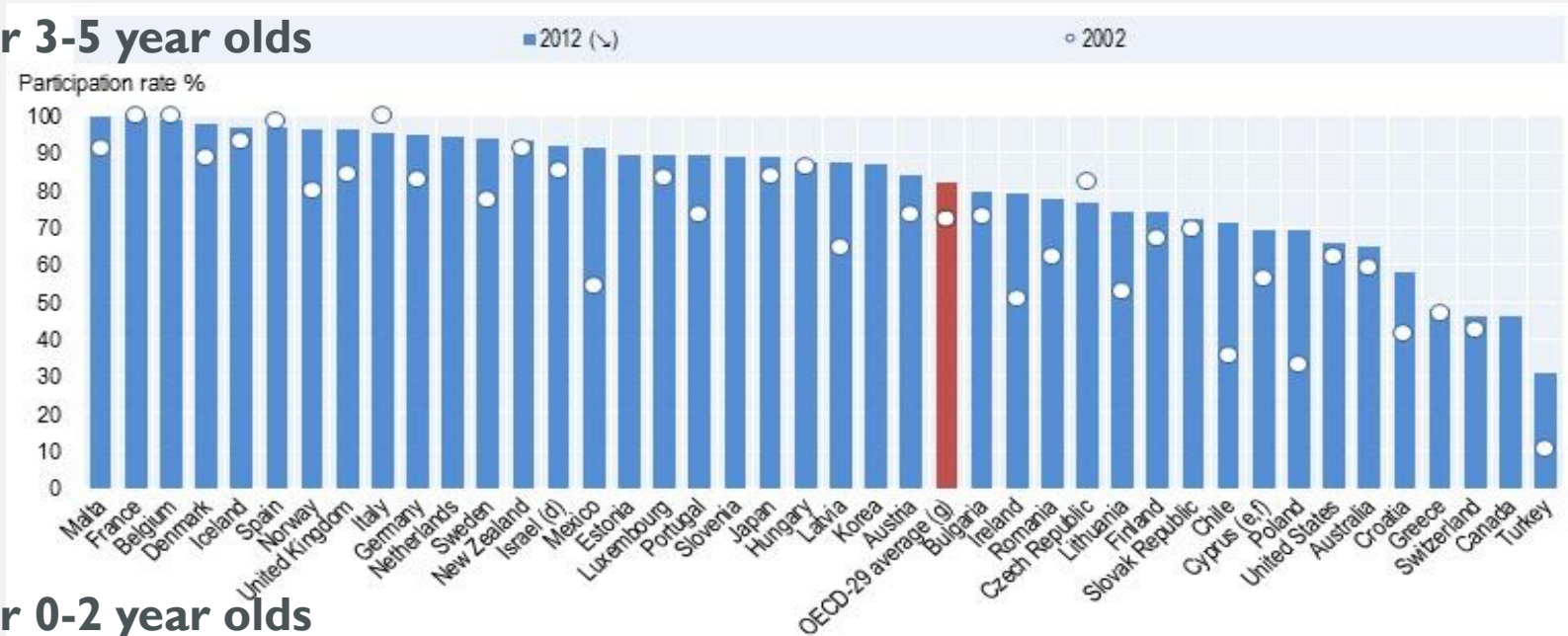
- ✓ *Each of these policy needs to be carefully designed*
- ✓ *None of these policies works alone*

I. CHILDCARE SERVICES AND GENDER EQUALITY

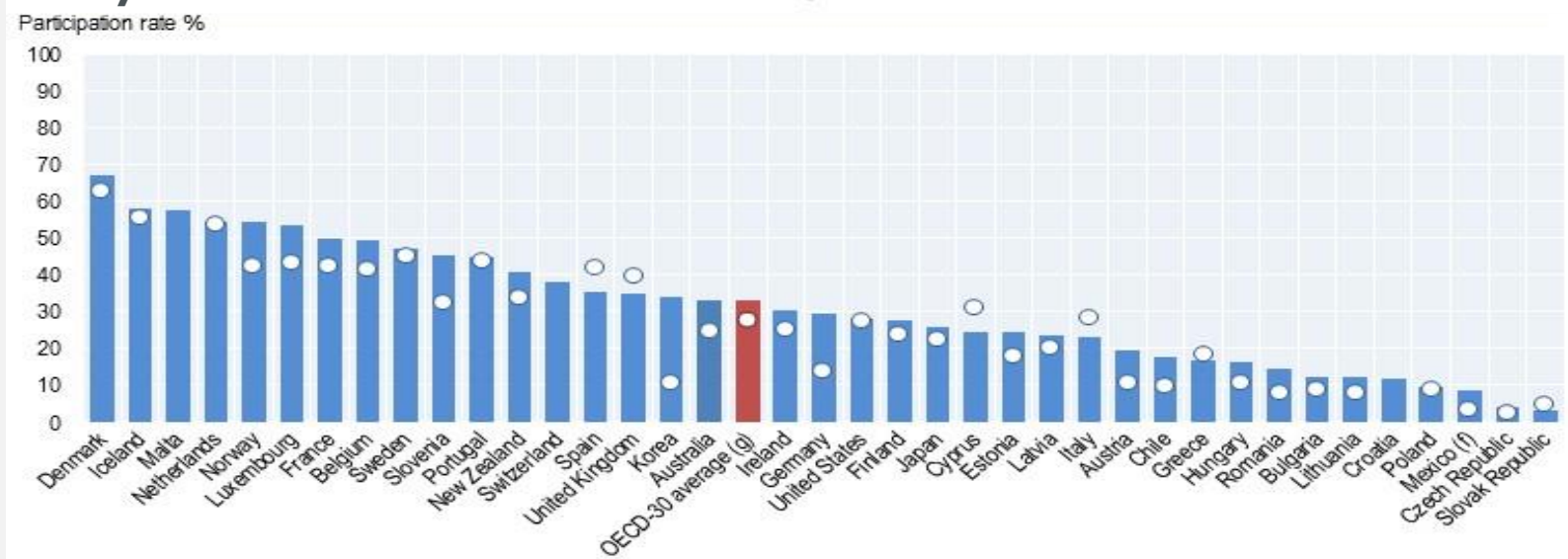
- European council targets (2002): at least 90% of children between 3 years old and the mandatory school age and at least 33% of children under 3 years of age in childcare by 2010
- Few countries have a right to a childcare place (BE, DK, FI, NO, SE, ET, DE)
- Positive effects on maternal employment
- Dependant on availability *plus* affordability *plus* quality

AVAILABILITY OF CHILDCARE AND PRE-SCHOOL SERVICES

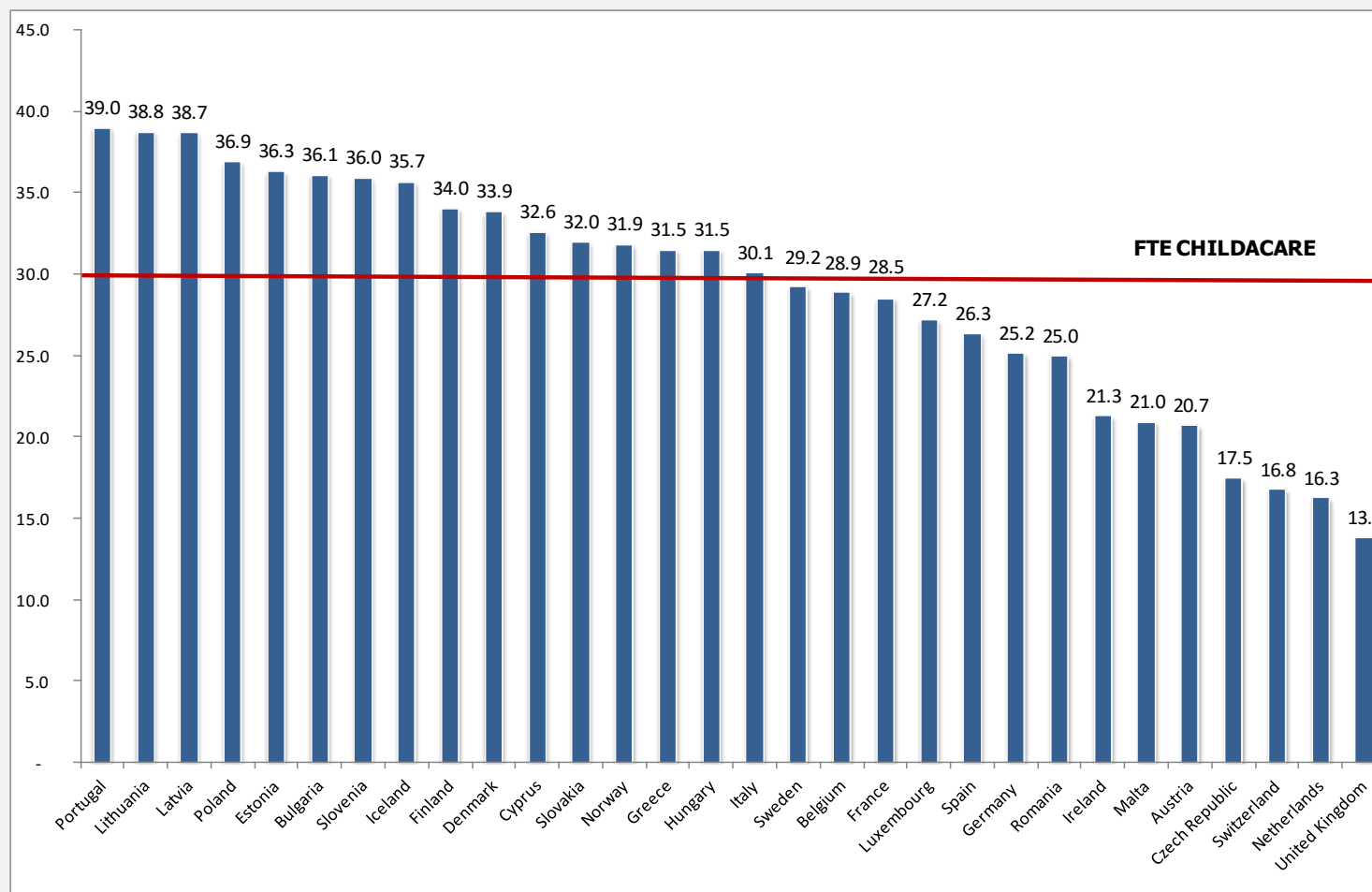
Participation rates for 3-5 year olds



Participation rates for 0-2 year olds

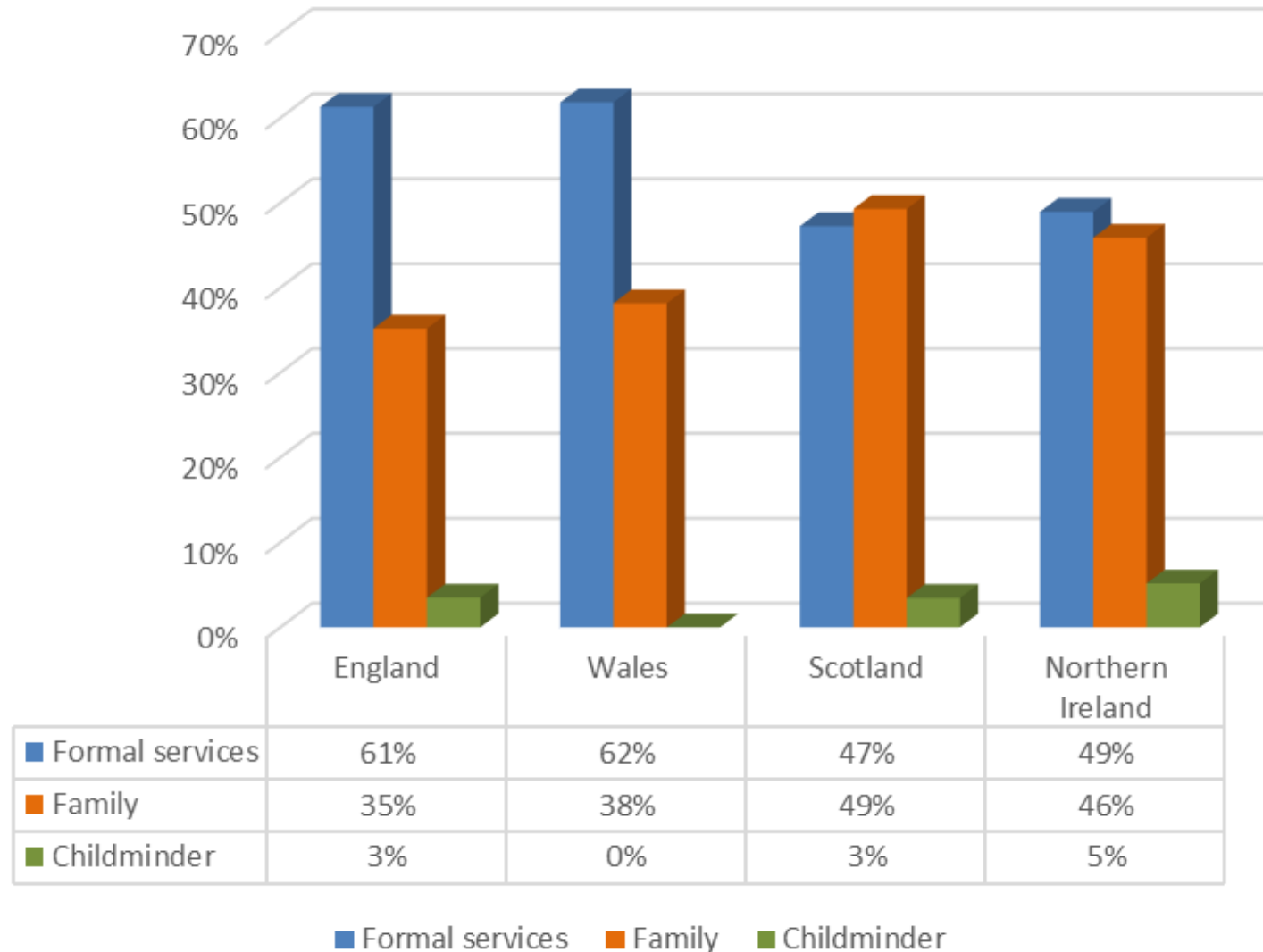


AVERAGE NUMBER OF WEEKLY HOURS OF FORMAL CHILDCARE



Source: Ciccia and
Bleijenbergh 2014

CHILDCARE ARRANGEMENTS IN NI



Source: Family
resource Survey
2016-17

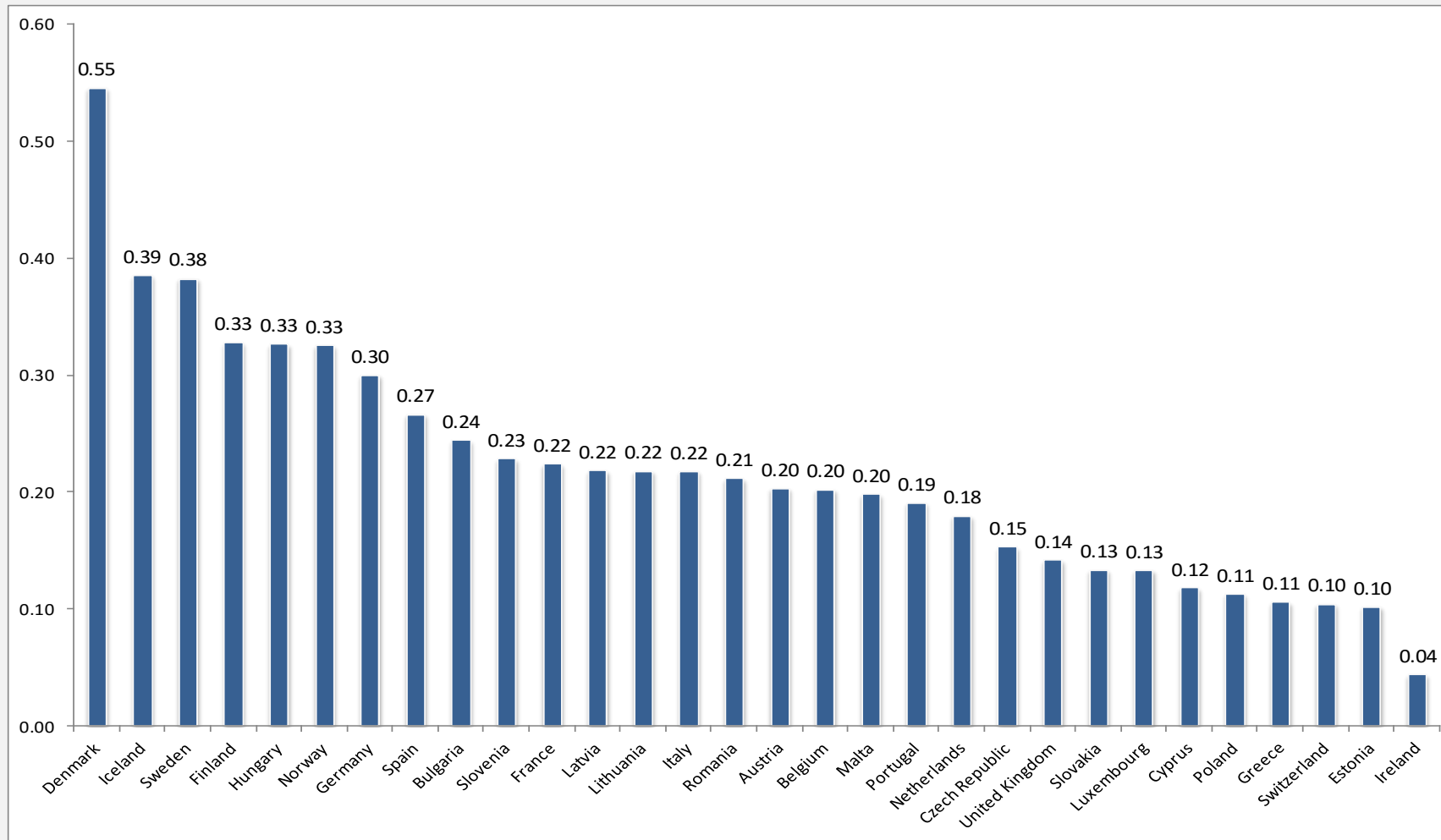
CHILDCARE HOURS IN NI

	Overall Formal childcare	Day Nursery/Creche	Childminder
England	14	20	16
Wales	12	16	
Scotland	12	14	14
Northern Ireland	13	23	16

Source: Family resource Survey 2016-17

AFFORDABILITY: WHO PAYS FOR CHILDCARE?

Public financial support index (2005-2009)



Source: Ciccia and Bleijenbergh 2014

PERCEIVED DIFFICULTIES IN USING CHILDCARE

(% VERY DIFFICULT)

Country	Cost	Availability	Quality
UK	43.33	13.88	2.38
Ireland	40.78	15.05	3.61
Bulgaria	26.32	27.50	8.82
Hungary	23.68	16.82	9.35
Latvia	23.35	27.22	4.29
Slovenia	23.05	26.47	4.64
Netherlands	21.15	11.01	2.86
Poland	20.64	22.54	8.33
Slovakia	19.12	26.09	11.59
Estonia	17.65	31.58	2.01
Spain	17.52	24.17	5.96
Czech Republic	17.19	22.05	7.14
France	17.18	40.85	3.47
Lithuania	12.32	13.29	1.46
Germany	11.59	21.39	4.70
Austria	10.94	10.71	3.13
Belgium	10.43	24.42	3.24
Iceland	7.10	9.16	0.19
Denmark	6.30	5.40	3.36
Finland	2.30	6.64	0.77
Sweden	1.48	6.09	1.45
<i>EU average</i>	<i>17.78</i>	<i>19.16</i>	<i>4.42</i>

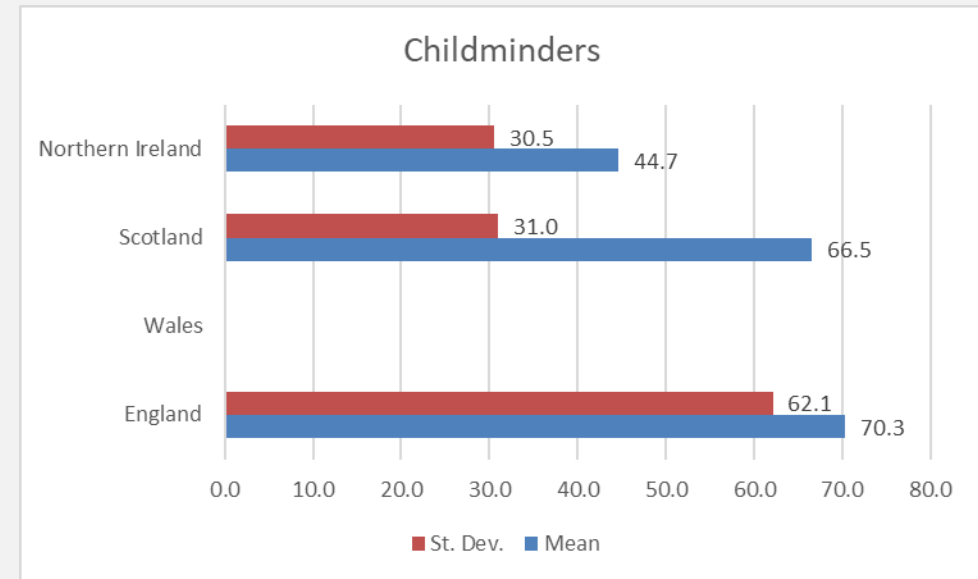
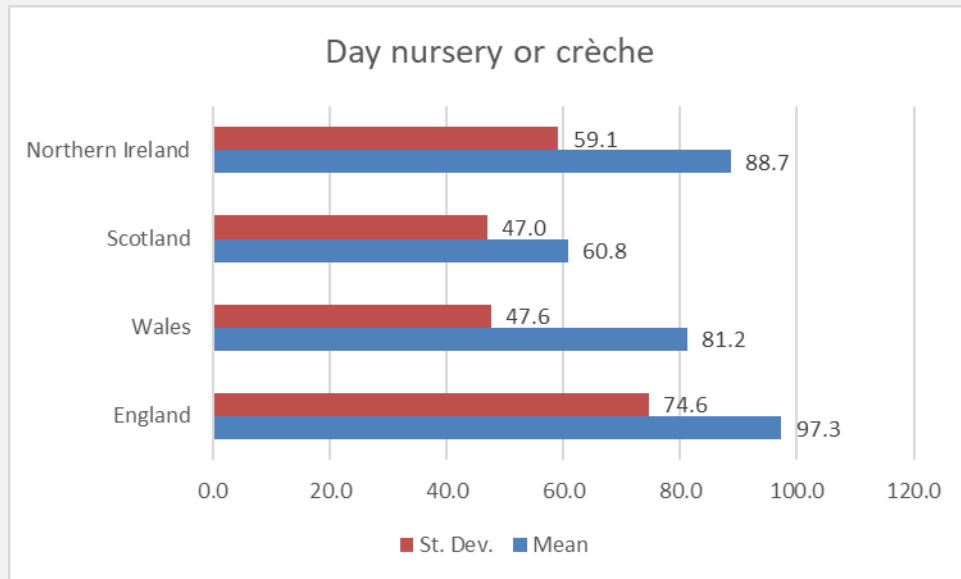
Source: EQLS, 2012c

PERCEIVED DIFFICULTIES IN USING CHILDCARE IN THE UK (AVERAGE SCORE, 1=VERY DIFFICULT; 3=NOT DIFFICULT AT ALL)

	COST	AVAILABILITY	ACCESSIBILITY	QUALITY
Wales	1.9	2.6	2.8	3.0
Northern Ireland	1.3	2.1	2.4	2.4
Scotland	1.7	2.4	2.6	2.9
England	1.8	2.3	2.5	2.7
UK	1.8	2.3	2.5	2.7

Source: EQLS, 2012

WEEKLY COST OF CHILDCARE IN NI

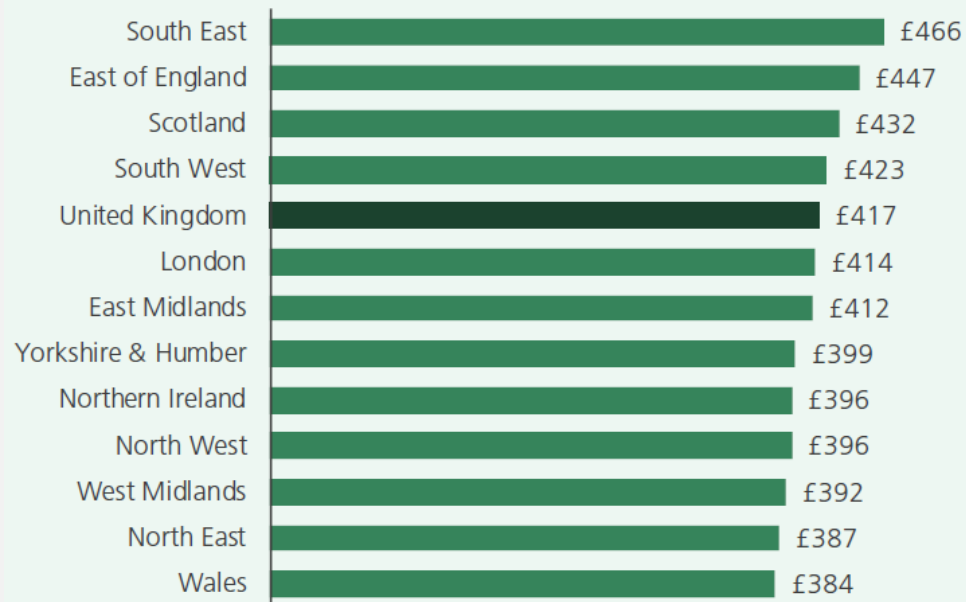


Source: Family
resource Survey
2016-17

COST OF CHILDCARE IN NI

Median income by region, AFTER HOUSING COSTS

Three year average for 2014/15 to 2016/17



Note: Based on equivalised disposable household income, in 2016/17 prices (adjusted for CPI)

Source: DWP, *Households below average income: 1994/95 to 2016/17*, Table 2.5ts

The average cost of childcare in NI represents 22% of average disposable income, and as much as 37% in areas where daycare is more expensive

THE LOGISTICS OF CHILDCARE AVAILABILITY

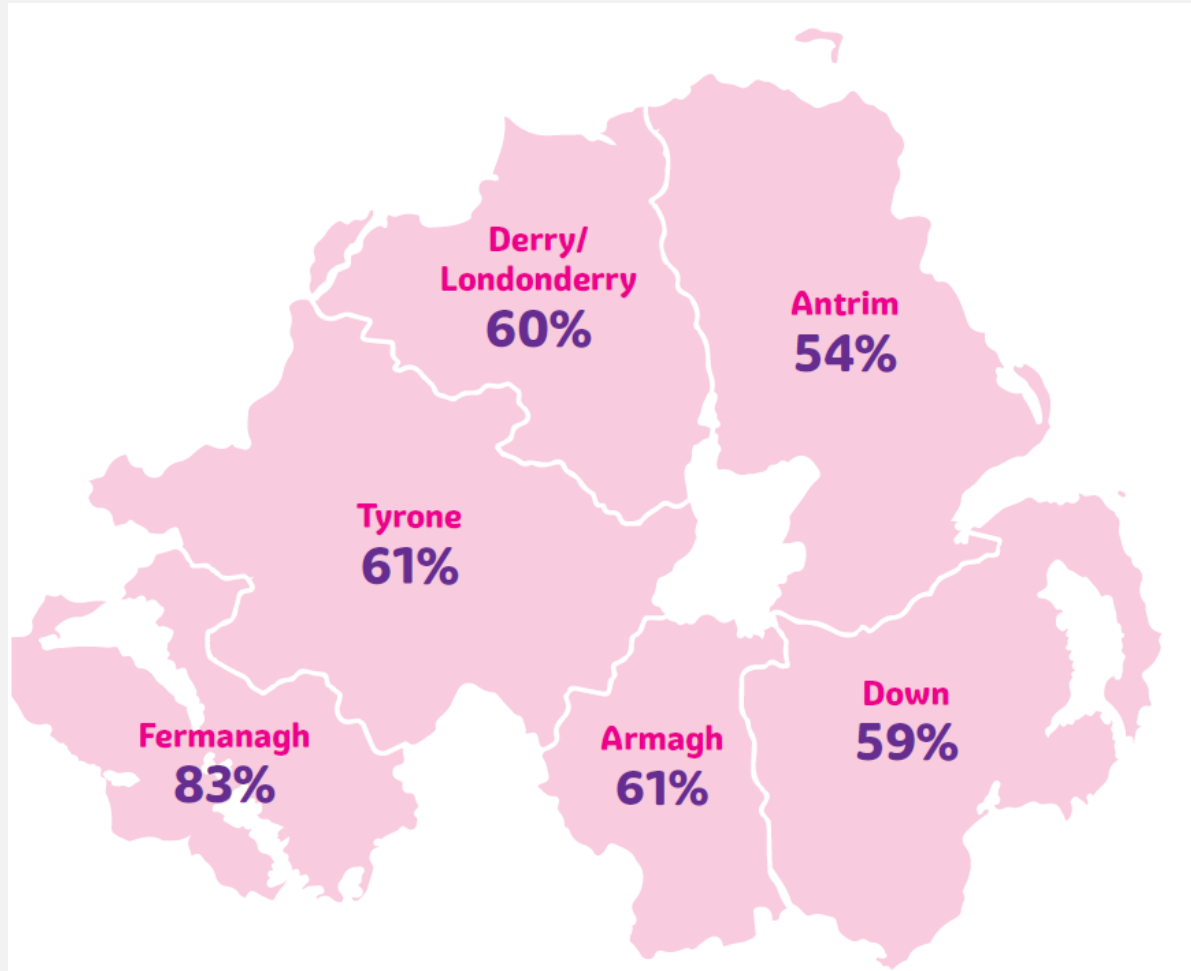
- The policy debate on childcare is focused on the quantity of services (places, hours)
- Logistical challenges of time/space synchronization

Number of interviews referencing logistical challenges by total interviews for each country

	Sweden	UK	Italy	Hungary	Germany ⁴	Slovenia
Logistical challenges (total)	10/10	10/10	9/10	11/11	8/9	10/10
Geographical distance	6/10	1/10	1/10	3/11	5/9	7/10
Opening times and flexibility	10/10	9/10	9/10	11/11	8/9	9/10
Complexity of arrangements	7/10	10/10	1/10	0/11	4/9	3/10

Source: McLean et al. 2016

PERCENTAGE OF PARENTS WHO BELIEVE THERE IS A LACK OF CHILDCARE IN THEIR AREA



Source: Employers for Childcare
Cost Survey 2018

II. TYPES OF LEAVES

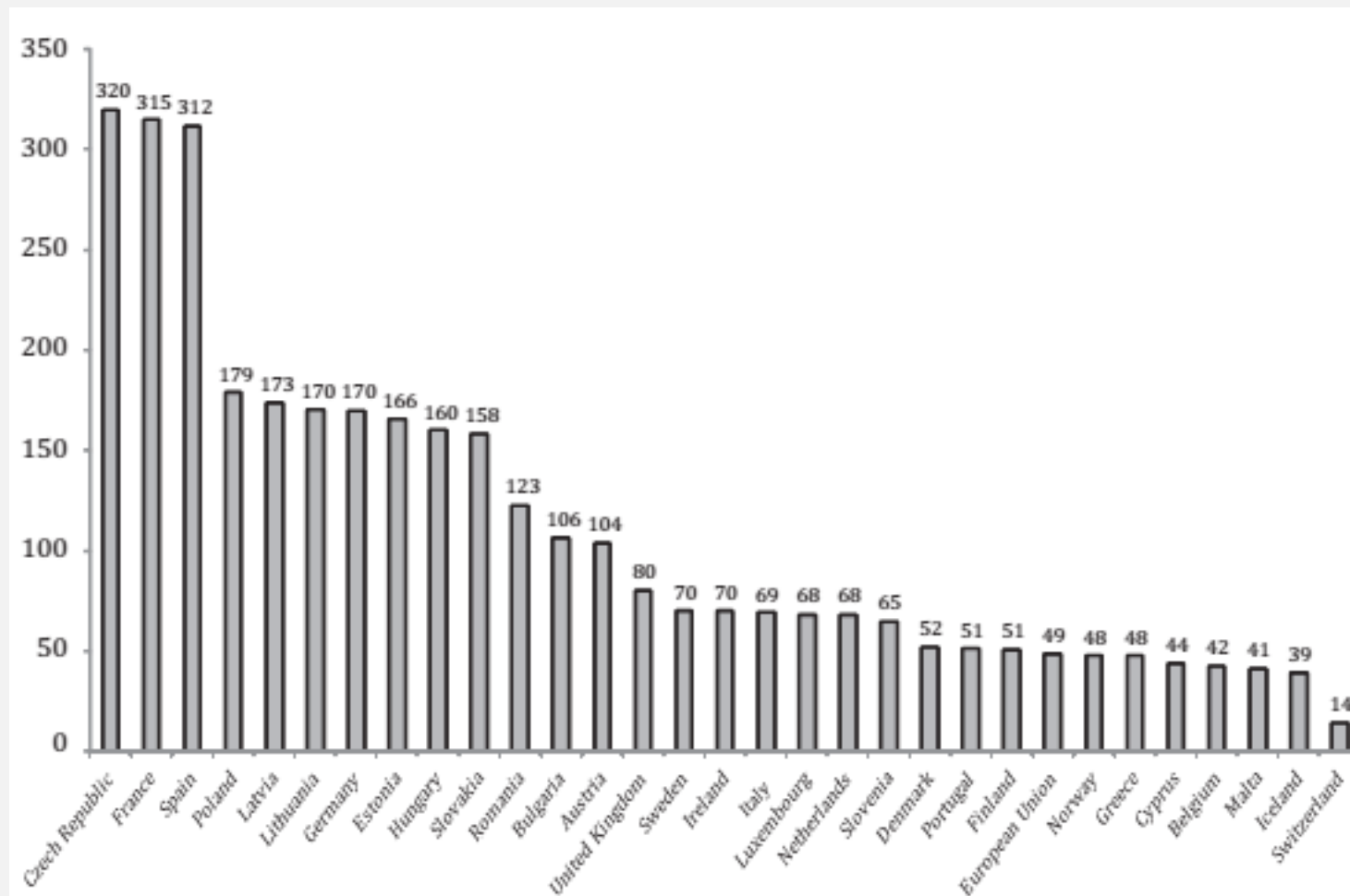
- Maternity leave: Employment-protected absence granted to employed mothers at around the time of childbirth or adoption (EU maternity leave directive: at least 14 weeks fully-paid)
- Parental leave : Employment-protected leave of absence for employed parents, usually following the period of maternity leave (2010 EU parental leave directive: individual right to 4 months unpaid)
- Paternity leave: Employment-protected leave of absence for employed fathers at the time of childbirth.

LEAVES AND GENDER EQUALITY: WHAT DO WE KNOW?

- There is a reversed U-shaped relationship between the *length* of leave and gender equality outcomes
- High level of *payments* promote universal access to entitlements (across income levels and household types)
- Men have fewer leave rights and use less leave than women (*structure of entitlements*)
- Men don't use unpaid leave, women may
- Other characteristics are also important (piecemeal and flexible leave)

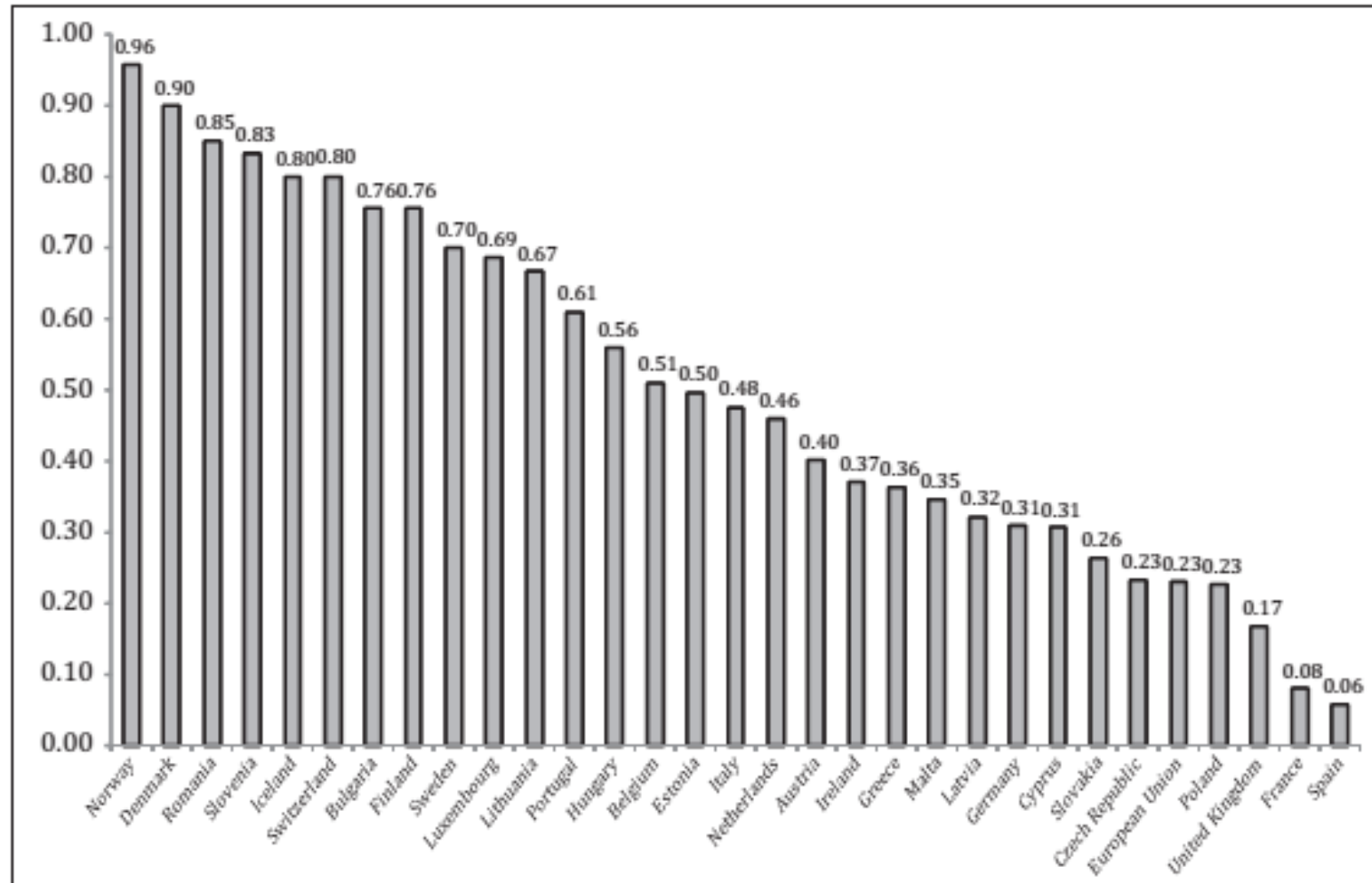
LENGTH OF LEAVE, 2010

Total number of weeks of leave per family



LEAVE BENEFITS LEVELS, 2010

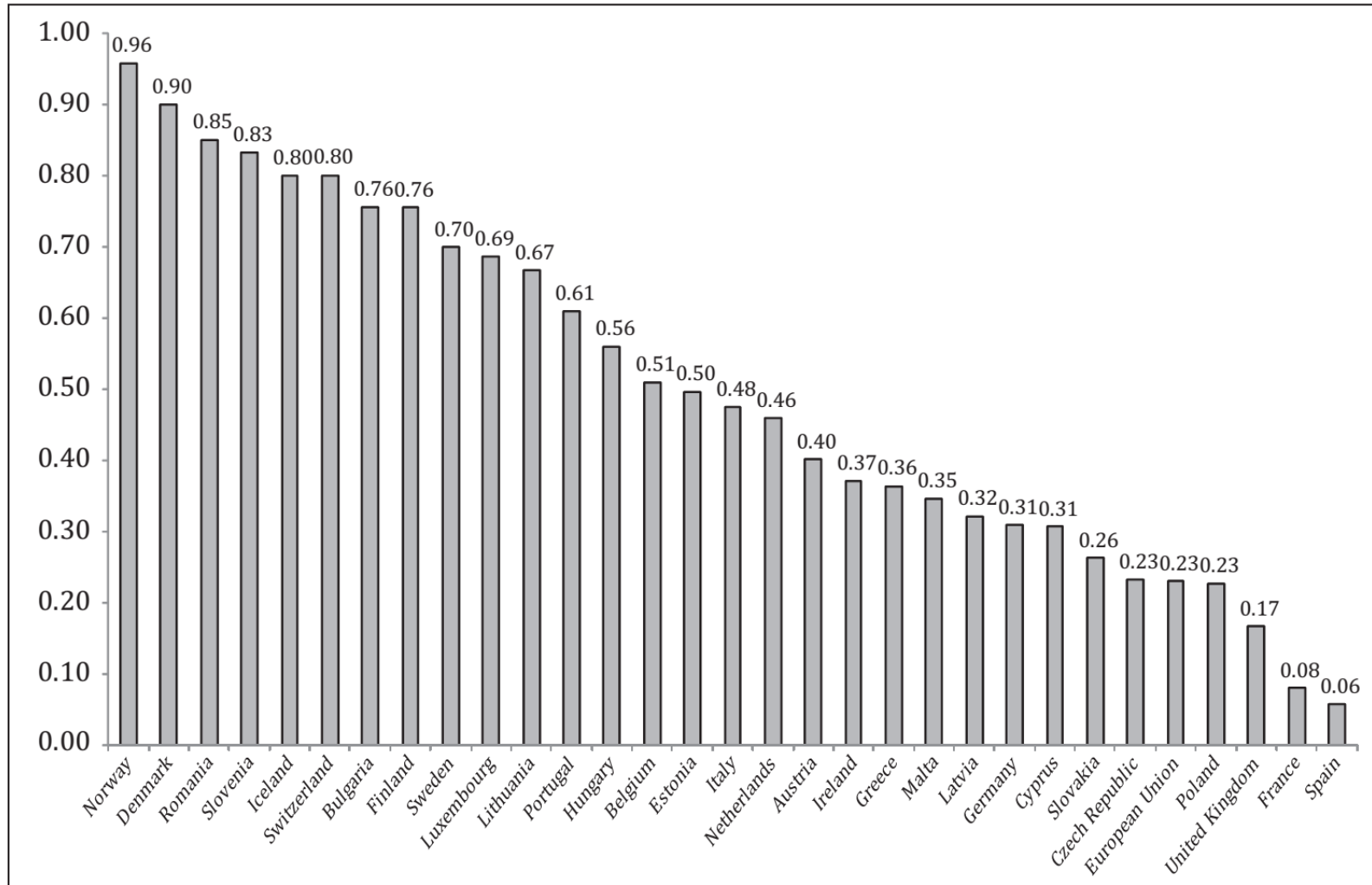
FTE Leave/ Total leave ratio



Source: Ciccia and Verloo, 2012

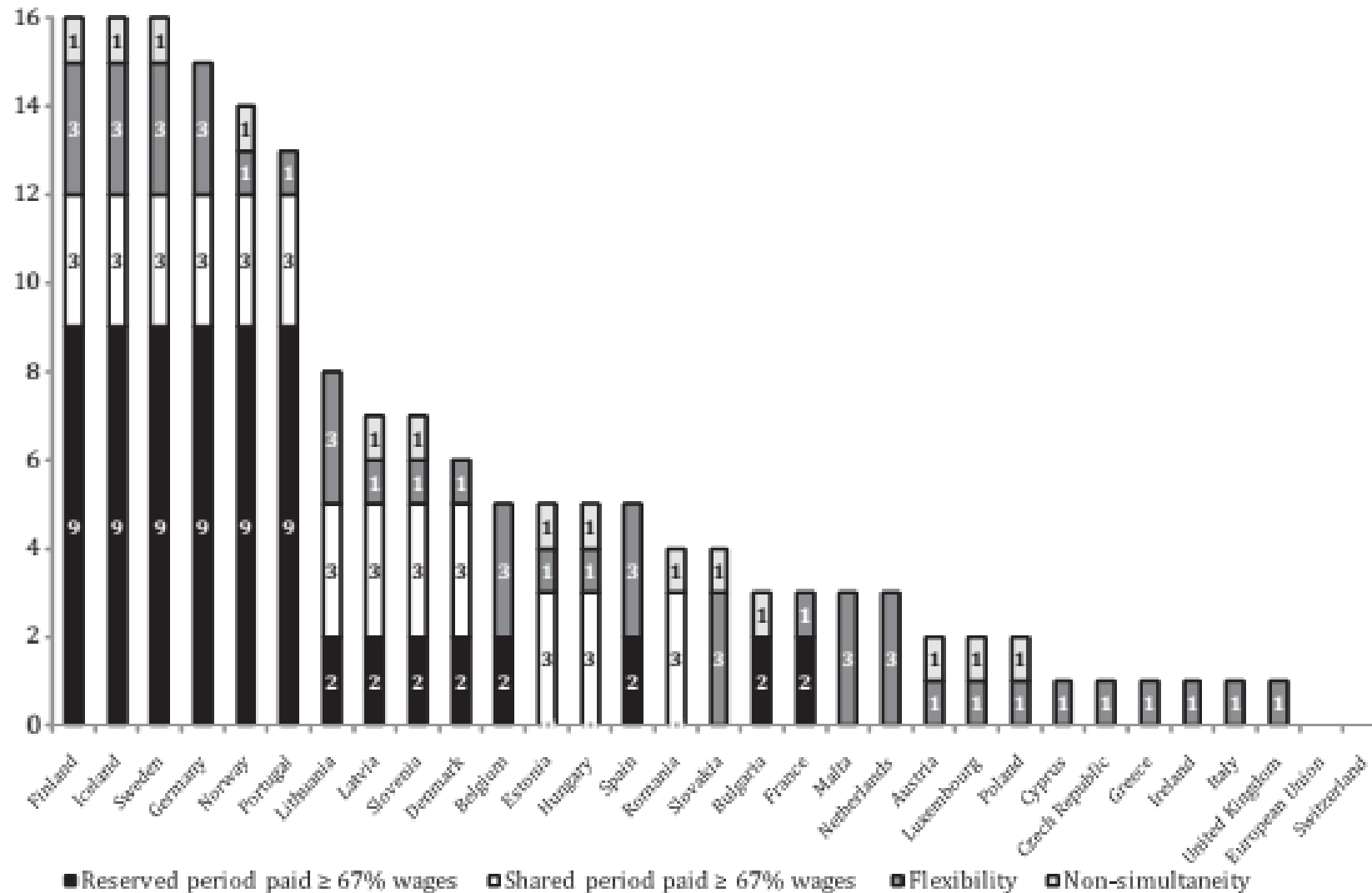
THE STRUCTURE OF LEAVE ENTITLEMENTS, 2010

Gender distribution of rights index



Source: Ciccia and Verloo, 2012

FATHERS' RIGHTS TO PARENTAL LEAVE



Source: Ciccia and Verloo, 2012

LIMITS OF RECENT REFORMS: SHARED PARENTAL LEAVE IN THE UK (2014)

- A mother can choose to return to work after the initial two-week recovery period and give her unused leave (up to 50 weeks) to her partner if eligible
- Shared parental leave pay is £145.18 a week or 90% of an employee's average weekly earnings, whichever is lower

To create a new, more equal system which allows both parents to keep a strong link to their workplace

<https://www.nidirect.gov.uk/articles/shared-parental-leave-and-pay>

LIMITS OF RECENT REFORMS: UNPAID FLEXIBILITY

- The father's gain is the mother loss
- Men rarely use shared entitlements
- Men don't use unpaid or flat-rate periods, women may or may not
- Reforms that enhance flexibility without providing financial resources are hardly accessible, particularly for low-income households
- Rolling back of the state (women first, then men)

Increases in flexibility with no or little investment of public resources are unlikely to succeed

CHILDCARE STRATEGY UK

- First childcare strategy was issued only in 1998
- Driven by concerns about child poverty, ensuring children a good start in life and work activation
- The UK (and Ireland) are unusual in Europe in having a large for-profit childcare sector as opposed to a state non-profit sector.
- Financial support mostly takes the form of tax credits and employer vouchers

TOWARDS A RIGHT TO CHILDCARE

- England offers 30 hours free childcare for 3-4 years old (max 10 hours for at least 38 weeks)
 - ✓ Targets working parents (>16 hours and NLW)
 - ✓ No obligation on private providers
 - ✓ Shortfall in funding (3-8£ per hour) (Jarett 2018)
- Northern Ireland offers 12.5 hours per week of free preschool education in nursery (2.5 hours per day, 5 days a week during term time)
 - ✓ Prepare children for education NOT childcare

CHILDCARE RIGHTS

(R1) The right to care

(R2) The right not to care

(R3) The right to receive care

(R4) The rights of formal care workers

These rights are interdependent and should be applied holistically

STRATEGIES AND STRUGGLES AROUND
CHILDCARE

The right to time for childcare
(parental leaves)

The rights of
childcare workers

Trade Unions	R1 Women's organizations NI Equality Commission Carers associations Employers
R4 ECEC providers Childminders associations	R2 NI Equality Commission NI Commissioner for Children and Young People Parent, family and child support groups R3

The right to be cared
(children's rights)

The right not to be
the sole carer
(childcare services)

CONCLUSIONS

- There is a need for well-designed and comprehensive policy packages (no standalone measures)
- Limited equality effects of reforms that do not foresee adequate financial resources
- Broad reforms require broad political and social coalitions working together towards reforming the childcare infrastructure to promote women's, men's and children's rights