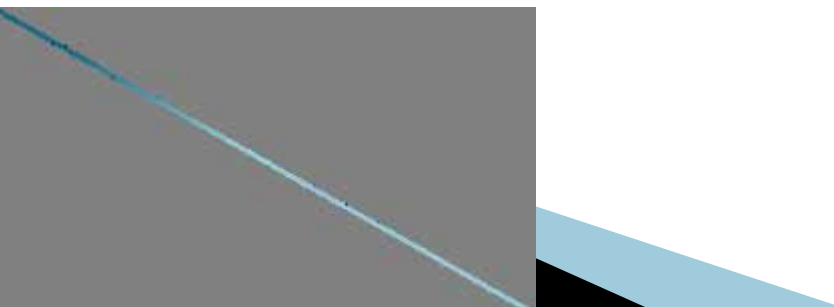



# **Social policies for ECD: a framework for comprehensive policy analysis for practitioners**

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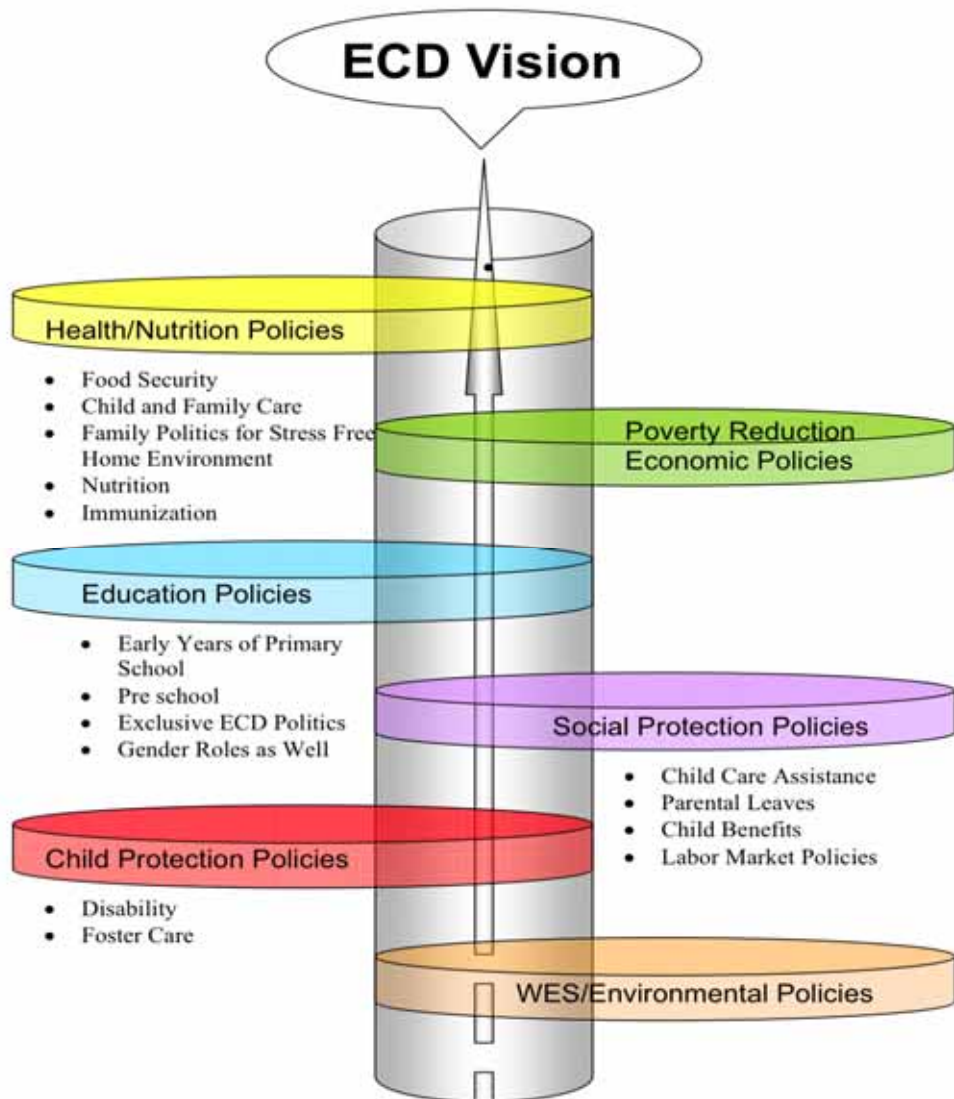
# Road map of the presentation

1. Why social policies for Early childhood?
  2. The theoretical premises for policy design and implementation.
  3. The practitioners' checklist: examples from social protection policies and their influence on ECD
- 

# Why social policies for ECD: investment for development

1. The biological perspective;
  2. The human development perspective;
  3. The economic perspective
  4. Early interventions: pathways for influencing developmental outcomes for young children
  5. For UNICEF – shift towards a new comprehensive evidence-based policy framework which links science with policy and makes a move towards a comprehensive and integrated approaches on national level and local level;
- 

# ECD POLICY FRAMEWORK



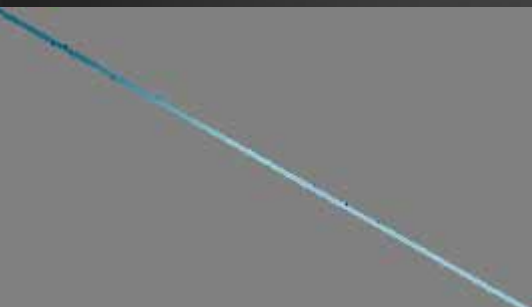
Revised 6.27.08

Britto, Pia ,2008

# Analytical framework for analysis

1. Policy definition
  2. Policy design
  3. Policy goals and objectives
  4. Target population and eligibility rules
  5. Agents and implementation structures
  6. Policy tools
  7. Ways of funding and provision of public policies
  8. Monitoring and evaluation
- 

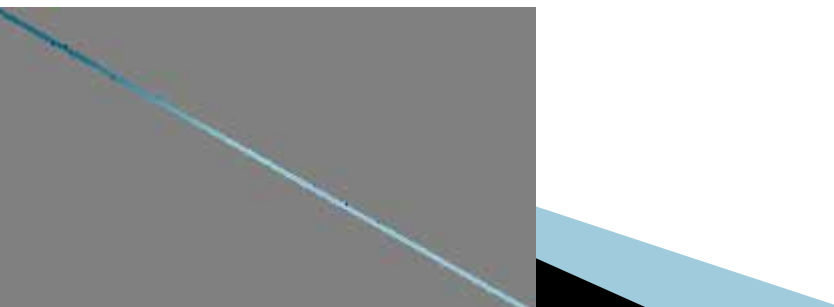
# Child care policies



# Child care: intended policy outcomes

- ▶ Varies between purely developmental or supporting parental employment
- ▶ Can be viewed as:
  - Support to parents to reduce pressures during first years of child's life
  - Activities for children which support school life;
  - Support for parent's transition and successful reintegration into the labor market

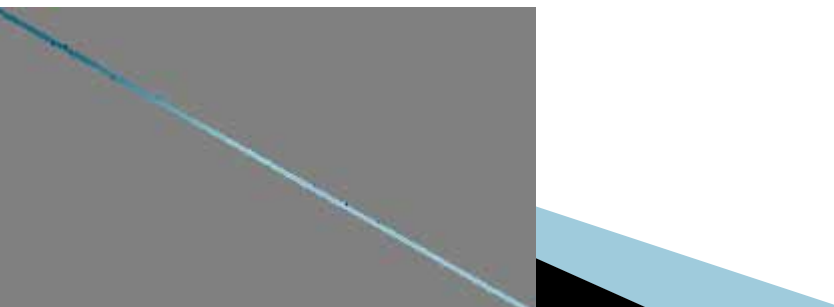
(Waldfogel, Jane. 2006.)



# Child care: agency for provision

- ▶ Direct government provision
- ▶ Private provision
- ▶ Mixed schemes

(Phillips, Deborah, McCartney, Kathleen and Sussman, Amy, 2006),

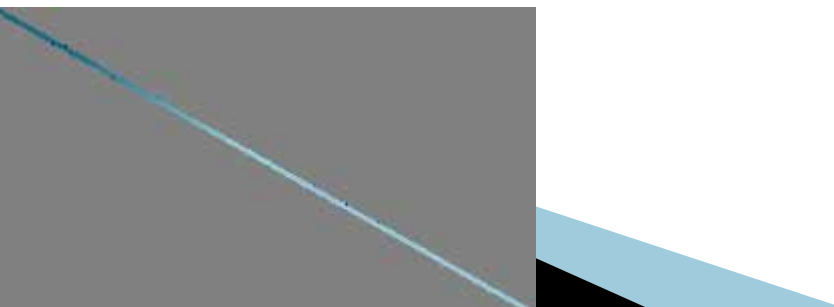


# Child care: policy targeting

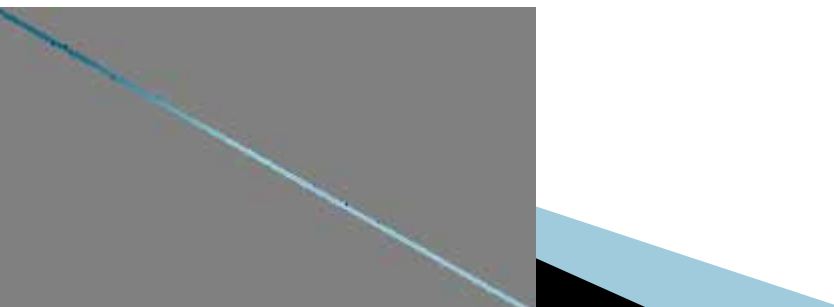
- ▶ Universal

Or

- ▶ Contingent




# Child care: additional issues

- ▶ Types
  - ▶ Quality
  - ▶ Outcomes achieved
  - ▶ Budget allocated for child care assistance
  - ▶ Governance structures for implementation
  - ▶ Access, coverage and equity
- 

# Child care: international comparisons

- ▶ Welfare regime matters;
- ▶ The US example:
  - Strong reliance on the market
  - Limited corrective or regulatory role of the government under the form of:
    - Subsidies
    - Price caps for private child care providers
    - Insufficient regulation of the quality of care
  - Targeted mainly at low-income families as a support mechanism for transition to the labor market

(Waldfogel., 2006.);

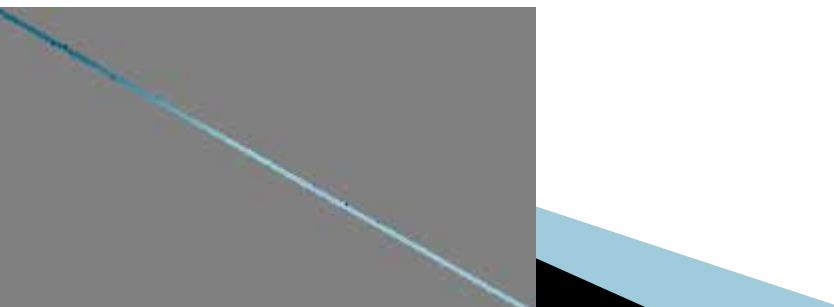


# Child care: international comparisons

## ▶ Challenges:

- Parents assume that the government will control the quality – not always the case which leads to:
  - Differences in achieved child outcomes
  - Job retention may be hampered
  - Quality of child care not sustainable

(Currie, Janet, 2006)



# Child care: international comparisons

- ▶ The example of EUROPE and other OECD countries:
  - Bigger, often universal provision of child care
  - Much smaller co-payment burden on parents
  - Nordic countries – early care is seen as public good and provided universally
  - Early care is seen as important for the achievement of certain outcomes with young children
  - Existence of early childhood standards as a basis for monitoring the quality of care

(Waldfogel., 2006; Benett, 2008,)

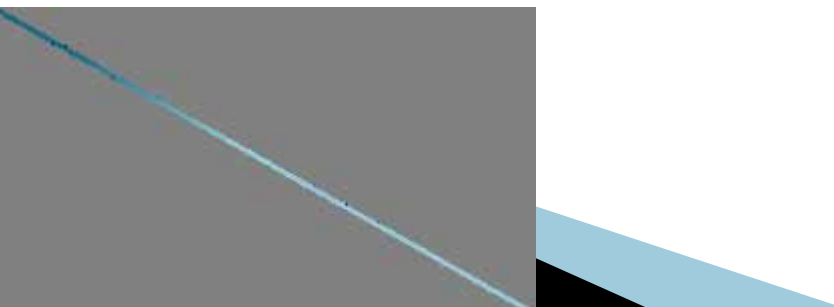
# Parental leave policies



# Definition

- ▶ Gender-neutral job-protected leave from employment
- ▶ Forms part of the income support policies
- ▶ Falls into the category of time benefits – has a potential spill over effect into society from time spent with children

(Tanaka, Sakiko, (2005); Waldfogel, Jane (2001,2004);)



# Types of parental leave

- ▶ Maternal
- ▶ Paternal
- ▶ Parental
- ▶ Adoptive
- ▶ Tanaka, Sakiko, (2005));

# Intended policy outcomes

- ▶ *Pro-family*: in cases of low fertility. Helps parents reconcile between work and family life
- ▶ *Pro-family, but non-interventionist*: Social policies aim at keeping the economic self-sufficiency of the family;
- ▶ *Pro-traditional*: keeping the family as a unit remains primary objective;
- ▶ *Pro-egalitarian*: focus is placed on gender results in policy goals which support dual bread winner roles;

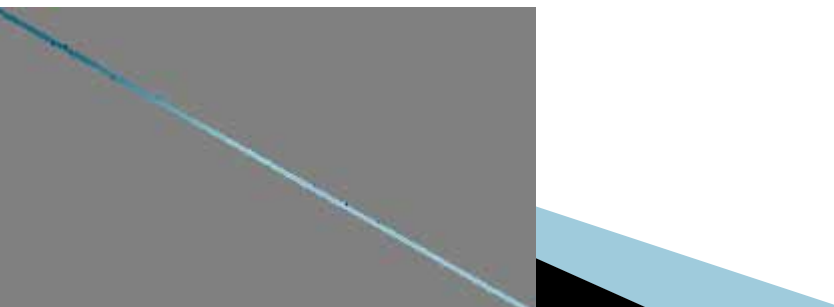
(Millar, Jane, 1998);



# Policy objectives

- ▶ a) support to family work and incentive for women to take care of their young children to the maximum extent possible;
- ▶ b) encouragement of women's participation in the labor market, while at the same time promoting the well-being of children;
- ▶ c) or promotion of women's choice of either of the above

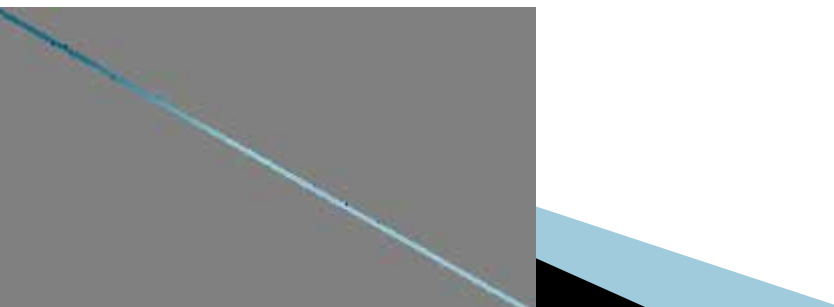
(Kamerman, Sheila B. and Gatenio, Shirley, (2002));



# Additional issues for consideration

- ▶ duration of the parental leave;
- ▶ the type of leave, paid or unpaid; the level of cash or in-kind benefits;
- ▶ Full-time equivalent salary replacement;
- ▶ existing opportunities for short-term sick leave during infancy, supported by the employer;
- ▶ and actual leave use and coverage

(Kamerman, Sheila B., (2000); Benett: 2008)

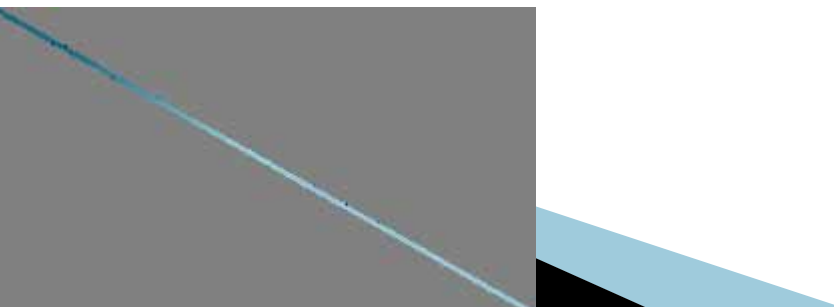


# Additional issues for consideration

- ▶ Funding:
  - government funding;
  - social insurance or private contributions – (employers or employees);
- ▶ the extent to which parents rely on it or tend to substitute it with publicly or privately provided child care;

# Important to consider.....

- ▶ ...the confluence between parental leave, child care, and child benefits policy design – be able to say what works best under particular national welfare's situation;
- ▶ ...the extent to which this type of policy might negatively affects family situation, employment decisions or job mobility.



# Length of parental leave


- ▶ Despite the lack of a consensus, a one-year parental stay at home for the parent;

(ILO 2000, *R191 Maternity Protection Recommendation*);

# Parental leave: international comparisons

- ▶ The US example:
  - short-term job-related and job-protected leave, without any income replacement or pay during the period;
  - the applicants are subject to yet another layer of qualifying conditions related to the size and volume of operations of the corporate employer - even narrower eligibility criteria based on particular positions in the labor market, e.g. state- or medium- and large-firm size employees;
  - Some of the individual states have also come up with their own parental leave policies.

(Kamerman, Sheila B., (2000); Berger, Lawrence M., Hill, Jennifer and Waldfogel, Jane, 2005; Benett , 2008);



# Parental leave: international comparisons

- ▶ The European states: 4 main differences
  - length of parental leave.
  - existence of wage replacement.
  - universality of parental leave policies and their availability for new mothers, new fathers and new parents.
  - source of funding for the parental leaves.
  - Amount of benefit

(Hantrais, Linda, 2007).



# Parental leave: international comparisons

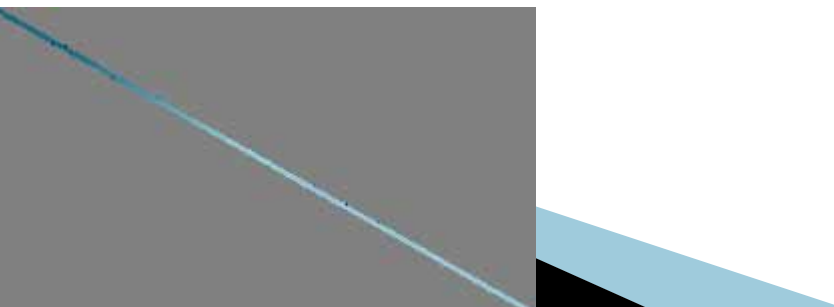
- ▶ The European comparison (cont'd)
  - leave take-up and participation is on the rise;
  - less success has been witnessed in the promotion and enforcement of paternal leave, both among fathers themselves, as well as among the decision-makers
  - Introduction of the half-time working option: serves two purposes –
    - ▶ Boosting employment;
    - ▶ Encourages good outcomes for the young children;
- ▶ Nordic countries
  - Parental leave last almost 3 years and is covered primarily by social insurance.

(Tanaka, Sakiko, (2005), Waldfogel, Jane. 2006).);

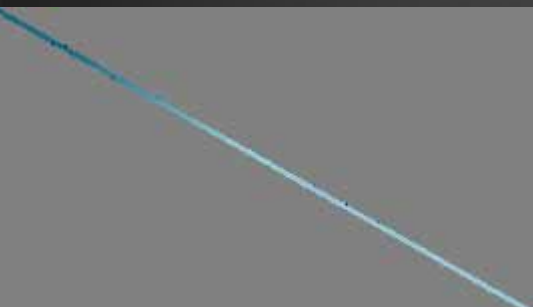
# Parental leave: overall influence on early childhood

- ▶ The mix between a one year job-protected and paid parental leave, followed by high quality child care might be the right approach to serving a double policy goal: encouraging female participation in the labor market and still preserving the family integrity around the child.
- ▶ Policy makers' adoption for a longer period of parental leave, depending on the generosity of its income support, might have a disruptive influence on women's participation in the labor market and consequently might have to be combined with additional active labor market policies for their eventual transition back into the workforce.
- ▶ Positive influence of parental leave on child development, especially during the first year – additional research needed on the depth and concrete scope of its effects
- ▶ To be assessed in conjunction with the effects from child care provision and other income supplements, direct or indirect to the family.

(Kamerman, 2000,);



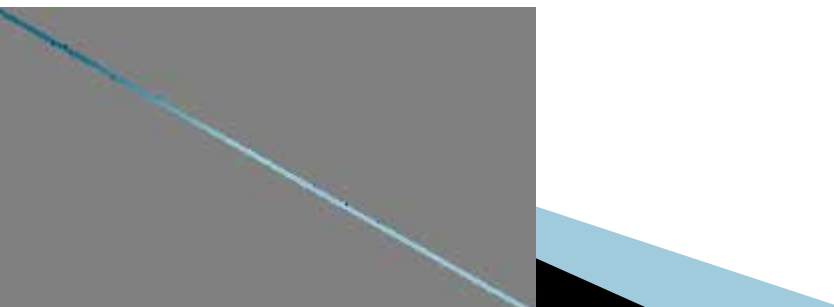
# Child benefits



# Definition and policy rationale

- ▶ Represent a form of cash payment to the family, contingent upon the number of children in the family;
- ▶ Have considerable effect on family income, especially for multiple families or those of low income.
- ▶ Policy rationale: reported links between child poverty, especially income poverty, and early childhood well-being and outcomes.

(The Clearinghouse on International Developments in Child, Youth and Family Policies at Columbia University, <http://www.childpolicyintl.org/>; Herwig Immervoll, Holly Sutherland, Klaas de Vos, 2000), Brooks-Gunn and Greg J. Duncan, 1997);



# Types

- ▶ As a rule they do not form part of the taxable income and can be provided directly or indirectly by the government, depending on the particular national set-up:
  - child allowances, as a type of welfare payments;
  - child tax credits as an indirect type of payment;
  - universal child benefits;
  - maternity grants;

# The policy list

## Child benefits:

- ▶ Eligibility
- ▶ Coverage
- ▶ Entrance thresholds
- ▶ Degree of targeting for particular income groups
- ▶ Sources of funding: public vs. private

## Tax credits:

- ▶ Max expenses for credit and phase-out thresholds
- ▶ Existence of regular indexation over time
- ▶ Structure and systems for its administration
- ▶ Credit refundability -
- ▶ Regularity of payments

(Phipps, Shelley, (2001); Burman, Leonard, E., Maag, Elaine, Rohaly, Jeffrey, (2005); Whiteford, Peter and Adema, Willem, 2007; )

# The international comparison

## The U.S. system: EITC and CDTC

- ▶ relies on means-tested cash benefits for lower income families,
- ▶ as well as a maze of tax credits for other families
- ▶ combines both public and private provision
- ▶ benefits disproportionately higher income groups already in the labor market;
- ▶ UK similar offers similar approach

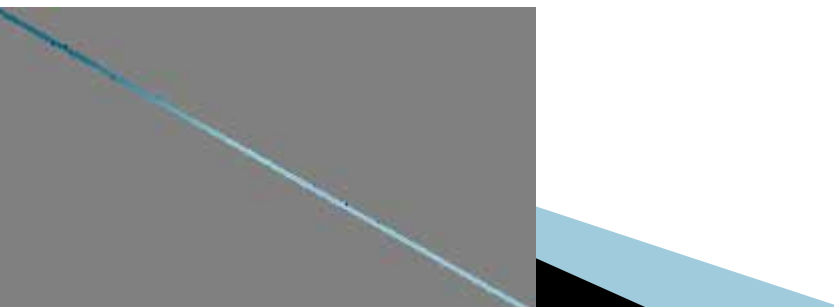
(Waldfogel, 2006, Hacker, Jacob, S., (2002), Holt, Steve, (2006), Waldfogel, Jane, 2007; Benett, John 2008;)

# The international comparison

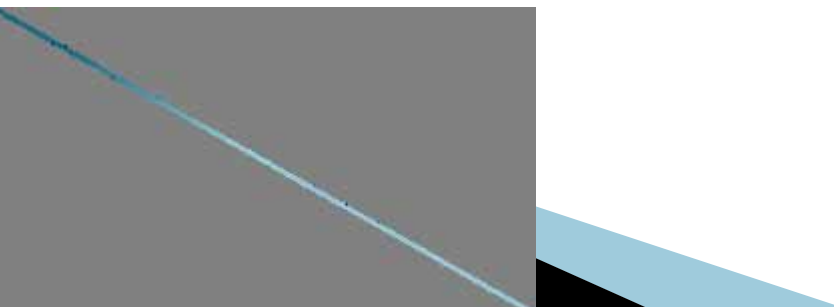
The European countries:

- ▶ Many have adopted universal child benefits
- ▶ Size proportional to the number of children in the family
- ▶ Early childhood benefits (FIN and NOR): in cash support regardless of income;

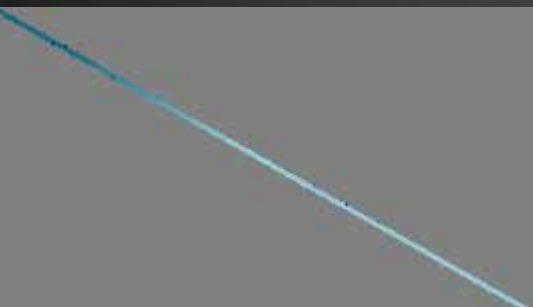
(Waldfoegel, (2006), Benett 2008);



# Overall influence

- ▶ help families alleviate their income poverty and spend more resources on their children;
  - ▶ their impact differs on the basis of policy design and targeting.
  - ▶ only when applied in a complementary manner with other instruments, they seem to be more effective in alleviating family income poverty and bridging the gap in access to care-giving.
- 

# Conditional cash transfers



# Policy goals

- ▶ Serve as a short term instrument for poverty alleviation;
- ▶ Investment in human development on the other. In particular, the latter concept also includes investment into early childhood development, as a crucial part of the non-monetary aspects of child poverty.
- ▶ Address both economic self sufficiency of the family and reduction of family stress;

(Paxson, Christine and Shady, Norbert, (2007), Mkandawire, Thandika, (2006), Fernald, Lia, C., Gertler, H, Paul J, Neufeld, Lynnette M.,(2008), Britto, Tatyana, 2006).

# The conditionality

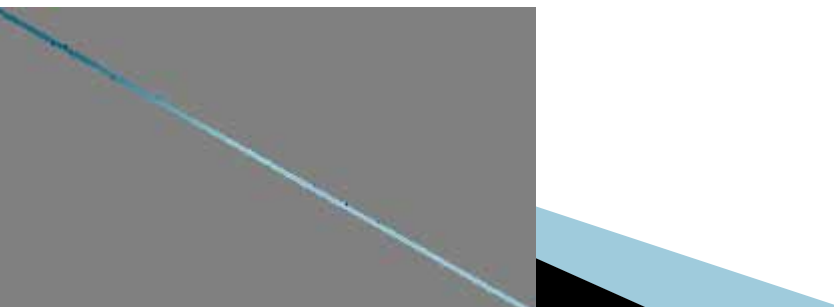
- ▶ The target behaviors: vary between health and nutritional outcomes and overall wellbeing in the early years of children's lives;
- ▶ Socially constructed moral deficiencies of the families, such as teenage pregnancies or single motherhood;
- ▶ If poverty is perceived as social exclusion, conditionalities could target the achievement of social citizenship;

(Handler, Joel, (2005), Britto, Tatiana, (2006), , Fernald, Lia, C., Gertler, H, Paul J, Neufeld, Lynnette M.,(2008),)

# Components

- ▶ CCTs usually consist of:
  - an in-cash benefit; and
  - a program component – attendance of services, receipt of micronutrients, etc.

Handler, Joel, (2005),



# Elements of CCT policy analysis

1. Consideration of unconditional alternatives;
2. Conditionality may target higher income families and serve budget reduction goals;
3. Levels of targets of CCTs;
4. Multiplicity and congruence of policy goals of the CCT programs;
5. Duration of program – esp. for ECD;

(Britto, Tatiana, (2006), Fernald, Lia, C., Gertler, H, Paul J, Neufeld, Lynnette, M., (2008), Paxson, Christine and Shady, Norbert, (2007)

# Elements of CCT policy analysis (cont'd)

- ▶ economies of scale;
- ▶ amount of administrative cost used for running the program;
- ▶ systems in place for its implementation;
- ▶ existence of additional programs to support families upon graduation of the CCT - influence on behavior change;
- ▶ Implementation structures - levels of stigma and discrimination among the front-liners for its provision

*(Fonseca, Ana, (2006),*



# International experience

## ▶ Latin America and Africa

- Programs have reported positive effects on child development particularly for health and nutritional outcomes for children;
- Less evidence about their effects on cognitive, psychosocial, language or motor development

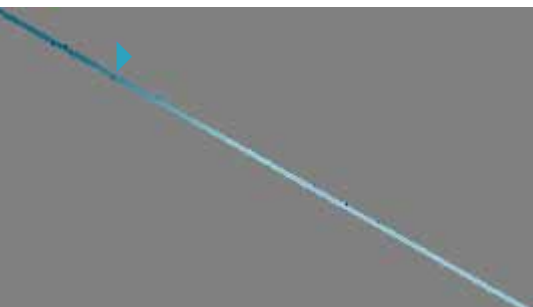
## ▶ The US experience

- less conclusive on the particular effects of CCTs on early childhood outcomes;
- Measured mostly through the achievement of particular parental behavior or increase of parental income and economic self-sufficiency and thus positively influencing child development;

(Britto, Tatyana, (2006), Handler, Joel and Hasenfeld, Yeheskel, (2007), Fernald, Lia, C., Gertler, H, Paul J, Neufeld, Lynnette M.,(2008), )

# Risks

- ▶ Successful policy design is premised on conjunction between the cash transfers and program components + high quality services;
- ▶ Demand side policy may not be followed by an adoption of supply side response from the government;
- ▶ Dependence of CCT success on political decisions and continuity.
- ▶ CCTs as a potential cause for family dependency.
- ▶ CCTs are contextual and thus should be analyzed in relation with the broader macroeconomic development of the country.



*In conclusion*



1. Early childhood is influenced by a constellation of different social policies;
2. Social protection policies and their influence on the family economic self-sufficiency and reduced level of stress;
3. Such policies should be regarded in their complementarity and substitutability;
4. Careful identification and analysis of a wider range of social policies for families and their particular effect on both health, educational and social outcomes of young children

# Thank you!

