

Cross-National Studies of Social Service Systems and Family Policy

WORKING DRAFT
Revised, April 1977

STUDY GUIDES

ALTERNATIVE POLICIES FOR CARING FOR CHILDREN UNDER THE AGE OF 3

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A. BASELINE DATA - CHILDREN UNDER AGE 3 AND THEIR PARENTS

I. The Children*

1. Total number under age 3 _____.

If data can be disaggregated, specify number of children in each age group, as follows:

a) 0-1 _____

b) 1-2 _____

c) 2-3 _____

Year for these data _____.

Source (census, mini-census, estimate, etc.) _____

2. Percentages of child population under age 18 who are under age 3.
-
- _____

3. Number under age 3 for the following years:

(if not available, estimate 1965 and 1970 and mark it as such).

1965 _____ 1970 _____ 1975 _____

4. Birth rate for last 3 years which are available (if possible 1974, 1975, 1976)

1974 _____

1975 _____

1976 _____

*Please provide 1975 data if available. Otherwise provide latest year. If you have 1976, provide both 1975 and 1976.

5. Projected size of under 3 cohort on January 1, 1979.
- _____

II. Men, Women, Mothers

1. Total number of males and females in age cohort 18-64 (have reached age 18 and are not yet 65). Male _____ Female _____
- a) If data are not available or if your country uses a different definition of "productive" ages, specify the ages covered and indicate numbers:
- male _____; female _____;
- "productive" ages _____
- b) What percentage are the total number of adults in the productive ages, of the total population?
- _____
- c) Data source (census, labor market report, etc.)
- _____
- d) Year (provide 1975 if possible) _____
2. Percentage of the age cohort in labor force (specify whether 18-64 or productive age).

Males _____ Females _____

(Note: Define what "labor force participation" means in your country. If data include apprentices or other special categories, indicate).

Percentage of each age cohort in:

- a) full time employment (male) _____; (female) _____
- b) part time employment (male) _____; (female) _____

How is part-time defined? _____

How is full-time defined? _____

(Note: If part time is distinguished from half-time, indicate).

3. Percentage which women constitute of the labor force

-
4. Trends in female participation in labor force in your country
(report in whatever form is available, preferably percentage of women in labor force last year, five years ago, ten years ago).

5. Mothers of children in labor force

(Note: If a distinction is made between mothers in labor force and those actually working, please provide data for both and explain distinction. (For example: in Hungary, women home on child care leave are in labor force, but not currently working).)

- a) Participation rate for all mothers of children under age 18 (full-time, part-time, or combined--specify--provide each if available)

(Note: If part-time is sub-divided, indicate all categories. For example, for F.R. Germany, a distinction is made between less than half time, half time and more than half time employment).

- b) Participation rate for mothers of children (by age of youngest child)

who are under 3	_____
who are age 3 but not yet age 6	_____
who are age 6 but not yet 14	_____
who are age 6 but not yet 18	_____

(Note: If data are disaggregated at different ages, use those ages but indicate and explain basis (for example: Sweden, age 3 but not yet age 7--when compulsory schooling begins).)

- c) Total number of youngest children under age 3 whose mothers are at work (or are on maternity leave).

- d) Supplementary data about other characteristics of working mothers of young children or of families, if available:

marital status (married, separated, divorced, widowed, unmarried--
(or combine the "female headed households" and "two-parent family")

economic status (family income level; for example, less than half
median income, half median income, over median income)

ethnic-racial-religious-immigrant status _____

women's wages in relation to men's wages _____

urban/rural distribution _____

Please provide these data in whatever form is available; we are interested in whether mothers are more or less likely to work in mother-only household, if they are well-educated, if they are immigrant, etc. If available, answer separately for mothers of children under 3 years of age.)

(Note: In addition to providing data in this form, please append copies of census or labor force statistical tables which are relevant. Please translate captions, footnotes, column and row titles--and give source of tables).

- e) Of the employed mothers of children under age 3, what percentage work

regular shifts _____

night shifts _____

weekends _____

III. Where the Children Under Age 3 are Most of the Day -
Children of Working Mothers

The table which follows will need modification for each country. If reports in your country deal separately with children of mothers who work part-time, give these data in a separate table. Please provide dates for these statistics. If some statistics are for one year and some for another, please specify.

Some children are cared for in two or more ways a day or week. Here we are asking about the major mode of care while the mother works, the arrangement that is made for most hours of the week.

Type of Care	Number and Percentage of Children in Care Ages ...							
	0-1		1-2		2-3		Total	
	No.	%	No.	%	No.	%	No.	%
Care in own home by relative*								
Care in own home by non-relative								
Cared for in home of relative								
Cared for in home of non-relative								
- licensed or registered as family day care								
- not licensed or registered as family day care								
Day care center (group care)								
Preschool program (group care)								
Five-day group care								
Other (specify _____)								

*Note: If data are disaggregated by specific relative (father, sibling, grandparent, other, please provide that, too).

IV. For Contrast - The Children From Age 3 to Compulsory School Age and To Age 6

Type of Care	Number and Percentage of Children in Care			
	3 to compulsory school age		3-6 (if different)	
	No.	%	No.	%
Care in own home by relative				
Care in own home by non-relative				
Cared for in home of relative				
Cared for in home of non-relative				
- licensed or registered as family day care				
- not licensed or registered as family day care				
Day care center (group care)				
Preschool program (group care)				
Five-day group care				
Other (specify _____)				

v. "After-School" Arrangements

Where children under age 3 are in a group care arrangement that coincides with the length of the school day but not with the parents' work day or work week, what are the care arrangements for after-school, holidays, weekends? Answer in whatever form is available; give statistics if available.

B. SOCIAL WELFARE BENEFITS WHICH ASSIST MOTHERS-PARENTS-FAMILIES WITH YOUNG CHILDREN

All benefits which are granted because a woman is pregnant or has a child, and all benefits relevant to the support and rearing of children under age 3 are relevant. Please use outline or chart format, but suit it to your situation. Add appendix materials (translated) as appropriate.

I. TYPES OF STATUTORY BENEFITS

(Check all that apply; add others which are relevant but are here omitted. Indicate which are for all parents and which are for parents of children under age three, only.)

BENEFIT	Available		For parents of children under 3 only	For parents of all children--or other than under 3,tellwhich
	Yes	No		
Paid maternity benefits or childbirth benefits (cash or in-kind)				
Paid maternity or parental leaves (after childbirth)				
Paid maternity or parental leaves for parents of children aged 3-6, if no place is available in pre-school				
Unpaid but protected maternity or parental leaves				
Child caring or child rearing cash allowances for mothers-own care				
Day care cash allowances for purchasing child care				
Single wage earner allowances				
Special credits for social security entitlements for mothers who stay home to care for their children				
Family or children's allowances				
Mother's wages or allowances				
Tax credits or tax deductions for costs of child care				
Special housing allowances or priorities for families with children				

BENEFIT (con't)	Available		For parents of children under 3 only	For parents of all children--or other than under 3,tell which
	Yes	No		
Special benefits for single parent families				
Special benefits or allowances covering the use of a relative as a child care person (or permission to include relative under regular benefit)				
Nursing mothers' benefit				
Special clothing allowances or food subsidy grants for families with children				
Leave from work or an insurance benefit at home to care for a sick child				
Child health services (special maternal and child health programs for all children				
Any other special benefits intended to facilitate child care of child rearing by mother or other (For example: statutory provision for flextime or part time employment, for flexible work place arrangements, etc.)				

II. Types of non-statutory benefits available only in certain sectors
(for example: to all government employees), in certain industries,
or as fringe benefits provided by employers.

Identify and Describe these very briefly, only if they are considered
very important in your country.

III. Specific Detail for _____ benefit.

(Complete separate report for each statutory benefit; use either an outline or chart form.)

Note: Include only benefits specific to children under 3 or parents of children under 3).

1. History of the benefit

How long has it existed? Under what circumstances has it evolved?

Has it changed; if so, how and why?

2. Full description and explanation of the benefit.

Include technical construction and all specifications.

Indicate such characteristics as:

- means tested or not
- existence (or absence) of administrative discretion in providing the benefit (and whose discretion)
- flat grant benefit or a percentage of wage (or some other base)
- whether benefit is indexed or not and if so how
- if a cash benefit, is it taxable

3. Eligibility

- a) Who is eligible (by what criteria)?
- b) Percentage of cohort of mothers of children under age 3, or of parents of children under age 3, or of children under age 3, or of all children-parents (as relevant) who are eligible.

4. Take-up

- a) How many families (mothers, fathers, parents) use the benefit out of those eligible? _____

Note: Indicate data separately for mothers, fathers and parents, where relevant and available.

- b) What percentage is this of those eligible? _____
- c) How do people learn about the benefit? _____

- d) If some eligible people do not use the benefit, why? _____

5. Value of cash benefit

- a) If it is a flat grant cash benefit, what is its value as a percentage of average and/or minimum full time female and male wage.
- b) If cash benefit is a percentage of wage, give percentage.
- c) If cash benefit has a range, give range.
- d) If it is not a cash benefit, give it a cash value if possible and state value as percentage of average and/or minimum female wage and male wage.

6. Levels of government (central, local, state, etc.)

What government level (complete as relevant):

- establishes policies and/or _____
- establishes relevant norms-standards _____
- finances these benefits-services _____
- actually delivers the service-benefit _____
- makes grants to or reimburses the
voluntary sector for delivering
service-benefits _____
- inspects and supervises delivery _____

7. Administration

a) What national level ministry, board or department (complete as relevant):

- establishes the benefit _____
- supervises implementation _____
- provides the funds _____
- actually delivers service or cash _____
- sets standards _____

b) What types or categories of people are involved in administering benefit (for example: professionals, government officials, etc.)

c) What is the "quality" of administration, as assessed or estimated by the researcher, other experts, general consensus? (Indicate whose assessment and basis for it, if possible).

8. What (is) (are) the source(s) of funds to finance this benefit?
(general revenue, payroll tax, occupational fringe benefit, etc.)
-
-

9. Direct monetary costs of the benefit

What are the total overall monetary costs? What are these costs in terms of per inhabitant expenditure and how do these compare with average salaries?

(If there are comprehensive cost studies on any benefits we will want to know these too.)

Note: For context, we will request, separately, a table of average household expenditures. We will distribute a form for general use, subsequently).

10. Ideology - rationale for each benefit

What is the official purpose, objective, of the benefit?

Other interpretations, positions?

What are the opinions, viewpoints of various publics and interest groups toward the benefit? Is this a much-discussed or a little-discussed subject?

Are there proposals for change? If so, what are they? What is the rationale? What are the prospects for adoption?

Are other benefits-programs proposed or debated in this general field? What are their rationales? Who are the proponents? opponents? What are the prospects?

11. General comments and interpretations

C. PROGRAMS AND SERVICES TO CARE FOR CHILDREN OUTSIDE OF THEIR OWN HOMES
(excluding special residential facilities for handicapped or others).

(A separate, narrative report is requested for each program or service following the outline and expanding upon it as appropriate to your country's situation. Our group has now identified and defined the following types of programs--services. Please add any forms which are known to your country but are not covered by this list).

I. TYPES OF PROGRAMS OR SERVICES (Check all that apply)

Program or Service	Available		For Under 3 only	For Under 3 as well as other children (tell which)
	Yes	No		
A. Group, center-based child care				
B. Statutory or social agency-operated family day care (including Tagesmutter experiments in F.R.G.)				
C. Individually-operated family day care (including nourrices in France)				
D. Preschool (under educational authorities)				
*E. Miscellaneous brief, part day, child care arrangements (For example, play school, park aunts, baby sitting, supervised adventure play ground; haltes garderies)				
*F. Residential (5-day or full week) group care for normal children				
*G. Therapeutic group, center-based care				
*H. Seasonal group, center-based care				

*Note: These programs should be described only very briefly, in the general terms of II.

4. Number and Location of Program Units and Their Auspices

- a) Number of program units _____
- b) Of these, number rural _____; number urban _____
- c) Of total program units, number public _____
number voluntary, non-profit _____
number private, profit _____
number associated with enterprises _____

5. Average Size and Capacity of Program Units or Facilities

- a) Size (how many children in each; average) _____
- b) Total capacity for this type of program, nationally _____

6. Eligibility criteria

- a) What are the criteria?

- b) Variations by jurisdiction, type, location?
- c) Clarifying comments about eligibility criteria if deemed necessary.

Include comments about differential access and implications of this. (For example: "streaming," other forms of social division).

7. Fees, if any

- a) Is the service free? To whom? _____
- b) Is there one fee for all or multiple fees and what is the basis of the fee scale if one exists?

(Please provide detail if income-related, or related to family size or status or related to geographic area or locality)
- c) Are fees recommended or required?
- d) Compare the fees to average and minimum wage for female workers (and for male workers).
- e) To whom are fees paid? _____

8. Funding for Both Operating and Capital Expenditures

- a) What is included in operating costs (For example: staff, rent, equipment, etc)?

- b) What are the sources of funds for operating costs and in what proportion are they borne or allocated?

<u>Source of Funds</u>	<u>Percentage</u>
Parent Fees	_____
National Government	_____
State Government	_____
Local Government	_____
Voluntary Agencies	_____
Enterprise	_____
Other (specify) _____	_____

- c) What is included in capital costs? (For example: land, construction of facility, etc)?

- d) What are the sources of funds for capital expenditures (costs) and in what proportion are they borne or allocated?

<u>Source of Funds</u>	<u>Percentage</u>
National Government	_____
State Government	_____
Local Government	_____
Voluntary Agencies	_____
Enterprise	_____
Other (specify) _____	_____

9. Quantitative sufficiency

- a) Define what is meant by quantitative adequacy in your country and indicate criteria used in making such assessments.
- b) Describe differential assessments of quantitative adequacy as related to: national scene; different localities or geographic regions; different socio-economic groups.
- c) Are facilities fully used? Give details re: any evidence of underutilization, if any _____

- d) Are there indications of insufficiency (waiting lists, pressure for expansion, other _____? (differentiate by nation, locality, socio-economic group, if this is known)
- e) Plans to expand or contract; time-table.
(Distinguish between long and short term plans if this distinction is made in your country).

f) How do people learn about the programs? Are they publicized?

10. Unit Costs

a) capital costs per place (tell what is included) _____

b) operation costs per child per month or year, whichever available; (tell what is included).

c) other relevant information including cost comparisons.

11. Program Users

a) Who has access to these programs? Who uses these programs?

b) Where do children go after these programs (next program "level")?

12. Standards-Regulations. Please complete table.

Type of Standard	Specify the Standard	Status of Standard (Law-Regulation) Aspiration-Required)	Sources (if government, which level?) Professional association?)	Enforced (yes-no and How?)	Percent of facilities believed to conform
<u>Physical-</u> space, equipment, safety, sanitation, location. Other					
<u>Staffing-</u> qualifi- cations, number, staff-child ratios					
<u>Groups-</u> size and composi- tion. Other					
Program content					
Food					
Services					
Hours and Days					
Parent Par- ticipation					

13. Parent Participation

a) What is conceived to be a good pattern and why is this considered good?

b) Is this recommended or required?

c) What is the typical situation?

d) What is known about the effects of parent participation on the policy, program content, or other aspect of the service and how is this known?

14. What is the ideology, theory, rationale behind provision of this particular type of program or service? (apart from the child development theory influencing the program content, described in 2, e) on page 18).

In addition:

a) What are the issues, problems, questions, identified and discussed? Is there a debate and, if so, who takes what position?

b) What are the currently proposed or suggested solutions?

c) Are there new forms of this program--innovations, experiments, demonstrations--emerging? Please describe.

d) Are there new policies, plans, regulations which have recently been promulgated (when?) or are in the process of being approved? Please discuss what they are and what their implications are.

15. Program Relationships

- a) with maternal and child health services
- b) with mental health and psychiatry services (For example: child guidance services)
- c) with other social services (For example: family advice or counselling services, information and referral services, etc.)
- d) with programs for children over the age of 3.
- e) to what extent does use of this program provide special advantage or links with other service or programs?

16. Program Description: to give foreigners a sense of each of the major program types, please provide descriptions for any program models that represent 15 percent of the available out-of-home programs.* The description should include:

- a) a description of the physical facility, situation, space, equipment, conditions, and so forth)
- b) comments on or impressions of the general atmosphere
- c) the structure of the program (numbers of children and ages; composition within each group; numbers and age range of groups; number and type of teachers or professional child care staff and ratio of such staff to children; overall ratio of adults to children and nature and function of adults other than professional staff, etc).
- d) a detailed description of the program's daily schedule or routine (use a typical day).

*If there is a particularly interesting program innovation for which coverage is limited, please describe this, indicating that it is not widespread.

D. THE POLICY CONTEXT FOR CHILDREN

(Although we have presented an outline, feel free to organize your responses to this section in accord with the logic dictated by your material, in your country.)

I. General Introduction and Historical Framework

1. Does your country have an overall, explicit or implicit, national policy for children?
 - a) If so, what is it?
 - b) How did this policy evolve? What are its roots, rationale, implications?
 - c) How does this policy relate to family policy and/or to social policy generally?
 - d) What is the basis for your conclusions?

2. Does your country have a specific policy, implicit or explicit, regarding care of children under age 3?
 - a) If so, what is it?
 - b) How did this policy evolve? What are its roots, rationale, implications? Which were the original interest or pressure groups, motivating forces, etc. leading to this policy and how has this changed over time?
 - c) How does this policy relate to the larger children's policy described above and to family and/or social policy generally?
 - d) What is the basis for your conclusions?

II. Child Care Policies for the Under Threes

1. What are the current issues and debate regarding the overall social welfare "package" in your country? Are there suggestions and proposals for changing the composition of this "package"? Please describe them and comment on who or which groups support these changes and what the implications are of each proposal. If relevant, comment also on what priority these benefits have in the context

of other benefits for other population groups. (For example: old age pensions; unemployment and disability benefits, etc.)

2. What are the current issues and debate regarding the overall approach taken in your country to child care programs and services? Are there suggestions for changing the emphasis and stressing a different "mix" of programs or developing a particular, new type of program? Who or which groups support or oppose these changes, why, and what are the implications of these changes if they are enforced?

What are the priorities, if any, accorded to child care facilities and programs in the context of planning other types of services (For example: kindergartens, old age facilities)?

3. In what sense is planning and policy for the social welfare benefits discussed under "B" related to planning and policy for the child care programs and services discussed under "C"? Are they cumulative, combined, or unrelated strategies and how do they relate to Item #D, I, 2, above?

E. OUTCOMES: RESEARCH ON IMPLEMENTATION, EFFECTS AND EFFECTIVENESS

I. With Reference to the Child Care Programs Discussed Under "C"

1. Provide a summary and review of the research considered important and of good quality in your country relating to such issues as effects on families, effects on children (cognitive, socialization, other), user responses, staff:child ratios and consequences, cost-benefit, cost effectiveness, parent participation, and so forth. Classify or categorize the research as is done in your country and separate according to whether or not it applies to "typical" ("standard", "average") programs or experimental (demonstration) programs only.

Please tell us what types of effects researchers in your country seek to measure in exploring consequences of different programs and policies: cognitive development, socialization, relationships with peers, relationships with adults, specific behaviors, etc., etc.

2. What significant research is now under way or proposed?

II. With Reference to the Social Welfare Benefits Described under "B"

1. Provide a review of the relevant statistical data available in your country regarding specific benefits (and, if it exists, the benefit package).
2. Provide a summary and review of the research literature considered important and of good quality in your country relating to any specific benefits and/or the benefit package. Include research on such problems as user response, outcomes/effects (defined how?) on children-families, cost-benefit studies, efforts at assessing opportunity costs if mothers stay home, impact on labor market, fertility, etc.
3. What significant research is now under way or proposed?

III. Summarize and Review Public Opinion and Attitude Surveys Dealing with Such Questions as:

- child care policies and/or programs
- child socialization and development
- labor force participation of women, especially mothers of young children
- priorities for resource allocation or public expenditures
- family roles and structure

IV. Summarize and review child development, child socialization and psychological research which is considered important and of good quality in your country, and that is relevant to the impact of (or public response to) child care policies or programs described in "B", "C", and "D".

What significant research is now under way or proposed?

V. Summarize and review any other research such as: health, educational, fertility, time budget and so forth, that is considered relevant to the policies or programs, discussed under "B", "C", and "D".

What significant research is now under way or proposed?

VII. Comment on the relationship between research in any of the fields reviewed in II, III, IV, V, VI above and public policy in your country. Is the relationship between research and policy an important issue in your country? If so, in what sense?

1. Does any category of research in this field have particular influences on public policy and if so which and why?
2. Are any special efforts made to direct researchers to questions of concern in public policy?