

weekly subsidy remains the same but the income level at which the subsidy applies rises.

**Table 3.8 Weekly subsidies for full time pre-school childcare, 2001**

<i>Nr of children</i>	<i>Income level/week</i>	<i>Hrs of childcare</i>	<i>Max. subsidy/week</i>
1 child	< \$520	> 30hrs	\$69.00
1 child	\$521-\$570	> 30hrs	\$48.00
1 child	\$570-\$620	> 30hrs	\$26.50
1 child	for part-time workers	max. 9hrs	max. \$20.70
1 child	> \$620	> 30hrs	None
2 children	< \$640	> 30hrs	\$69.00
2 children	> 741	> 30hrs	None

*Source:* Bradshaw and Finch, 2002

After-school childcare: some primary schools offer after-school childcare facilities.

Charges: \$3.00 per hour per child or \$4.00 per hour for only one-hour care.

Subsidy: After School Care Subsidy: OSCAR. Available on the same conditions as childcare subsidy. In 2001, it provided subsidy to 1,725 children aged 5-14 out of 552,000.

### 3.4.2 Chronology

- 1970s Ambivalence between early childhood 'education' and 'care' services. The needs of women in paid employment systematically opposed or ignored. Within households, gendered division of labour. Government policies discourage women's labour market participation.
- 1975 *Select Committee on Women's Rights*. Identified childcare as the most important factor in enhancing opportunities for women.
- 1976-87 Rapid expansion of childcare services with a sevenfold increase in women's labour market participation rates.
- 1987 Over 100,000 of pre-school aged children enrolled into early-childhood education, representing 2/3<sup>rd</sup> of all the children in the age group, attending at least 26 types of facilities.
- 1989 Early-childhood care and education services brought together as a whole for funding and regulation purposes.
- 1989 *Education Act*.
- 1990 *Education Amendment Act*. Required early-childhood centres receiving government funding to be licensed and chartered. Licensing was to ensure the maintenance of basic standards in the provision of premises and staffing, whereas charters established a framework for quality assurance.
- 1983-1993 Number of Maori children enrolled into early-childhood services raised from 12,516 to 28,503.

1995 **Table 3.9 Number of pre-school aged children using childcare**

<i>Service</i>	<i>Number of children enrolled</i>
<i>Licensed services (total)</i>	<i>141,115</i>
Kindergartens	47,208
Playcentres	19,108
Childcare	53,769
Home-based childcare	6,114
Correspondence school	901
<i>Kohanga Reo*</i>	<i>14,015</i>
<i>Unlicensed services (total)</i>	<i>18,287</i>
Funded playgroups	14,155
Pacific Islander early-childhood centres	3,709
Developing <i>Kohanga Reo</i>	248
Unlicensed playcentres	175
<i>All services</i>	<i>159,402</i>

\*Day-care where Maori is the language of learning and instruction.

Source: Shirley et al, p. 272, Table 9.

1995 **Table 3.10 Government expenditure on early-childhood services (mil \$)**

<i>Type of service</i>	<i>1990/91</i>	<i>1991/92</i>	<i>1992/93</i>	<i>1993/94</i>	<i>1994/95</i>
Childcare	57.7	55.7	65.8	73.3	80.6
Kindergarten	56.4	58.9	59.2	60.2	61.4
Play-centre	10.4	10.1	10.4	10.5	10.3
Home-based care	6.0	6.2	9.9	12.8	11.3
Kohanga Reo	19.9	37.5	40.5	41.5	45.6

Source: Ministry of Education Data Management Unit.

1997 **Table 3.11 % pre-school aged children using childcare**

<i>Age (years)</i>	<i>4</i>	<i>3</i>	<i>2</i>	<i>1</i>	<i>&lt; 1</i>
% of age group enrolled	90	70	37	22	11

Source: Shirley et al, p. 272.

### 3.5 Other Policies

#### 3.5.1 Current provisions

**Table 3.12 Other provisions for families with dependents, New Zealand 2001**

Type of Service	Description	Eligibility			
		Weekly levels per head:	No children	1 child	2+ children
Community Wage (CW)	Social assistance for the unemployed and for couples with children on a low income.	Married (each) Single +25 Single 18-24	\$123.86 \$148.64 \$123.86	\$131.62 \$212.90 \$212.90	\$131.62 \$232.27 \$212.90
Domestic Purposes Benefit (DPB)	Social assistance for lone parents with dependants.	<p>For lone parents on low-income. Full-time work requirement if child aged above 14, part-time work requirement if child aged 6-13.</p>			
Emergency Benefit	To those not eligible for CW or DPB, or while waiting for their eligibility to be processed.	<p>Woman alone Lone parent + 1 child Lone parent + 2+ children</p>			
Health care	Free public hospital services. GP treatment free for children under 6. Dental services are free for children who are at school. Subsidies apply on low income.	<p>Same level as CW and DPB.</p>			
Income-related Rent	Rent subsidy for state housing tenants.	<p>GP Average charge: \$35 With CSC: \$20 Prescription charges Average charge: \$15 With CSC: \$3</p>			
Accommodation Supplement (AS)	Subsidy for private renters and owners.	<p>Tenants pay up to 25% of their income, up to the market rent for the property. Level of supplement varies by location. Formula for supplement calculation: AS=0.7(Rent - 0.25Family income)</p>			
Education	Free statutory education. Voluntary contributions for materials/facilities often asked.	<p>Some schools subsidise the 'voluntary' material charges of low-income students.</p>			

Source: Bradshaw and Finch, 2002

### 3.5.2 Chronology

#### *Social Assistance*

- 1973 *Domestic Purposes Benefit*. Means-tested, flat-rate benefit, introduced to lone parent families.
- 1996 Changes in social assistance benefits: Unemployment Benefit, Sickness Benefit and Training Benefit relabelled as *Community Wage*, with a subtitle indicating which category the claimant belonged to. Partners of job seekers (i.e. unemployed) became eligible for work tests. Work requirements: part-time if child aged 3-13, full-time if child aged 14 and over.

**Table 3.13 Community wage abatement rate**

	<i>Income Threshold</i>		<i>Abatement rate</i>
	1996	2001	1996-2001
Community Wage	\$60 per week	\$80 per week	70%

*Source:* Shirley et al, 1997.

- 1999 Reforms to Domestic Purposes Benefit and Widows Benefit. The reforms involved changes to reciprocal obligations, facilitative assistance, abatement rules, financial incentives and childcare subsidies. The work-test applying to those with a youngest child aged 14 or over was strengthened to require participation in or search for full-time work; those with a youngest child aged 7 to 13 became subject to a part-time work-test; those with a youngest child aged under seven who had received DPB continuously for at least a year were required to attend an annual planning interview; those with a youngest child aged five could be required to undertake activities in preparation for the part-time work-test.

**Table 3.14 Abatement rates of DPB and WB from February 1999**

<i>Income level (\$ per week)</i>	<i>Full-time regime Main benefit abatement</i>	<i>Part-time regime Main benefit abatement</i>
\$0-80	0%	0%
\$81-180	70%	30%
\$180 or over	70%	70%

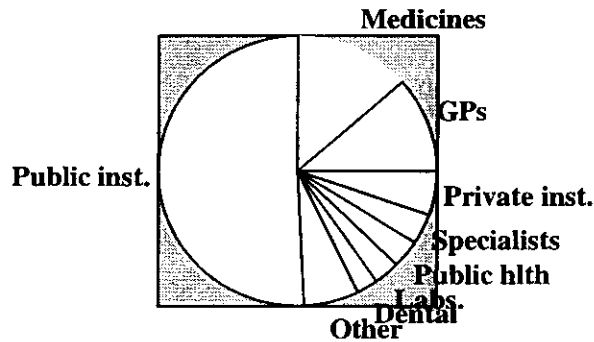
*Source:* Ministry of Social Development.

- 2001 Work tests for partners of the unemployed abolished, but retained for lone parents. (Also planned to be abolished in 2002).

#### *Health Care*

- 1936 *Federation of Health Camps* established. Short-term, intensive 'holiday' camps for disadvantaged children. From the 1950s-60s, also for children with emotional and behavioural problems. In the 1990s increasing number of children were referred to the camps because of malnutrition.
- 1939 Free hospital services and free medicines introduced, followed by maternity benefit scheme.
- 1980-1990 Total spending on health as % of GDP has remained stable at about 7.3%.

**Figure 3.1 Distribution of health funding, New Zealand 1990-91**



Source: McKendry and Muthummala, 1993.

- 1993 *Community Services Card* introduced for low-income people, low-income families with children, and retired patients to subsidise health care charges.
- 1998 All children under 6 receive a subsidy of \$35.50 for each visit to a GP and free prescription.

### ***Housing***

- 1960-70 Provision of a wide variety of housing programmes including low-rental homes or low-interest loans, with few constraining criteria apart from low income.
- 1980s Priority given to first-home seekers, irrespective of factors such as family size, marital status or dependants.
- 1988 *National Housing Commission*. Report: identified the demographic youthfulness of the Maori population and serious housing need among households with children in central and southern parts of the Auckland region.
- 1990s Housing assistance becomes more targeted, government policies dominated by market rentals and commercial practices. For a review on reforms see Waldegrave, 2000.
- 1993 *Accommodation Supplement* introduced. For low-income people.
- 1997 Accommodation Supplement level raised. The formula for the calculation of the benefit changed from the supplement being 65% of the difference between market rent and  $\frac{1}{4}$  of gross income to 70% of the difference between market rent and gross income.
- 2000 State Housing has been allocated on a points based system, compared to a market allocation system between 1993-2000. It made it more accessible to low-income people and lone parents.

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## 4 United Kingdom

### 4.1 Chronology of British Family Policy Legislation<sup>1</sup>

(Source: Ringen 1997)

- 1921 First family planning clinic set up by Marie Stopes in London.
- 1946 The *Royal Commission on Population* appointed. Conducts the first British official enquiry on family planning. No practical pro-natalist policies adopted.
- 1960 Modern methods of contraception, the contraceptive pill and the IUD, became available in the UK (under medical supervision).
- 1967 *National Health Service (Family Planning) Act*. Enabled Local Authorities to provide free contraceptive supplies and advice. Public involvement in providing family planning is exclusively orientated toward health and welfare of mothers, children and families, with no goals either to increase or to reduce fertility.
- 1967 *Abortion Act*. Allowed abortion on medical and social grounds, as well as if the continuation of the pregnancy would involve greater risk to the physical and mental health of the woman than if the pregnancy were terminated.
- 1969 *Divorce Reform Act* (effective from January 1971). Free-fault divorce law, removed the previous obligation to demonstrate a 'matrimonial offence'.
- 1970 *Legislation on Equal Pay and Equal Work for female employment*.
- 1973 *Central Policy Review Staff*. Zero population growth was not regarded as a problem.
- 1975 *Employment Protection Act*. Introduced by a Labour government, provided maternity rights in order to reduce the disadvantages that women experience as a result of leaving paid jobs to have a baby. Amended by successive Conservative governments in the 1980 and 1982 *Employment Acts* and the 1986 *Social Security Act*. Each amendment restricted women's maternity rights or made them more complex.
- 1975 *Equal Opportunity Legislation*.
- 1976 *Job Security Legislation*. Right to reinstatement after maternity, allowing women to be absent from work for a period of up to 40 weeks with job security.
- 1978 *Employment Protection (Consolidation) Act*. Provided right, under certain qualifying conditions, for pregnant women in employment to receive maternity pay upon leaving work to have a baby. In April 1987, the maternity pay provisions in the Act were replaced by the Statutory Maternity Pay provisions introduced in the Social Security Act of 1986.
- 1984 *Matrimonial and Family Proceedings Act*. New 'clean break' provisions, long-term income transfers between former spouses became rare except when there were children.
- 1986 *Social Security Act*. Introduction of Income Support, a new social assistance benefit. Introduction of Statutory Maternity Pay.
- 1986-90 *Second Community Action Programme* on the promotion of equal opportunities for women. Included a draft directive on parental leave and leave for family reasons. The UK government blocked the directive in December 1985.

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<sup>1</sup> For British Family Policy in a European context see Appendix.

- 1989 *Children Act*. Concerns the legal rights and duties of separated parents regarding their children.
- 1991 *Child Support Act* (effective from April 1993). Established a formula for calculating an absent parent's liability to children. Assessment was moved from the courts into the *Child Support Agency*, an administrative body with wide investigatory and enforcement powers. Primary aim was to raise higher contributions from absent parents (usually fathers) to offset social security payments to one-parent families. In 1995 changes were introduced which reduced the financial burdens that the original assignment had placed on absent fathers and their new families.
- 1994 *European Community Pregnant Workers Directive* implemented. Improved maternity rights in Britain, but they are still the poorest in the EU. Pregnant women have four rights under the employment protection legislation:
- The right to Statutory Maternity Pay;
  - The right not be unreasonably refused time off for antenatal care and to be paid when allowed time off;
  - The right to complain of unfair dismissal if dismissed because of pregnancy or for reasons connected with pregnancy;
  - The right to return to work with the previous employer, subject to certain limitations, up to 29 weeks after confinement.
- 1998 National Childcare Strategy launched. Aim: to insure good quality, affordable childcare for children aged 0-14 in every neighbourhood. Includes formal childcare (e.g. childminders, playgroups).
- 1999 *Sure Start Programme*. Part of the United Kingdom Government's policy to prevent social exclusion, and as such, is targeted at preschool children and their families in disadvantaged areas. Expenditure on this programme will be £452 between 1999 and 2002. The aim of the programme is to work with parents-to-be, parents and children to promote the physical, intellectual and social development of babies and young children, particularly those who are disadvantaged.
- 1999-2002 Educational Maintenance Allowance (EMA). Part of a pilot system of funding by local education authorities to certain 16-18 year olds undertaking relevant education in the further education in selected areas of England.

**Table 4.1 Fertility rates and mean age of women at first birth, 1960-1999**

	1960	1970	1980	1990	1999
Total Fertility Rate	2.72	2.43	1.90	1.83	1.70
Mean age of women at first birth	24.8	23.9	25.1	27.3	-

Source: European Social Statistics, Demography, 2000.

## 4.2 Maternity/Parental Leave and Provisions

### 4.2.1 Current provisions

Source: Bradshaw and Finch, 2002.



**Table 4.2 Maternity/parental leave and provision, UK 2001**

<i>Type of Provision</i>	<i>Description</i>	<i>Length paid</i>	<i>Eligibility Criteria</i>	<i>Level of Payment</i>	<i>Job protection</i>	<i>Paid by</i>
Maternity Leave (with Statutory Maternity Pay (SMP))	Statutory leave for women surrounding the birth of a child. Max. length: 40 weeks.	18 weeks	For working women who have been employed for at least 26 weeks by the same employer by the 15 <sup>th</sup> week before the week in which the baby is due to be born. The claimant must have earned at least £312.00 per month during this period to qualify. The minimum age requirement is 16 to receive Statutory Maternity Pay.	6 weeks: 90% of woman's average weekly wages 12 weeks: £62.20/week	Yes	Employer
Maternity Allowance	Cash allowance for mothers who are not eligible for Statutory Maternity Pay.	18 weeks	For women, not qualifying for SMP, but who have been employed or self-employed for 26 weeks in the previous 66 weeks before the baby is due. Earnings must exceed £30/week during the relevant period.	Level of payment depends on woman's income. Min: £117/month; Max: £269.53/month	Not applicable	State
Sure Start Maternity Grant (SSMG)	One-off payment to help with the costs of a new born baby.	One-off payment.	For low-income families. Mother can receive SSMG if either her or her partner are entitled to means-tested benefits (i.e. Income Support, Jobseekers' Allowance, Working Families' Tax Credit). To be claimed within 3 months of the birth of a baby.	Income-tested, maximum amount: £300.	Not applicable	Social Fund
Paternity Leave	None	n.a.	n.a.	n.a.	n.a.	n.a.
Parental Leave	Leave to take care of or spend time with children under 5 years old.	Unpaid leave of max. 13 weeks per child.	For fathers and mothers who have completed one year's qualifying service with their employer.	Unpaid	Yes	n.a.

## 4.2.2 Chronology

(Source: Ringen 1997)

Until 1994 all rights except those relating to time off for antenatal care required a minimum period of continuous employment. Legislative changes in the 1980s extended the qualifying period for job protection from six months to two years or five years in the case of part-time employees. In 1979, survey research found that 54% of working women qualified for the right to return. Of these 41% gave formal notice to return and 15% returned to the same employer after birth (Daniel, 1980). In 1988, 60% of women employees qualified, 72% gave formal notice of return and 36% returned to their same employer (McRae, 1991).

After the EC Pregnant Workers Directive (1994), pregnant employees qualify for a minimum of 14 weeks of maternity leave, irrespective of length of service. Maternity leave is paid at a level not less than statutory sick pay. The length of service qualification was reduced to 12 months for higher rate payments. All employees are protected against dismissal from employment for reasons connected with pregnancy. All contractual employment rights are to be maintained during maternity leave and during any absences from work for reasons of health and safety while pregnant. Upon returning to work there are no rights for part-time working hours but there have been a number of successful cases involving the right to reduce working hours brought under the Sex Discrimination Act. In the 1990s there was no statutory provision for parental leave or leave for family reasons in the UK; nor was there any statutory provision for paternity leave.

1978-1982 *Maternity Grant*. A flat-rate one-off payment to all mothers on the birth of a child where the appropriate National Insurance contributions were met. In 1982, the NI conditions were dropped; in 1987 the grant was replaced by a means-tested maternity payment from the Social Fund.

1986 *Statutory Maternity Pay*. Weekly payment, eligibility based on previous employment continuity.

1987 *Maternity Allowance*. Weekly NI benefit paid for 18 weeks, starting 11 weeks before the baby is due. It is paid with increases for dependants. Since 1987 most women who worked for an employer received statutory Maternity Pay instead of Maternity Allowance, the former being paid by the employer.

## 4.3 Child Benefits and Tax Allowances

### 4.3.1 Current provisions

**Table 4.3 Non-contributory child benefits, UK 2001**

<i>Benefit</i>	<i>Description</i>	<i>Level of payment</i>	<i>Income tax</i>
Child Benefit	Universal, flat-rate cash support for children under 16 or under 19 if in full-time non-advanced education.	Oldest child: £67.17/month; each subsequent child: £44.85 per month.	Not taxable

Source: Bradshaw and Finch, 2002.

**Table 4.4 Family tax allowances, UK 2001**

<i>Tax Allowance</i>	<i>Description</i>	<i>Eligibility</i>	<i>Level of payment</i>	<i>Method of payment</i>
Children's Tax Credit	Annual tax allowance of £5,200 to offset the tax liability of either parent. The Inland Revenue can deduct a maximum of 10% of the credit (= £520) from income tax liability.	For families with dependent children on lower/middle income.	Maximum £520 annually, depending on earnings. The maximum amount is tapered away from higher rate taxpayers at the rate of £1 for every £15 earnings taxed at the higher tax rate (40%). Parents who earn above £41,000/year are not entitled to claim the tax credit.	Through income tax.
Working Families' Tax Credit (WFTC)	Tax allowance package for low/middle- income working families, including adult credit; child credit; and childcare tax credit.	At least one child aged <16 or <19 if in full-time education. At least one parent works >16hrs/wk. When a partner works at least 30hrs per week there is an additional bonus payment.	Amount of WFTC received depend on family income, hours worked, and the number and age of dependent children and whether formal childcare is used. Monthly level of allowance: <u>Adult:</u> £255.67 <u>Each child:</u> Aged 0-16: £112.67 Aged 16-19: £115.92 <u>Bonus:</u> £49.62 The maximum WFTC is reduced above a weekly net earnings level of £92.90 by 0.55pence for each £1 over the threshold.	WFTC is paid via employee's monthly wage packet.
Childcare Costs Disregard	Monthly contribution to childcare costs. Included in WFTC package.	Only formal childcare is eligible for tax disregard.	Maximum £409.50/month for 1 child Maximum £606.67/month for 2 children	Via wage packet.

Source: Bradshaw and Finch, 2002.

### 4.3.2 Chronology

#### *Non-contributory benefits*

- 1948-1977 *Family Allowance*. A universal non-means-tested social security benefit, paid at a flat rate for each child except the first. This benefit was complemented by tax exemptions for each child for those with earned income. Family allowances were paid to either parent, while tax allowances accrued to the principal earner, usually the father.
- 1977 Family Allowance and tax exemptions abandoned in favour of a universal *Child Benefit*. Initially it was paid at a lower rate for the first child and a higher rate for each additional child. From 1978 to 1991, the benefit was paid at a flat rate for all children. Since 1991, it has been paid at a higher rate for the first child. Child Benefit is paid until the child reaches 16 and continues up to the age of 19 if the child is in non-advanced education. Since 1980, Child Benefit increased in value each year, uprated by the Retail Prices Index. For benefit rates See Table 4.5.
- 1977 *Child Benefit Increase*. Universal benefit specifically for lone parents. Renamed as *One Parent Benefit* in 1981. One Parent Benefit was payable only with respect to the eldest child living with the family. It ceased to be paid when there were no children for whom Child Benefit is paid.
- 1977 *Guardian's Allowance* is paid to those looking after children whose parents are both dead. *Child Special Allowance* was paid to divorced women whose former husbands are dead, providing the women have not remarried and are not cohabiting. The benefit has been progressively withdrawn as no new claims have been allowed since 1987.
- 1998 One Parent Benefit abolished, merged with Child Benefit.

**Table 4.5 Child Benefit rates, UK 1977-1999 (£ per week)**

Year	1 child family		Each additional child	
	Rate of benefit (£/wk)	% of average earnings	Rate of benefit (£/wk)	% of average earnings
1977	1.00	1.4	1.50	2.1
1978 (Apr)	2.30	2.9	2.30	2.9
1978 (Nov)	3.00	3.6	3.00	3.6
1979	4.00	4.5	4.00	4.5
1980	4.75	4.0	4.75	4.0
1981	5.25	4.0	5.25	4.0
1982	5.85	4.1	5.85	4.1
1983	6.50	4.1	6.50	4.1
1984	6.85	4.1	6.85	4.1
1985	7.00	3.9	7.00	3.9
1986	7.10	3.8	7.10	3.8
1987	7.25	3.6	7.25	3.6
1991 (Apr)	8.25	2.9	7.25	2.5
1991 (Oct)	9.25	3.2	7.50	2.6
1992	9.65	3.2	7.80	2.6
1993	10.00	3.2	8.10	2.6
1994	10.20	3.1	8.25	2.5
1995	10.40	3.1	8.45	2.5
1996	10.80	3.1	8.80	2.5
1997	11.05	3.0	9.00	2.4
1998	11.45	3.0	9.30	2.4
1999	14.40	3.6	9.60	2.4

Source: Department of Social Security (2000), *The Abstract of Statistics for Social Security Benefits and Contributions and Indices of Prices and Earnings, 1999 Edition*.

### **Contributory Benefits**

1977 *Widowed Mothers' Allowance*. National Insurance benefit paid to widows who have not remarried or who are not cohabiting, providing they are either pregnant by the late husband or have at least one child living with them for whom they receive Child Benefit. The number of families receiving the benefit has remained fairly constant at 1,500 since its introduction.

### **Tax Credits**

1986 *Family Credit*. Eligibility depends on the claimant having dependent children and being in paid work. The minimum hours of work are 24/week. Benefit level is calculated on the basis of net earnings. Maximum amount of benefit determined by the number and ages of children. The value of Family Credit is taken into account for the calculation of other means-tested benefits, such as Housing Benefit, Council Tax Benefit and Income Support. In April 1992, the hours-of-work eligibility was reduced from 24 to 16 hours.

1999 *Working Families Tax Credit (WFTC)* replaced Family Credit. It provides in-work support for working families with children.

- 2001 *Child Tax Credit* introduced as part of WFTC. It replaced Married Couples Tax Allowance that was abolished in April 2000. Reduces the tax bill for families earning above the tax threshold.
- 2001 Childcare Tax Credit introduced as part of WFTC.

## 4.4 Childcare Services and Usage

### 4.4.1 Current provisions

Services in Britain for children under five are fragmented between the statutory and voluntary or non-profit and private sectors and vary according to region, Local Authority and neighbourhood, function, age of child and socio-economic status of the parents (Meltzer, 1994; Moss, 1994).

Costs vary. Commercial or private nurseries catering for working parents charge high fees, while state educational provision intended for the developing child is free and voluntary or self-help groups make small charges. Full-time private childcare for one pre-school age child costs £385.10 per month in 2001.

Educational provision for children under 5: nursery schools; nursery classes in primary schools; early entry into reception classes in primary schools.

Care provision: day nurseries; family centres; community nurseries; workplace nurseries; private nurseries; child-minders.

Play and family support services: playgroups; parent and toddler groups; family centres; crèches; drop-in centres; one o'clock clubs; playbuses; family centres; family projects; parents'/children's resource centres; after-school.

**Table 4.6 Proportion of 3-4 year olds by type of early years provider (2001)**

	% 3 year olds	% 4 year olds
Nursery and primary schools	42	79
Private and voluntary providers	53	16
Independent schools	5	5
Special schools	0	0

*Source:* Statistical Bulletin 10/2001, 'Provision for children under five years of age in England – January 2001', London: Department for Education and Employment.

**Table 4.7 Number of childcare providers and places, 1996-2001**

	1996*		2001	
	Number of providers	Number of places	Number of providers	Number of places
Day nurseries	7,000	170,000	7,800	285,100
Registered childminders	102,000	365,000	72,300	304,600
Playgroups and pre-schools	17,000	390,000	14,000	330,200

\*Approximate numbers.

*Source:* Statistical Bulletin 08/2001, 'Children's Day Care Facilities at 31<sup>st</sup> March 2001', London: Department for Education and Employment.

### 4.4.2 Chronology

(*Source:* Ringen 1997)

- 1939-1945 Number of nurseries increased from 14 to 1,345 in order to enable women's labour market participation. By the end of World War II there were nursery places for 62,000 children in England and Wales.
- 1946 The number of nurseries dropped to 914 and within twenty years only a third remained open. Mothers of children under 2 were strongly discouraged from going out to work.
- 1967 The Plowden Report: *Children and Their Primary Schools*. Advantages of early education of the under 5s through pre-school nursery education. Part-time nursery education should be provided to all three and four year olds whose parents' required it.
- 1975-1985 Number of children receiving nursery education all but doubled, largely through part-time attendance. Yet there were fewer than 800 Local Authority day nurseries in 1985, catering for less than 1% of children under five.
- 1990 130 workplace nurseries, providing care for about 3,000 pre-school age children.
- 1994 *Childcare Disregard* introduced. For working parents receiving Family Credit, Housing or Council Tax Benefit or Disability Working Allowance.
- 1980-1993 Expenditure by Local Authorities on under fives increased from under 10% of the total spent on primary education to nearly 20%
- 1996 *Nursery Education and Grant-Maintained Schools Act*. The Secretary of State may make arrangements for the making of grants in respect of nursery education. The grant is payable by the Local Education Authority to providers registered with them up to an annual maximum amount of £1,160 per eligible child pursuant to the approved Plan for their area. The grant must be spent on nursery education for eligible children.

**Table 4.8 Characteristics of childcare provision and take-up, 1960-1990**

	1960	1980	1990
Proportion of children aged 3-4 in early years education	15%	-	53%
Proportion of 2-4 year olds in state nursery education	-	22%	26%
Full-time nursery places	26,000	-	16,000
Number of day-care places provided by:			
Local Authorities	-	32,000	30,000
Voluntary and private sectors	-	23,000	105,000
Number of registered childminders	-	110,000	297,000
Number of playgroups (for under 4s)	-	433,000	496,000

(Source: Department for Education, 1994; *Social Trends* 1994 and 1995)

- Missing data

In 1986 (General Household Survey), 55% of the under-fives were being cared for outside the home. Nearly half the 2 year olds didn't use any form of out-of-home care; a fifth of the 3 year olds and one in ten of the 4 year olds stayed at home. Once the break from home was made, playgroups catered for the younger and nursery school or primary school for the older age groups. Nurseries tended to be full or half-time, playgroups and mother and toddler groups tended to be very part-time. Childminders provided for a very small minority of the under 5s.

**Table 4.9 Day care and preschool education: provisions and costs, Great Britain in 1991 (Ringen 1997, Table 2., p.76)**

<i>Type of provision</i>	<i>% of children<sup>1</sup></i>	<i>Hours</i>	<i>Age</i>	<i>Cost</i>	<i>Provided by</i>
<i>Day care (% of 0-4 year olds)</i>					
Child-minders	7	All day	0-4	£1.50/hr £50/wk	Private arrangement
Local Authority day nurseries/ family centres	1	All day or sessional	0-4 (few <2)	Means-tested	Local Authority social services
Private day nurseries, partnership and workplace nurseries	2.5	All day	0-4	£45-150/wk, dep. on child's age	Employers, private organizations, individuals
<i>Education and play (% of 3-4 year olds)</i>					
Local Education Authority nursery schools	26	Term-time: most 2.5 hrs/day	3-4	Free	Local Authority education
Infant classes	21	Term-time: 9am-3.30pm	Mainly 4	Free	Local Authority education
Playgroups	60 (1.8 children/ place)	Most 2.5 hrs, 2-3 days/wk, some all day	2.5-4	£1.70 per 2.5hr session	Parents and voluntary groups
Private nursery and other schools	3.5	Most 9am-3.30pm	2.5-4	Various fees	Private individuals, organisations
<i>Services on which there are no national statistics</i>					
Combined nursery centres	Approx. 50 centres	All day	0-4	Education free, day care means-tested	Local Authority education and social services
Family centres (may include some local authority nurseries)	Approx. 500 members of Family Centre Network	Usually all day	Vary	Vary	Local Authority social services, health authorities, voluntary sector
Out of school/holiday clubs	700clubs	Before and after school holidays	Vary	Vary	Schools, leisure depts., voluntary sector

<sup>1</sup>% do not add up to 100 because some children attend two types of provision.

## 4.5 Other Policies Related to Children and Parenting

### 4.5.1 Current provisions



**Table 4.10 Other family benefits, UK 2001**

Type of service	Description	Eligibility	Level of payment
Income Support and Income-tested Job Seekers' Allowance	Social assistance schemes for low-income groups.	People working 16hrs or less per week or with partners working 24hrs or less.	For both benefits, amounts vary by family size. Monthly levels: <u>Single person aged &gt; 25:</u> £229.88 <u>Lone parent aged &gt; 18:</u> £229.88 <u>Couple aged &gt; 18:</u> £360.75 <u>Dependent children:</u> Aged 0-16: £136.28 Aged 16-19: £139.75 <u>Family premium:</u> £62.83
Health Care Service	Free GP and hospital treatment for all NHS patients.	The NHS is a national scheme, covering the whole population.	Drug prescription, dental treatment and eye tests are free for children (under 19 and in full-time education) and are subsidised for low-income families. Level depends on the number of adults, the number and age of children and the rent level. A family receiving Social Assistance is entitled to maximum (i.e. 100%) help with their rent. Monthly levels: <u>Personal allowance:</u> Lone parent aged > 18: £229.88 Couple aged > 18: £360.75 <u>Dependent children:</u> Aged 0-16: £136.28 Aged 16-19: £142.78 <u>Family premium:</u> £62.83 <u>Childcare cost disregard*:</u> £70/week for 1 child £105/week for 2 children *If also qualifies for WFTC.
Housing Benefit	Cash support to people who rent their homes and have difficulty meeting their housing costs. Pays up to 100% of tenant's rent liability. Administered by Local Authorities.	Income-tested benefit.	
Free education	No material charges, free school-meals for those eligible.	Free school-meals for those receiving social assistance.	Free school-meal up to the value of £1.47 per day.

Source: Bradshaw and Finch, 2002.

## 4.5.2 Chronology

(Source: Ringen 1997)

### ***Social Assistance Benefits***

- 1948-1966 *National Assistance*. 'Last resort' residuary benefit, paid at a rate reflecting family composition. Provision of *Negative Income Tax* for low-income working families.
- 1970 Conservative government introduces *Family Income Supplement (FIS)*. Means-tested benefit for low-income working families with a minimum 30 hours of work for couples and 24 hours for single parents per week.
- 1966-1988 *National Assistance* replaced by *Supplementary Benefit*. Paid at a higher rate to certain groups.
- 1975 *Annual Report of the Supplementary Benefits Commission* published. Suggests a review of the entire social assistance system.
- 1978 New report published: *Social Assistance*.
- 1980 *Social Security Act*. Shift from a discretionary system to one of entitlements, based on legal rights specified in lengthy, complex and formal regulations.
- 1985 Green Paper: *Reform of Social Security*. Proposed a radical change in the *Supplementary Benefit*, the main purpose of which was to cut social security expenditure.
- 1986 *Social Security Act*. *Income Support (IS)* replaces *Supplementary Benefit*. IS is less complex, entitlements based on family type. Also *Family Credit* is introduced.
- 1988 *Income Support*. Neither claimant nor any partner works for 16 hrs or more per week. Receipt of IS also entitles to free school meals and may give eligibility to other locally-administered education benefits such as school clothing grants or educational maintenance allowances.
- 1988 *Social Fund*. Discretionary payments from a cash-limited budget. Single payments are in the form of interest-free loans. Free prescriptions, dental treatment, vouchers for glasses, and maternity payments from the Social Fund are triggered by receipt of either IS or FC.

**Table 4.11 Income Support rates for different family types, UK 1988-1999, (per week)**

Year	Single aged 8-24		Single over 25		Single parent with 1 child < 11		Couple without children		Couple with 1 child < 11		Couple with 2 children < 11		Couple with 2 children, 13, 16	
	Rate of benefit	% of average earnings	Rate of benefit	% of average earnings	Rate of benefit	% of average earnings	Rate of benefit	% of average earnings	Rate of benefit	% of average earnings	Rate of benefit	% of average earnings	Rate of benefit	% of average earnings
1988	26.05	11.9	33.40	15.3	54.00	24.7	51.45	23.6	68.35	31.3	79.10	36.2	93.10	42.6
1989	27.40	11.4	34.90	14.6	57.05	23.8	54.80	22.9	73.05	30.5	84.80	35.4	99.45	41.5
1990	28.80	10.9	36.70	13.9	60.50	23.0	57.60	21.9	77.30	29.4	89.65	34.1	105.10	39.9
1991	31.15	10.9	39.65	13.9	65.40	23.0	62.25	21.9	83.55	29.3	96.90	34.0	113.60	39.9
1992	33.60	11.0	42.45	13.9	71.05	23.3	66.60	21.9	90.45	29.7	105.00	34.4	122.85	40.3
1993	34.80	11.0	44.00	13.9	73.60	23.2	69.00	21.7	93.70	29.5	108.75	34.3	127.25	40.1
1994	36.15	11.1	45.70	14.0	76.50	23.5	71.70	22.0	97.40	29.9	113.05	34.7	132.25	40.6
1995	36.80	10.9	46.50	13.8	77.90	23.1	73.00	21.6	99.20	29.4	115.15	34.1	134.65	39.9
1996	37.90	10.8	47.90	13.6	80.10	22.8	75.20	21.4	102.20	29.1	118.65	33.8	138.70	39.5
1997	38.90	10.6	49.15	13.4	81.80	22.3	77.15	21.0	104.85	28.5	121.75	33.1	142.30	38.7
1998	39.85	10.4	50.35	13.1	83.40	21.7	79.00	20.5	107.35	27.9	124.65	32.4	145.70	37.9
1999	40.70	10.1	51.40	12.8	87.35	21.8	80.65	20.1	114.75	28.6	134.95	33.7	151.40	37.8

Source: Department of Social Security (2000), *The Abstract of Statistics for Social Security Benefits and Contributions and Indices of Prices and Earnings, 1999 Edition*.

### ***Health Care***

The majority of English women receive their antenatal and maternity care from the National Health Service (NHS). Within the NHS, there are a variety of providers of care including General Practitioners (GPs), hospitals, and community midwives. Antenatal treatment is aimed at monitoring progress, screening for abnormalities, and providing information to prospective parents. Childbirth has increasingly come to take place in a hospital setting.

At school, children receive sight and hearing tests, and immunisations. Until 1980 the Local Authority had a duty to supply school meals that provided one-third of a child's recommended daily intake of calories and met prescribed nutritional standards. The Education Act of 1980 released the LA from this duty and they are now free to decide the form, content, and price of school meals.

A number of NHS services are available in the home. For newborn babies and small children, community midwives and health visitors administer health and developmental checks, as well as providing advice and support for new mothers. Benefits such as attendance allowance are available to help meet the cost of paid care.

### **Families and Health Policy 1960-90**

1969:

- Strong position of NHS and marginal roles for private agencies in service delivery;
- Strong position of GPs within the NHS, in patient contact and as 'gatekeepers';
- Centralised budget control and comparatively low national cost of health care;
- Quality and equity in service delivery;
- Persistent problems in some aspects of efficiency, as seen in particular in long waiting times for some kinds of non-emergency treatments.

1990 reforms:

- Internal reorganisations in the NHS, in particular the introduction of 'internal markets';
- Increasing roles for private agencies in service delivery by opening up to private competition provisions previously monopolised by the NHS;
- The maintenance of the strong GP, but 'marketisation' of relationships between GPs and other units of service delivery;
- Certain forms of de-institutionalization and increasing reliance on community care;
- Decentralization of budget control.

1990 NHS and Community Care Act. Radically relocated responsibility for the care of specific groups of patients and clients (e.g.: the elderly; mentally and physically handicapped children and adults) to the community.

### ***Housing Benefits***

1948 *National Assistance Act*. Duty for Local Authorities to provide residential accommodation to those otherwise unable to attain it themselves and to provide temporary accommodation to those in urgent need.

1977 *Housing (Homeless) Persons Act*. Duty for Local Authorities to house those who are homeless, or threatened with homelessness, provided they are in a