

PROJECT

« Vouchers for the provision of child minders service to workers with nonstandard work schedules »»



RECONCILING WORK AND FAMILY LIFE



PROJECT IS CO-FUNDED BY
THE EUROPEAN UNION PROGRAMME
FOR EMPLOYMENT AND SOCIAL
INNOVATION "EASI" (2014-2020)



SUBSIDISED CHILDCARE
ORGANISATION FOR
ENTERPRISES

**Study Tour of PROGRESS EaSI project “Vouchers for the provision of flexible child-minders service to workers with nonstandard work schedules” VS/2015/0206
delegation to Copenhagen, Denmark
25/01/2016**



Labklājības ministrija

Provision of quality early childcare services in Latvia: policy context and initiatives

Municipal kindergartens
(for children 1.5 -7 years old) **municipal responsibility**

Special kindergartens
(for children with functional disorders) **state and municipal responsibility**

Private kindergartens
(for children 1.5 -7 years old) **private responsibility** + municipal and state regulations

State and municipal subsidised child-minders (for children 1.5 -5 years old who are in waiting lists) **state (till 05.2016) and municipal responsibility**

Private child-minders and other children supervision facilities (child-care and development centres)



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General Education Law and other principles in the ECEC organisation

- the preparation of children from five years of age for the acquisition of basic education shall be mandatory / the pre-school educational programme shall be acquired by children up to 7 years of age
- in Latvia local governments are almost fully responsible for the provision of public childcare. Autonomous function of local governments is to provide for the education of residents (ensuring children of pre-school and school age with places in training and educational institutions; organisational and financial assistance)
- local governments shall ensure equal access to pre-school educational institutions in their administrative territory to children from eighteen months of age
- the pre-school educational programme shall be implemented in a pre-school educational institution or another educational institution, as well as in a family by receiving methodological support in the educational institution which implements a licensed pre-school educational programme or in the pre-school educational advisory centre

Problems and solutions in the ECEC provision



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- due to the lack of infrastructural base and/or intensive inter-regional migration (rapid increase of registered children in Riga) many local governments have been contigious with long waiting lists problem
- the local governments that are unable to provide pre-school educational services for children declared in their territory, are partly paying for those children who are acquiring education in private kindergartens. The allowance is between EUR 70 and 260 per month
- on September 2013 the Latvian government started the pilot project to provide financial support for parents who need child care support for their children aged 1.5 to 4 years who are not benefiting from public childcare
- the monthly amount of the state support for full time service (8 hours) is up to 142 euro / total of state and municipal support per one child should not exceed: 228 EUR in Riga region and 185 EUR outside / the support is granted to private kindergartens or registered child-minders
- the Regulations has been adopted on child minders registration, register and professional activity organisation, came into force, defining the qualification and safety requirements for family day carers



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Problems and solutions in the ECEC provision

In the result of this pilot project:

- amount of children in waiting lists for two years contracted by 22 % and by 32 % in Riga
- approx. 1 800 registered child minders in December 2015
- in 2014 state support have received 8 347 families (financing – 8.8 mill. EUR)

State support to child minders in 2014			
	Number of child minders	Funding	Number of children
January	392	93 646,31	873
February	442	107 140,21	959
March	502	125 221,57	1120
April	565	134 320,72	1193
May	630	173 331,67	1347
June	667	186 101,03	1346
July	681	190 310,00	1480
August	721	200 320,96	1500
September	573	136 185,73	1041
October	627	149 194,83	1158
November	701	165941,78	1329
December	758	190512,85	1400
Total:		1 852 227,66	



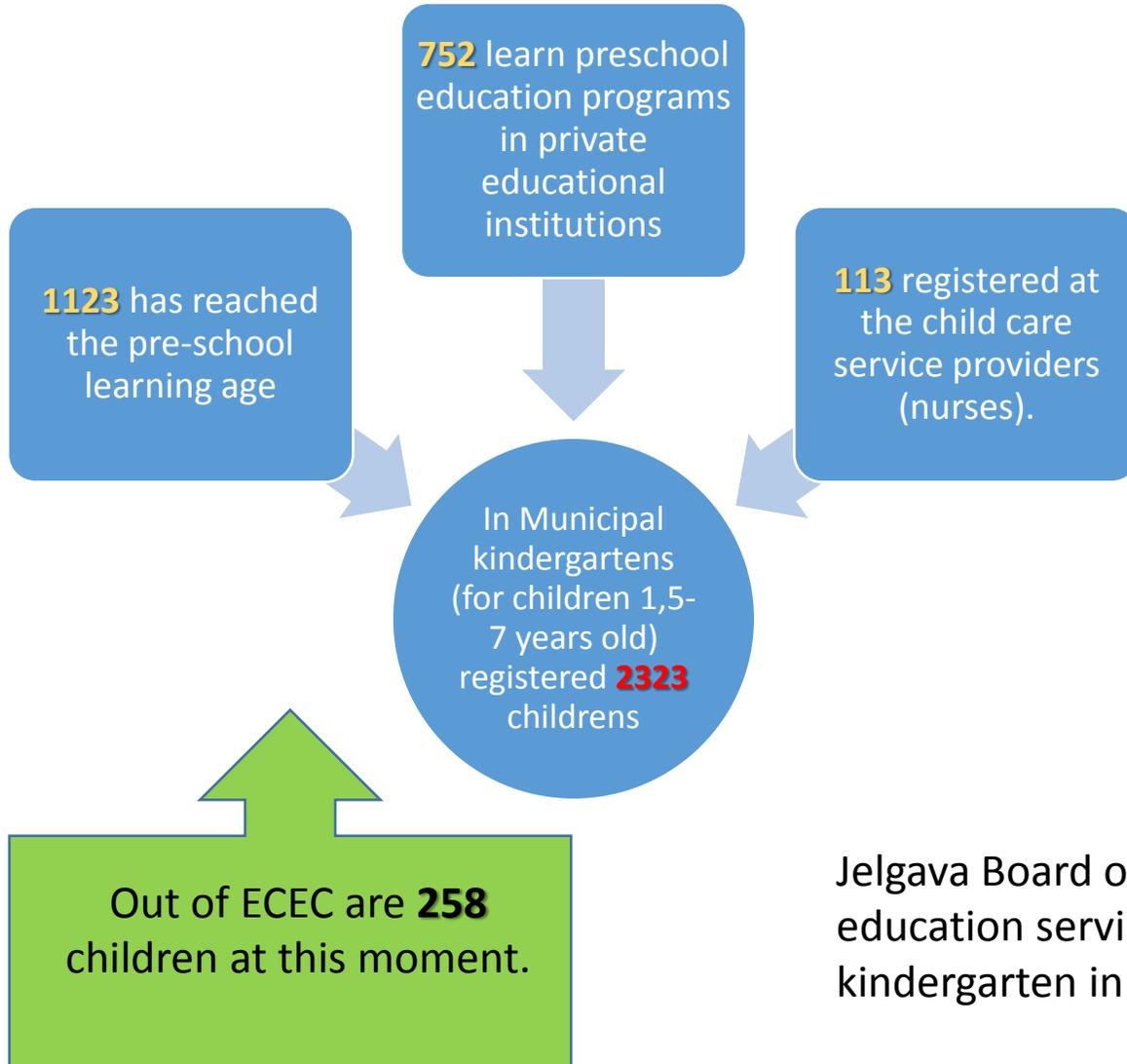
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Problems and solutions in the ECEC provision

Municipality	Amount of children in waiting list	
	2014	2015
Rīga	2,395	1 200
Liepāja	1,507	1,350
Jelgava	2,756	258
Ķekava	1,244	1,210
Sigulda	186	180
Ādaži	578	580
Ozolnieki	213	160
Ropaži	195	140
Ikšķile	167	150
Carnikava	174	150
Tukums	206	218
Bauska	67	80
Iecava	129	77
Mārupe	1114	1,284
Valmiera	55	--
Stopiņi	279	280



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ECEC in Jelgava city

This does not mean that the pre-school service is not available, because:

Jelgava City private schools has 134 space. If parents choose to use private kindergarten, child receive support from the local government and till 05.31.2016. could receive state financial support.

Solutions for waiting lists reduction in Jelgava:

- In 2011 August was opened a new municipal preschool "Ķīpari" (252 places).
- In 2015 February was opened a new municipal preschool "Kāpēcīši" (270 places).
- In 2015 July was opened a new municipal preschool "Zījuks" (152 places)

Jelgava Board of Education has entered into the agreement on pre-school education services organizing by 7 private kindergartens in Jelgava, a private kindergarten in Ozolnieki and 4 private kindergartens in Riga.



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ECEC in Riga city

- Riga municipality provides places for children at preschool age (1,5-7 years) at preschool educational establishments (PEE) and compensates expenditures to families that don't have places at PEE
- to provide missing places in 2015 Riga municipality signed cooperation agreements with 127 private PEE, co-financing EUR 8.1 mill., thereby ensuring preschool education for 5 255 children
- to improve availability of PEE in 2014 additional 34 preschool education groups were opened in municipal educational establishments providing places for 636 children, in 2015 - 14 groups for 280 children
- Riga PEE are open 7am to 7 pm. Separate preschools in Riga where **special** preschool education programs are implemented are open twenty-four hours (19 groups) as children from whole Latvia may be enrolled in **special** preschool education programs
 - In municipal PEE parents cover costs for catering, individual training materials and aids
 - In private PEE parents cover costs for catering, individual training materials and aids and education service



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ECEC in Valmiera city

Valmiera is the largest city and the de facto cultural and administrative centre of the historical Vidzeme region.

Population - 25 318.

There are 11 municipal kindergartens (1460 children) and 2 private kindergartens (65 children). Working time of municipal kindergartens is from 07:30 to 18:00 in working days.

Valmiera City municipality provide pre-school educational service for all children aged 1,5 to 7 years declared in their territory. There are not children in waiting lists.

Valmiera City municipality has implemented many measures in order to increase the enrolment of children in formal child care system (investments in pre-school educational groups, renovation of kindergartens using EU structural funds etc.).

Valmiera is an important industrial centre too. There are many enterprises with nonstandard work schedules and jobs requiring evening, weekend, night or variable schedules.

Valmiera is lack of flexible childcare services to provide evenings, weekends, nights or variable schedules. Parents use private, unofficial and individual ways (nannies, childminders).

PROJECT

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The project is funded by the European Union Programme for Employment and Social Innovation "EaSI" (2014-2020) / EaSI/PROGRESS call for proposals for social policy innovations supporting reforms in social services (VP/2014/008)



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SHORT DESCRIPTION OF THE PROJECT

Vouchers for the provision of flexible child-minders service to workers with nonstandard work schedules

Main activity

implementation of flexible child-care arrangements for Latvian enterprises with nonstandard work schedules (jobs requiring evening, weekend, or variable schedules) and further development of self-regulation or cross-section (private and public co-financing scheme) partnership in the area of Early childhood education and care

Main aims of tested innovation

- to find optimal child-care arrangement for workers with nonstandard work schedules
- to find optimal conditions for cross-section partnership and self-regulation practices
- to find long-term model of subsidising and development of flexible childcare service

Project number: VS/2015/0206

Project budget: 1 063 554 EUR

Timeframe: provisory length of the experimental intervention: 24 months plus 3 months for elaboration of the final report. The first stage of the intervention has started in August 2015



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Policy relevance and needs assessment

- Latvian enterprises constantly are contiguous with the necessity to improve productivity, optimizing labour costs and non-wage costs, decreasing rotation of labour force and solving other problems related with investments in human capital
- one of the main approaches how to diminish labour costs and improve the sustainability of personnel is the implementation of family friendly initiatives and facilitation of work–life balance (*reconciliation of work and family life*)
- one of the strategies to reconciliation of work and family life is concentrated on the provision of childcare services for employees; in these terms work schedule and organisation remains relatively invariable, but employees are stimulated delegate childcare duties to specially provided child-minders or other purchased care givers
- this strategy is beneficial both for employers and employees, because could satisfy their crucial social needs:
- needs of employers: productivity of stable qualitative labour force, optimal range of employment, low rotation of labour force, decrease of voluntarily dismissals
- needs of employees: necessity to find the balance between fulfilment of family duties and optimal working time / work organization pattern, possibility to use childcare services during their working time



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Policy relevance and needs assessment

- there is a big proportion of employees with non-standard work schedules in Latvia (average 30-35% of employees have jobs requiring evening, weekend, night or variable schedules); they have the biggest risk of misbalanced working and family life
- nonstandard work schedules interfere with family roles and activities and complicate efforts to secure non-parental childcare within standard childcare arrangements (working time of kindergartens is from 7:00 to 19:00 in working days)
- lack of flexible childcare services coupled with difficulties in reconciling work and care responsibilities has a strong impact on employment, especially for women. This often results in having no other choice than reducing working hours or dropping out completely from the labor market
- Flash Eurobarometer research data show that in 2014 31% of Latvian employees were not satisfied with work–life balance
- in accordance with normative acts parents have a duty to not leave a child up to 7 years old without the presence of an adult. In the most cases parents with children under 7 years due to employment with nonstandard work schedules have no possibility to fulfil this duty without harm on their employment and income, if childcare is not available in non-standard time

Idea of the pilot project

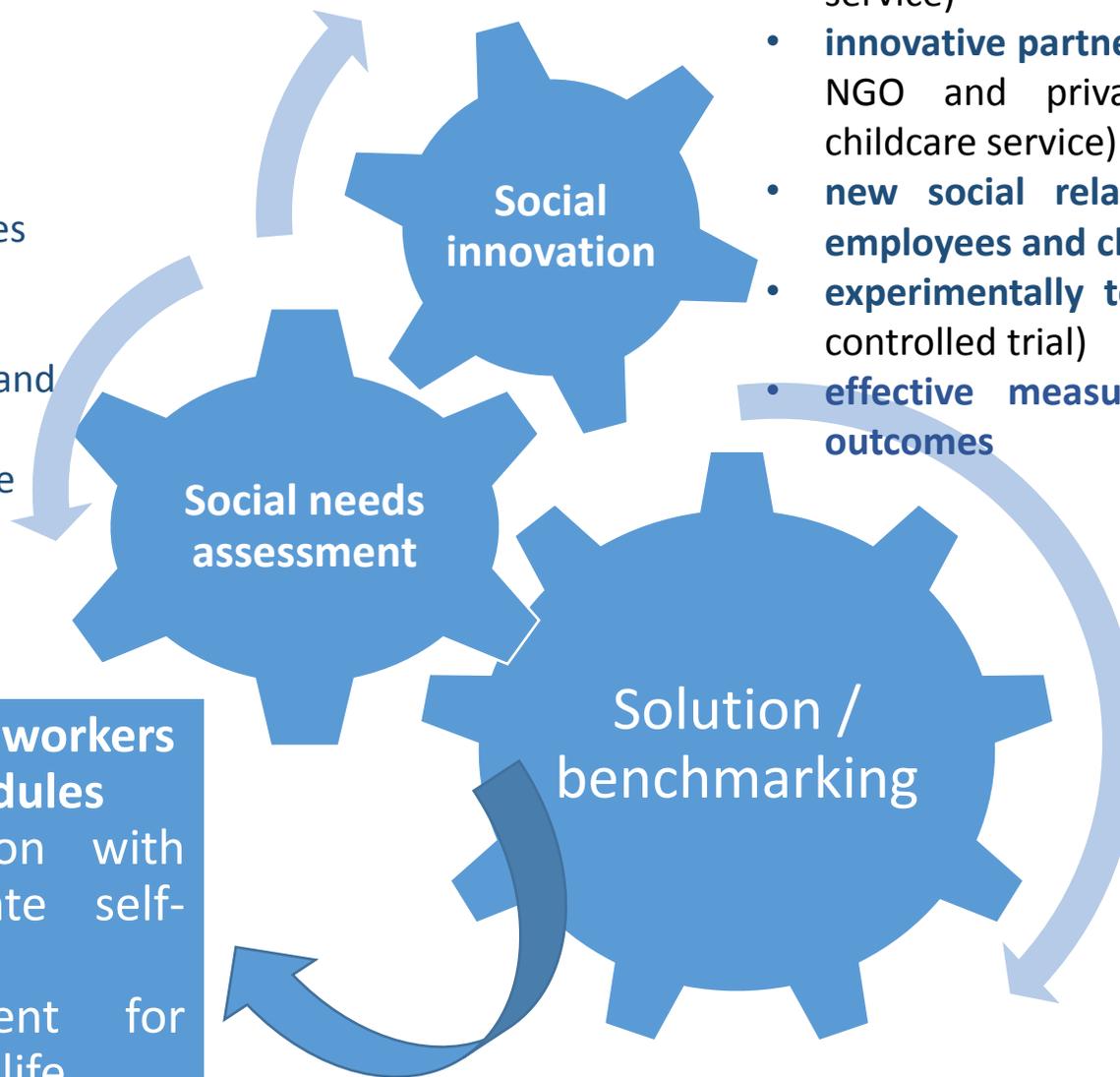


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- lack of flexible childcare services and public subsidy for these services
- difficulties in reconciling work and care responsibilities
- heavy expenses of using private individual childcare services (nannies, childminders)

flexible child-minders service to workers with nonstandard work schedules

- public – private cooperation with gradual transition to private self-regulation
- strategically new instrument for reconciliation family and work life
- support for families with children
- increase of employment



- **new childcare pattern** (flexible child supervision service)
- **innovative partnership** (cooperation of municipal, NGO and private sector organizing flexible childcare service)
- **new social relationships between employers, employees and childcare providers**
- **experimentally tested intervention** (randomised controlled trial)
- **effective measurement of socially economic outcomes**



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Aims and impacts of the intervention

- intervention has many potential impacts – diversification and integration of child-care system, child-care services modernization, inter-sector cooperation line with the "Voluntary European Quality Framework for Social Services"

The experimental intervention will be implemented:

in a short-term perspective – within 24 months of the project presenting the strategically new instrument on reconciliation family and work life

in a long-term perspective – prescribing gradual decrease of public co-financing and facilitation of private self-regulation practice at the national level

- one of the aims is also development of family friendly businessmen' movement, popularisation of reconciliation measures and provision of flexible child care
- the evaluation of the intervention is already included in the draft project of Action Plan on implementation of the Guidelines on State Family Policy for years 2011-2017 in 2015-2017
- the pilot project is the part of implementation of integrative policy to improve availability of diversified alternative childcare forms in Latvian territory

Main stages of the project

1st stage - preparation and pre-evaluation: 09/2015 – 03/2016

detailed analysis of organisation practices, consultations of enterprises and selection procedure; forming of experimental and control sample; elaboration of data base and vouchers co-financing scheme; the organisation of the purchasing procedure for 150 registered child-minders

2nd stage - implementation: 04/2016 – 01/2017

within the period of 10 months the system of vouchers subsidising child-minders service will be implemented for 150 potential recipients in the territory of Valmiera, Jelgava and Riga; the voucher give the rights to use purchased child-minder not more than 20 hours per week for one employed person with non-standard work schedule and child up to 7 years of age; the implementation process will include permanent monitoring and consultations of personnel within experimental and control samples.

3rd stage - evaluation and communication: 02/2017 – 10/2017

evaluation of the impacts and outcomes of intervention, comparative analysis of experimental and control samples, final evaluation, presentation of results, sharing of experience and communication with stakeholders and society, conference



2nd stage - detailed layout

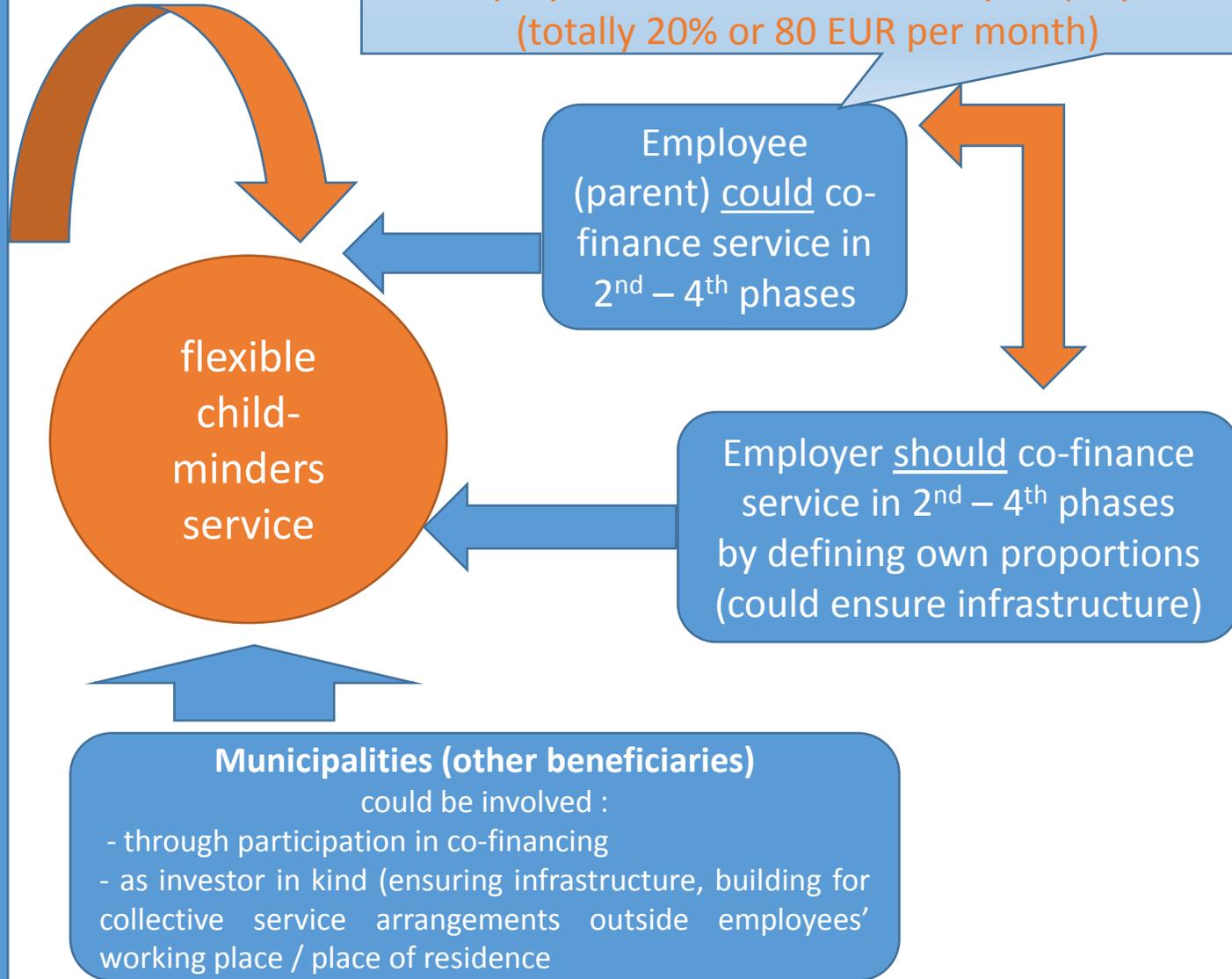
In terms of the project employee with non-standard work schedule and child under 7 years of age receives child-minders service **20 hours** per week at any time overlapping with his working time
e.g. child-minder supervises a child three nights per week from 23:00 to 6:00
If employee need more supervision hours, he could pay to child-minder additionally

1st phase - 4 months
services are completely (100%) financed from the project

2nd phase - 2 months
80% costs are financed from the project, 20% are covered by other stake-holders

3rd phase - 2 months
60% costs are financed from the project, 40% are covered by other stake-holders

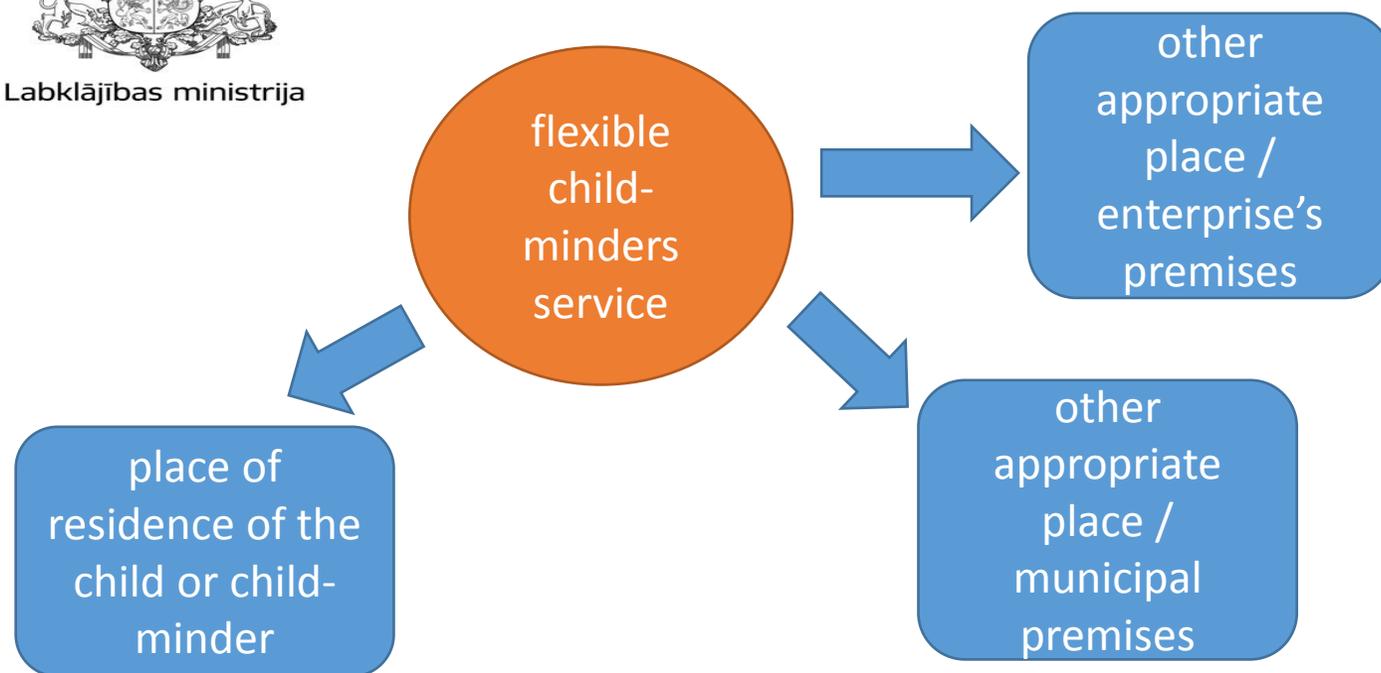
4th phase - 2 months
60% or > costs are financed from the project, 40% or < are covered by other stake-holders





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Organisation of flexible child-minders service



- after the completion of the selection procedure and detailed consultations the partnership agreement will be signed with selected enterprises
- vouchers will be distributed among selected employed parents
- a written contract will be signed between the service provider, service recipient, municipality and enterprise, if child-minders service is ensured in it's premises

- within preparation of the project the consultations with municipalities and management of the enterprises transpires two models for the organization of flexible child-minders services:
- **individual model:** the employees of particular enterprises sign contracts with purchased child-minders and receive child-minders service no more than 20 hours per week in accordance with individual timetable. Child-minders service will be offered in the place of residence of the child or in the place of residence of child-minder
- **collective model:** the child-minders service is organized in closer cooperation with local government or enterprise, which ensure the necessary infrastructure for the centralized childcare place (own premises or leasehold)



1st phase - 4 months
 services are completely (100%) financed from the project

2nd phase - 2 months
 80% costs are financed from the project, 20% are covered by other stake-holders

3rd phase - 2 months
 60% costs are financed from the project, 40% are covered by other stake-holders

4th phase - 2 months
 60% or > costs are financed from the project, 40% or < are covered by other stake-holders

in the 1st phase selected enterprise/s in concrete municipality and municipality could choose collective arrangement and invest in the organisation of baby sitting room / centre or long-term lease agreement with kindergarten

Example:
 Enterprise/s need in 30 child-minders and choose collective arrangement. Total expenses of municipal and private investments are 11 000 EUR or 26% from the total sum of project finances provided for ChM at 2-4 phases (42 240 EUR)

Organisation of child-minders

the collective arrangement

1st phase - 4 months
 services are completely (100%) financed from the project

2nd phase - 2 months
 100% costs are financed from the project (discount 20%)

3rd phase - 2 months
 76% costs are financed from the project, 24% are covered by private stake-holders (discount 16%)

4th phase - 2 months
 76% or > costs are financed from the project, 24% or < are covered by private stake-holders (discount 16%)

Municipality should invest in the arrangement in cash or in kind, e.g. building

employer and employee co-financing in 2nd – 4th phase decrease on 17.3% in average or in proportion of invested resources in the 1st phase

discount mon. value – 10 982 EUR = investment mon.value – 10 982



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Organisation and purchasing procedure for child-minders (February – March 2016)

If collective arrangements is implemented, the number of ChM for 150 families might be smaller

Ministry of Welfare

Centralised purchasing procedure for 150 registered child-minders (Providers of Child Supervision Services)

80 Ch-M

Riga city

35 Ch-M

Valmiera city

35 Ch-M

Jelgava city

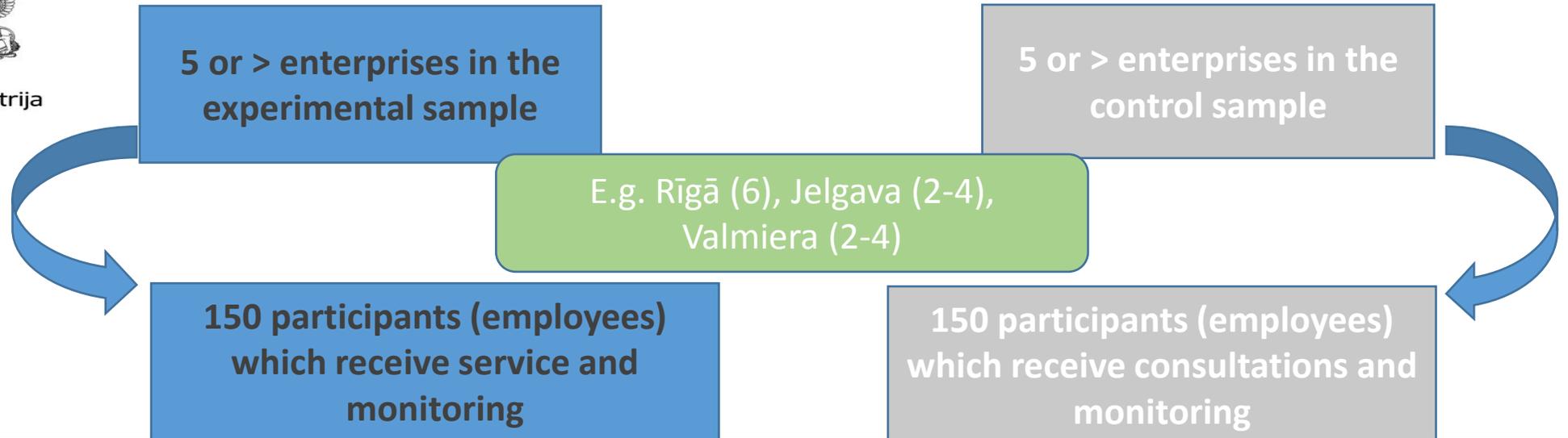
Purchased child-minder should be attached to concrete family or families / will not be rotated

MW transfers money for remuneration of child-minders and administration costs of municipalities for preparing payments and supervision

Municipalities:
- sign contracts
- provide payments for child-minders
- supervise fulfilment of contracts / discharge of Child-minders duties

Next steps - sample formation I

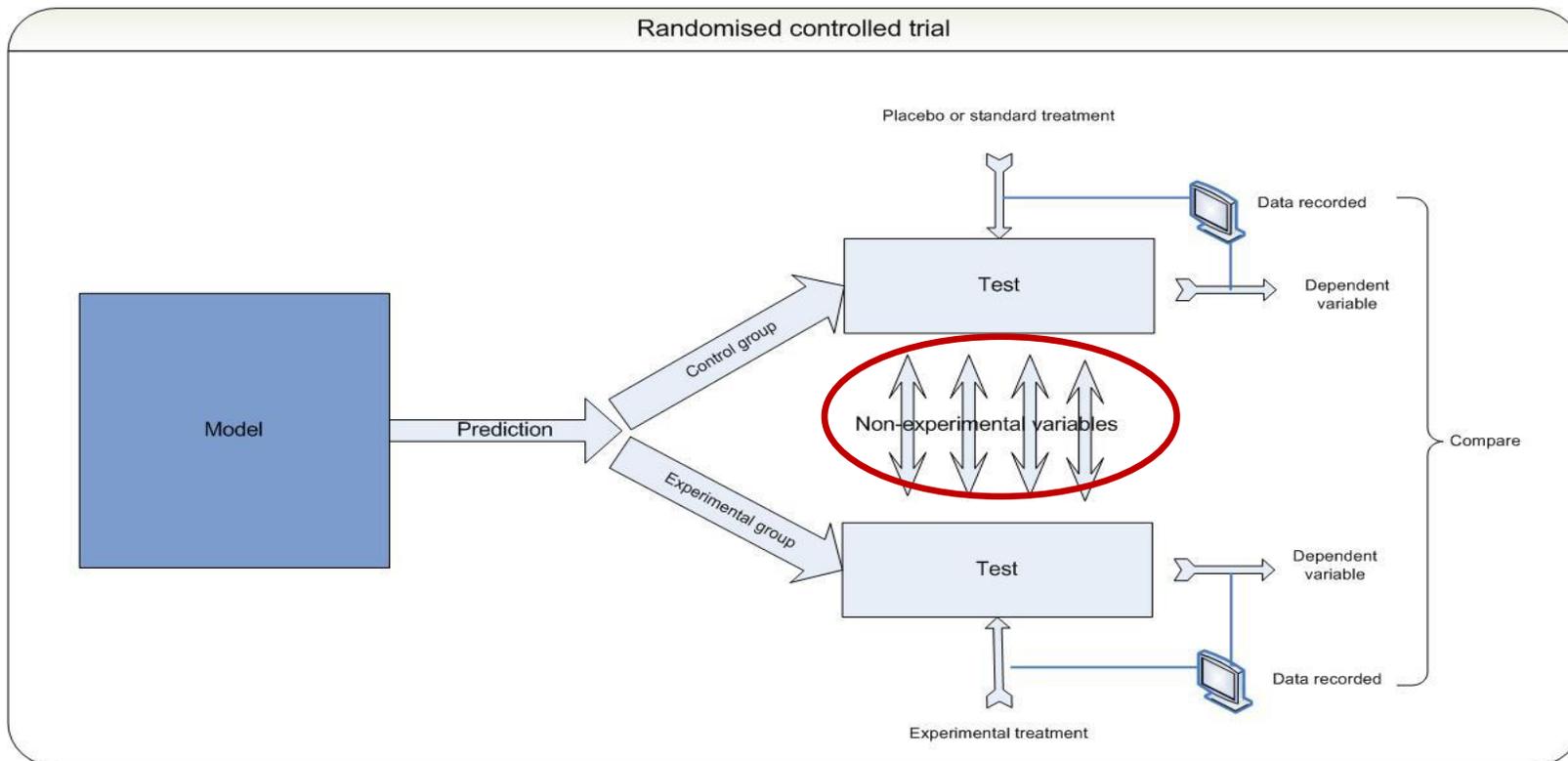
(December 2015 – February 2016)



- the management team will select 10 enterprises with nonstandard work schedules in the territory of Riga, Jelgava and Valmiera for the experimental and control samples (minimal amount 5 enterprises in both samples)
- the experiment will be carried out in the enterprises who volunteered to participate
- there are two possible kinds of agreement: active participation (using the services provided and potential co-financing) and passive participation (as a control group without using the services provided)
- the enterprises will be selected in accordance with results of the Family Friendly Entrepreneur Program and implementing detailed questionnaire on employers' and employees' needs assessment
- all the enterprises accepted should have workplaces where employees are working before or out of conventional working hours (8:00-18:00/19:00)
- the number of enterprises is not limited, and their location should be in Riga, Jelgava or Valmiera / or the other correlation criteria could be implemented (the case of Strenci Mental Hospital State Ltd. – 350 workers)

Expected results after the intervention

- the project leads to concrete changes answering the question about the initial problem – is it possible to reconcile family and working life in terms of child care arrangements for workers with non-standard work schedules ?
- at the same time the process being equivalent to the opening of the 'black box', because is not possible to predict explicit results within new framework of partnership and social interaction



The effect of the intervention is not clear, i.e. there is no explicitness in relation to:

- potential attitude of employees (they might continue to use private / illegal services of care, help of relatives or reduce range of employment)
- potential attitude of employers (expenses of the co-financing might overpower positive impacts)
- independent variables (decisions of government or municipality, macroeconomic factors, labour market)

Expected results – validation of the hypothesis



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Independent variable

provision of flexible childcare arrangements (“open hours” child-minders service – center-based or home-based) to target group

Target group

parents who have nonstandard work schedules (work in evenings, at nights or weekends, as also shift work) with children up to 7 years of age who are not benefited from private or public financed formal childcare schemes

Dependent variable 1

ability and willingness of employer to participate in co-financing scheme and make a transition to the self-regulation practice within 5 years period

Dependent variable 2

better reconciliation of work and family life, ensuring the supervision for a child up to 7 years of age (employees’ higher satisfaction with work conditions and schedules)

both employers and employees are interested in the provision of flexible childcare arrangements for employees’ children up to 7 years, because it would allow to implement the optimal working time and work organization pattern, when family duties, e.g. duty to ensure the supervision for a child up to 7 years, would be harmonized with schedule of work required evening, night and weekend and would produce better satisfaction with work conditions

Expected results – benefits for employers

Analysing possible benefits / profits for employer due to implementing proposed reconciliation strategy (via provision of child-minders) some concrete impacts are suspected and will be measured during the project, including factors:

- **attracting new employees / increasing loyalty**
- **reducing staff turnover and absenteeism**
- **increasing workplace productivity**
- **improving image of organisation**

the dynamics of concrete employment related expenses will be measured in order to check profitability of intervention and calculate its impact on productivity

the research “Reassessing the Family-Friendly workplace: trends and influences in Britain, 1998-2004” proved that implementation of various family friendly initiatives could reduce employment related expenses on 25% - we will try to verify this findings in Latvian case

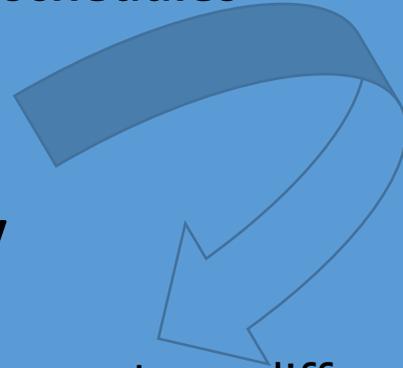
ACTUAL BENEFITS

- **opportunity to receive Family Friendly Entrepreneur Status** (the results of the project will be included in Sustainability Index 2016 / 2017)
- **publicity and PR in terms of social advertising campaign** (each participated enterprise could share its experience in TV video clips)
- **expertise and consultations** (InCSR and other experts will offer consultations on reconciliation policy, human capital development, flexsecurity and other matters)

Expected results – benefits for employees



- **availability and affordability of childcare arrangements** (receive subsidised child-minders service)
- **better reconciliation of work and family life** (better fulfillment of childcare duties)
- **higher satisfaction with work conditions and schedules**
- **the general life satisfaction**
- **improving family routines**
- **readiness to have more children in the family**



For the measurement of changes in these parameters different tests and evaluation methods should be used:

E.Spector's Job Satisfactory Survey measuring pay and remuneration, monetary and nonmonetary fringe benefits

Family Times and Routines Index measuring family routines

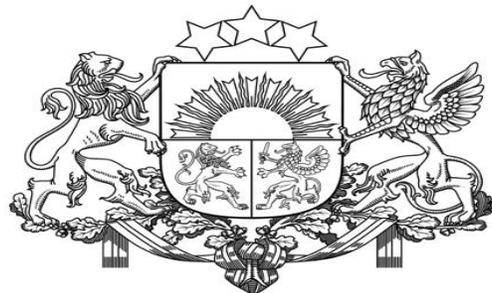
Dual Employment Coping Scales (DECS) for the measurement of maintaining, restructuring, and strengthening the family system, modifying roles and standards to maintain work/family balance and others.



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Open questions / DK example 24 hours child care

1. Organisation of 24 hours child-care facilities in Denmark: private, state and municipal roles / supervisions and quality control mechanism / Education inspection of day care offers of the City of Copenhagen
2. Factors impacting payment for 24 hours child-care facilities / organisation of waiting lists / registration procedure
3. 24-hour service in the childcare institution Børnehuset / Projekt Børnepasning – possibility to transfer experience into another project, future plans
4. Number of institutions in Denmark and Copenhagen where children are cared for out of standard time: after 17:00-19:00, at night or on Saturdays and Sundays
5. Impacts of childcare organisation on parental employment and reconciling of working and family life



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Thank you for attention!

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