

Advancing
the Care
Agenda

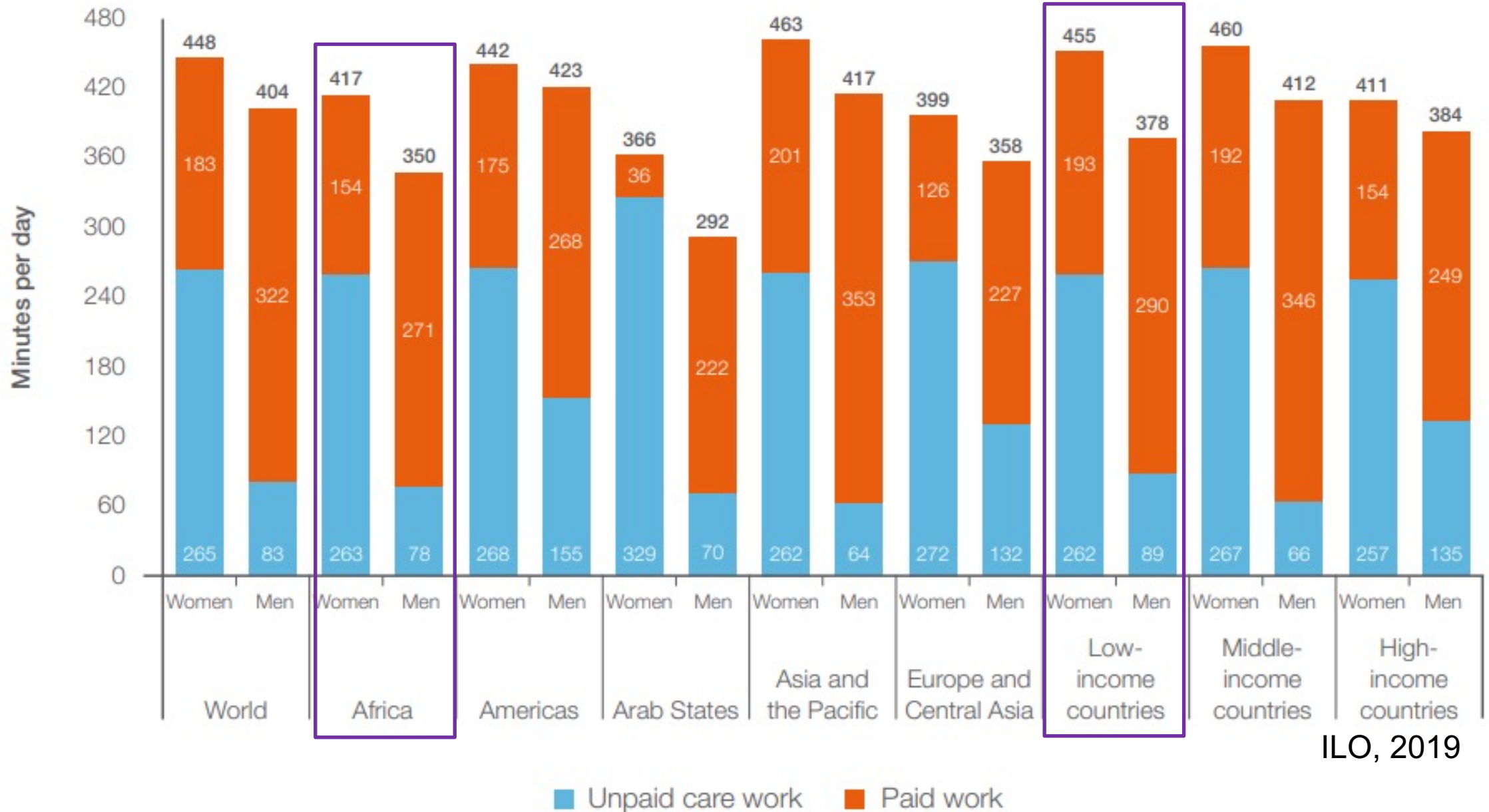


The 5Rs



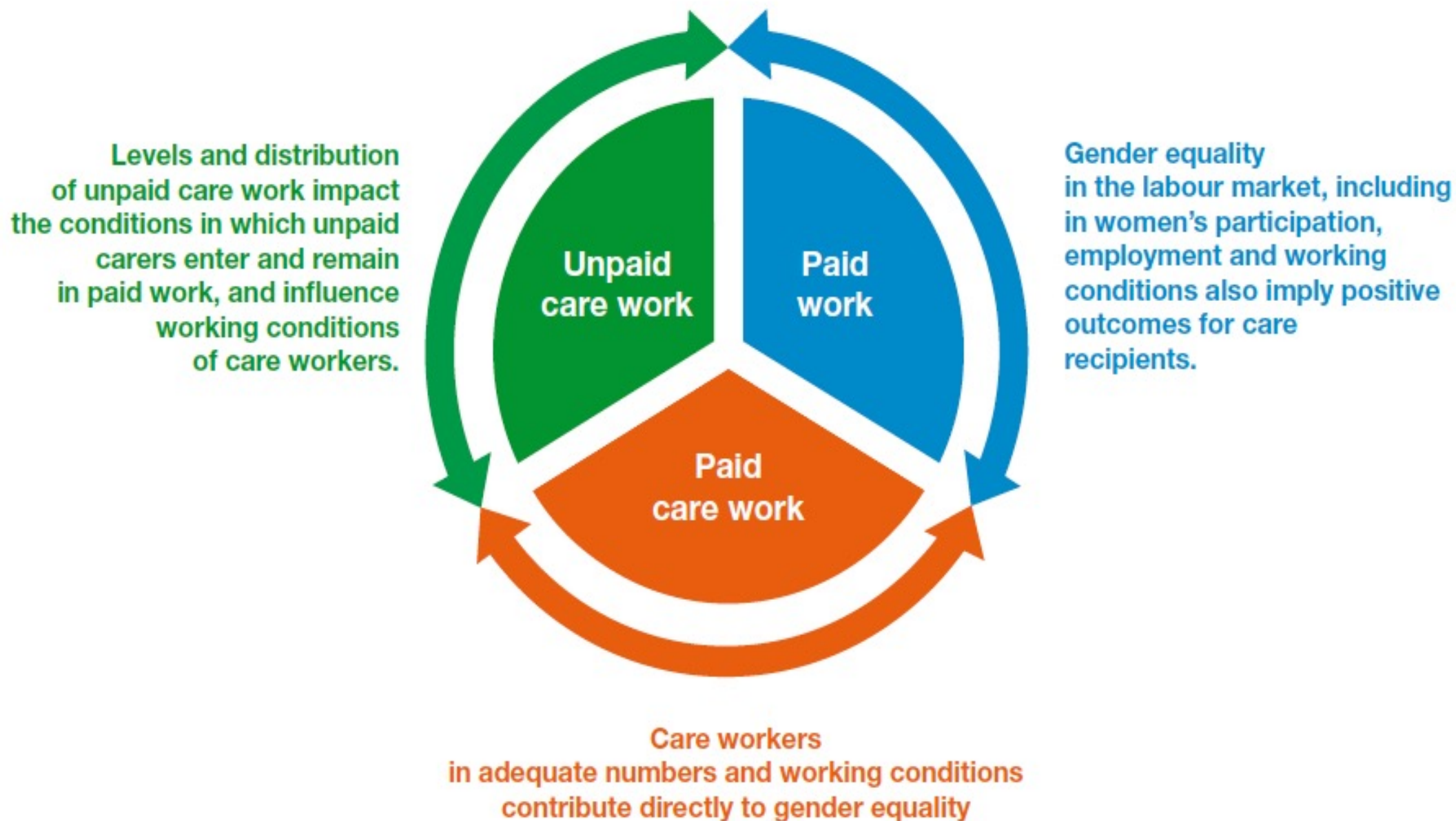
What is the problem?

There are huge gender inequalities when it comes to time spent on unpaid work



ILO, 2019

The “unpaid care work - paid work - paid care work circle”



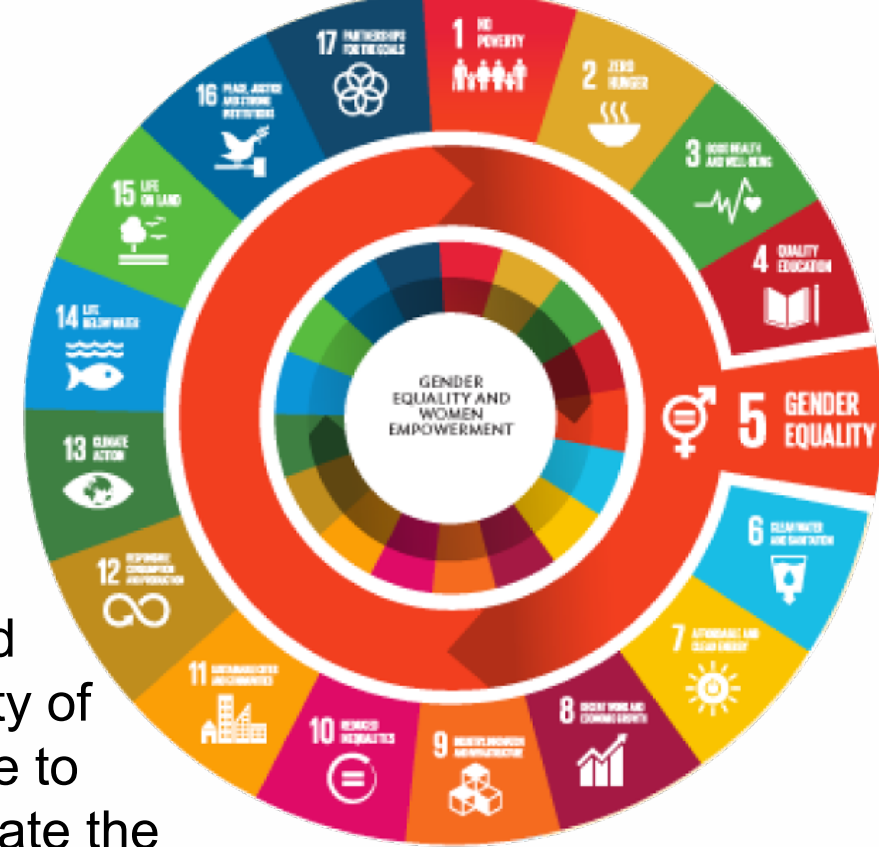
Source: ILO (2019), Care work and care jobs for the future of decent work

The 5R strategy

SDG target 5.4 through the so-called '3-R strategy': Recognize, Reduce and Redistribute unpaid care work.

- Recognize
- Reduce
- Redistribute
- +Reward
- +Represent care workers

calls for actions to go beyond merely increasing the visibility of unpaid work as a policy issue to also include policies to alleviate the care burden and divide it between women and men, and families and public/market services in a more balanced and equitable manner and providing better and more visible employment to care workers (decent work).



Recognize, reduce, redistribute, reward and representation - The 5R Framework for Decent Care Work

Main policy areas	Policy recommendations	Policy measures
Care policies	Recognize, reduce and redistribute unpaid care work	<ul style="list-style-type: none"> ■ Measure all forms of care work and take unpaid care work into account in decision-making ■ Invest in quality care services, care policies and care-relevant infrastructure ■ Promote active labour market policies that support the attachment, reintegration and progress of unpaid carers into the labour force ■ Enact and implement family-friendly working arrangements for all workers ■ Promote information and education for more gender-equal households, workplaces and societies ■ Guarantee the right to universal access to quality care services ■ Ensure care-friendly and gender-responsive social protection systems, including floors ■ Implement gender-responsive and publicly funded leave policies for all women and men
Macroeconomic policies		
Social protection policies	Reward: More and decent work for care workers	<ul style="list-style-type: none"> ■ Regulate and implement decent terms and conditions of employment and achieve equal pay for work of equal value for all care workers ■ Ensure a safe, attractive and stimulating work environment for both women and men care workers ■ Enact laws and implement measures to protect migrant care workers
Labour policies		
Migration policies	Representation, social dialogue and collective bargaining for care workers	<ul style="list-style-type: none"> ■ Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life ■ Promote freedom of association for care workers and employers ■ Promote social dialogue and strengthen the right to collective bargaining in care sectors ■ Promote the building of alliances between trade unions representing care workers and civil society organizations representing care recipients and unpaid carers

Source: ILO (2019), Care work and care jobs for the future of decent work

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Investment in care polices jobs makes sense: better educational, health, gender equality and economic outcomes

Care policies allocate resources to recognize, reduce and redistribute unpaid care work in the form of money, services and time.

- **Care services**

- Early childhood care and education, including childcare services
- Long-term care services

- **Care-related social protection transfers and benefits**

- **Labour regulations**

- Leave policies
- Family-friendly working arrangements
- Regulation of domestic workers
- Norms and regulations for paid care workers
- Orderly migration and protection of migrant workers

- **Care-relevant infrastructure**

Figure 6. Public expenditure on selected care policies as a percentage of GDP, and employment-to-population ratio of women with care responsibilities, latest year



Note: See Chapter 3, figure 3.6. Correlation between investment on care policies and employment-to-population ratio of women with care responsibilities is 0.67. (41 countries).

Source: ILO calculations based on labour force and household surveys data; UNESCO, 2018; ILO, 2017m; OECD, 2017.

Policy Interventions

Recognizing unpaid and care work – at **international level**

- Intergovernmental recognition of unpaid work - growing acknowledgement in policy debates that unpaid care work contributes to the economy
- Landmark resolution in 2013 by the 19th International Conference of Labor Statisticians for inclusion of unpaid work and household production in SNA (but how many countries are doing it?)
- CEDAW – but recognition limited to childcare and its link to formal employment
- Agreed conclusions of the Commission on the Status of Women in 2014 on RRR
- SDG goals, Beijing Platform for Action
- OECD Babies and Bosses Initiatives
- Report of the UN Secretary General's High-level Panel on Women's Economic Empowerment (2016) acknowledges the recognition, reduction and redistribution of unpaid care work as one of seven drivers of women's economic empowerment

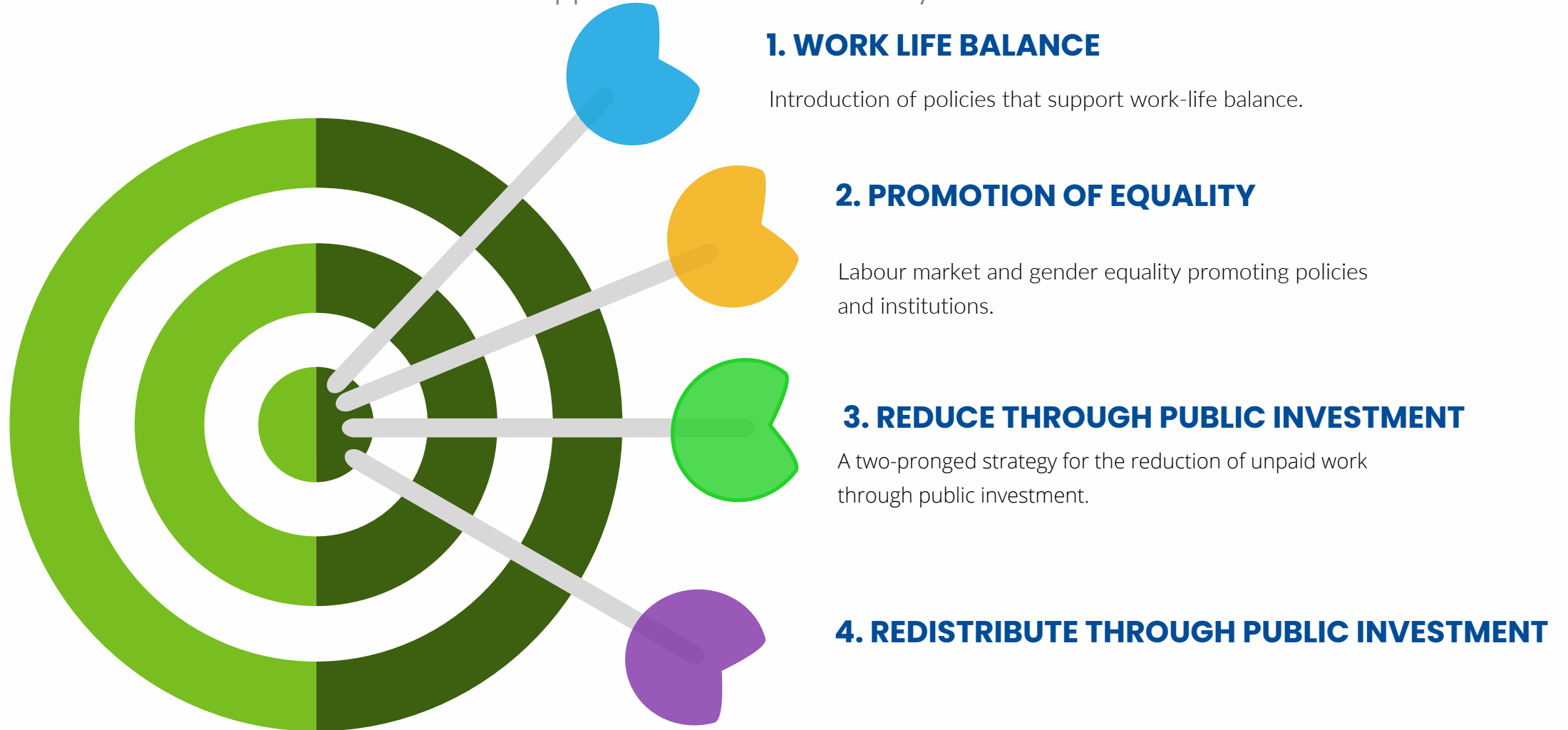
Recognition at the **national level** may take a number of forms

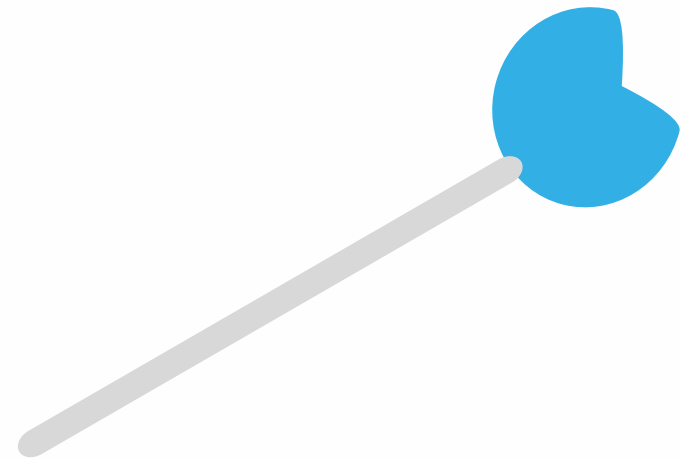
- National-level legislation and policy coordination on the care economy
- Inclusion of unpaid work in national statistics by gathering quantitative and qualitative data, particularly time use surveys
- Valuation of unpaid work, and exploring its linkages to other variables, such as LFPR, GDP, inequality and poverty
- Compensation of unpaid care work through social transfers (such as payment of childcare or elderly care wages or social security coverage for full-time homemakers)

Source: UN Women (2018)

Types of policy interventions

In support of the Care Economy





Work-life balance policies

1. Work-life balance policies

- Reduce and redistribute the burden of unpaid care work
- Provide universal access to high-quality and affordable care services
- Guarantee decent work hours/flexible work
- Provide maternity, paternity, parental and care leave with equal opportunities and incentives for men and women through universal and collectively-financed care leave insurance schemes
- Harmonize workplace hours with hours of care services

Country examples of work-life balance policies

- Female employees in **Zambia** are entitled to 14 weeks of maternity; fathers up to 10 days of parental leave.
- In **Kenya**, the Employment Act of 2007 makes provisions for three months of fully paid maternity leave and paternity leave of two weeks.
- **Philippines** increased maternity leave to 105 days in 2019
(<https://www.officialgazette.gov.ph/2019/02/20/republic-act-no-11210/>)
- Provisions have been introduced in **Turkey** that permit working from home or outside the office. Parents can ask to work part-time until their child reaches compulsory school age.
- In **Mauritius**, the Employment Rights (Working From Home) Regulations 2019 empowers workers to request from their employers the right to work from home either on a full-time basis or with a mix of work split between home, office, or clients' place of business

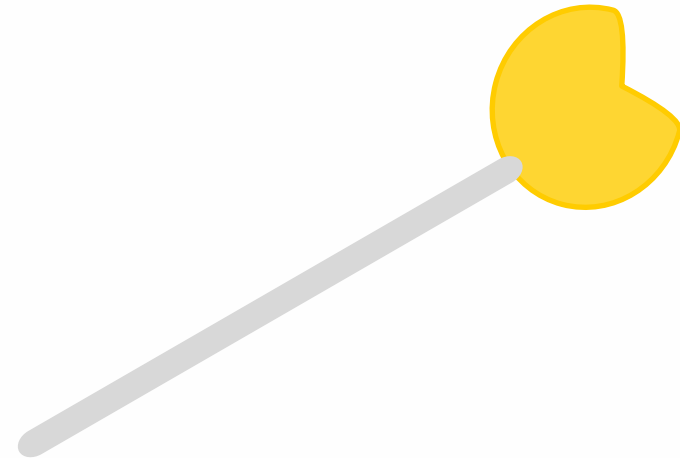
Source: United Nations (2017) and <https://www.mcci.org/en/media-news-events/business-updates/new-work-from-home-legislation-applicable-in-mauritius/>; more examples in the module on unpaid work and the care economy.

National level legislation and policy coordination on the care economy: Uruguay

National Integrated Care System

- 2016-2020: Development of services and a regulatory legislative framework for the care system.
- Services include high-quality childcare centres to serve children under 3, as well as day-care centres, homes and in-house professional care services for dependent elderly persons.
- Also aims to develop a professional training strategy in care work to expand scope and ensure quality and to produce and manage timely and relevant information for public policy use.

Source: UN Women (2018)



Equality promoting labour market & gender policies and institutions

2. Equality promoting labour market & gender policies and institutions

- Equal pay for work of equal value legislation and practices (Mauritius, 2013)
- Legislation on securing the right to organized collective action and effective social dialogue mechanisms
- Legislation and policies aimed at preventing all forms of gender violence and sexual harassment (Sao Tome and Principe, 2009 and 2013, Togo Code du Travail, Arts 40-42)
- Legislation and policies ensuring gender equality in education and health (Zambia, 1997, law allowing young mothers to return to school)
- Distinction between de facto vs. de jure institutions is important – discrimination may still happen even if the appropriate laws are in place (e.g., awkward, expensive and lengthy legal system makes enforcement difficult)

Case study: Zambia and Sierra Leone

- 1997: **Zambia** introduced a law that allowed pregnant girls to return to school after giving birth. But government criticized for not enforcing the policy, and for not providing enough resources and support for girls to go back (28% of girls 15-19 are mothers or have been pregnant, 50% of them go back to school)
- In 2019, the Economic Community of West African States ordered **Sierra Leone** to lift a 2015 policy banning pregnant students from attending school

Source: <https://www.lusakatimes.com/2018/08/07/zambian-goverment-failing-to-implement-the-re-entry-policy-for-young-mothers/>,
https://static.globalinnovationexchange.org/asset/document/Second%20Chances%20for%20Girls_FINAL_10Sept15.pdf, <https://www.africanews.com/2019/12/20/ecowas-court-order-sierra-leone-drawing-policy-on-pregnant-schoolgirls/>

Case study: Mauritius

Awkward legal system and lengthy procedures mean that enforcing these laws is not always straightforward



2008

Introduced civil remedies for sexual harassment at work, prohibited the dismissal of pregnant workers, introduced paid paternity leave and prohibited discrimination in access to credit based on gender.



2013

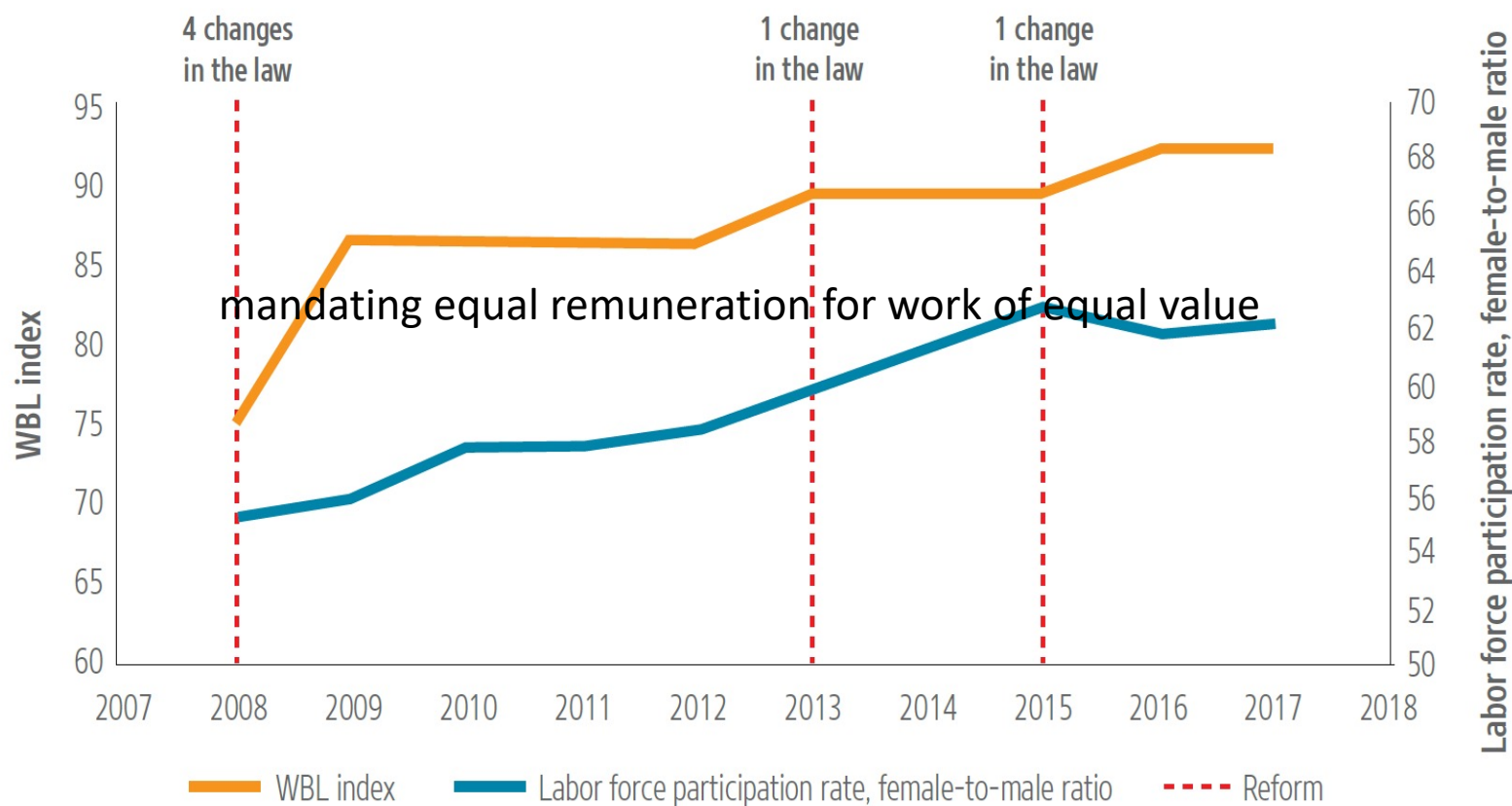
Mandated equal remuneration for work of equal value.



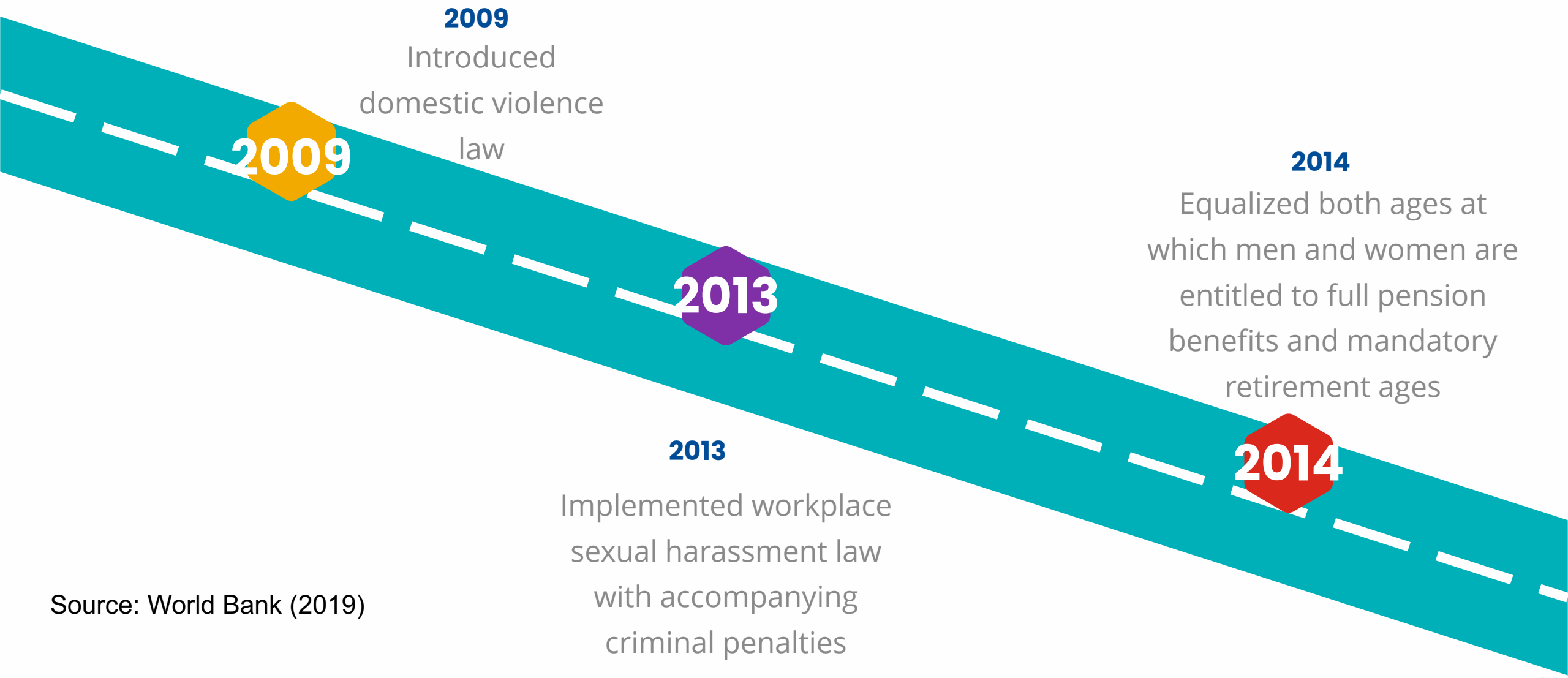
2015

Maternity leave increased from 12 to 14 weeks.

Mauritius law changes increased women's LFPR



Case study: Sao Tome and Principe



Source: World Bank (2019)

Inclusion of unpaid work in time use surveys: Tanzania

- The NGO Tanzania Gender Networking Program organized workshops for government officials on the importance of measuring unpaid work for modelling and policy design.
- Time-use module included in 2006 and 2014 HLFS and in Household Budget Survey 2017-18

Source: UN Women (2018)

Valuation of unpaid work in time use surveys: Colombia

Colombia:

1. 2010: New law passed that regulates the inclusion of the economy of care in the system of national accounting
2. Two statistical operations established: National Time Use Survey (2012; 2016-2017), and Care Economy Satellite Account. The studies found that the value of production through unpaid work: found to be 20.4% and the information was used for policymaking

Similar initiatives also undertaken in **Costa Rica** and **El Salvador**

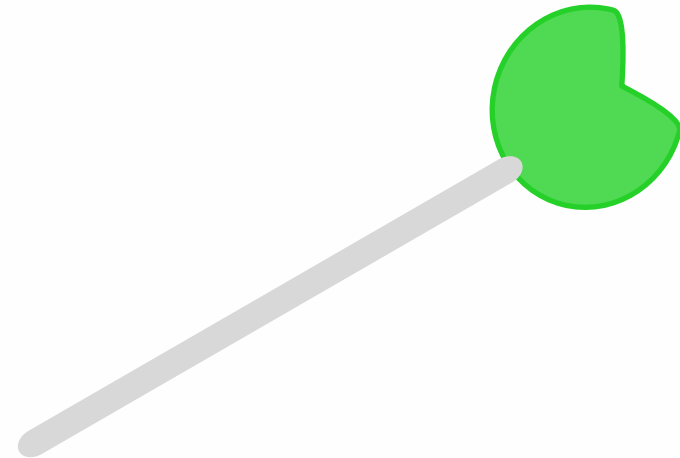
Source: UN Women (2018)

Compensation of unpaid care work through social transfers: Mexico

2010: Oportunidades/Progresa

- Conditional cash transfers to mothers of small children in poor households
- Payments conditional on mothers participating in children's health/educational programs
- Positive outcomes for children, but may reinforce gender stereotypes relating to unpaid work

Source: UN Women (2018)



Public Investment Strategies to **reduce** unpaid work

3. Public Investment Strategies to **reduce unpaid work**

- Public investment in social care service infrastructure, which has the potential to transform a substantial amount of unpaid domestic care work into paid social care work; and
- Public investment in physical rural infrastructure, which reduces the unpaid work time required for delivering indirect care.

Source: UN Women (2018)

Public investment in social care infrastructure

- Social care services constitute a labour-intensive sector, yet not eligible for mass production and with limits to productivity increases.
- On the demand side, limited consumption appetite due to the high prices of market substitutes and the low opportunity cost of unskilled female labour.
- When there is no state involvement: Quality services available only to high income minority who can afford market substitutes for unpaid care work.
- This reinforces inequalities – gender, class, inter-generational.
- Leads to reliance on informal labour/migration of domestic care workers and further inequalities.

Source: UN Women (2018)

Policy examples of investment in social care infrastructure

Egypt community works – EGP 500 million for public nurseries for 0-4 year olds (2017/2018), EGP 6000 million (2018/2019). Recognizes the link between the availability of childcare and female labour force participation.

Source: IMF staff country report: <https://www.imf.org/en/Publications/CR/Issues/2019/04/05/Arab-Republic-of-Egypt-Fourth-Review-Under-the-Extended-Arrangement-Under-the-Extended-Fund-46738>

Burkina Faso - mobile creches as part of a World Bank public works program

Source: <https://cfi.co/africa/2019/01/world-bank-on-social-protection-in-africa-burkina-faso-mobile-childcare-scheme-could-transform-public-works/>

Investing in social infrastructure through social enterprises: Kidogo

Kidogo is a social enterprise that improves access to quality, affordable Early Childhood Care & Education in East Africa's low-income communities.

- Uses an innovative social franchising approach to identify, train and support female entrepreneurs (Mamapreneurs) to start or grow childcare micro-businesses.
- Such models are important because African countries may not be able to afford the Nordic/French model of universal high-quality publicly provided childcare.

Source: www.kidogo.co

Innovative examples of care service provision through private initiatives: India

- The **Self-Employed Women's Association (SEWA)** provides childcare centres for its members working in the informal sector. An evaluation of the centres found that access to quality childcare services helped SEWA members to move from irregular part-time jobs to more regular work and also improved school attendance of older children because they did not have to take care of younger siblings.
- **Integrated Programme for Older Persons** provides financial assistance to NGOs who want to run elder-care facilities, either residential such as old-age homes or non-residential such as day-care centres, mobile medical units or non-institutional home-based professional care services. Works to finance initiatives to meet other needs of older persons, such as reinforcing and strengthening the family, and facilitates productive ageing

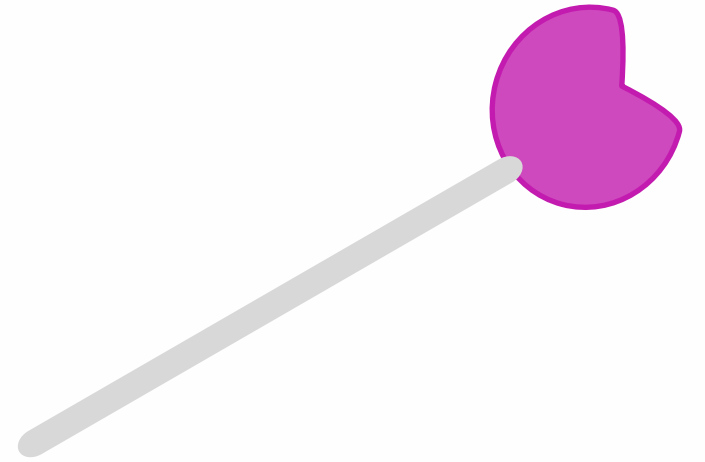
Source: UN Women (2018)

Public investment in physical and rural infrastructure: India

NextLeaf (Indian NGO): project to upgrade cooking stoves

- Prevents emission of toxic fumes but also saves time spent on cooking by women
- Other potential investments: water and sanitation, roads, public transport, electricity (see work done by the AIIB on gender gaps in these services, and how these results will be used for project design)

Source: UN Women (2018)



Public Investment Strategies to **redistribute** unpaid work

4. Public Investment Strategies to **redistribute** unpaid work

- The main area of intervention here entails labor market regulation and reforms for improved work-life balance and for the elimination of gender discrimination.
- Publicly provided care services are complementary to the unpaid care that family members provide rather than being perfect substitutes.
- But there is an ultimate limit to how much unpaid care work can be redistributed to paid market work.
- Due to its personal and relational nature, an important amount of care work will remain as unpaid domestic work.
- Redistributing unpaid work from women to men is therefore an important component of the 5R strategy.

Source: UN Women (2018)

Addressing gender-specific life course risks

- **Childhood and adolescents:**

- ▶ Higher cash transfers or bursaries for girl children where they face disadvantages education, incl. secondary (Bangladesh, Mexico)

- **Working age:**

- ▶ Expanding coverage of maternity protection and access to childcare services (e.g. Liberia, Rwanda)
- ▶ Cash transfers linked to credit and training programmes (e.g. Ghana)
- ▶ Support for feminized sectors (e.g. domestic workers, agricultural workers)

- **Old age:**

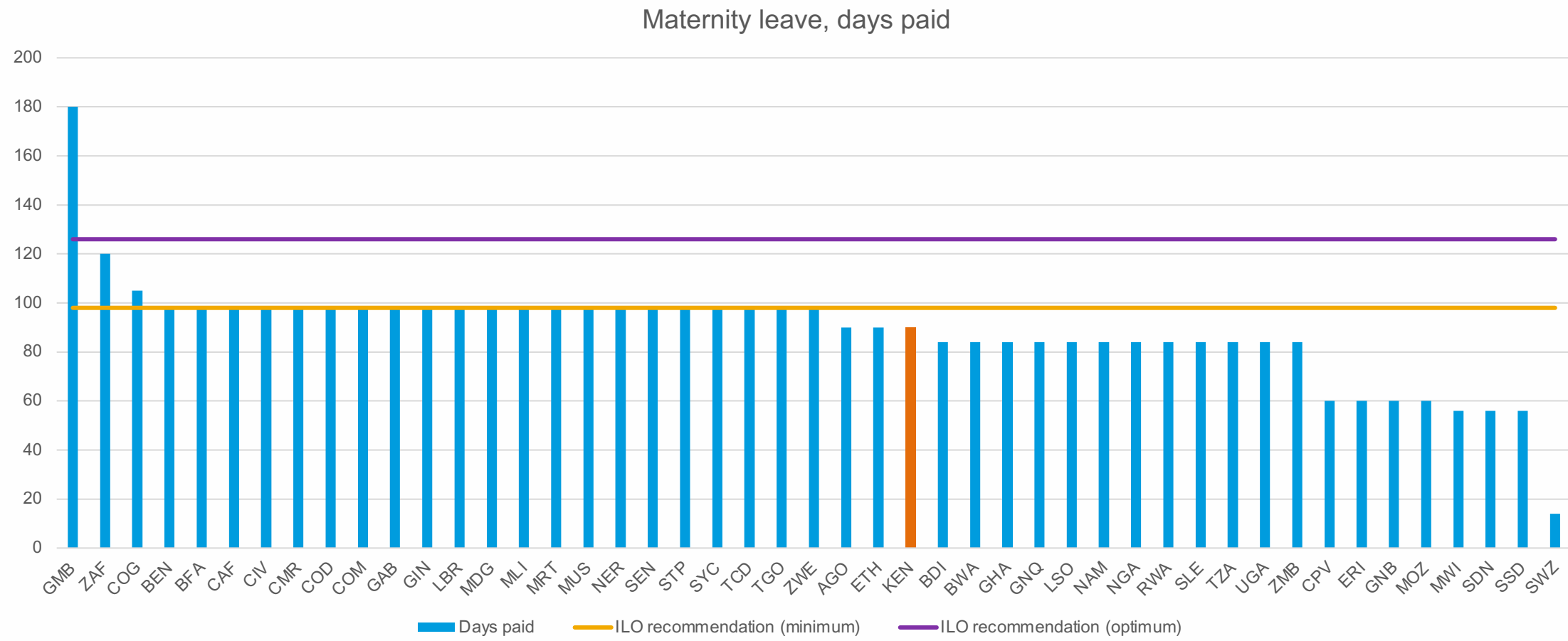
- ▶ Universal or pension-tested social pensions (non-contributory *individual* benefits);
- ▶ ‘Care credits’ in contributory schemes (e.g. Argentina, Bolivia, Chile, Uruguay)
- ▶ Development of long-term care systems (e.g. Cabo Verde)

Policy interventions on redistributing unpaid work: care leave

- Maternity leave requirements defined by ILO Convention 183
- At least 14 weeks of paid leave (minimum), with at least 18 weeks of paid leave as optimum
- Cash benefits of at least two-thirds of previous earnings while on leave
- Benefits paid by social insurance or public funds
- But ILO has no standard on paternity leave

Source: UN Women (2018)

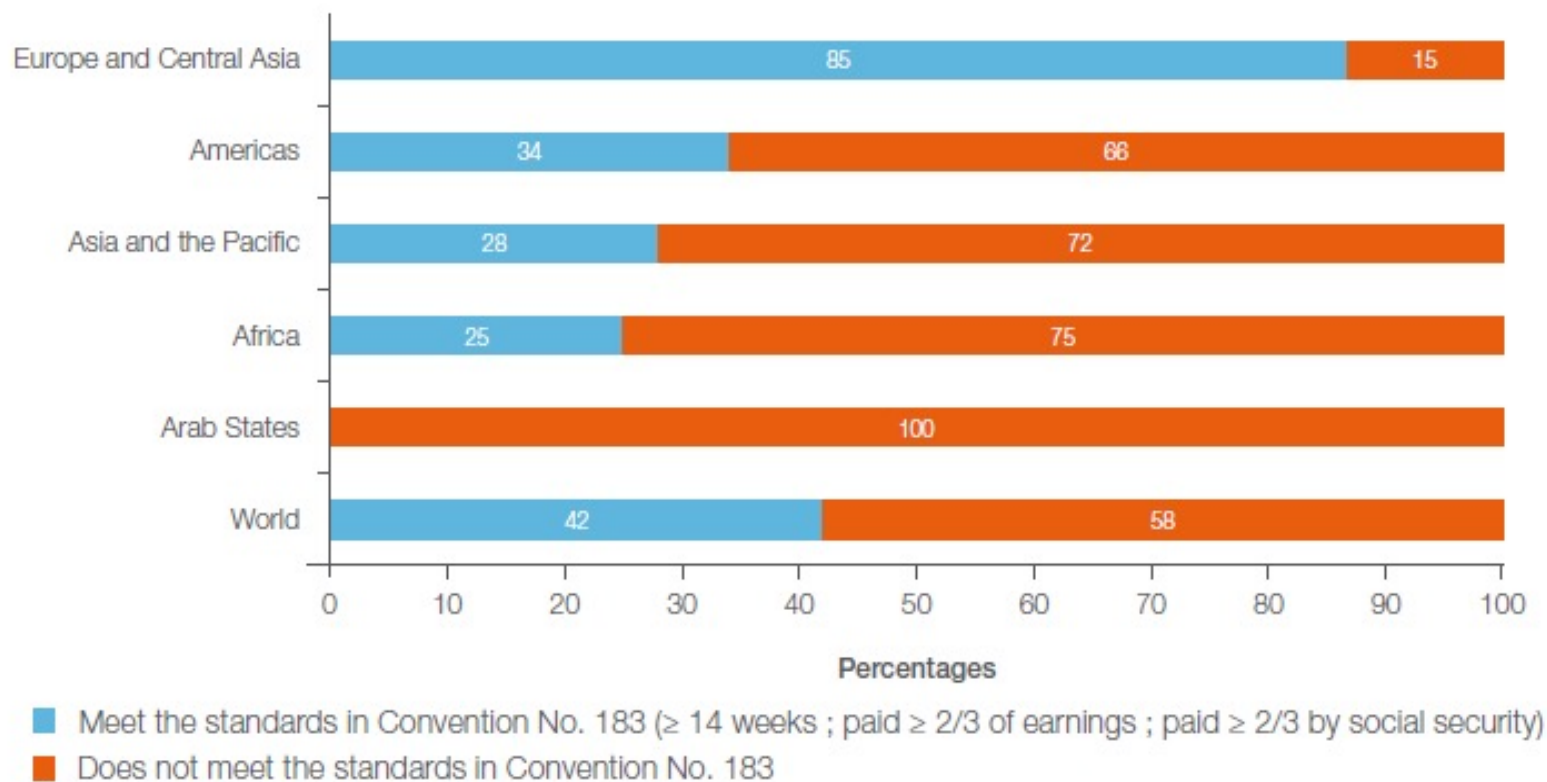
Maternity leave in SSA, days paid, most recent data (2017)



Source: World Bank Data portal

Maternity leave around the world

Figure 3.7. Percentage of countries meeting ILO standards on length of maternity leave, payment and source of cash benefits, by region, 2016



Note: 184 countries.

Source: ILO, based on ILO legal data, 2016.

Source: ILO (2018)

Gender-sensitive emergency measures

South Africa: relatively successful scale-up of existing transfers

- ▶ Vertical expansion of Child Support Grant (mainly women benefit)
- ▶ New emergency transfer (mainly men benefit)

Togo: new emergency cash transfer (Novissi)

- ▶ Fully digital, unconditional emergency transfer to workers in informal economy
- ▶ Cell phone based registration and payment process
- ▶ 820,000 beneficiaries by March 2021—65 per cent of them women
- ▶ Women also received higher amounts than men
- ▶ Base amount = about 30 per cent of the monthly minimum wage

Seychelles: measures to support care

- ▶ Special allowance for 3,800 home carers of elderly persons to ensure continuity of care
- ▶ Special temporary leave for workers with children affected by school closures

More policy examples...

- **Australia** grants family and parenting payments that provide help to low-income single and two-parent families as well as to people with sole or primary responsibility for the care of a young child.
- In **Cambodia**, the current National Strategy for Gender Equality and Women's Empowerment includes programs to increase access to day care and community kindergarten facilities.
- The National Employment Strategy of **Romania** aims to stimulate women's participation in the labour market by developing infrastructure to increase access to child-care facilities and support services for the care of dependent family members

Source: UN (2017)

Examples of policies in the UK to eliminate gender discrimination in the labour market

- Mandatory reporting on the gender pay gap for companies with 250+ employees
- Website with stories of women who experienced maternity discrimination: pregnantthenscrewed.com, also provides free legal advice

Source: UN Women (2018)

Why policymakers must act now

Figure 6: The looming care crisis



Source: Oxfam 2020

Thank you

