



ドイツ日本研究所 German Institute for Japanese Studies (DIJ)

International Symposium

November 6th and 7th, 2008 at the Center for the Advancement of Working Women (CAWW)

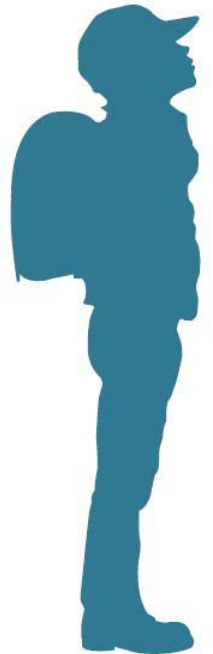
Fertility and Social Stratification Germany and Japan in Comparison

Friday, November 7th, 2008

Section 6: Policy

“Family Policy in Germany and its Implications for Social Inequality”

PowerPoint by **Christine Wimbauer**
and **Annette Henninger** (both Social
Science Research Center Berlin)



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Family Policy in Germany and its Implications for Social Inequality

Dr. Christine Wimbauer & Dr. Annette Henninger

International Symposium: Fertility and Social Stratification
Germany and Japan in Comparison

DIJ Tokyo – November 6th, 2008

I. Overview: The ‘old’ paradigm in German Family Policy

The Interplay of (De)Familiarisation, (De)Commodification and Stratification

II. Research Questions and Hypotheses

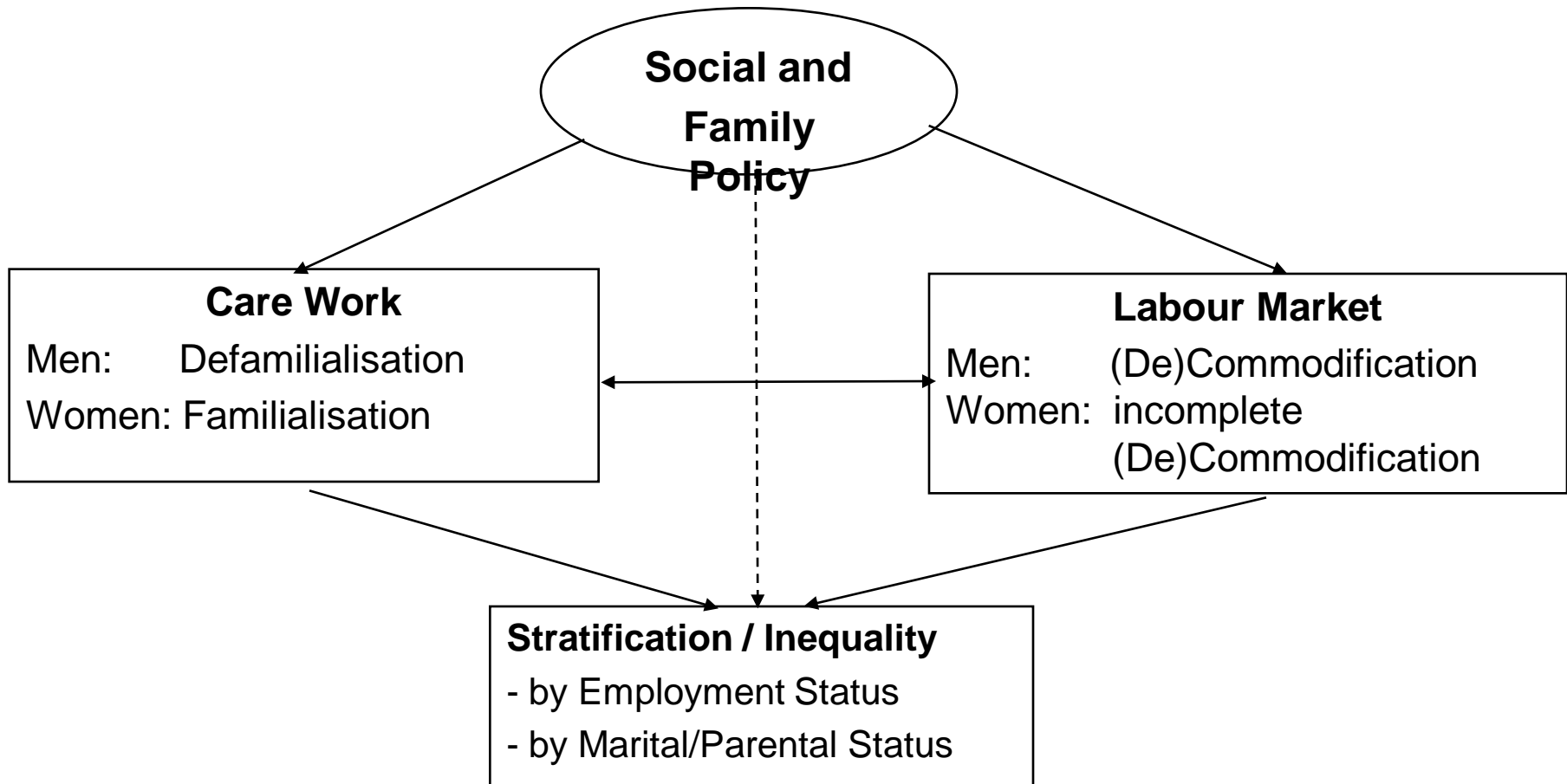
III. Current Reforms: The new Parenting Time / Benefit

1. Situation before the Reform
2. Contents
3. Objectives
4. Consequences

IV. A new Paradigm in German Family Policy?

V. Implications in Terms of Social Inequality

I. The ,old‘ Paradigm in German Family Policy



I. The 'old' Paradigm: Stratification Effects

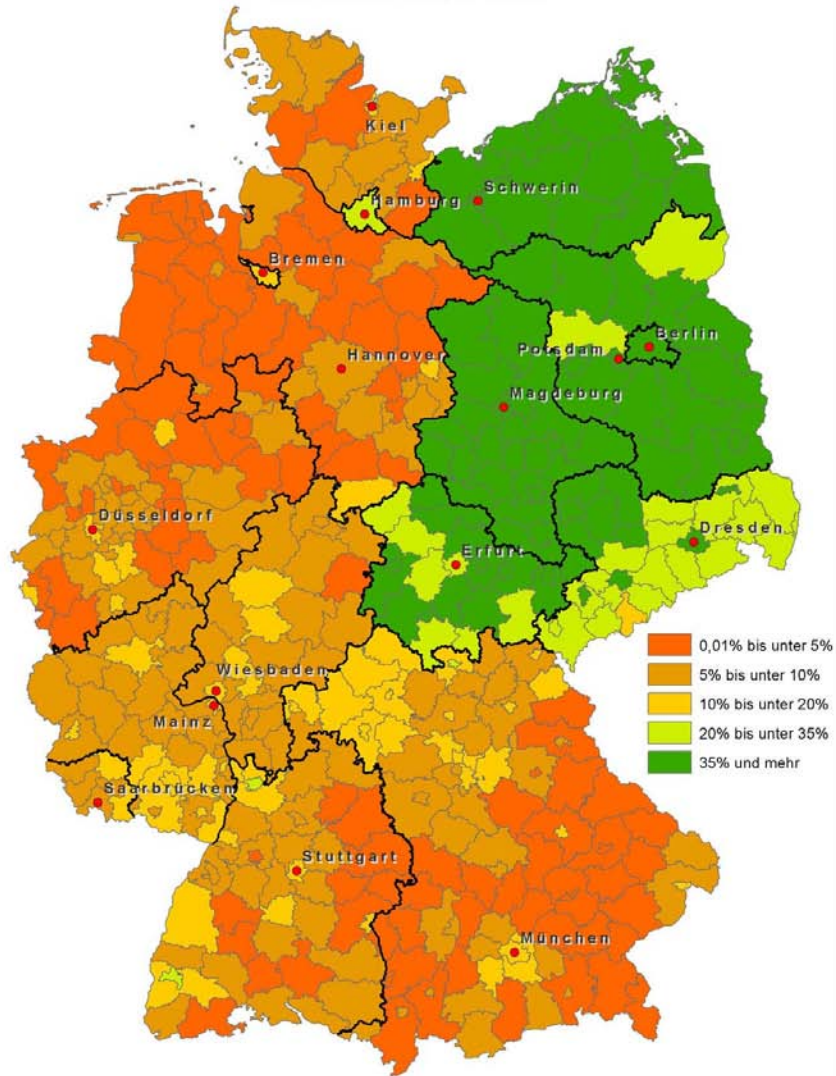
- Social rights based on motherhood/ parenthood
 - 1955 Child allowance and child tax credits
 - 1979 paid maternity leave for working mothers
 - 1986 parental leave scheme: means-tested, low benefit provided incentives esp. for working-class women to withdraw from the labor market

I. The 'old' Paradigm: Stratification Effects

- Social rights derived from marital status
 - 1958 Joint taxation and tax splitting for married couples leads to tax penalties for a secondary income
 - 1950s family based claims in the social security system

- 'service poor' welfare state
 - insufficient pre-school care, esp. for infants (enrollment rate in 2007: 15.5%)
 - half-day care and schooling

Schaubild A1:
Betreuungsquoten der Kinder im Alter von 0 bis unter 3 Jahren in
den Kreisen am 15.03.2006 ¹⁾



1) Kinder in Kindertageseinrichtungen und Kinder in öffentlich geförderter Kindertagespflege, die nicht zusätzlich eine Kindertageseinrichtung oder eine Ganztagschule besuchen, je 100 Kinder in dieser Altersgruppe

I. The 'old' Paradigm: Stratification Effects

worse position of women, esp. mothers

- on the labor market:
 - labor market segregation and gender wage gap
 - female employment rate is rising (59% in 2004), but still relatively low, esp. for mothers
 - problems for mothers returning to the labor market
 - predominance of part-time work

- in the social security system

- low fertility rate (1,33 in 2006)

II. Research Questions and Hypotheses (1)

1. How does the interplay of (de-)familialisation, (de-)commodification and stratification in German family policy change in the current reforms of parenting time and benefits?

Hyp 1: The reforms signal a paradigm shift in family policy due to

- a stronger emphasis on the commodification of mothers
- a new policy objective: raising the birth rate

II. Research Questions and Hypotheses (2)

2. What are the implications of the reforms in terms of social inequality?

Hyp 2: The reforms leads to increasing inequalities between parents / mothers according to their position on the labor market

III. Current Reforms of German Family Policy: The new Parenting Time / Benefit

1. Situation before the Reform (2001-2006):

- Maximum of three years parenting time
- two years 300 € (39,000 ¥) or one year 450 € (58,500 ¥) monthly
- Income ceiling for couples: 30,000 / 16,500 € p.a. (3,900,000 / 2,145,000 ¥)

III. Current Reforms of German Family Policy: The new Parenting Time / Benefit

2. Contents of the 2007 Reform

- Conversion of benefit from transfer payment into earnings-replacement benefit (67 % of net income)
- Two additional partner months Restriction of duration of receipt from 24 to 12 months
- Ceiling of benefit: 1.800 € (234,000 ¥)
- Basic allowance: 300 € (39,000 ¥)

III. **Current Reforms of German Family Policy: The new Parenting Time / Benefit**

2. **Objectives of the 2007 Reform**

1. *Social Policy:*

to safeguard the economic existence of parents without social security benefits

2. *Gender Policy:*

- to promote the employment of mothers
- to promote the participation of fathers in care work

3. *Demographic:*

to rise the birth rate

3. Consequences

1. To safeguard the economic existence of parents

as of earnings replacement and restriction of duration:

- middle / high mothers respectively parents win
- low / no income mothers respectively parents lose

Statistics for 2007:

56 % of all recipients got only up to 500 € (65,000 ¥); women overrepresented

only 5.8 % got 1,500 € (195,000 ¥) or more; men overrepresented

3. Consequences

1. To safeguard the economic existence of parents

“In contrast to social assistance or unemployment benefit II, parenting benefit is not a state welfare benefit. (...) It is more the case that the necessary minimum gaps to earned income are maintained and **positive incentives to take up gainful employment** are created” (BMFSFJ 2006).

→ **workfare** instead of safeguarding the existence of low-wage parents

3. Consequences

2. a) To rise the care work of fathers

increase from 3.5 % male in 2006 to 10.5 % in 2007

BUT: 61.1 % of them took only up to 2 months

men + 12 month: 1.9 % of all

men + more than 1.500 € 0.2 % of all

b) To rise the employment of mothers according to the 'adult worker model'

→ still problems of reconciliation:
childcare, working conditions

3. Consequences

3. To rise the birth rate

aims obviously especially at highly qualified mothers

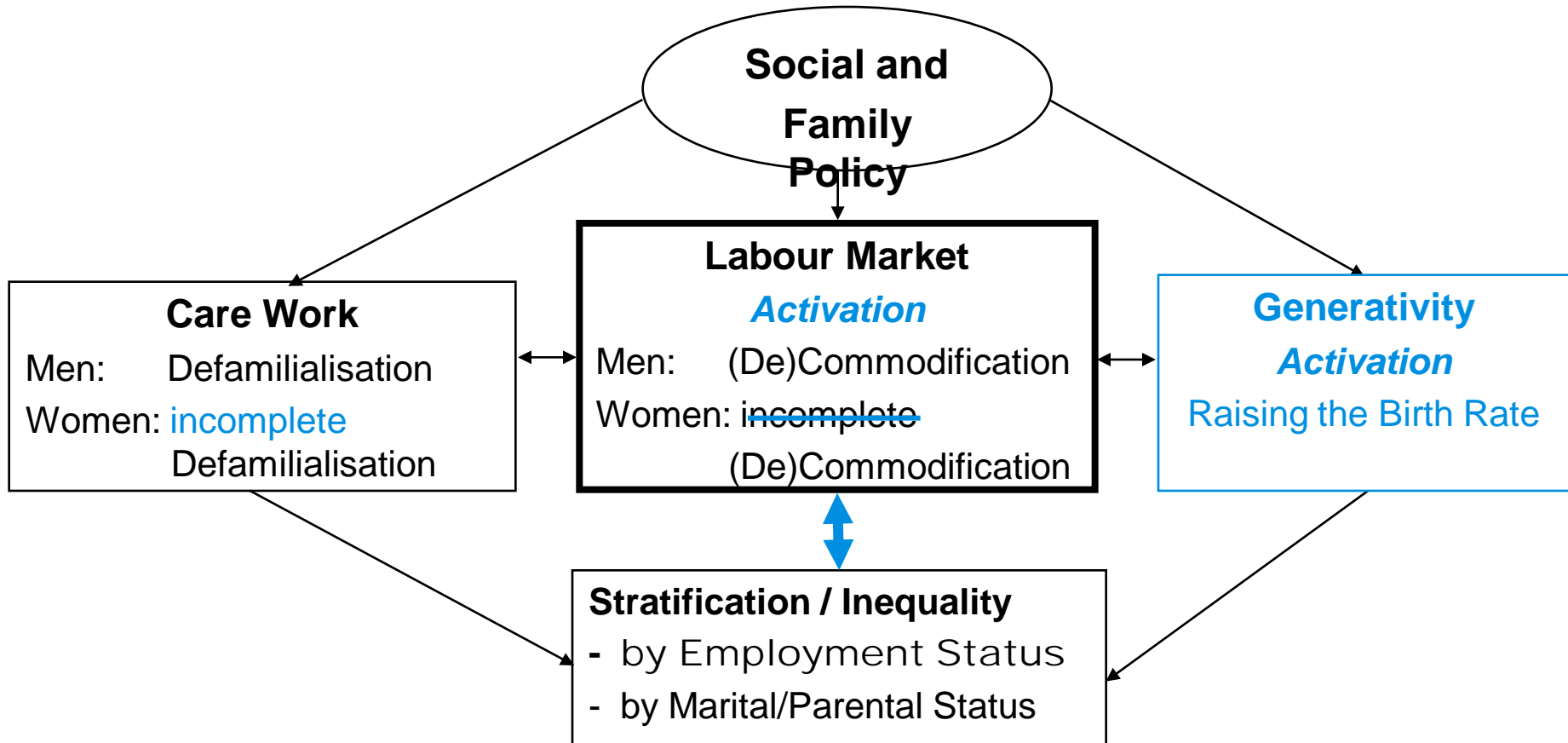
increase from 1.33 in 2006 to 1.37 in 2007

BUT questionable as of

- uncertain stability of this trend
- parenting benefit might not be the (only) cause

→ goal attainment uncertain because of multiple dimensions of fertility decisions

IV. A new Paradigm in Family Policy?



V. Implications in Terms of Social Inequality

- Increasing inequalities between parents / mothers according to their chances on the labor market
- **‘Exclusive Emancipation’** for highly qualified mothers rather than gender equality

Thank you for your attention!

Annette Henninger & Christine Wimbauer

Emmy-Noether-Junior Research Group

„Love“, Work, Recognition –

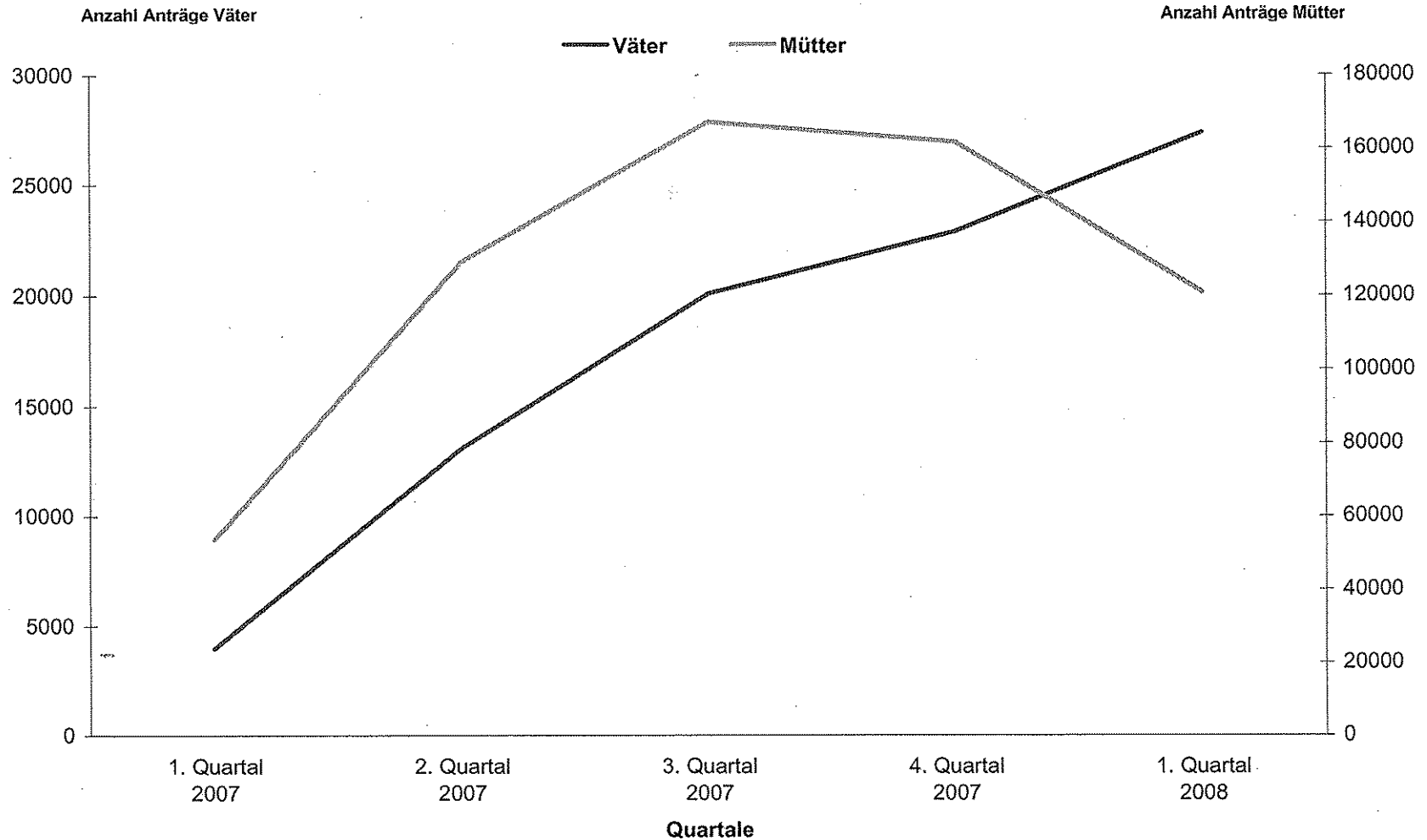
Recognition and Inequality in Dual Career Couples

<http://www.wzb.eu/bal/laa/>

henninger@wzb.eu

wimbauer@wzb.eu

Bewilligte Anträge insgesamt Januar 2007 bis März 2008 für 2007 geborene Kinder nach Geschlecht der Beziehenden



Statistisches Bundesamt, Öffentliche Sozialleistungen. Statistik zum Elterngeld – Elterngeld für Geburten 2007 – Anträge Januar 2007 bis März 2008, Wiesbaden 2008