



WESTFÄLISCHE
WILHELMS-UNIVERSITÄT
MÜNSTER

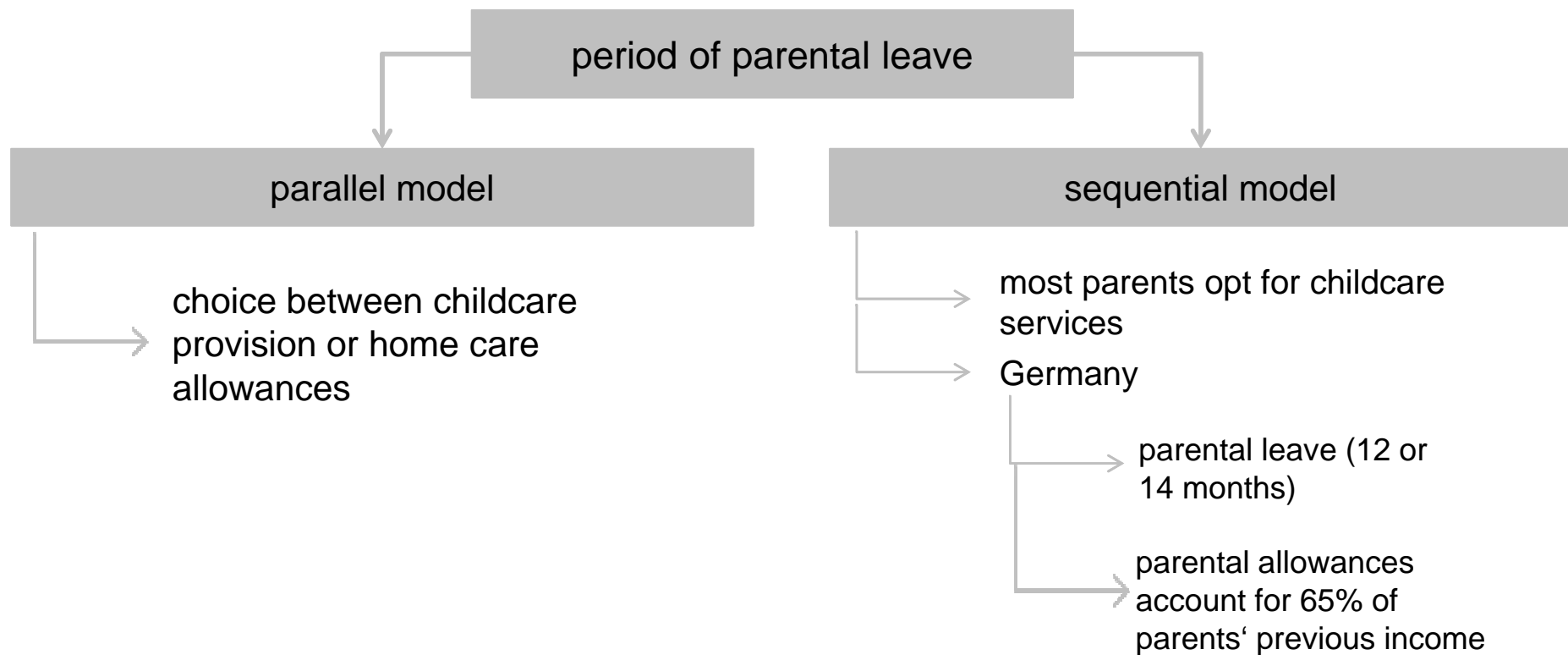
Choice and equal access in early childhood education and care: the case of Germany

UEL Docklands Campus
Monday 12 December 2016

ECEC in Europe

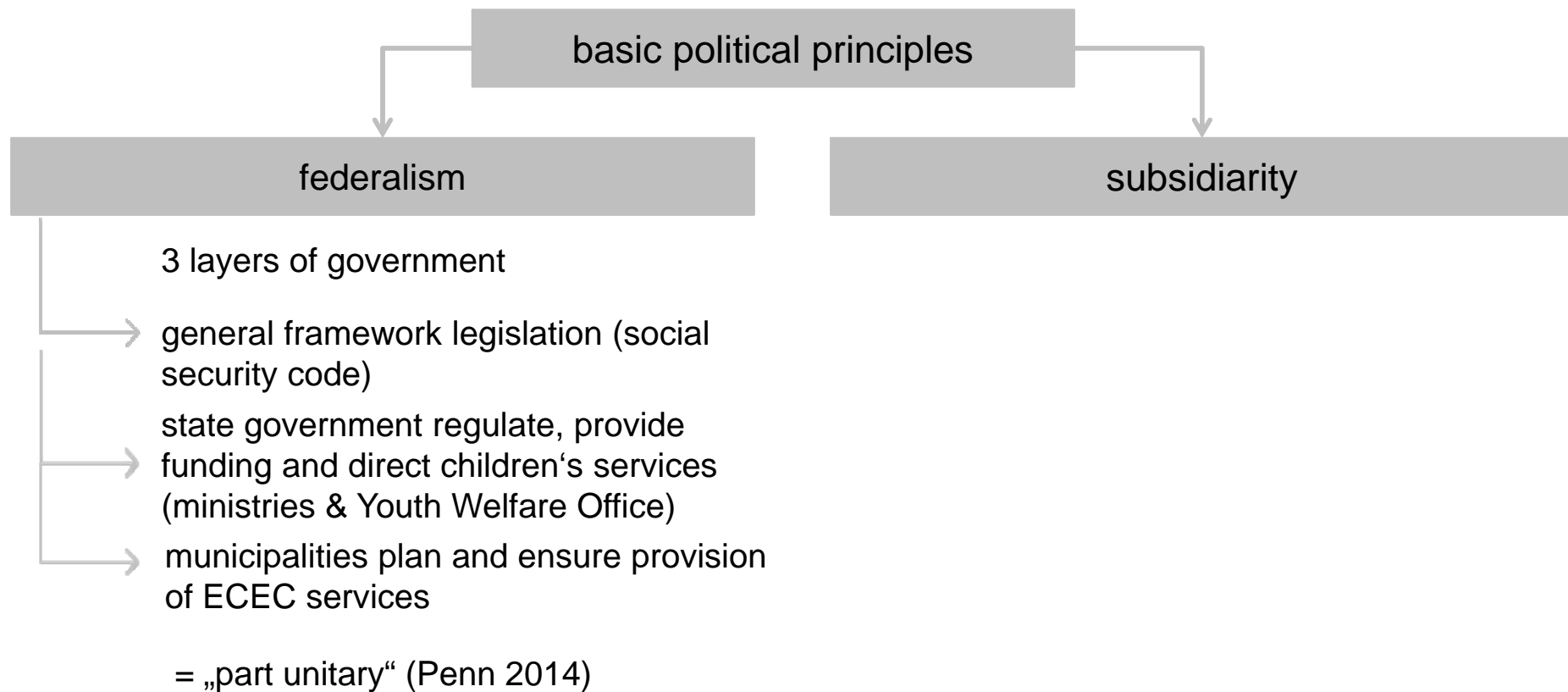
- common agenda (education, labour market, social justice)
- systems of early childhood provision vary greatly between European countries (Plantenga & Remery 2009; Penn & Lloyd 2013; Penn 2014)
- How do system characteristics relate to choice, equity, and quality?

Models of day-care practice



Plantenga & Remery 2009

ECEC system in Germany



ECEC system in Germany

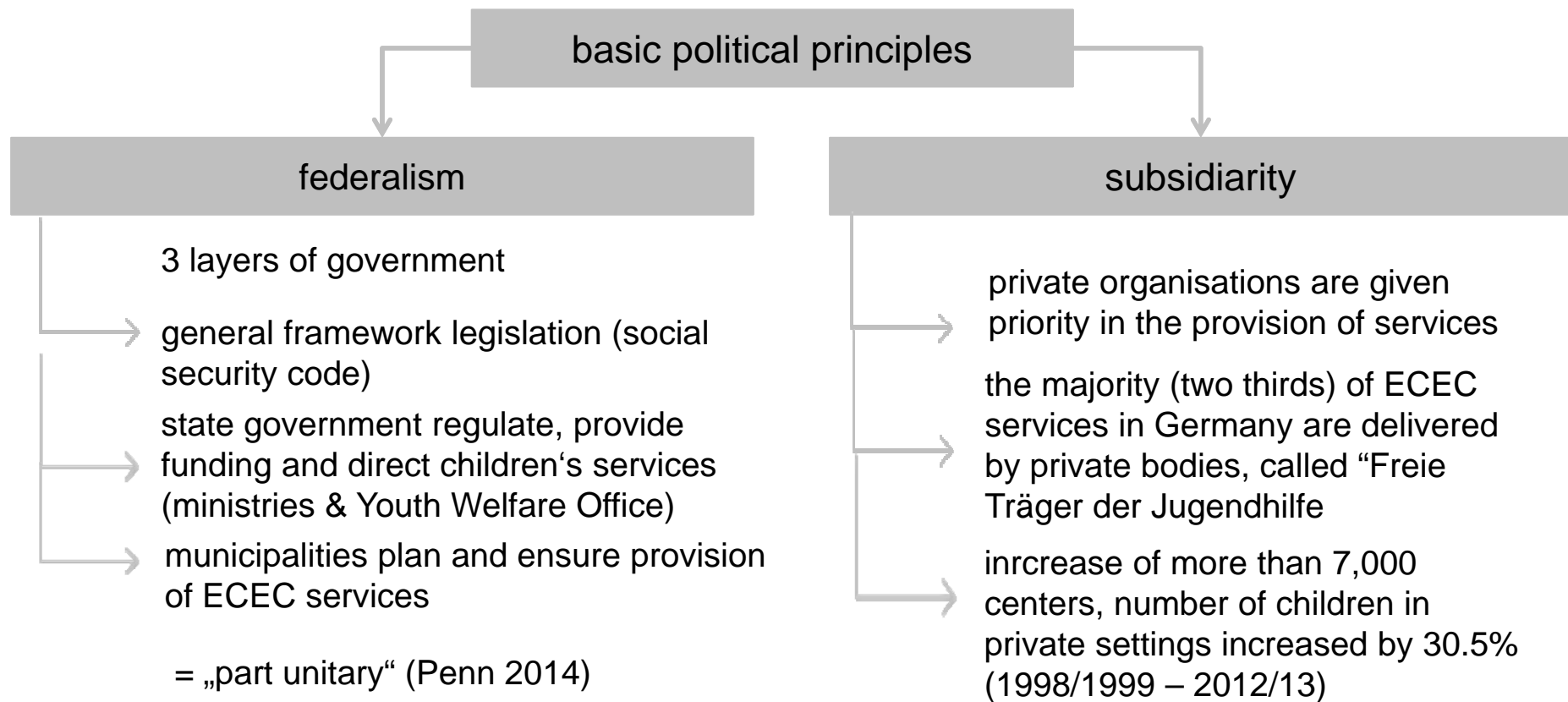
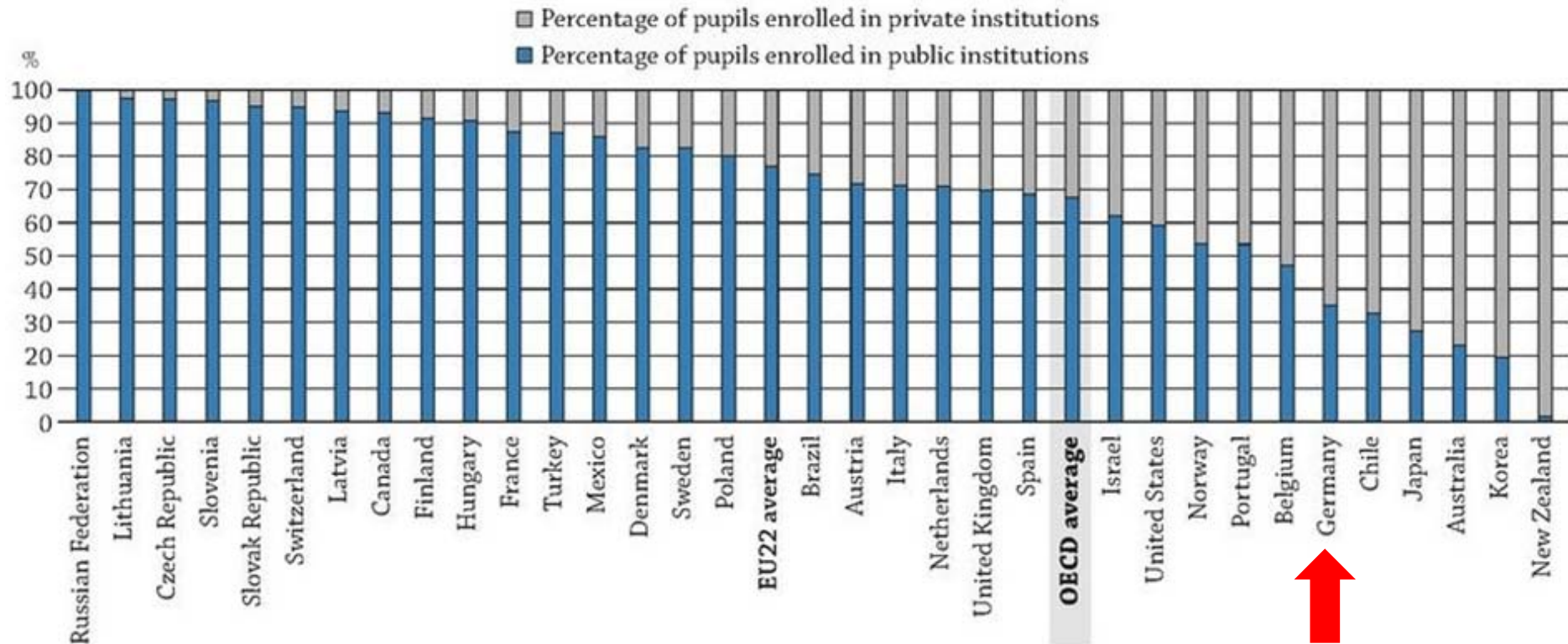


Figure C2.3. Percentage of pupils enrolled in public and private institutions in pre-primary education (2014)



Countries are ranked in descending order of the percentage of pupils enrolled in public institutions in pre-primary education.

Source: OECD. Table C2.2. See Annex 3 for notes (www.oecd.org/education/education-at-a-glance-19991487.htm).

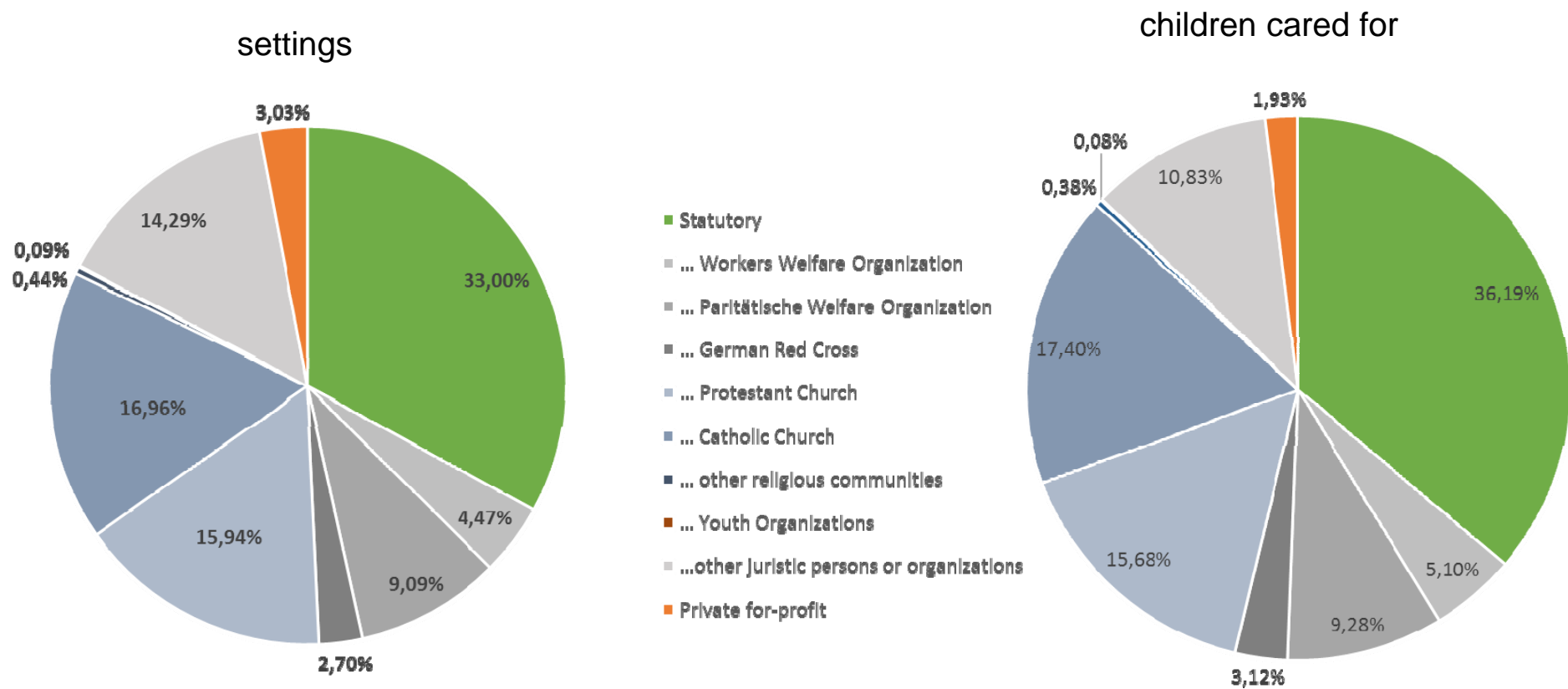
StatLink <http://dx.doi.org/10.1787/888933398366>

OECD 2016

ECEC system as a ,childcare market‘

- inequalities if private and state provision co-exist within a mixed economy (Lloyd 2013)
- private providers are eligible for generous state subsidies
- state funding is supply led
- licensing and regulatory regimes
 - number of places, opening hours, parent fees, building requirements and maintenance, group size, staff-child ratios and space
 - standards are monitored by Youth Welfare Office
- mechanisms allow governments to intervene in childcare markets (Lloyd & Penn 2014)
 - more homogenous, integrated and universal
 - little room for profits

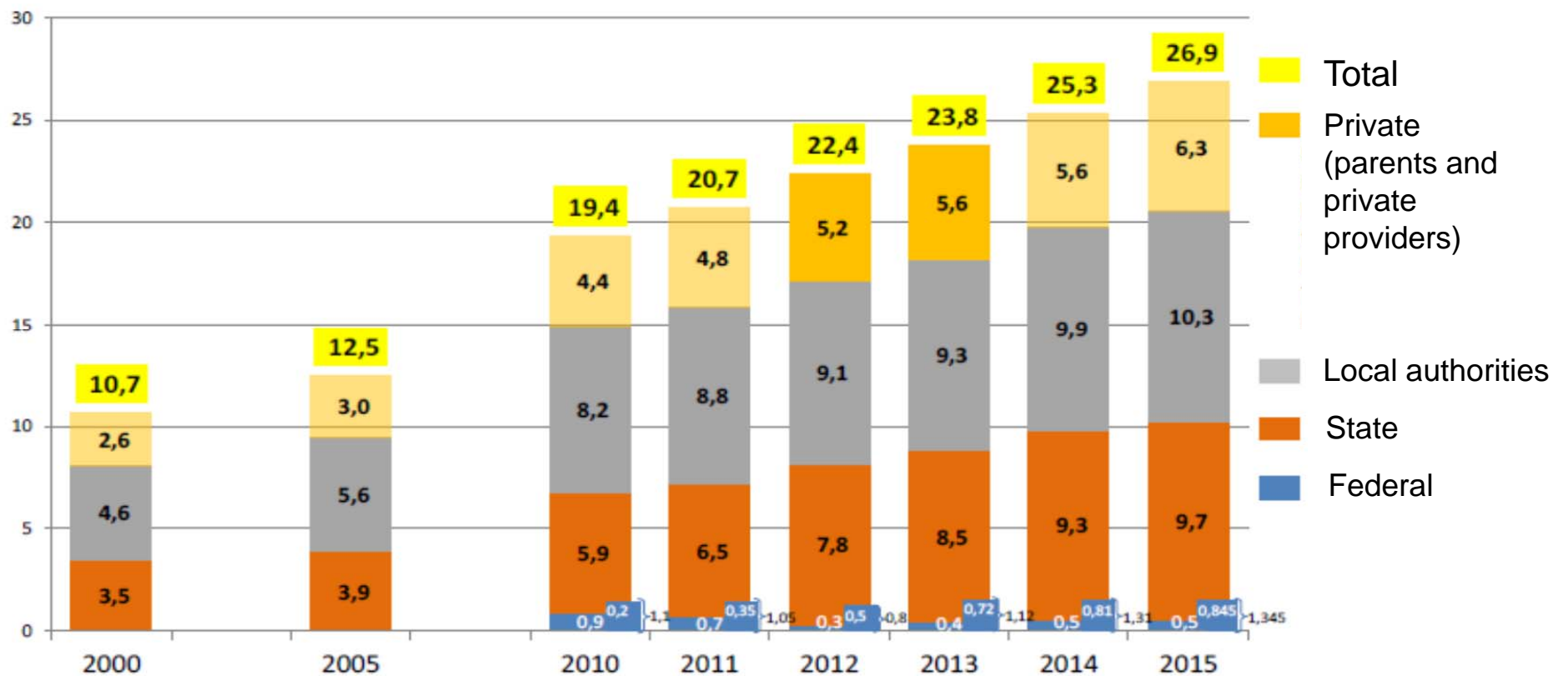
Structure of the German ECEC market



ECEC - system as a ,childcare market‘

- „social markets“ (OECD 2006, p.119)
- A network of mixed provision leads to choice and innovation while a sense of national and community responsibility for services remains.
- Such „public supply-side investment models managed by public authorities brings more uniform quality and superior coverage of childhood populations.“ (OECD 2006, p. 114)

Expense for ECEC services in Germany in Billion Euro



Federal Ministry of Family Affairs, Senior Citizens, Women and Youth 2016, p. 60)

Funding of ECEC

- Parental costs differ by region and municipality
 - in 2012, parents had to pay between 7% and more than 20%
- Different regulations in states
 - in ten states they have to pay for the services all the time
 - Hamburg does not collect charges at all
- parental fee-capping
 - income-related fee but low-income households are charged relatively more
 - informal care arrangements are more expensive
 - duration and age is relevant, sometimes siblings are given a “discount”

Funding of the ECEC

| Kinder unter 3 Jahre, monatliche Betreuung | | | | | | | | | |
|---|--------------------|--------------------|--------------------|---------------------|---------------------|---------------------|---------------------|---------------------|----------------------|
| Jahres-Brutto-einkommen | bis 45 Std. | bis 65 Std. | bis 90 Std. | bis 110 Std. | bis 130 Std. | bis 155 Std. | bis 175 Std. | bis 195 Std. | über 195 Std. |
| bis 37.000 € | 0 € | 0 € | 0 € | 0 € | 0 € | 0 € | 0 € | 0 € | 0 € |
| bis 50.000 € | 51 € | 74 € | 102 € | 124 € | 147 € | 169 € | 197 € | 219 € | 248 € |
| bis 62.000 € | 67 € | 98 € | 134 € | 165 € | 194 € | 224 € | 261 € | 291 € | 329 € |
| bis 75.000 € | 77 € | 110 € | 152 € | 187 € | 221 € | 254 € | 296 € | 329 € | 373 € |
| bis 85.000 € | 92 € | 132 € | 183 € | 224 € | 265 € | 305 € | 355 € | 395 € | 447 € |
| bis 95.000 € | 110 € | 159 € | 219 € | 269 € | 318 € | 366 € | 426 € | 474 € | 537 € |
| bis 105.000 € | 116 € | 166 € | 230 € | 282 € | 333 € | 383 € | 447 € | 496 € | 562 € |
| bis 125.000 € | 127 € | 183 € | 253 € | 310 € | 366 € | 422 € | 491 € | 546 € | 619 € |
| bis 150.000 € | 140 € | 201 € | 278 € | 341 € | 402 € | 464 € | 540 € | 601 € | 680 € |
| über 150.000 € | 154 € | 221 € | 306 € | 375 € | 443 € | 510 € | 595 € | 661 € | 748 € |

Monthly parental costs in Münster (August 2014)

Funding of the ECEC

| Einkommen im Jahr (Gesamtbrutto) | Wöchentliche Betreuungszeit Kindertagespflege | | | | | | | |
|-------------------------------------|---|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| | bis 10 Std. | bis 15 Std. | bis 20 Std. | bis 25 Std. | bis 30 Std. | bis 35 Std. | bis 40 Std. | bis 45 Std. |
| bis 17.500 € | 0,00 € | 0,00 € | 0,00 € | 0,00 € | 0,00 € | 0,00 € | 0,00 € | 0,00 € |
| bis 25.000 € | 18,00 € | 26,00 € | 36,00 € | 44,00 € | 52,00 € | 60,00 € | 70,00 € | 88,00 € |
| bis 37.000 € | 36,00 € | 52,00 € | 72,00 € | 88,00 € | 104,00 € | 120,00 € | 140,00 € | 176,00 € |
| bis 49.000 € | 54,00 € | 78,00 € | 108,00 € | 132,00 € | 156,00 € | 180,00 € | 210,00 € | 264,00 € |
| bis 61.000 € | 72,00 € | 104,00 € | 144,00 € | 176,00 € | 208,00 € | 240,00 € | 280,00 € | 352,00 € |
| über 61.000 € | 81,00 € | 117,00 € | 162,00 € | 198,00 € | 234,00 € | 270,00 € | 315,00 € | 396,00 € |

Monthly parental costs in Hamm (August 2014)

Excluded are allowances for food and other additional costs

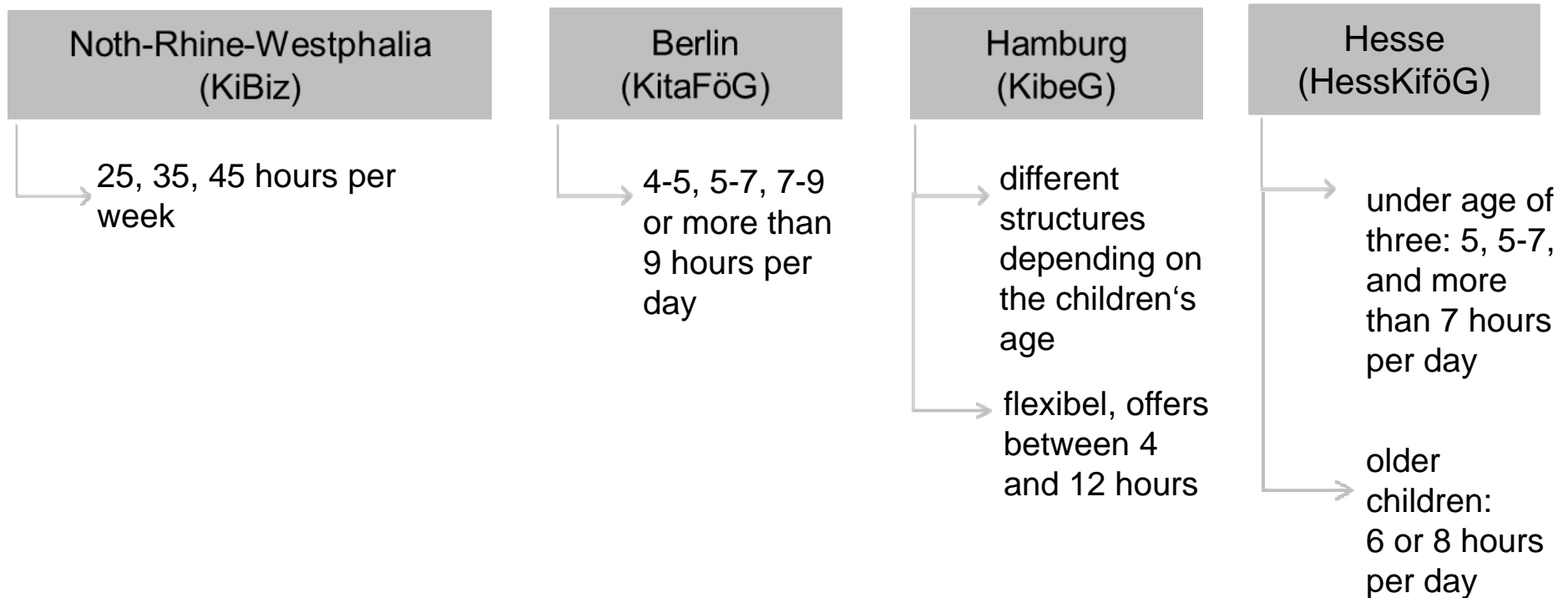
Entitlement

- ECEC in Germany as universal system = available to all children by choice
- children aged 3 + have right to visit a childcare centre since 1996
- entitlement has been expanded to all children aged 1 + (1st August 2013)
- younger children have the right to provision if
 - parents work, job-seeking, in school or other kind of training; live on benefits; or if it is required from the perspective of the child's development
- provision is not based on center-based day-care or preschool alone
 - includes a more non-formal sector based on in-home family day-care
 - qualified childminder takes care of a maximum of five children in his/her own home
 - organized and controlled for by public structure

Daily hours in entitlement

- the law on the federal level does not specify daily hours children are entitled to
- some states specify this in implemenation laws
 - varies between 4 to 10 hours daily
 - half-day / part-time vs. full-day arrangement
- childminders can be booked for any number of hours
- in centre-based childcare half- and full-day provision is pre-specified

Daily hours in centre-based ECEC



Expansion and quality improvement

2005 TAG

- additional 230,000 places in day care centres or in-home family day care until 2010
- in-home family day care is declared equally ranking to centre-based day care
- Definition of quality standards

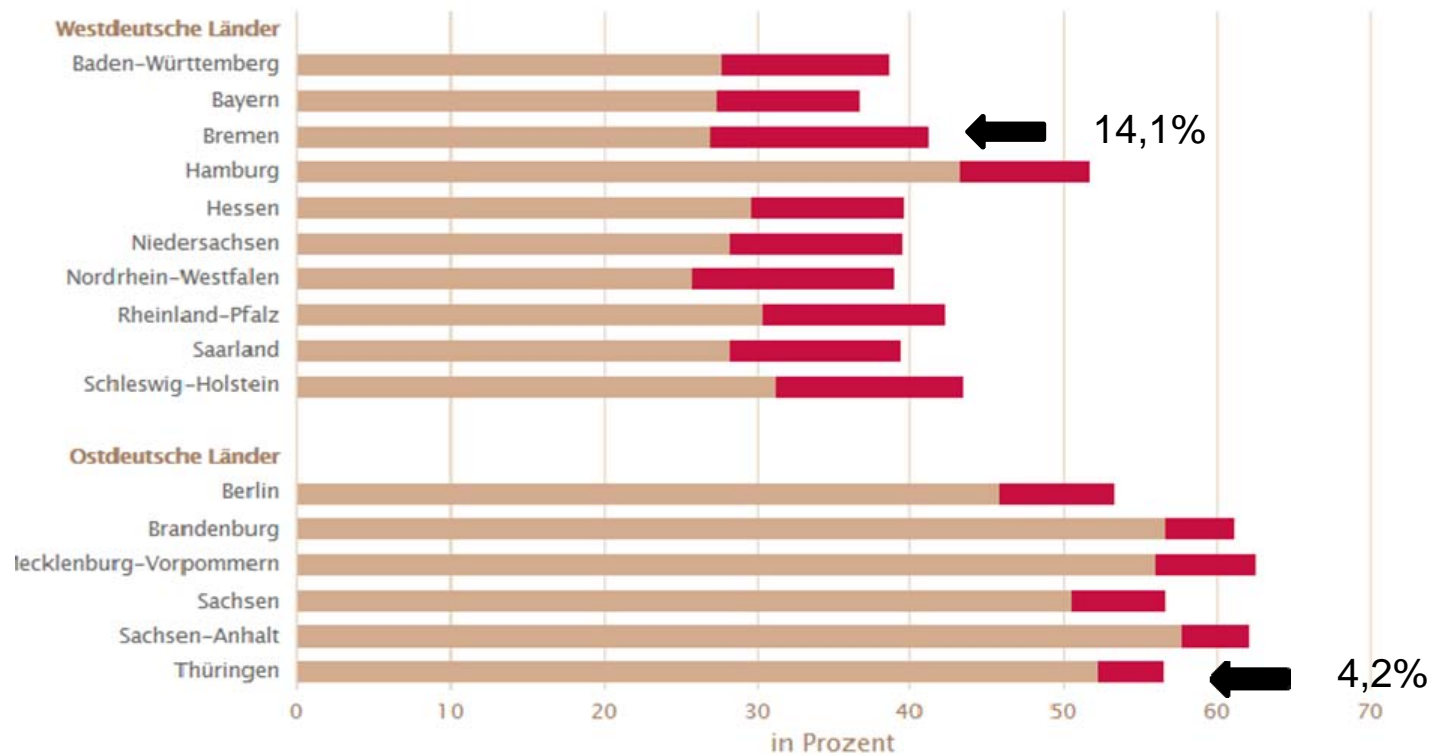
2008 KiFöG

- declare that until 2013 ECEC coverage should meet parents' demand
- 30% of the places are to be generated within in-home family day care

Coverage

- Increase from 2008 to 2014:
 - from 12.1% to 27.4% in the former Western states
 - from 41.9% to 52.0% in the former Eastern states
- in 2015:
 - 95.3% of all children aged three to under six
 - 32.9% for children under the age of three
- major differences between the states
 - coverage ranges from 25.9% to more than 50%

Discrepancies between provision and demand



Supply and parents' demand

- Higher demand than provision restricts choice
- Socially biased participation
- study that analysed parents' demand and supply structure on the level of municipalities showed that:
 1. families participating in ECEC are usually also participating in the labour market, are highly educated and do not have a migration background;
 2. families not participating although wanting to are planning to go back to work, are also quite educated but do often have a migration background;
 3. families who do not want to participate are rather uneducated and hardly in-clined to participate in the labour market.

Fuchs-Rechlin et al. 2014

Participation rates

| | All | Migration | No Migration |
|--------------------|-----|-----------|--------------|
| under age of three | 33 | 22 | 38 |
| over age of three | 95 | 90 | 97 |

Participation rate of children in the German ECEC system in 2015 (in%)

→ Inequalities decrease when participation increases

Parental choice

- Hypothesis: If services become more accessible for all, privileged families try to find new ways to reproduce their social advantage (Wolf 2002; Brooks & Waters 2009; all & Nikita 2014)
- parents are free to choose any ECEC setting according to their preference
- power as service consumers has been strengthened in the last decade by the introduction of market mechanisms like demand-oriented funding principles
- not all parents are equally able to make an informed choice
- parental preferences and their decision making differ as a function of family characteristics and resources and might lead to segregation

Segregation in the German ECEC system

- not much research
 - settings' proportions of migrant children or children from families with low SES, vary from zero to 70% or even more
 - 32% of the children who do not predominantly speak German at home visit ECEC centres in which more than 50% of all children do not speak German at home either

Role of type of provider

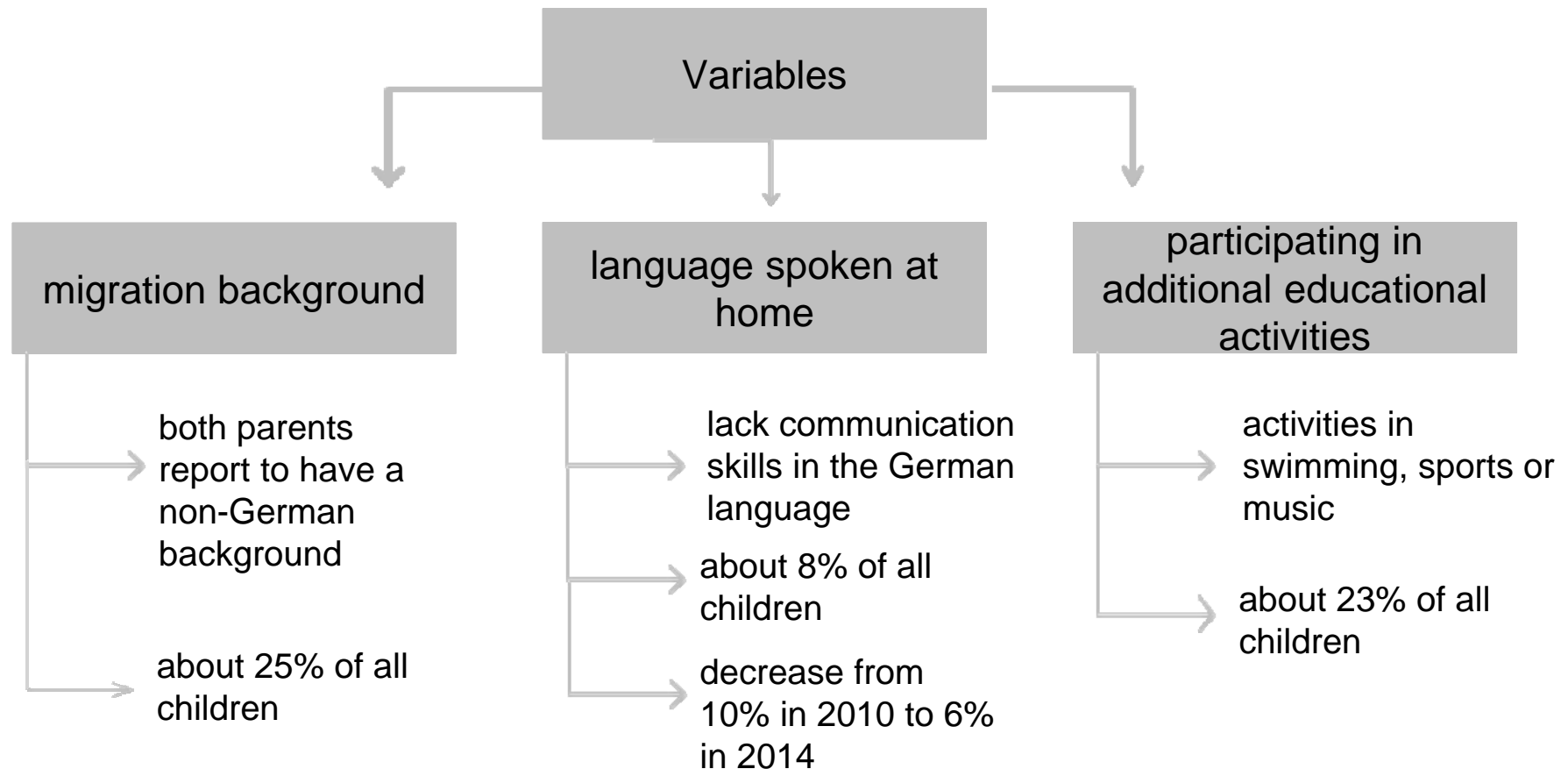
- school system: private or denomination schools can lead to segregation
- Early years researchers
 - commercial providers are said to be costly and selective (Lloyd & Penn 2014)
 - differentiation commercial vs. non-profit falls short of system complexities (not all commercial providers same segregating potential) (Ernst et al. 2014)
 - do not play a major role in the German system
 - What is the role of the private non-profit sector?
- Research questions:
 1. Are there any systematic differences in the type of provider children of certain population groups attend?
 2. Does this results in different demographic makeups of the settings?

Context of the study

- data from the city of Münster in North Rhine-Westphalia
- medium-sized city: 300,000 residents (rather wealthy, mainly middle and upper class)
- there are altogether 181 preschool settings
 - 51 parent-run centres
 - 47 Catholic Church
 - 19 Protestant Church
 - 29 statutory facilities
 - less than ten in the categories of each of the welfare organization and others

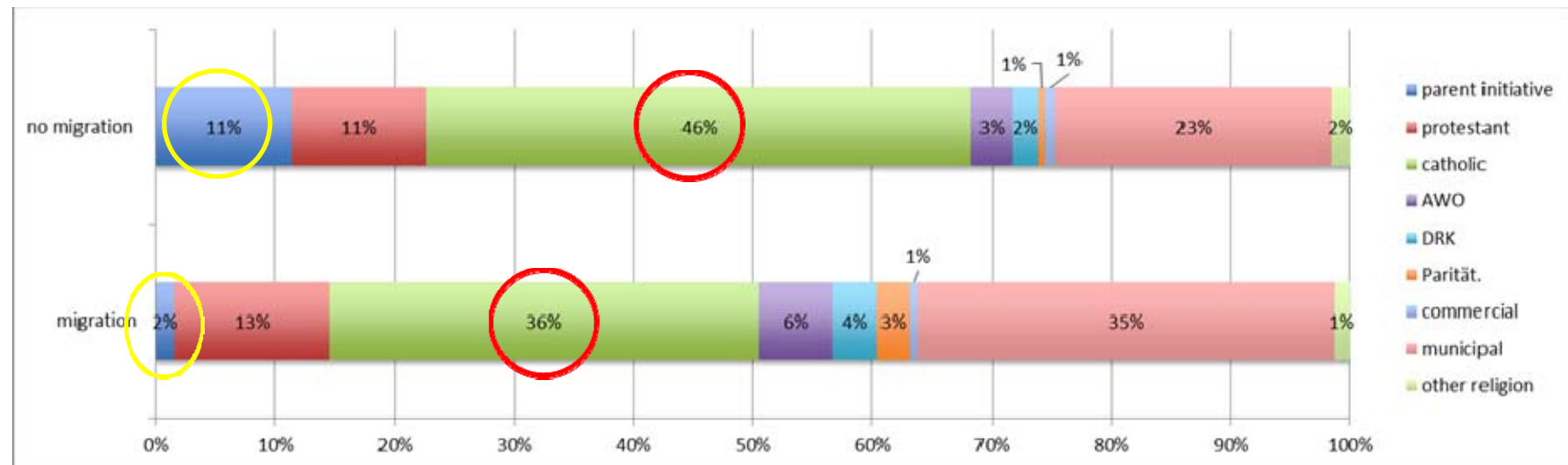
Data

- Information on preschool children attend from school entry examination (SEE)
 - obligatory for all children
 - about 2,500 children per year
 - Developmental assessment, background characteristics
- Presentation draws on different studies and analyses
 - number of used cohorts vary from five to eleven
 - sample sizes of 11,834 to 26,497



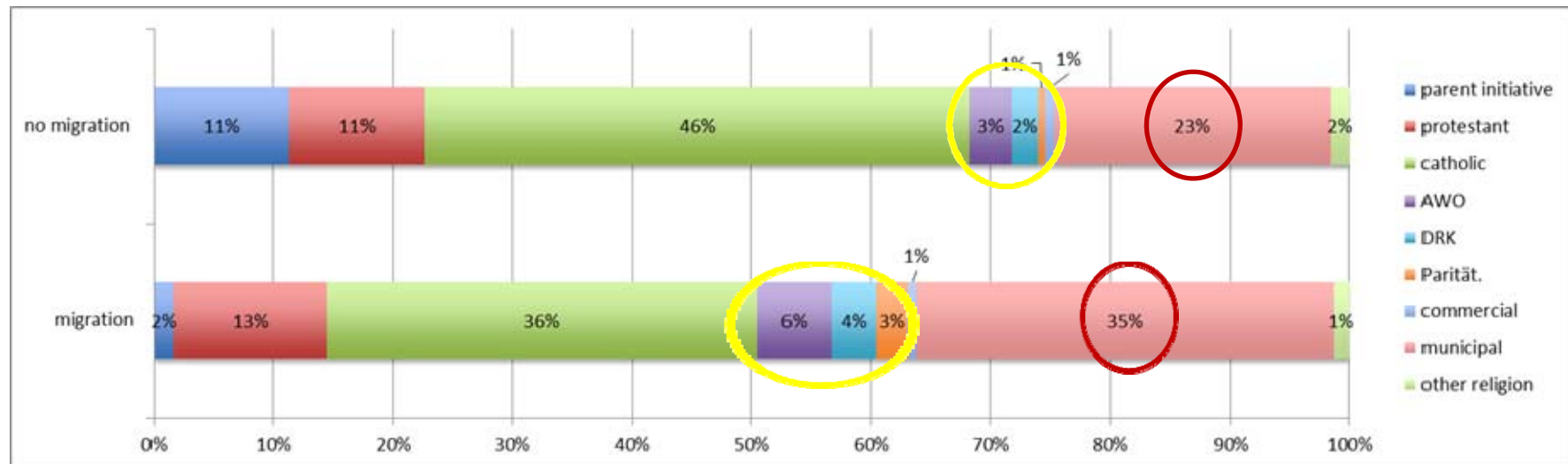
➡ informed by debate on risk factors that are linked to educational disadvantage

Type of provider by migration background



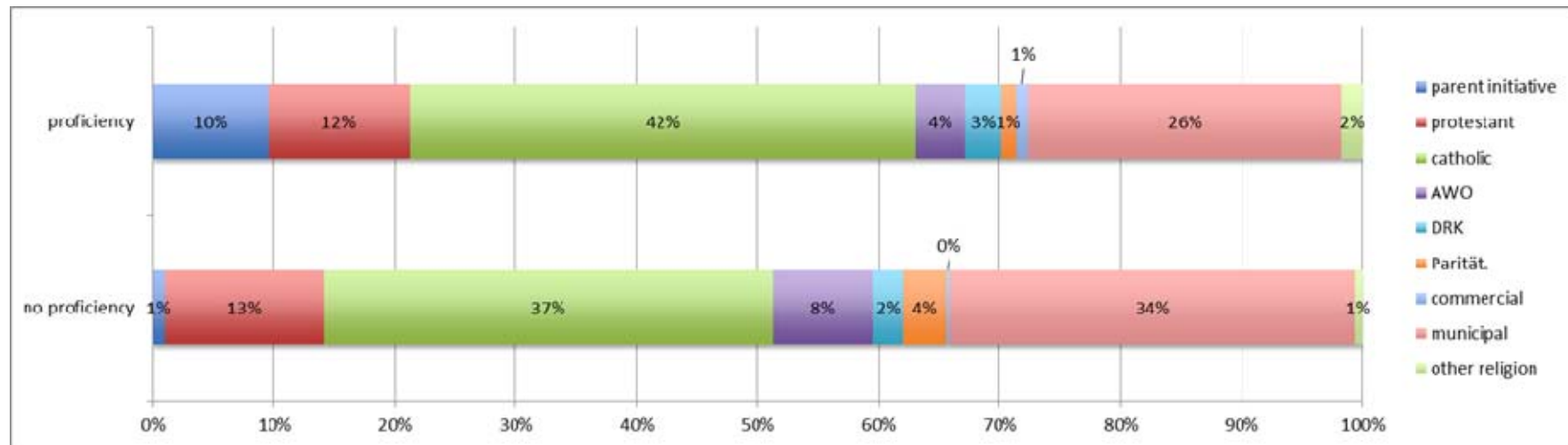
9 cohorts, 2006 to 2014, n = 21,547
(16,240 without migration, 5,095 with migration, 212 missing)

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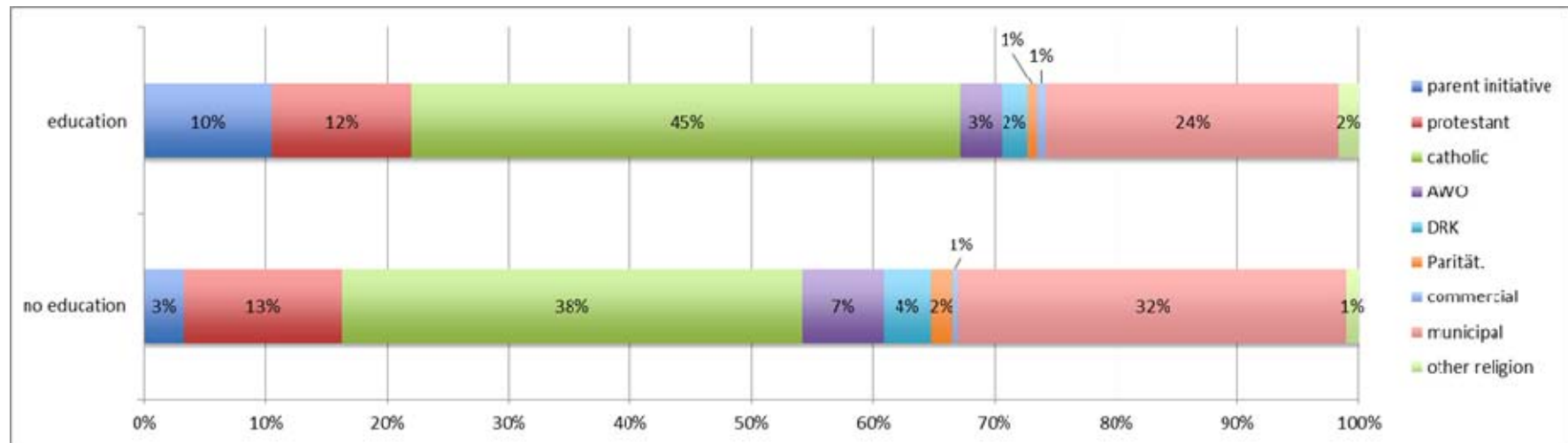
Type of provider by parental language skills



5 cohorts, 2010 to 2014, n = 11,834

(10,290 proficient in German, 978 not proficient in German, 566 missing)

Type of provider by additional educational experiences



11 cohorts, 2010 to 2014, n = 26,497

(19,690 with additional educational experiences, 6,198 without additional educational experiences, 609 missing)

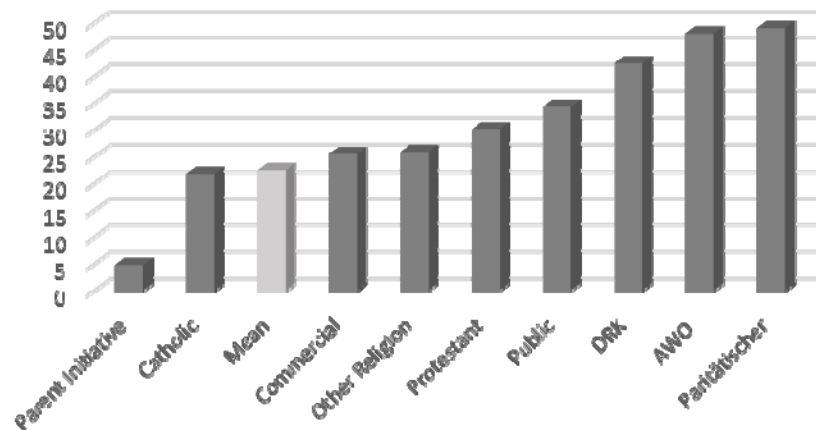
Odds Ratios

| | PI | PROT | CAT | AWO | DRK | PAR | COM | STAT | OR |
|-----------------|-------|------|------|------|------|------|------|------|------|
| Migration | 7,84 | 0,86 | 1,50 | 0,54 | 0,57 | 0,22 | 1,25 | 0,56 | 1,19 |
| Language Skills | 11,94 | 0,84 | 1,36 | 0,45 | 1,04 | 0,29 | 1,70 | 0,61 | 2,65 |
| Additional Ed. | 3,48 | 0,88 | 1,35 | 0,48 | 0,55 | 0,42 | 1,41 | 0,68 | 1,59 |

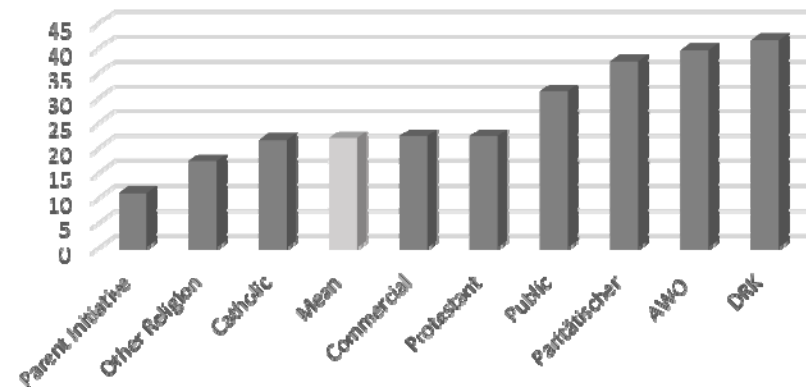
PI = Parent Initiatives, PROT = Protestant Church, CAT = Catholic Church, AWO = Workers Welfare Organization, DRK = German Red Cross, PAR = Paritätische Welfare Organization, COM = Commercial, STAT = Statutory, OR = Other Religion

Demographic makeup of settings within provider categories

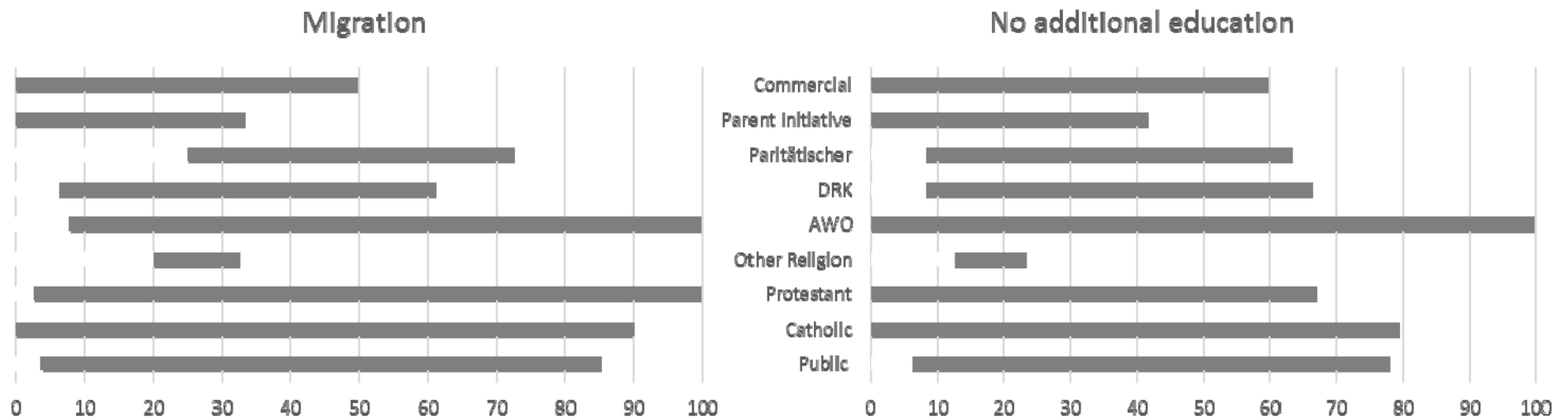
Proportion of children with migration background



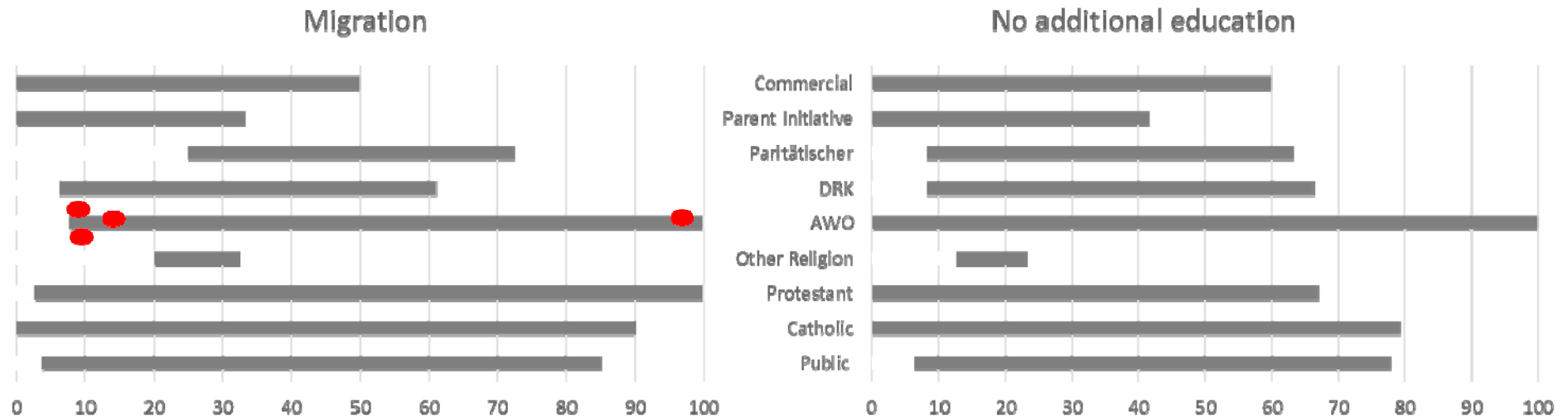
Proportion of children without additional education



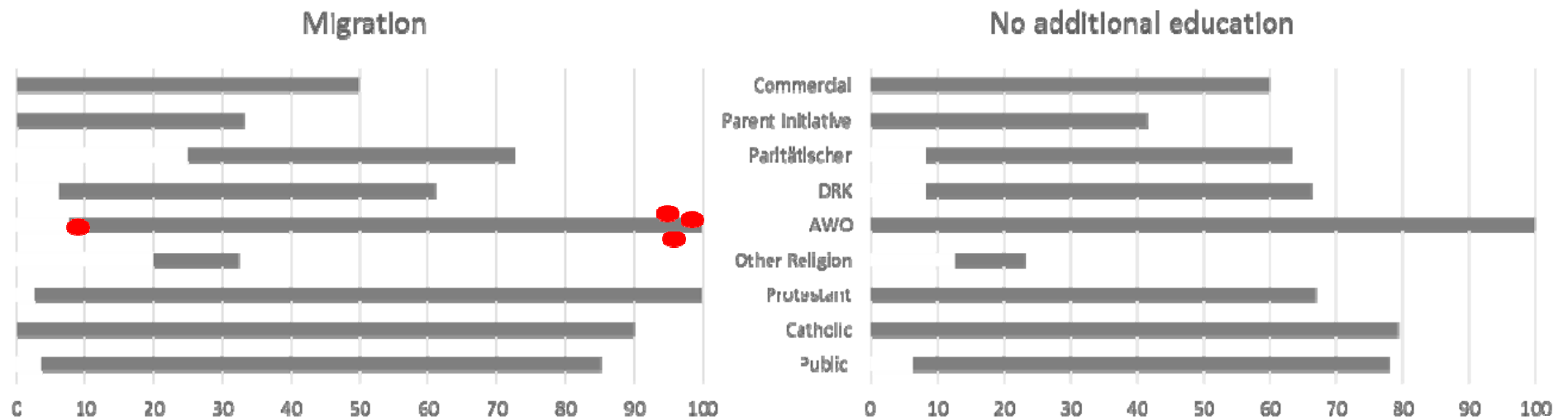
Spans of preschool composition within provider categories



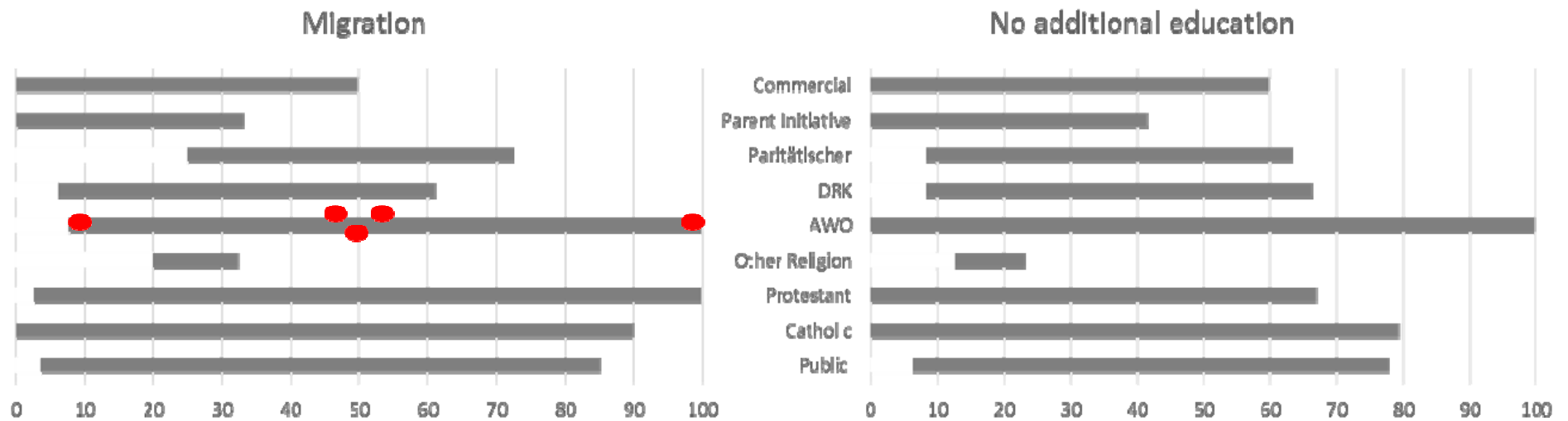
Spans of preschool composition within provider categories



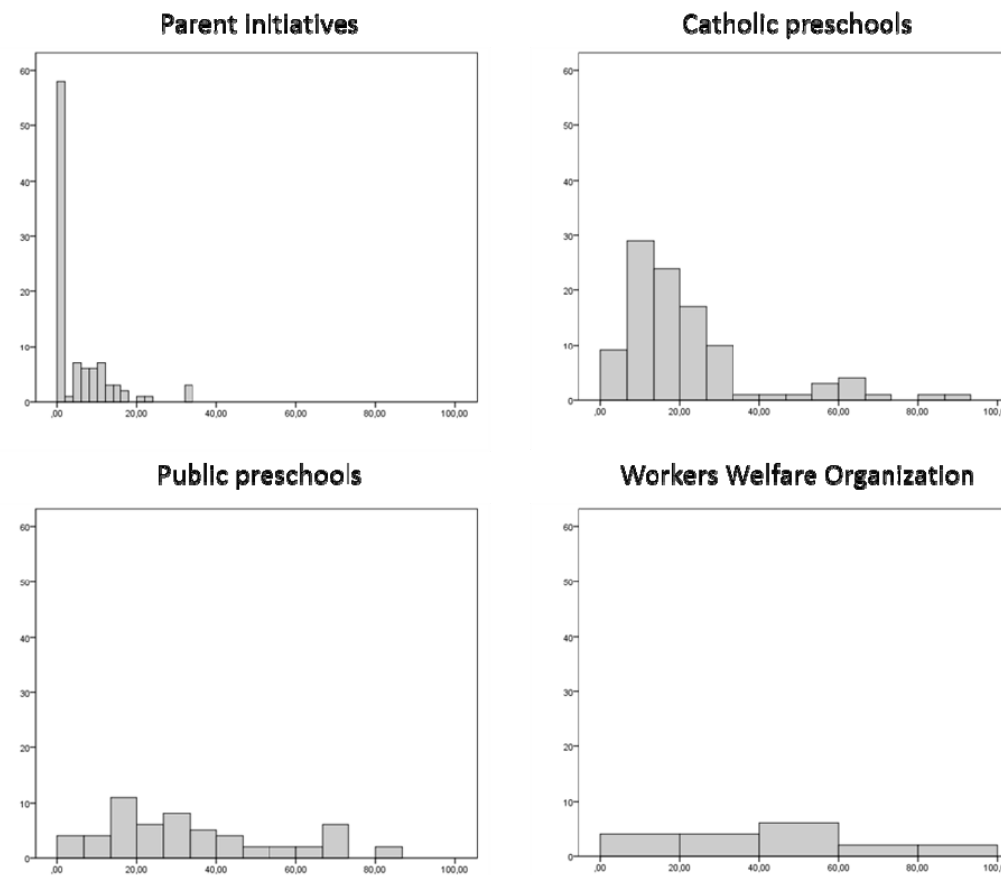
Spans of preschool composition within provider categories



Spans of preschool composition within provider categories



Distribution of provider's ECEC centres (% migrant children)



Conclusion

- segregation effect of catholic centres due to religion?
- extreme segregation effects of parent initiatives
 - result from efforts of advantage-seeking parents
 - parents find ways to reproduce social inequalities and maintain privileges
 - parents as providers implement access barriers which only certain parents are able to negotiate
- inequalities might only be tackled by centrally administered allocations systems

German ECEC system equitable?

| Pro | Contra |
|---|--|
| <ul style="list-style-type: none">• every child aged one or older is entitled to a place in early childhood education services• publicly funded• fee capping positively discriminate parents• childcare market mostly consists of non-profit players• regulation and standards• No home care subsidies | <ul style="list-style-type: none">• federalism as well as subsidiarity leads to regional variations• lack of sufficient provision especially for children under the age of three leads to socially biased participation• diverse provider structures create possibilities of distinction and segregation |



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Thank you for your attention!

nina.hogrebe@uni-muenster.de

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