

A German example on how to promote equality by monitoring the ECEC system

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Key Facts about ECEC in Germany

Legal Regulations

**Federal
government**

**CODE of Social
Law VIII:
Federal Law
for Child and Youth
Welfare**

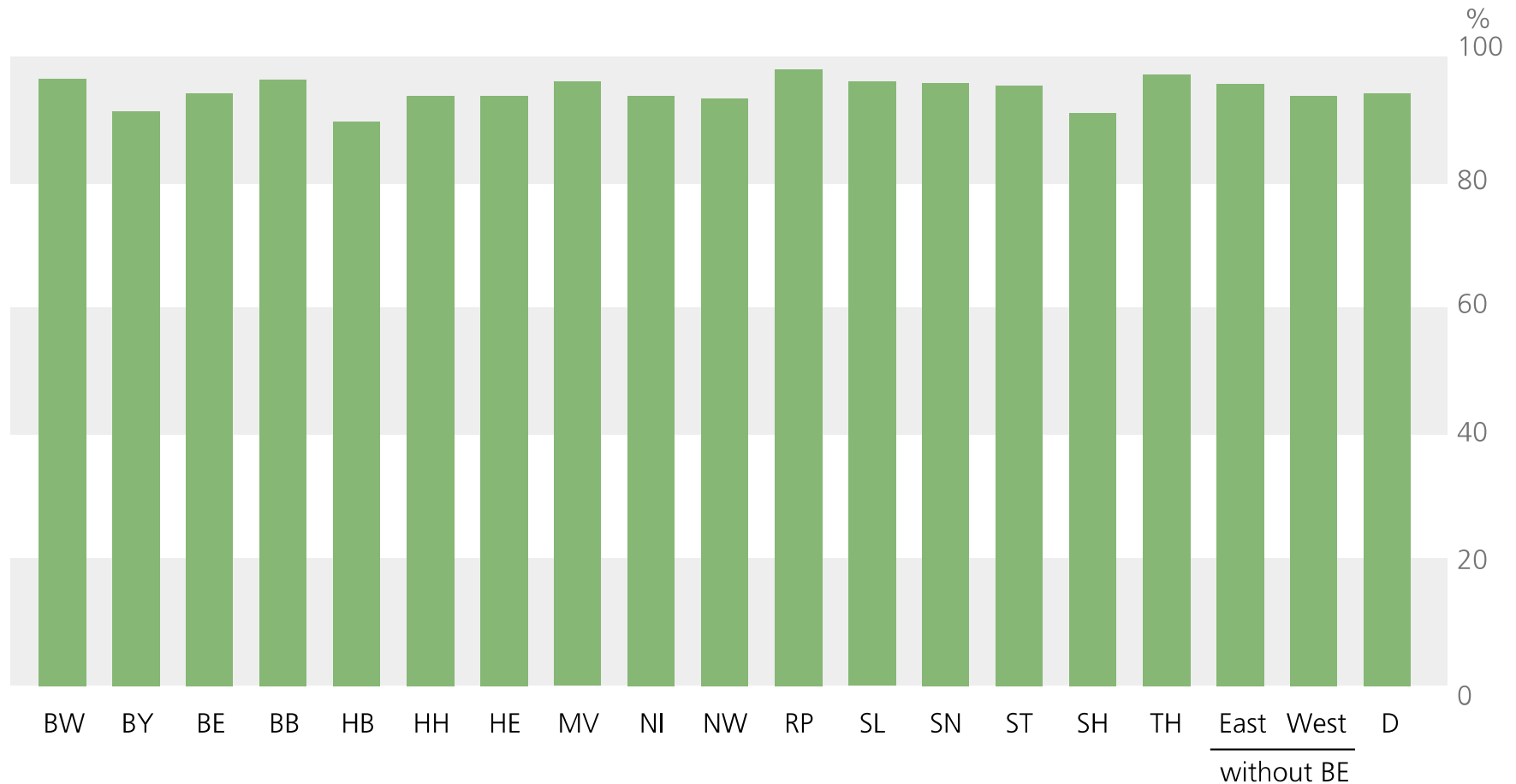


16 States

**16 State
implementation
laws**

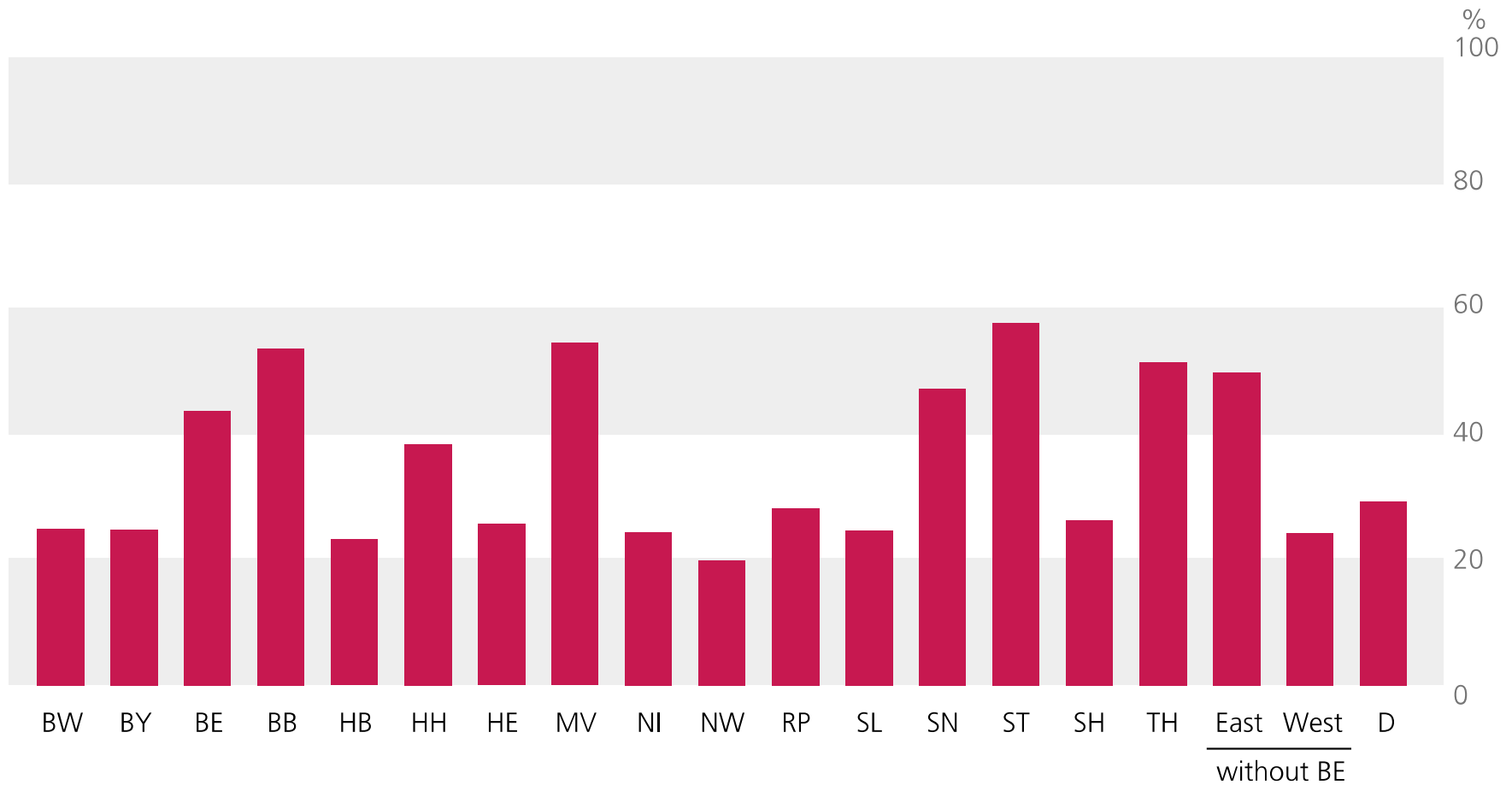
Participation rates of children in ECEC centers & day care in Germany

Children age 3–5 (school entry), March 1, 2013



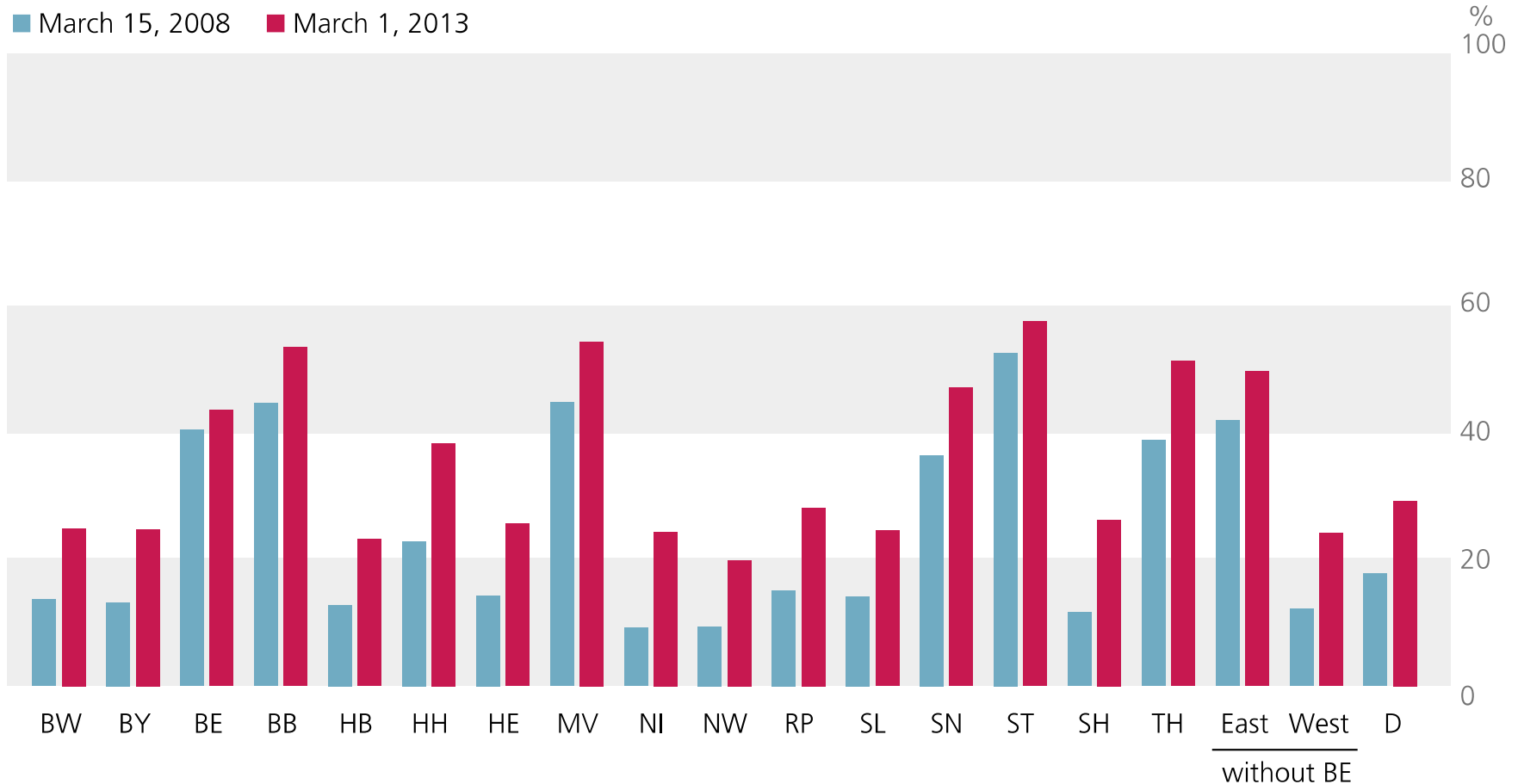
Participation rates of children in ECEC centers & day care in Germany

Children under age 3, March 1, 2013



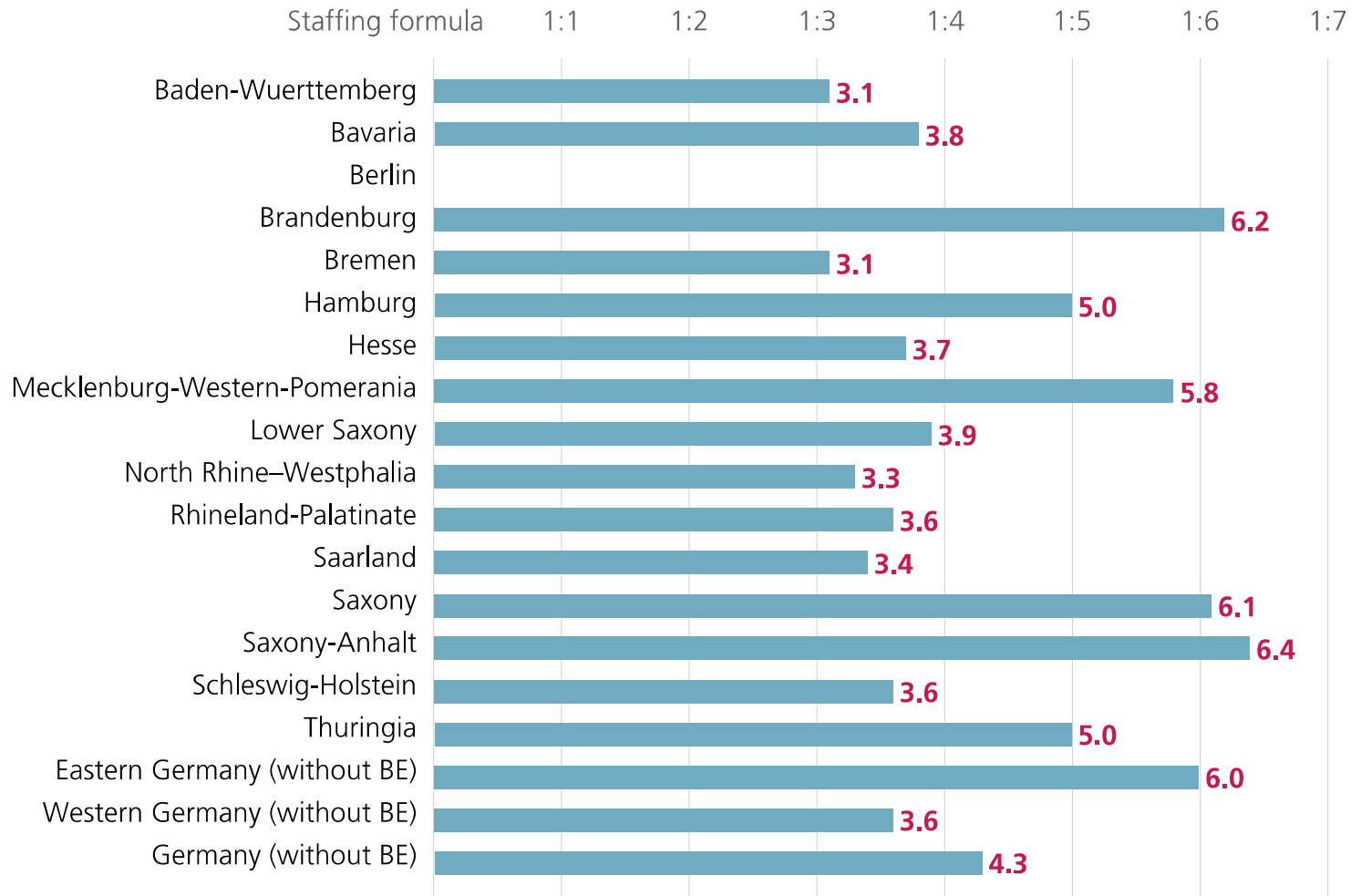
Participation rates of children in ECEC centers & day care in Germany

Children under age 3, March 15, 2008, March 1, 2013



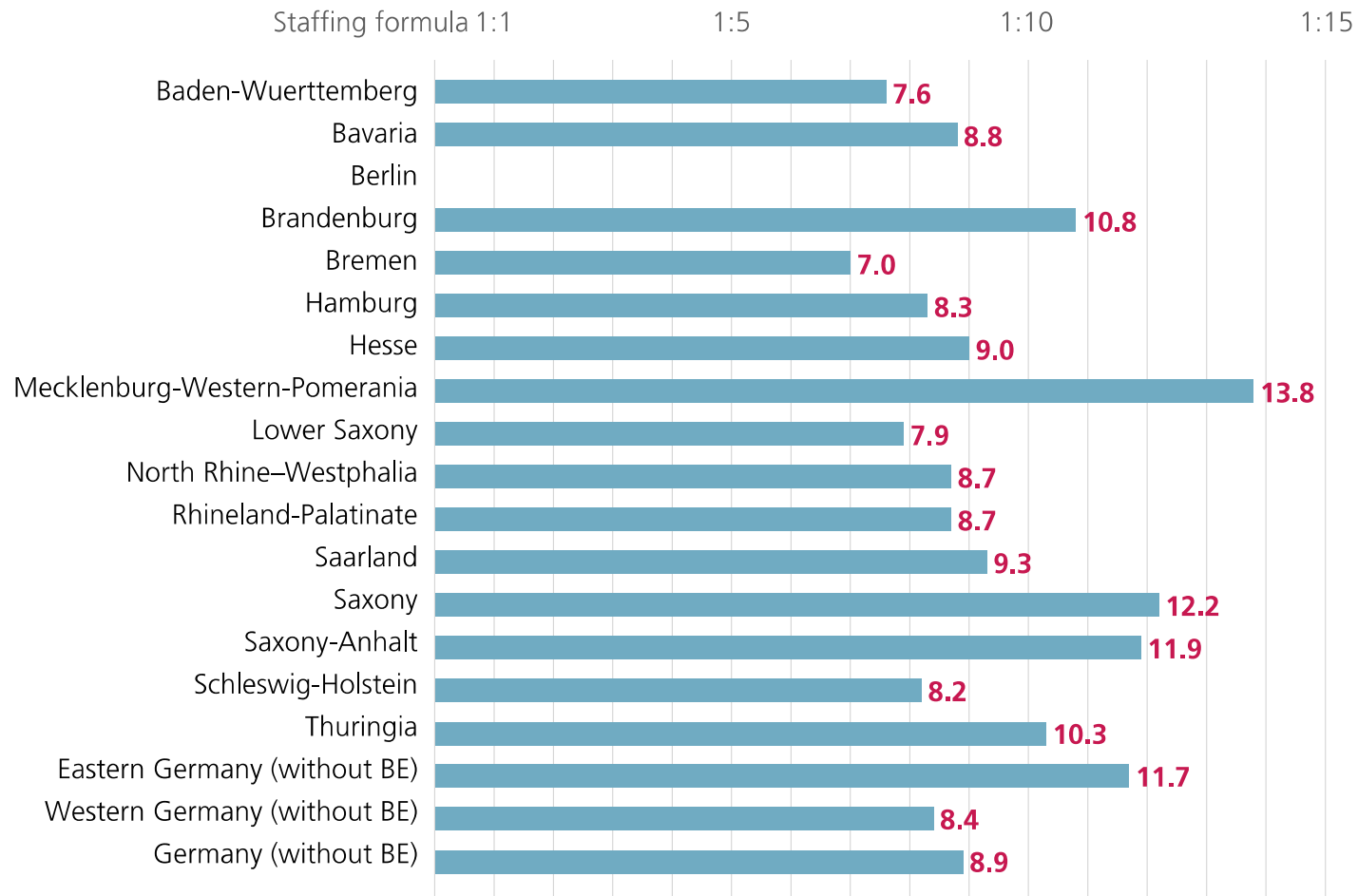
Staffing Formula in Krippengruppen

March 1, 2013



Staffing Formula in Kindergartengruppen

March 1, 2013



Key Facts about ECEC in Germany



➤ Public, non-profit system

Centers are run by

34% public providers

64% independent, non-profit providers

2% for-profit providers

➤ Financing partnership

Public financing share is high but differs between states:

parents finance **9 – 27%** of the expenditures

➤ Financing Public expenditures

ca. 60% regional level, 40% state level, 1% federal level

➤ Integrated ECEC system

Combined assignment for *Bildung* and care

for all age groups according to federal law

State by State: Monitoring Early Childhood Education Systems in Germany



Why?



How?



What next?

State by State: Monitoring Early Childhood Education Systems in Germany



Why?

Global Targets: ECEC for promoting equality for all children

State by State: Monitoring Early Childhood Education Systems

Access for All

Access for all children to public ECEC with “high” quality from the beginning

Holistic „Bildung“ from the start

Broad competences are necessary for partaking in society, democracy, employment and culture

Promoting equality

High quality ECEC is oriented towards the diverse needs of children

Strategic Targets

State by State: Monitoring Early Childhood Education Systems



Transparency of the systems:

- ➔ User-friendly provision of data and facts about ECEC

Supporting the use of data and facts by stakeholders

- ➔ from politics, administration and the general public

Improvement of the systems:

Giving impulse for political debates on the federal

- ➔ and state levels by pointing out needs for reforms

Proposing action strategies for politics and

- ➔ administration

State by State: Monitoring Early Childhood Education Systems in Germany



How?

Data and information

State by State: Monitoring Early Childhood Education Systems



- **Official Child and Youth Welfare Statistics:** 3rd of march every year data from each ECEC center and daycare services
- **Calculations** with these data and editing by a scientific institute at the University of Dortmund
- **Regular survey of all state ministries** responsible for ECEC (policy) concerning their regulations and laws or other topics like center directors – initiated by the Bertelsmann Stiftung.

16 State profiles

State by State: Monitoring Early Childhood Education Systems

Baden-Wuerttemberg

General information
Land area: 35,791 km² (2011)
Population: Dec. 31, 2012: 10,764,211



Access for All

Beginning at the age of 3, every child in Baden-Wuerttemberg is legally entitled to ECE care, regardless of the parents' status or financial, occupational, housing, or migration circumstances. The number of hours of care per day has been specified. Most families take advantage of this provision. In 2012, 94.8 percent of all 3 to 5-year-olds were enrolled in an early childhood education (ECE) center or day care services. Participation rates are also high among individual age groups, with 92.4 percent of 3-year-olds and 96.3 percent of 5-year-olds (over 98%) enrolled in care from ECEC. It is striking that immigrant children are just as likely to attend ECEC or other care services as non-immigrant children of the same age when data are broken down by individual children of the same age group (5 to 6 years). Most children need 3 hours per week, 35 hours per week, and 38.6 percent of them are in daycare over 35 hours a week, a much lower percentage than the national average (44.5%). As of March 1, 2012, in Baden-Wuerttemberg 2.1 percent of children under the age of 3 were enrolled in an ECEC center or another type of daycare. Their participation rate increased by 0.5 percentage points between 2008 and 2012.

General information on ECEC

Individual education centers (ECEC centers, NLP 2012)	4,338
Percentage of facilities	100%
... provided by a public provider	47.4%
... provided by a non-profit organization	47.4%
... provided by a business or company	0.2%
... provided by a private non-profit entity	1.0%
Percentage of ECEC centers within a full-day structure	14.6%
Total number of ECEC seats per age group (NLP 2012)	82,453
Total number of children enrolled in ECEC centers (NLP 2012)	88,457
Of that number, children aged 3 to 5 (in full-day structures)	74,212
Of that number, children aged 3 to 5 (in half-day structures)	20,244
Of that number, children aged 3 to 5 (in part-day structures)	3,357
Of that number, children aged 3 to 5 (in part-day structures)	1,870
Of that number, children aged 3 to 5 (in part-day structures)	4,684

Bertelsmann Stiftung STATE BY STATE MONITORING EARLY CHILDHOOD EDUCATION SYSTEMS 2013 - STATE PROFILES

Investing Effectively

Overall, Baden-Wuerttemberg's investment in ECEC has risen substantially over the past few years. For each child under the age of 6, net expenditures by the state and communities have increased dramatically since 2006, although the 2009 average (1,209 euros) remained below the national average (1,244 euros). Because of this positive trend, net expenditures for ECEC have increased as a share of total net costs incurred by the state and the communities. While this share remained relatively constant at 3.3 percent until 2006, it has now risen to 4.7 percent.

Promoting Bildung - Ensuring Quality

ECEC is a growing sector of jobs in Baden-Wuerttemberg. The number of pedagogical staff increased by 5.2 percent between March 1, 2011, and March 1, 2012, to 6,300 ECEC staff members (enrolled over 800,000 children). Their enrollment rate

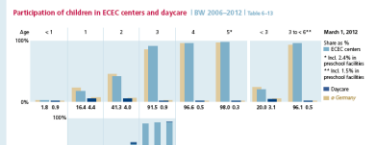
Baden-Wuerttemberg ECEC centers were partly or fully released from other duties to perform leadership tasks. At least 70 percent of these centers, a high percentage but one diluted by the leadership duties also done by other categories. Most of the 4,152 employees with part of their work time allocated to leadership responsibilities were also serving as group leaders (about 70%), while one in five was an assistant group leader. The question is how these staff responsibilities affect the provision of "good leadership" and the quality of educational practice.

Centers in which resources are assigned to provide leadership did show success for less than 27 percent of all cases. As a rule, the leader's provider determines how much time staff members are allocated for leadership duties. Since Baden-Wuerttemberg has no individual centers for employees, the official Child and Youth Work Statistics show that Baden-Wuerttemberg ranks below the national average in terms of leadership staff per center.

Access for All

In 2012, more than 65 percent of 3-year-olds in Baden-Wuerttemberg participated in some form of day care - a higher percentage than the average for the western German states (61.8%) but lower than the average nationwide (51.1%). The corresponding majority of 3-year-olds (92.4%) and nearly all 5-year-olds (96.3%) were enrolled in an ECEC center or another type of day care. Slightly less than half of children under 3 years of age (46.7%) were enrolled in care at an ECEC center for 25 and 35 hours per week, while

31 percent were enrolled for more than 35 hours of care per week, a significantly lower figure than the nationwide average of 54.3 percent. Among older children (5 years of age to school entry), only 18.6 percent were enrolled in child care 25 hours or more per week, this percentage is considerably lower than the national average (31.5%). It is striking that immigrant children are just as likely to attend a nonimmigrant children of the same age (65% in both cases).

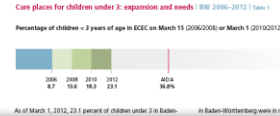


Number of hours per week enrolled in ECEC centers and daycare

Hours	ECEC centers		public sponsored daycare	
	N	%	N	%
< 2.5	213	0.2	79	0.1
>= 2.5 to < 5	467	0.5	79	0.1
>= 5 to < 10	119	0.1	4	0.0
>= 10 to < 15	70	0.0	5	0.0
>= 15 to < 20	10	0.0	5	0.0
>= 20 to < 25	10	0.0	5	0.0
>= 25 to < 30	10	0.0	5	0.0
>= 30 to < 35	10	0.0	5	0.0
>= 35 to < 40	10	0.0	5	0.0
>= 40 to < 45	10	0.0	5	0.0
>= 45 to < 50	10	0.0	5	0.0
>= 50 to < 55	10	0.0	5	0.0
>= 55 to < 60	10	0.0	5	0.0
>= 60 to < 65	10	0.0	5	0.0
>= 65 to < 70	10	0.0	5	0.0
>= 70 to < 75	10	0.0	5	0.0
>= 75 to < 80	10	0.0	5	0.0
>= 80 to < 85	10	0.0	5	0.0
>= 85 to < 90	10	0.0	5	0.0
>= 90 to < 95	10	0.0	5	0.0
>= 95 to < 100	10	0.0	5	0.0

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Care places for children under 3: expansion and needs



Investing Effectively

For each child under the age of 6, net expenditures by the state and communities in Baden-Wuerttemberg have increased dramatically since 2006. Nonetheless, at an average level of 3,309 euros, such expenditures remained below the national average (3,516 euros) in 2010. As a result, net expenditures for ECEC centers also increased as a share of total net expenditures by the state and the communities. While this share remained relatively constant at 3.3 percent until 2006, by 2010 it had risen to 4.7 percent. Overall, net expenditures for ECEC are also higher because non-recurrent investments, such as for instance, investments were made to construct new buildings for child care centers, and they increased continuously from 2006 to 2010. In contrast to the figures for investments per child under the age of 6, this figure also includes one-time investments by the federal government to support programs for infants and toddlers, not only such investments by the state and communities. It is based on data from the database with details of funding are responsible for this increase in expenditures. Parents, too, help to finance the system, their fees make up 15 percent of financing, when exclude the share contributed by the federal government and private providers from the calculation. (Contributions from independent providers cannot be precisely quantified).

Investments per child under 6



Share of net expenditures for ECEC



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Financing partnership for ECEC



One-time investments for ECEC

Expenditures by the federal government, state and communities

Year	Federal	State	Communities
2005	12.2	64.7	23.1
2006	12.1	64.7	23.1
2007	12.1	64.7	23.1
2008	12.1	64.7	23.1
2009	12.1	64.7	23.1
2010	12.1	64.7	23.1
2011	12.1	64.7	23.1

Statewide regulations concerning staffing

Regulation	Yes	No
Minimum regulations for... - the formal qualifications of ECEC center directors	Yes	No
These qualified as directors of ECEC centers include: 1. State-certified pedagogues in order of degree or that hold an equivalent certificate from a university or university of applied sciences, who completed a 3-year program of pedagogical studies in early child development from programs meeting the staffing requirements in Baden-Wuerttemberg	Yes	No
2. Other professional staff in the determination of the state health services office if they are certified as an assistant in a health or group for children or if they have a 3-year program of pedagogical studies from a university or university of applied sciences, who completed a 3-year program of pedagogical studies in early child development from programs meeting the staffing requirements in Baden-Wuerttemberg	Yes	No
3. Other professional staff in the determination of the state health services office if they are certified as an assistant in a health or group for children or if they have a 3-year program of pedagogical studies from a university or university of applied sciences, who completed a 3-year program of pedagogical studies in early child development from programs meeting the staffing requirements in Baden-Wuerttemberg	Yes	No
4. Accredited representatives of an ECEC center director if they are certified as an assistant in a health or group for children or if they have a 3-year program of pedagogical studies from a university or university of applied sciences, who completed a 3-year program of pedagogical studies in early child development from programs meeting the staffing requirements in Baden-Wuerttemberg	Yes	No
5. Accredited representatives of an ECEC center director if they are certified as an assistant in a health or group for children or if they have a 3-year program of pedagogical studies from a university or university of applied sciences, who completed a 3-year program of pedagogical studies in early child development from programs meeting the staffing requirements in Baden-Wuerttemberg	Yes	No
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16. Accredited representatives of an ECEC center director if they are certified as an assistant in a health or group for children or if they have a 3-year program of pedagogical studies from a university or university of applied sciences, who completed a 3-year program of pedagogical studies in early child development from programs meeting the staffing requirements in Baden-Wuerttemberg	Yes	No
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20. Accredited representatives of an ECEC center director if they are certified as an assistant in a health or group for children or if they have a 3-year program of pedagogical studies from a university or university of applied sciences, who completed a 3-year program of pedagogical studies in early child development from programs meeting the staffing requirements in Baden-Wuerttemberg	Yes	No

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Promoting Bildung - Ensuring Quality

Center conditions must be in place to ensure good educational practice of ECEC centers are to offer children an environment that promotes their education and development. Under the heading of Promoting Bildung - Ensuring Quality, we take a closer look at the structural framework of ECEC centers, focusing particularly on pedagogical staff. In addition to considering general characteristics of staff members, such as formal education, age, and work hours, we also show staffing formulas with the data to discuss the existing conditions of ECEC directors, who play a vital role in ensuring good ECEC quality. As proposed, however, this is known about their situation.

Statewide regulations concerning staffing

Regulation	Yes	No
In order to serve as an ECEC director in Baden-Wuerttemberg, staff members must meet minimum requirements with regard to their formal qualifications. As a requirement, they must have completed training as a state-certified educator. Professionals with other degrees may serve as ECEC directors if they meet certain requirements, such as completion of a continuing education course to prepare them for leadership responsibilities. Baden-Wuerttemberg has no statewide regulations regarding the number of hours to be allocated to the position of ECEC director. This is determined by the center's provider. The Kinderpädagogische Arbeitsgemeinschaft (KPA) in Baden-Wuerttemberg allows these areas of responsibility for ECEC directors. They are to promote the overall development of the child, work with parents, and provide guidance for the staff members involved in their tasks. Given these areas of responsibility are described in very general terms, they do not provide a basis for determining the number of hours directors would need to fulfil their leadership duties. It should also be noted that no specific administrative duties are mentioned. Accordingly, the responsibilities of an ECEC director are primarily determined by the respective provider.	Yes	No

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State profiles: Focusing on systems

State by State: Monitoring Early Childhood Education Systems



- Reporting on the “whole” system
- Contextualization of data and facts
- Differentiated view: Strengths and shortcomings of each ECEC system
- Thematic focusing:
 - Access for all;
 - Investing effectively;
 - Promoting *Bildung* - supporting quality

Overview: Focusing on topics

State by State: Monitoring Early Childhood Education Systems

Access for All

- Participation rates
- Hours in care / Day care
- Care for children < age 3: expansion and needs
- Inclusion
- Immigrant and nonimmigrant children in ECEC centers
- Care for school-age children

Investing effectively

- Investments per child < age 6
- Financing partnership for ECEC
- Share of net expenditures for ECEC
- One-time investments for ECEC

Promoting Bildung – Ensuring Quality

- ECEC center directors
- Release time for leadership duties
- Staffing formula
- Children in various group types
- ECEC pedagogical staff
- University graduates at ECEC centers
- Levels of training for staff members
- Staff working with special-needs children

The Federal Perspective

State by State: Monitoring Early Childhood Education Systems

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Baden-Wuerttemberg

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Berlin

Brandenburg

Bremen

Hamburg

Hesse

Mecklenburg–Western Pomerania

Lower Saxony

North Rhine–Westphalia

Rhineland–Palatinate

Saarland

Saxony

Saxony-Anhalt

Schleswig-Holstein

Thuringia

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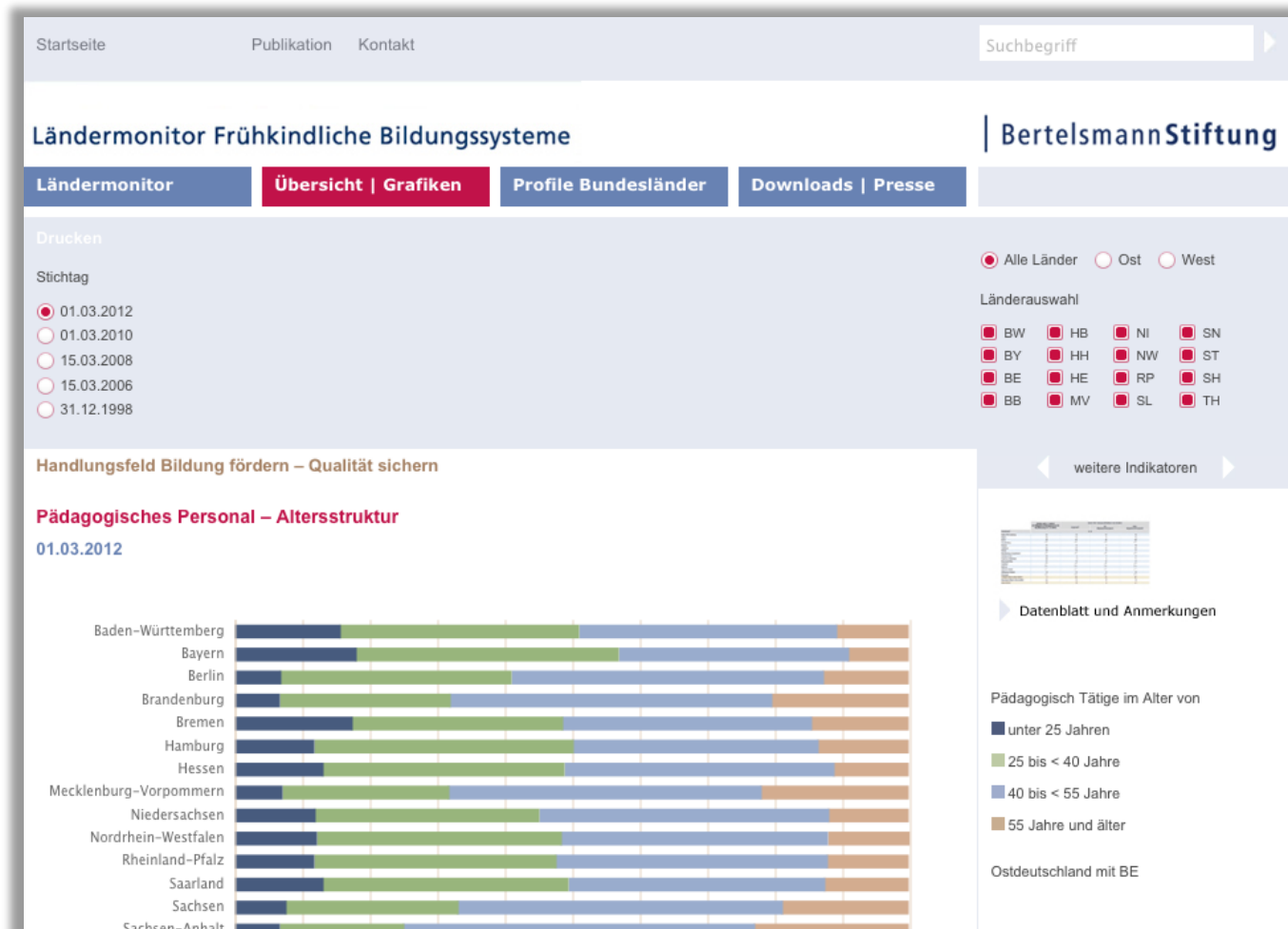
**State by State: Monitoring Early
Childhood Education Systems 2013**

Creating Transparency – Strengthening Governance

| BertelsmannStiftung

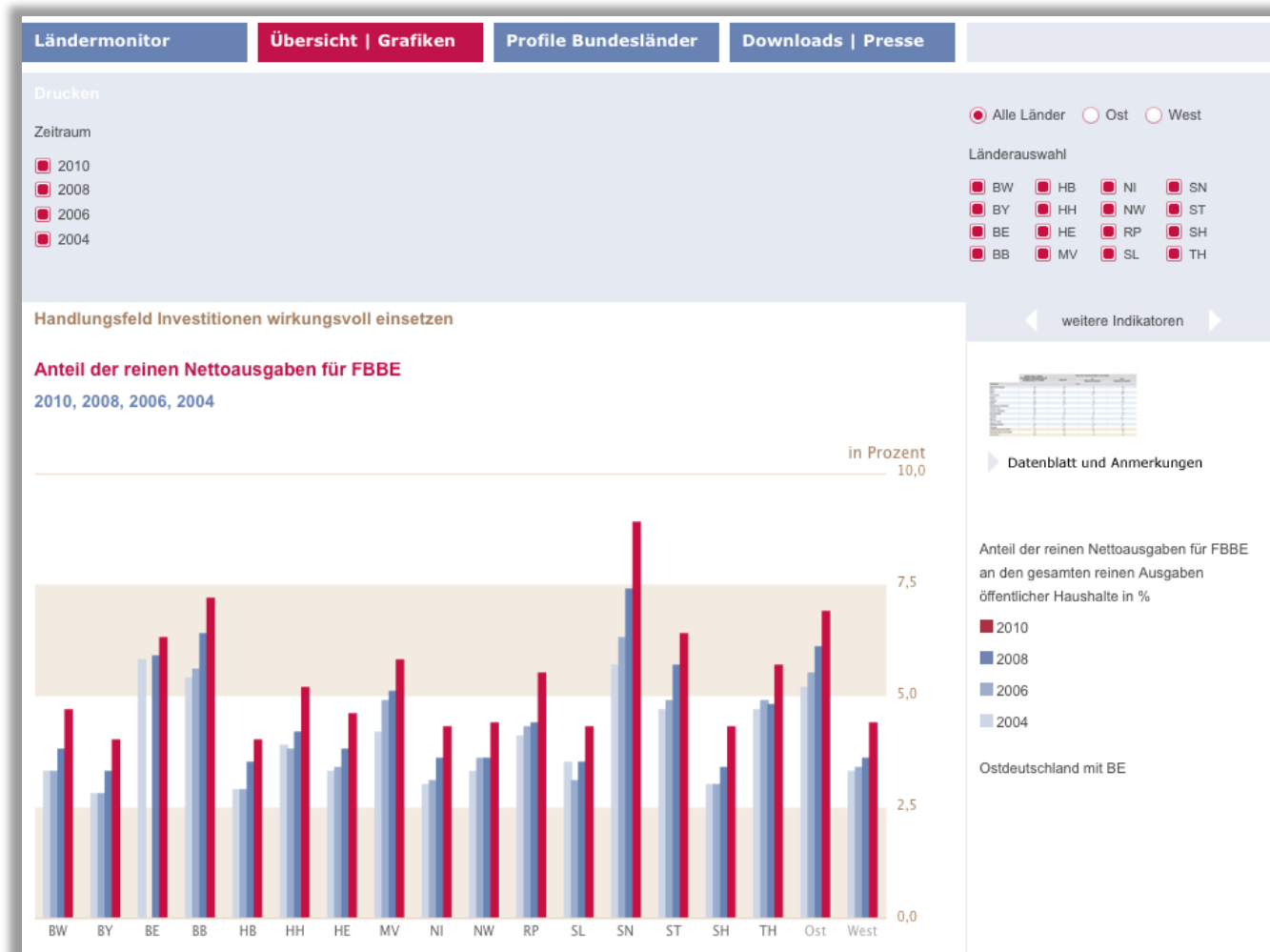
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State by State: Monitoring Early Childhood Education Systems



Comparing the states – making trends visible

State by State: Monitoring Early Childhood Education Systems



Stakeholder involvement: From the start (2007) until today

Ongoing dialogue and reflection as well as participatory and consultative processes with

- National and international academics
- Representatives of all state ministries responsible for ECEC (policy)
- Representatives of federal ministries
- Representatives of independent, non-profit provider organizations (federal level)
- Representatives of unions and Parent organization

Promoting the political and public debate by regular and systematic public relations

- **Press reports:** national report and 16 state reports
- **Broad media echo** on TV, Radio (regional / local level), online, print media

State by State: Monitoring Early Childhood Education Systems in Germany



What next?

Going beyond monitoring

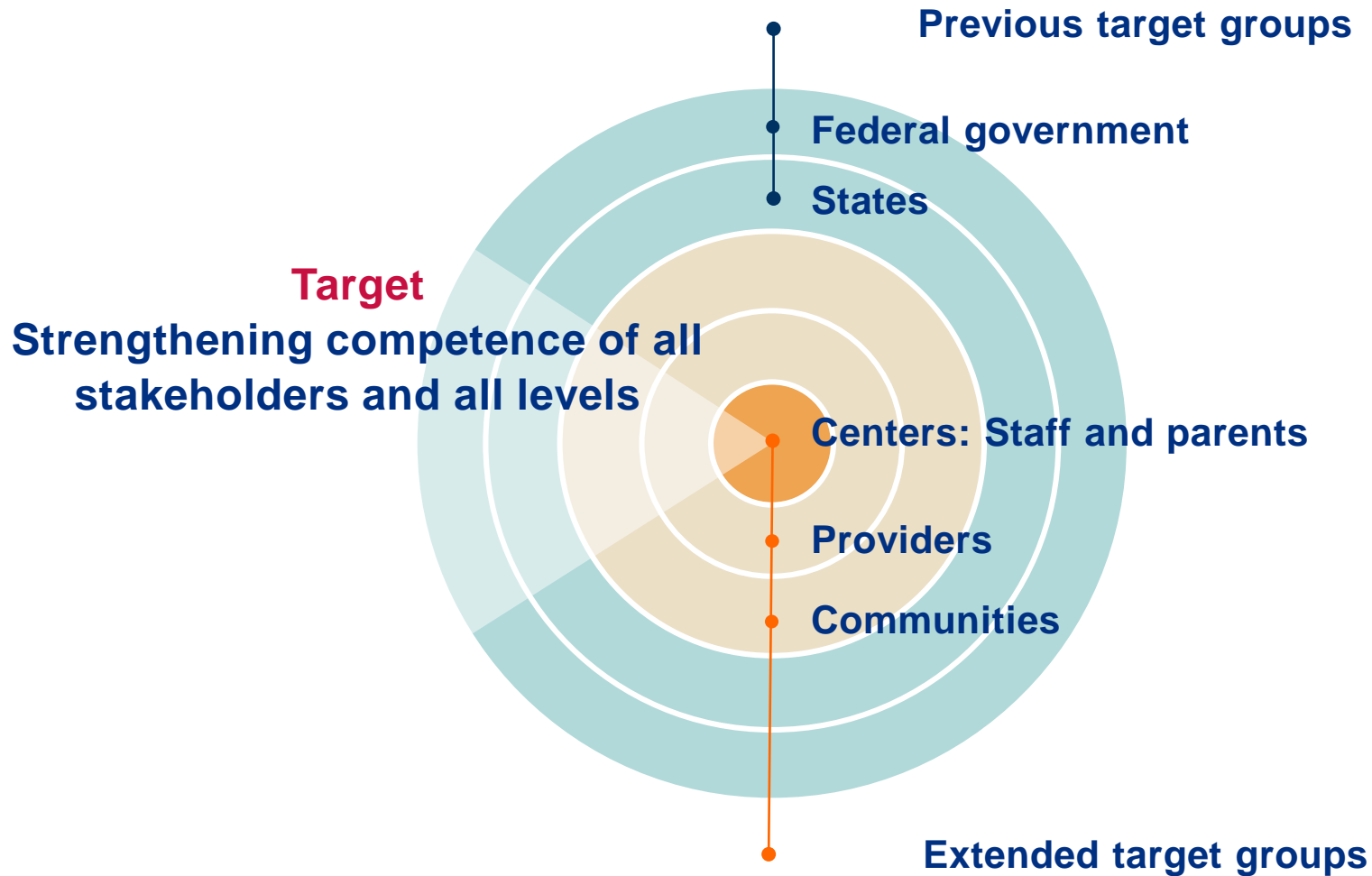
next steps for high quality ECEC for all children in Germany



- Official Child and Youth Welfare Statistics provide **data** on a **regular basis**
- But: Important **data & information** are **not available**
- Broad spectrum of stakeholders uses State by State monitoring in **political and professional** debates
- But: **systematic and coherent reforms** are missing

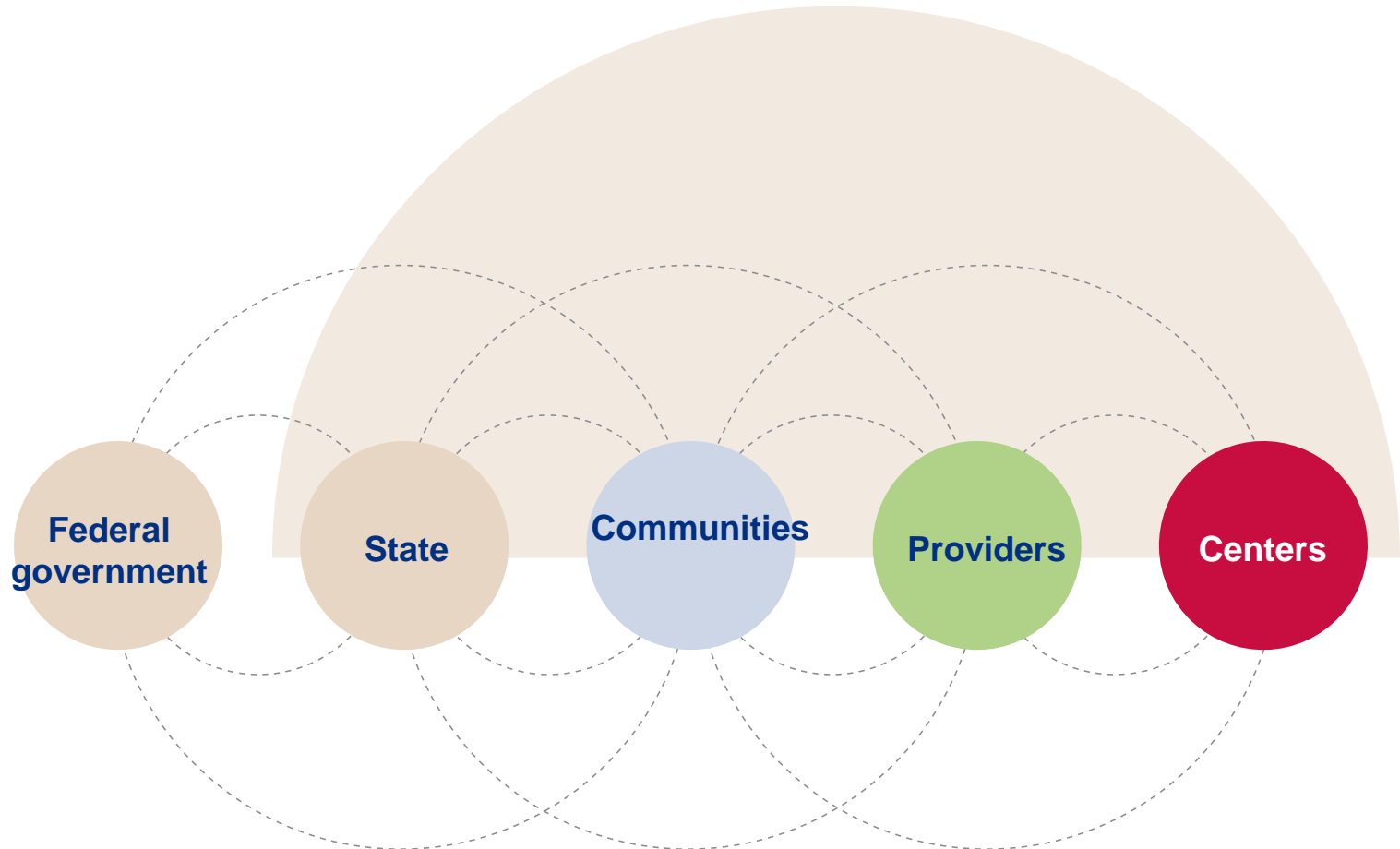
Foresight

„Good“ ECEC needs a competent system



ECEC in Germany needs a competent system

Innovative implementation concepts and coherent and coordinated governance



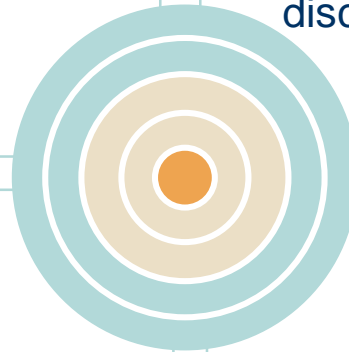
Beyond monitoring: Plans for further development

Extending knowledge & consultation

- Two instruments: online & print
- Extending National surveys to specific topics
- Qualitative research, e.g. group interviews with center directors
- Suggesting innovative strategies of action

Sensitizing for coordinated governance

- Dialogues with politics & administration
- “International learning” about governance
- Collaboration with international stakeholders & Think Tanks
- Bringing Governance concepts in the discussion



- Regular dialogues with all stakeholders in the system
- Policy-Briefs
- National & international exchange
- Increase involvement of practitioners

Strengthening participation & dialogues

- Reports about the costs of reforms
- Financing concepts for good quality discussion

Supporting effective financing

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Investments per child under age 6 in each state

2010, euros per child < 6 in the population

