



OECD Early Childhood Policy Review  
2002 – 2004  
Background Report Germany



The brochure was drafted and published on behalf of the Federal Ministry for Family Affairs,  
Senior Citizens, Women and Youth.

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## **On the drafting of the report**

At present, the system of early childhood education and care (ECEC) is the subject of intensive discussion in Germany. Very different starting points applied in the two separate German states as a consequence of the different trends. On the territory of the new Federal Länder, we find as a legacy of the former GDR a comparatively dense supply of places in ECEC day facilities for all children up to primary school age, i.e. also for schoolchildren. By contrast, the supply of places in Western Germany is completely inadequate, particularly for children under the age of three and over the age of six, i.e. of school-age.

In contrast to the situation pertaining only a few years ago, there is now a consensus among all parties represented in the Lower House (Bundestag) that the number of places in the old Länder has to be increased. There are several reasons for this growing agreement concerning support for families in bringing up their children. The main one is based upon demands to improve the balance or reconcilability of family and work. A major indication of shortcomings in this area is the low birth-rate, which is particularly common among women with high professional qualifications. On the other hand, one hopes that encouraging children early in their education will also have a positive impact on school careers, above all among children from disadvantaged families. Against this background, curricular requirements are being developed and tested in all Federal Länder for the early childhood education period, something which until recently was still unimaginable in light of the complex federal structure of this area and of the major significance of independent welfare organisations. Meanwhile, the ministers for youth and the conference of ministers for education have agreed a joint framework for early education in day-care facilities.

The fact that the Federal Government has chosen to take a more active role in this situation of intensive debates and efforts for innovation in the second round of the OECD studies on childcare systems (including family day care) can only be welcomed. This brings the considerations and controversies in Germany into a context of international debate and a consultation process from which important indications may emerge in developing new ideas and concepts.

A precondition for the drafting of the OECD report was this Background Report. It served the purpose of preparing the OECD's group of investigators for its visit to Germany. The task was hence to portray in a comprehensible manner the entire system of ECEC day facilities for external experts and, in doing so, to also show the existing problems. At the same time, the report also has some importance for the discussion of childcare in Germany as a kind of self-ascertainment.

The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth commissioned the German Youth Institute (DJI) to draft the report. The DJI is a non-university research institute in the field of social science, which for many years has been carrying out investigations concerning the situations of children, youth, women and families, as well as the public support and promotion services offered related thereto. This work concentrates on questions of ECEC day facilities which are implemented by the "Children and childcare" department.

A major concern in drafting the report was to include all major players from the system of ECEC day facilities in order to be able to portray different perspectives. To this end, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth called together a steering group which included representatives of the Working Party of the Highest Land Youth Authorities, the Federal Working Party of Independent Welfare, the Federal Association of Local Authority Associations, the Federal Working Party of Land Youth Welfare Offices, the Federal Childminders Association for Childcare in Day-care, the Federal Ministry of Education and Research, the Education and Science Trade Union and the academic sphere. The concept of the report and its core contents were discussed with them at a first meeting in November 2003. A first version of the report was discussed at a second meeting held in mid-February 2004. There, many further proposals were made which have been worked into a new version and submitted once more to the steering group. The result is the present report, which for one thing is to provide an easily understandable portrayal of the German system of ECEC day facilities, which is a challenge given the different competences in this area. Secondly, sections entitled "Outlook and challenges" each contain open questions and indications of the further need for research, as well as information on debates and proposals for further trends in this area, as also expected by the OECD according to its instructions for the drafting of background reports.

The fact that a comprehensible, easy-to-read text was created from the whole discussion is above all due to Dr. Roger Prott, who was commissioned to draft the report. Expert advice was provided here by Kornelia Schneider, who was also responsible for acquiring data and documents, supported by Martin Wolf. The specialist work was carried out by Gisela Schweikl, project leadership with Dr. Hans Rudolf Leu. A major contribution was, however, also made by the members of the steering group, be it through the discussion of the texts, be it by means of written commentaries or by providing informative material. Many thanks to you all. Furthermore, the text has been co-ordinated inter-ministerially in terms of contents.

Prof. Dr. Thomas Rauschenbach

Director of the German Youth Institute

# **ECEC in the Federal Republic of Germany**

## **A brief overview**

In the Federal Republic of Germany, ECEC takes many forms. It is a part of child and youth welfare, and covers services offered for the care, education and child-raising aged up to a maximum of 14 before and in addition to school, which children enter as a rule after reaching the age of six. In line with the OECD's special interest in early care, education and child-raising, the report refers in the main to children of pre-school age. Services offered for children of school age are taken into account, where in each case they are mentioned in connection with their status in the system of day-care.

The main range of services consists of *day facilities* for children. The spread, acceptance and demand vary according to the age of the children, the region and the existing services. The participation rates increase continually with age until starting school, after which they fall. On principle, far fewer places are available for children under the age of three and for school-age children than for children aged between three and six. Having said that, the level of supply for the under-threes and for school-age children in the new Länder is historically higher than in the West; the same can be said about all-day places for 3- to 6-year-old children. Provision of places is better in urban than in rural areas.

Facilities for 3- to 6-year-old children (*nurseries*), which at the same time are counted as the elementary area of the education system, enjoy higher status than the others. Each child in this age group has a legal right to a place. Here, the view has prevailed that the duration of care must be at least four hours in each case. Times beyond this are considered to be "care times" and – like the overall range offered for the other age groups – are provided *as needed* (cf. pp. 31/32 and p. 63). Day facilities for school children are needed above all in order to top up time spent at the usual half-day school. Attendance is not obligatory.

In addition to facilities, there is family day care for children as a service offered by childminders in the parents' household or – much more frequently – in their own household, childminders for all age groups of children.

An intensive discussion is currently taking place, amplified by the PISA study, which relates to the goals, content and shape of public ECEC day facilities. It is basically also about creating a new balance between societal and private responsibility for taking care of children, as well as of a redefinition of 'education' from early childhood education to adult education.

For the child-raising below six outside the family, as well as of school children outside primary schools, the following topical foci are under discussion:

- formal, non-formal (informal) and informal education processes,
- early childhood care of children under the age of three,
- all-day care, education and child-raising aged three to six,
- the relationship between school and out-of-school education.

Redefining the balance between societal and private responsibility for children's care, education and child-raising affects many areas:

- parents' right and the constitutional system of competences,
- funding,
- the quality of the services offered and the change in the training structures, also in a European context, including developing suitable implementation strategies,
- the quantity of the existing supply and its expansion in line with demand.

### **Types of services offered and definitions of terms**

**"Day facilities for children"** (or *ECEC day facilities*) is the official umbrella term covering all forms of institutional public care, education and child-raising before and in addition to school.

There are no designations used uniformly and nationwide for the individual types of facility. A three-tier system is customary, orientated in line with three age groups of children, which are also sub-divided into the official child and youth welfare statistics:

Day nurseries for the under-threes	for children under 3 years of age
Nurseries	for children from 3 years of age until starting school (average at 6.5 years of age)
Out-of-school provision	for school-age children, in most cases up to 10 or 12 years of age (acc. to Federal law up to 14 years of age)

Day nurseries for the under-threes, nurseries and out-of-school provision are found as special facilities or in many mixed forms. Age-integrated institutions cover the entire age spectrum in some cases.



The opening times constitute an important criterion by which to distinguish between the forms of service offered. There are half-day and all-day facilities. Many all-day facilities offer both half-day and all-day places, as well as part-time places in some cases. There is no clear nationwide definition of the times covered by these (duration and organisation).

All-day facilities as a rule offer lunch.

Children with disabilities are supported in facilities provided specially for them, or in facilities which champion the joint child-raising both with and without disabilities. As *integration* becomes increasingly taken for granted (cf. pp. 72/73), children with disabilities are also admitted directly in facilities close to home.

The official child and youth welfare statistics cover all facilities requiring an operating licence, and categorise them according to a variety of criteria. Over and above this, children of all three age groups attend facilities which for a variety of reasons are not counted as day facilities, for instance because they only cover a part of the care times, or because they are open to school children in the cultural and leisure field as open-ended service ranges, or also because they are affiliated to the school administration. In some Federal Länder there are pre(school) classes to encourage children's progress a year before starting school and/or school nurseries for children whose school-attendance was postponed (cf. Tab. A1 in the Annex).

There is a special position for *family day care* (cf. p. 76). So far, the law has largely provided it for children under three years of age, but in fact it covers all age groups and applies on principle to all children as an equal-value service offered in addition to day facilities. In fact, however, there are major differences in the forms of service provided. In the long run, the objective is a continual quality assurance and improvement in both forms of service provided.

In addition to day-care, Federal law (Book Eight of the Social Code (Sozialgesetzbuch) – Child and Youth Welfare), which governs the promotion of children in day facilities and in family day care (cf. pp. 27 and 30), also separately mentions parents' initiatives: "Mothers, fathers and other parents or guardians who wish to organise the promotion of children themselves shall receive advice and support" (section 25 of Book Eight of the Social Code). Parents' associations may be recognised as voluntary providers of day facilities for children (cf. also p. 33), may join umbrella associations or work independently as an individual facility. Parents turn to self-help for a wide variety of reasons, for instance when the space available is not sufficient, when the basic direction of child-raising in the available facilities does not meet their expectations, if they prefer collectively-organised types of facility, if they would like to gain an influence on the design or if they themselves would like to participate (cf. also p. 99). Whether the funding of parents' initiatives is to match that of other voluntary providers or be governed at a lower level is a matter for the Länder or municipalities.

The share of the space available provided by parents' initiatives is considerable and is tending to grow, although this form of facility necessitates parents making considerable contributions of their own (e.g. administration, bookkeeping, decorating, cooking and cleaning; in some cases parents also serve in direct employment). At the end of 2002, the total share of places in parents' initiatives among all places was 3.2%, accounting for 6.9% among children in day nurseries for the under-threes, 2.7%, among children in the nursery age group, and 3.8% among school-age children. This may indicate that parents' initiatives occur primarily where there are the fewest places available. In the East, parents' initiatives play a lesser role. In the West, almost one place in five for children in day nurseries for the under-threes is provided in parents' initiatives.

### **Language used in the study**

In this study, the terms *day nursery for the under-threes*, *nursery* and *out-of-school-provision* refer to the services offered for the various age groups of children, irrespective of the institutionalised form in which the places are available. The term "*day facilities for children*" has been used as a general collective term. Other designations refer to specific services.

In German usage, the term "*Betreuung*" is frequently used as a neutral collective term, coming very close to the English 'care' (Tagesbetreuung = day-care). However, it also refers to a function or a task of the day facilities. German distinguishes moreover between *Erziehung* (child-raising/child-rearing) and *Bildung* (education), whereas the English term education can be used to combine both meanings. By law, the educational responsibility of the day facilities is stipulated with the tasks of care (*Betreuung*), education (*Bildung*) and child-raising (*Erziehung*).<sup>1</sup>

In order to make a clear distinction here, care is not used in all cases in the collective form. The term *early childhood care, child-raising and education* – or to sum it up *early childhood promotion* – has been used to refer to the general functions/tasks of the system of public day facilities in analogy to the designation of the OECD *Early Childhood Education and Care* (ECEC).

*Care, education and child-raising* are used when it appears necessary to explain the German particularities with their historical background or to illustrate individual aspects .

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<sup>1</sup> This for instance corresponds to the usage in: European Commission: Die Vorschulerziehung in der Europäischen Union, Allgemeine und berufliche Bildung Jugend, Studien Nr. 6, p. 55, Brussels 1995: Betreuung, Sozialisation und öffentliche Bildung.

## **The social context of day facilities for children**

### **Political change, social change**

For almost the past 15 years, the Federal Republic of Germany has gone through a fundamental transition which is going to continue, albeit under different auspices. Concurrent with the unification of the two German states, a new era dawned with regard to the system of day facilities for children. After years of preparation, a new statutory basis entered into force in 1990 which (for the first time in the Federal Republic of Germany) explicitly mentioned day facilities, legally defined their special responsibility (cf. p. 28) for care, education and child-raising, but did not yet give hope of a binding right.

In contradistinction to this, day nurseries for the under-threes, nurseries and out-of-school provision in the German Democratic Republic had for many years been socially-recognised educational facilities governed on a statutory basis and which (even if simply in order to make it easier for women to go to work) were available for practically all children. In the old Federal Republic of Germany, a traditional perception of a mother made it both more difficult for women to return to work and to expand institutions that supplemented the family in line with demand. Strengthened by the debate between the political systems – on the one side private individual child-raising, on the other state-run collective education – early childhood socialisation in the Federal Republic of Germany remained the sole responsibility of the parents, and hence was largely a private matter. The only expansion worth mentioning was in nurseries. Day nurseries for the under-threes and out-of-school provision were largely regarded as emergency assistance, and only a small number of them were available. In retrospect, this led to the Federal Republic of Germany lagging behind international trends, even by Western European standards, and now being obliged to put considerable effort into catching up.

Given the economic situation, the framework needed in order to make decisive changes in this field is not all that favourable. However, societal change, ranging from structural change in working life and the restructuring of the social security systems to demographic changes and changing ways of life, necessitates a new positioning of day-care facilities. In addition, there is the fact that the integration of Eastern and Western Germany is not yet complete.

The number of unskilled or semi-skilled jobs sees a constant decline. The jobs on offer require increasing mobility and flexibility concerning location and time of work. Instead of

goods, more services are being produced. Jobs are no longer for life, and part-time work and work in several locations is becoming more common. Many people find it difficult to secure a livelihood, whilst others find it difficult to deal with a huge workload. Despite high long-term unemployment, there is a lack of qualified workers. In the Western Federal Länder, more women than ever are trying to work, including many mothers with young children. The risk of poverty increases with the number of children. The birth-rates are falling. Many women and couples (in particular those with an academic education) are remaining childless. The average age of the population is increasing as a result of childlessness and increasing life expectancy. The share of children among the population is falling. The share of people with a migration background among the population is increasing. The Federal Republic of Germany is de facto an immigration country (cf. p. 21). Life-long learning is becoming a necessary precondition to actively help to shape changes.

Day facilities for children become more important for various important tasks of family, social and economic policy: They are supposed to contribute to a reduction in the number of abortions, to improve the reconciliation of work and family, and further increase equal rights between women and men; they are to strive towards equal opportunities for children of different origins and between boys and girls, as well as to promote the integration of children with disabilities and migrants' children and to serve as centres of parental education and social centres in the community. A wide range of day facility services is considered as a locational advantage promoting trade and industry. There are good reasons why this range finds expression in an interest in general day facilities not previously known. In the (new) Federal Republic of Germany, early childhood promotion is no longer a topical area which is negotiated exclusively between parents, nursery teachers, organisations and a small number of academics; it is clear that the discussion is finding its way into the **mainstream of society**.

One should take note of the considerable emphasis placed on economic contexts both within the political arena, and by employees and employers, based on research work by business-orientated institutes. Expenditure on early childhood care, education and child-raising should no longer be regarded as consumptive expenditure and burdens of the (public) budgets, but as (private economic and public) investments. They are regarded as an investment in human capital.

The **economisation of the discussion** includes the funding procedures for the system of day facilities, as well as calculations relating to macroeconomic savings and the income which can be achieved on expansion.

## **Law and organisation**

Three examples relating to the legal and organisational framework indicate how deeply the change in the system of day facilities encroaches on the social structure of the Federal Republic of Germany.

(1) In the past, the educational services and their quality were exclusively a matter for the organisations concerned. Qualitative instructions related to minimum preconditions in the organisational framework, but not to conceptual questions. In the past year, all Federal Länder have submitted education plans or drafts for such plans (cf. p. 50 et seq.), which constitute or will constitute a binding working platform for all facilities there; even nationwide framework rules on educational standards are under discussion, i.e. simplification beyond competences and competence boundaries is now regarded by many as being desirable. The framework for early education agreed between the ministers for youth and education points in this direction.

(2) The organisational sovereignty of the Federation, Länder and municipalities has led to day facilities for children being placed under the aegis of completely different agencies: In most cases it is the youth or social department, but frequently also the education department. The advantages and disadvantages of the respective affiliations are being discussed.

(3) In conjunction with the question of affiliation is the problem of a possible obligation to attend ECEC day facilities at least during the year prior to school age. Here, and also when expanding all-day provision for school children, a question arises concerning the relationship between the parents' right to raise their children and the educational responsibility of the day facilities, which is governed by the Constitution, and accordingly a change requires a constitutional amendment.

## **Support for families**

Estimates by the Federal Bank of Germany assume € 150 billion to be spent in the Federal Republic of Germany on family promotion annually. Financial support and relief from burdens range from child benefit to housing promotion or tax allowances in many forms as a compensation for burdens.

Maternity protection in Germany provides for working mothers only to be employed at their own request during a period of six weeks prior to birth, and may not be employed eight weeks or, with multiple or premature births in the medical sense, twelve weeks after delivery. Furthermore, the period of prohibition of employment after delivery is extended in all cases

by the period not claimed prior to delivery because of a premature birth or delivery. During maternity protection periods, female employees receive wage compensation at the level of their previous net earnings (maternity benefit, employer's supplement, social insurance etc. contributions not to be paid). Protection against dismissal applies from the beginning of their pregnancy until the completion of the fourth month after delivery.

The *child-raising benefit* (provided by the Federation) and the arrangements regarding *parental leave* (earlier: child-raising leave) have the priority task of making it easier for mothers and fathers to reconcile family and work and to avoid the risks of a complete prolonged career break. Child-raising benefit is seen as recognition of the particularly important personal care of the child in the first years of its life.

Since 1.1.2001, it has been possible for parents to take three years' *parental leave* for each child. It is possible to take the three years together or to take a maximum share of twelve months until the child reaches the age of eight. The period is linked to the child; joint parental leave does not reduce it. This concept is to help promote equal opportunities between men and women, although so far only almost 2% of fathers have interrupted their careers to devote themselves to child-raising. Two years of parental leave can be taken directly after the birth, the third saved for the time between the ages of three and eight, for instance in order to accompany the transition to school. During parental leave, fathers and mothers may work for up to 30 hours per week. Depending on the size of the company, they have the right to work part-time and are protected against dismissal. During parental leave, if they do not continue to work part-time, they do not receive any remuneration, but do have a right to state support in the shape of child-raising benefit (cf. Tab. A0 in the Annex).

In the event of parents not taking the third year of parental leave until the child starts school, and hence having to bridge a period of up to a year until the legal right ensures a nursery place for the child, five Länder<sup>2</sup> have issued their own supplementary regulations expanding the rights from the Federal Child-Raising Benefit Act (Bundeszweckgesetz) of up to twelve months when the child is three.

Until very recently, state support payments were paid for parents and families almost exclusively as individual, financial transfer payments. This form of family promotion is now considered not to be sufficient, neither with regard to the equal rights partnership of man and woman in child-raising and household management and employment, nor for a decision to start a family. It has to be complemented by targeted infrastructural promotion measures. At the same time, it is now deemed a problem that the material support system was unable to

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<sup>2</sup> Thuringia, Saxony, Mecklenburg-Western Pomerania, Bavaria and Baden-Württemberg

guarantee the standard of living of the family if one income were to cease coming in owing to child-raising responsibilities. Among women with high professional qualifications, this is one of the reasons for them to increasingly remain childless.

In addition, families with a number of children or single parents have a higher risk of poverty than other families. 10.7% of all children live in families which have at their disposal less than half the average income. This is not caused solely by unemployment, but is also a result of the "working poor", that is, those who work for low wages.

6.6% of children aged up to 18 (1.1 million) live on income support, which is twice as many as the average among the population.

The limits of previous financial family promotion appear to have been reached. Besides a realignment in this area, in future more funds are expected to flow into structural development measures in particular – such as the quantitative and qualitative expansion of day facilities. This change of direction is a major paradigm shift for policy on children and families.

### **The significance of day facilities for children and childhood**

Day facilities for children fulfil not only abstract social functions like a better reconcilability of family and working life, but perform specific tasks concerning children. As child-raising institutions, they are regarded as an opportunity for many; it is rare for anyone to look at possible dangers related to them. Improved promotion opportunities are to be granted to more children than previously. The quantity and quality of the services are to be expanded and safeguarded. The best interests of the child and the interests and needs of the child form the relevant points of reference here. Education programmes are being developed, whilst at the same time the further professionalisation of the specialist staff is being demanded, as is improved cooperation with schools. Children are not regarded as mere addressees of learning topics, but as co-builders of their competences – of their education.

"Childhood in closed spaces", i.e. special facilities, is based on adults' interest in qualification and related to the protection that has to be given to children. Since, as yet, the space outside is seldom *child-friendly*, the day facilities must provide compensation. This is nevertheless insufficient. A culture of growing up which shapes all areas of society in the interest of child development has yet to enter the general awareness.

## General information on the Federal Republic of Germany

This chapter provides information on the structure of the Federal Republic of Germany, selected data and the legal system, where this has any bearing on achieving an understanding of the system of day facilities for children.

### Structural issues

After the Second World War, the Federal Republic of Germany and the German Democratic Republic were established in 1949 as two states with contrary political backgrounds and different structures. The Federal Republic of Germany was built along the lines of Western democracies, whilst the German Democratic Republic was developed according to the pattern of the Socialist states of the Eastern Bloc. The Federal Republic of Germany was and is governed and administrated as a Federal state, whilst the German Democratic Republic was managed centrally.

The German Democratic Republic acceded to the Federal Republic of Germany in 1990. The latter has since then been made up of 16 Länder – 13 so-called territorial Länder and 3 city states. Because of the differing history and the still differing situations on the territories of the two former states, it is still frequently necessary to distinguish between the *old* Federal Länder<sup>3</sup> (of the old Federal Republic of Germany) and the *new* Federal Länder<sup>4</sup> (of the former German Democratic Republic). The Federal Capital City of Berlin unites the former West Berlin and the former capital city of the German Democratic Republic (East) Berlin to a new third city state.

The *Federation* forms the umbrella over the variety of sixteen Federal Länder, each with their own constitution, executive, legislature and judiciary. The *Länder* differ considerably not only by their surface area, but also by their population size. This ranges from fewer than 700,000 to almost 18 million inhabitants, with a total of roughly 82 million inhabitants.

After the Federation and the Länder, the *municipalities* form the third level in the administrative structure. They have the constitutionally-guaranteed right of self-administration. They carry out their own tasks and others commissioned to them by the

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<sup>3</sup> These are the territorial Länder Baden-Württemberg, Bavaria, Hesse, Lower Saxony, North-Rhine Westphalia, Rhineland-Palatinate, the Saarland and the city states Bremen and Hamburg.

<sup>4</sup> These are the territorial Länder Brandenburg, Mecklenburg-Western Pomerania, Saxony, Saxony - Anhalt and Thuringia.



Federation and the Länder. The municipalities of a certain territory form a municipality association, namely the district. As a rule, large municipalities do not belong to a district, but administrate themselves (municipalities independent from a district or metropolitan districts).

It is the job of the Federation and the Länder to ensure the uniformity of living conditions (in the sense of equal opportunities and social justice), while the municipalities are to meet local needs, where possible providing "individual" solutions for the tasks of everyday life.

## Figures, data, facts

The Länder of the Federal Republic of Germany are heterogeneous as to their size and their living conditions, the differences between Eastern and Western Germany being particularly noticeable. Despite considerable financial transfer payments since unification in 1990, it has not been possible as yet to create uniform living conditions. Considerable differences can be ascertained in almost all sociodemographic characteristics.

These differences are also accommodated by the official statistics in that, as a rule, the average data for Eastern and Western Germany are stated in addition to the average data for the entire Federal Republic of Germany.<sup>5</sup>

### *Trends in births and age spread*

Tab. 1: Children aged under 10 in Germany by former Federal territory and new Federal Länder as on 31.12.2002<sup>6</sup>

Children	Total		Former Federal territory incl. Berlin		New Federal Länder	
	No.	in %	No.	in %	No.	in %
under 6	4,623,521	100	4,047,242	87.5	576,279	12.5
from 6 to under 10	3,186,842	100	2,871,124	90.1	315,718	9.9

For the period between 2002 und 2010, it is anticipated that the number of children of nursery age (3 to under 6 ½-year-olds) will fall by 15% in the Western Federal Länder

<sup>5</sup> Exception: In the city state Berlin, the statistical data have not been collated separately for the East and the West since 2000.

<sup>6</sup> cf. Tables A2, A3, and A4 on population statistics in the Annex

including Berlin. A slight increase in the number of children of nursery age, by 4%, is anticipated in the Eastern Federal Länder.<sup>7</sup>

As in other European industrialised countries, the total population is falling in the Federal Republic of Germany; the share of the elderly is increasing. The fall in the population size is not balanced out in spite of a migration surplus. In a European comparison, the Federal Republic of Germany has the lowest share of the age group of under 20s among the total population (cf. Fig. A1 in the Annex).

The Federal Republic of Germany is one of the European Union countries with the lowest birth-rates and the highest shares of permanently childless women. It took fifth place in 2000, with a Total Fertility Rate (TFR) of 1.34 children per woman (cf. Table A5 in the Annex). The latest data state that one woman in three in Germany remains childless, with that figure reaching as high as 40% among female academics.

The birth-rates in Eastern Germany fell after 1990 as a result of the social changes. Because of the high unemployment rate, many Eastern Germans migrated to the Western Länder. This further increased the average age of the population. The share of the population group of the under 20s, as well as that of the 20- to under 40-year-olds, is lower in the new Federal Länder in comparison to Western Germany, the share of 40- to under 60-year-olds, as well as of 60- to under 80-year-olds, by comparison, is higher (cf. Tab. A2, Tab. A3 and Tab. A4 to the population statistics in the Annex).

### *Population density*

The Federal Republic of Germany is a densely-populated country with an average of 213 inhabitants per km<sup>2</sup> (31.12.2001). The Eastern Federal Länder Mecklenburg-Western Pomerania and Brandenburg (76 and 88 inhabitants/km<sup>2</sup>) are still the ones most characterised by agriculture. In the West, it is the Federal Länder Lower Saxony (167 inhabitants/km<sup>2</sup>), Bavaria (175 inhabitants/km<sup>2</sup>) and Schleswig-Holstein (178 inhabitants/km<sup>2</sup>). In the city states, the population density is between 1,637 inhabitants/km<sup>2</sup> (Bremen) and 3,800 inhabitants/km<sup>2</sup> (Berlin). Overall, the Eastern Federal Länder are less densely-populated than the Western ones.

### *Social situation*

In general a prosperous country, there are still considerable social inequalities.

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<sup>7</sup> 10th Coordinated Population Forecast of the Statistical Offices of the Federation and the Länder, Variant 4: Medium Life Expectancy, presumed immigration balance of 100,000 individuals per year. The forecast is based on the population figures of 31.12.2001.

Unemployment has been a serious problem since the eighties. In 2002, the average unemployment rate<sup>8</sup> was 9.8%. All Western Federal Länder (with the exception of Bremen 12.6%) are below the average; Baden-Württemberg (5.4%) and Bavaria (6.0%) have the lowest rates. In all Eastern Länder and Berlin, the unemployment rate is much higher. It ranges from 16.9% in Berlin to 19.5% in Saxony-Anhalt, and is hence almost twice as high as the national average.<sup>9</sup>

Unemployment entails a disproportionate risk of poverty, as does part-time working. Between 1992 and 2000, the poverty rate<sup>10</sup> in Germany rose from 10.5% to 13%. Low income and poverty occur more frequently in families than among couples with no children. The poverty risk is highest in one-parent households, as well as in families with three and more children. With children under 10 years of age, the poverty rate is on average three times as high as among people over 70, but it is five times as high in the East.

The unemployment rate among foreigners in the Western Federal territories has been roughly twice as high as among Germans since 1998, i.e. they have a higher risk of poverty (cf. Tab. A6 in the Annex).

The share of income support recipients is a further measure of poverty. At the end of 2002, roughly 2.76 million persons in 1.44 million households were receiving long-term financial support (*assistance to meet the cost of living*) to cover their basic requirements as to food, clothing, housing and heating. The number of income support recipients increased by 2.2% as against 2001.

Among children under 18 years of age, the income support rate in 2002 was 6.6%, among foreign children as high as 8.4%. The highest rates were found in the three city states (from 7.0% in Hamburg to 8.9% in Bremen). Of the territorial Länder, Bavaria and Baden-Württemberg showed the lowest rates (1.8% and 2.1%), the highest rates were in Schleswig-Holstein and the Saarland (4.3% and 4.2%)<sup>11</sup>.

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<sup>8</sup> = unemployed persons as a percentage of the entire civilian working population

<sup>9</sup> All previous information from: Federal Statistical Office: Statistical Yearbook 2003 for the Federal Republic of Germany, unless otherwise stated

<sup>10</sup> = percentage share of persons living in poverty in the respective region. The poverty line is 50% of the average regional value of the annual net equivalent income, according to the German Institute for Economic Research (DIW), Wochenbericht No. 4/2003: 63

<sup>11</sup> cf. Federal Statistical Office, press release dated 25 September 2003

### *Migration/interculturality*

The share of the foreign population<sup>12</sup> was 8.9% of the total population according to the population statistics as of 31.12.2002. This proportion has remained unchanged since 1996, as has the absolute number of foreigners of roughly 7.3 million. Only a small share of them lives in the East of the Federal Republic (approx. 2% of the population in the new Federal Länder). Almost 2 million foreigners are employed and subject to social insurance (= 27.0%) (cf. Federal Government's commissioner for matters concerning foreigners 2002: Tab. 11).

Roughly one-quarter of all foreigners living in Germany are Turkish. Another quarter are nationals of a European Union Member State. One resident in five counted as a foreigner was born in Germany (21.4%), the figure reaching 68.0% among the under 18s (out of roughly 1 million), and 86.9% among under 6-year-olds (out of 424,000).

The foreign population is much younger than the German population:

Tab. 2: Age spread of the German and the foreign populations, as well as share of foreigners by age in Germany on 31.12.2002

Share of population aged from ... to ...	Foreigners		Germans		Total	Share of foreigners among the total population
	No.	in %	No.	in %	No.	
under 6	402,557	5.5	4,220,964	5.6	4,623,521	8.7
6 to under 10	350,854	4.8	2,835,988	3.8	3,186,842	11.0
10 to under 20	922,088	12.5	8,356,565	11.1	9,278,653	9.9
under 20	1,675,499	22.8	15,413,517	20.5	17,089,016	9.8
20 to under 40	3,104,514	42.3	19,723,257	26.2	22,827,771	13.6
40 to under 60	1,852,989	25.2	20,664,517	27.5	22,517,506	8.2
60 to under 80	643,999	8.8	16,094,381	21.4	16,738,380	3.8
80 and over	70,950	1.0	3,293,057	4.4	3,364,007	2.1
<b>Together</b>	<b>7,347,951</b>	<b>100.0</b>	<b>75,188,729</b>	<b>100.0</b>	<b>82,536,680</b>	<b>8.9</b>

Source/basis for calculations: Federal Statistical Office: Daten zum Bevölkerungsstand

Of a total of 37.8 million households in the Federal Republic of Germany, in 1999 2.2 million (= 5.8%) were so-called pure foreigner households. Germans and foreigners lived together in 990,000 households (= 2.6%).

Households in which foreigners live are larger than those of Germans. One-person households are the most common form of households in both groups, with a virtually equal share (34% among foreigners, 37% among Germans), but multi-person households differ considerably. 34% of households of Germans are two-person households, whilst among

<sup>12</sup> This does not include ethnic (German) resettlers, i.e. families of German origin from Eastern Europe and the former Soviet Union, who regionally make up a considerable share of the population, as they have German passports.

foreigners it is 20%. 15% of households of Germans are composed of four or more persons, as against almost 30% of households of foreigners.<sup>13</sup>

Statistical surveys on the status of Germans/foreigners and non-Germans, based on having a passport, can only roughly depict social reality. Important information for the system of day facilities cannot be sufficiently derived, particularly information such as on shares of non-German first and main languages spoken in families, which would form the basis for language promotion. This concerns not only those who are foreigners (according to their passports and statistics), but also families of ethnic resettler of German origin from Eastern Europe and the former Soviet Union, large numbers of whom have come to the Federal Republic of Germany from the second half of the eighties onwards. Large numbers of them only had and have slight knowledge of German, but legally and statistically are counted as Germans.

As on 1 January 2000, a legal reform entered into force which grants German nationality to children who are born to foreign parents in Germany. The number and the share of children with foreign nationality is falling as a result. This was shown as early as the first year of the reform: The share of foreigners among births in the Federal Republic of Germany was now 6.5%, while between 1992 and 1999 it had stood between 12.4% and 13.3%.

#### *Forms of household and family*<sup>14</sup>

Germany is one of the European Union countries with the highest shares of persons living alone and the lowest share of households with children. Two out of three households in Germany (66.2%) are households without children.<sup>15</sup>

In Eastern Germany living together with children in the household is however more usual than in Western Germany:

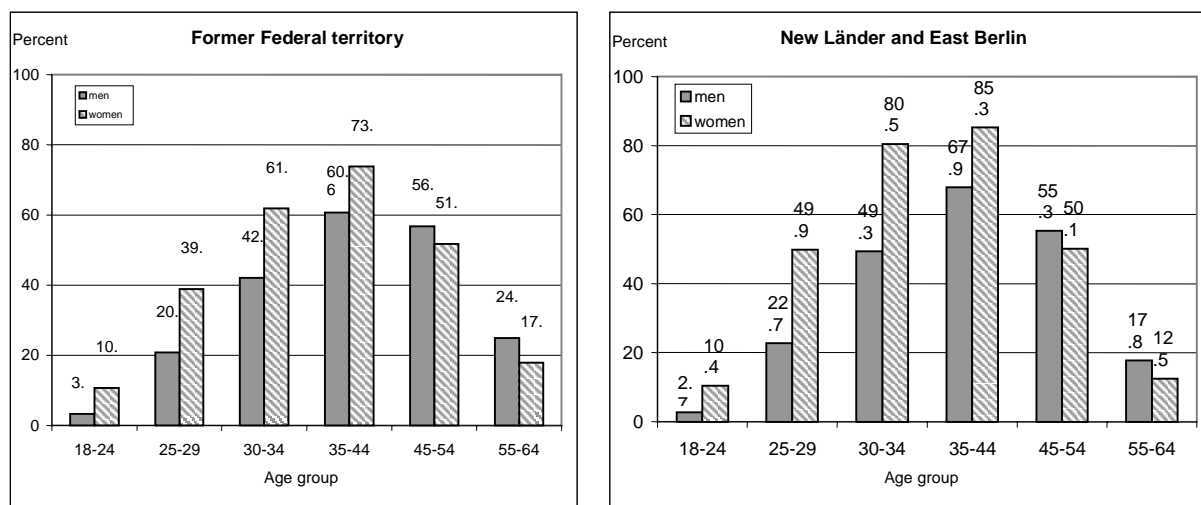
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<sup>13</sup> All information on the foreign population from: Federal Government's commissioner for matters concerning foreigners 2002: 294 et seqq., unless otherwise stated

<sup>14</sup> acc. to Engstler/Menning 2003

<sup>15</sup> Table A7 in the Annex on a European comparison indicates for Germany that 55% of the population lives in households where there are no children.

Fig. 1: Share of 18- to 64-year-old women and men by age living together with child(ren) in the household, 2000



Database: Federal Statistical Office, Microcensus; own calculations – taken from Engstler/Menning 2003: Fig. 3

(Young) adults with children largely live in marital cohabitation, although the trend towards other living arrangements has grown continually throughout the past decades. In the new Federal Länder, non-marital co-habitation is more common than in the old. The share of children born out of wedlock is roughly the same there as the share born in wedlock. Eastern Germans do combine starting a family with getting married less often.

In 2000 there were 15,192,000 children in Germany under 18 years of age (12,612,000 in the West, 2,580,000 in the East). Slightly more than 81% of the children grew up with married parents, almost 16% with a single mother and 3% with a single father (cf. Annex Table A8).<sup>16</sup> 11.0% of all children lived with a divorced or separated parent.

1.77 million mothers or fathers with children under 27 years of age are considered to be single parents without another adult person in the household, 85.5% of whom are mothers and 14.5% of whom are fathers. The overwhelming majority of them are divorced (total 63.1%), roughly one-quarter (23.1%) single.

Roughly three-quarters of all children grow up with siblings or half-siblings. In 2000, 47.5% lived in a family with two children, 19.3% in a family with three children and 8.7% in a family with four or more children. One-quarter of children lived as the only child in the household, but as childhood progressed, only around 20% remained only children.

Concerning families (households with children) in roughly half of them there is only one child (51.2%). Depending on the form of family, however, the share of one- and multiple-child

<sup>16</sup> The number of the children whose mothers or fathers are in fact raising children alone cannot be clearly determined since the *unmarried* may live together with a non-married partner.

households changes: Married couples tend to have more children than single parents, and these in turn have more than those in non-marital co-habitation. Conversely, this means: 72.8% of all non-marital co-habitations, 65.7% of all single parents and 46.7% of all married couples have only one child.

Statistical links can be identified between the ages of children and the form of families. A higher-than-average number of young children live in non-marital co-habitation; 42% of them are younger than 6. In the average of all families, these are only 28%. By contrast, a higher-than-average number of youth aged 18 and up live with single parents. On the average of all families, there are 28%, but with single parents 39%.

### *Working mothers*

The older the children become, the more frequently their mothers are in gainful employment. The employment rate slightly falls again once the children are 15 - with the exception of mothers working more than 36 hrs a week. The younger the children, the more likely mothers are to take temporary leave or to work part-time. This applies both to the old and to the new Federal Länder (cf. next page: Tab. 3).

The rate of working mothers increased in the West from 37.3% to 47.9% between 1991 and 2001. In the same period, it fell in the East from 75.9 % to 53.2 % (cf. next page: Tab. 3). The increase in the labour force participation of mothers with children under three years of age in the West occurred despite a lack of day facilities for children. It, on the one hand, indicates the desire of mothers to work and, on the other, the necessity of gainful employment to secure the family's income. The currently intended expansion in the provision for children under the age of three, which as a criterion for need requires both parents or the single parent working, meets these wishes and requirements.

Tab. 3: Rate of working mothers<sup>17</sup> by age of the youngest child (Germany, Western and Eastern Federal Länder; in percent; 1991, 1996, 2001)

Age of the youngest child	Germany			Western Federal Länder			Eastern Federal Länder		
	Working rate (incl. on temporary leave)	<i>of whom:</i> not incl. on temporary leave <sup>1</sup>	<i>of whom:</i> 36 hours and more	Working rate (incl. on temporary leave)	<i>of whom:</i> not incl. on temporary leave <sup>1</sup>	<i>of whom:</i> 36 hours and more	Working rate (incl. on temporary leave)	<i>of whom:</i> not incl. on temporary leave <sup>1</sup>	<i>of whom:</i> 36 hours and more
1991									
under 3	45.2		26.8	37.3		17.3	75.9		63.5
3 to 5	57.1		29.3	47.6		15.7	82.8		66.2
6 to 14	66.4		35.1	59.2		22.8	86.6		69.8
15 and older	57.5		31.1	53.7		25.3	74.9		58.0
Together	57.9		31.3	51.5		21.9	80.6		64.6
1996									
under 3	43.1	26.4	11.3	42.4	25.6	10.0	49.3	33.5	22.0
3 to 5	50.8	49.7	16.3	48.0	46.8	11.4	65.7	65.4	42.7
6 to 14	66.5	66.1	28.9	62.3	61.9	18.6	77.9	77.7	57.1
15 and older	59.2	58.9	30.1	56.4	56.1	23.9	69.1	69.0	52.8
Together	58.0	54.9	24.8	54.5	51.0	17.8	71.1	69.7	51.2
2001									
under 3	48.6	31.0	10.7	47.9	29.5	8.8	53.2	40.8	22.8
3 to 5	58.7	57.4	14.4	57.6	56.1	11.0	65.8	65.8	36.2
6 to 14	70.5	70.0	23.1	69.1	68.6	16.7	76.0	75.5	49.5
15 and older	66.9	66.7	31.1	65.1	64.8	24.8	72.9	72.9	51.9
Together	64.0	60.6	22.7	62.3	58.5	17.2	71.0	69.4	46.1

<sup>1</sup>Persons temporarily not pursuing their employment because for instance they are on child-raising leave (first separately collated in the 1996 Microcensus).

Sources: Special evaluation of the Microcensus by Engstler (1998: 115); Federal Statistical Office: *Leben und Arbeiten in Deutschland. Ergebnisse des Mikrozensus 2001*, Wiesbaden 2002, p. 71; own calculations – taken from: Rauschenbach et al. 2004: Table 7.9

<sup>17</sup> Women with children from the age group of all 15- to 64-year-old women



# Legal Framework

## Foundation / Constitutional law

The *Basic Law* (Grundgesetz) is the Constitution of the Federal Republic of Germany. It determines the legislative authority (tasks and responsibilities) of the Federation and the Länder as well as the implementation and funding of the statutes, in addition to citizens' basic rights.

In practice, the provisions are not always clearly applicable without conflicts. The Federation and the Länder may pass laws. There are areas of exclusive legislation (Federation *or* Länder) and areas of competing legislation, in which the Federation *and* the Länder may have authority. The exclusive legislative authority of the Federation includes amongst others the areas of foreign policy, defence and monetary policy. The exclusive legislative authority of the Länder includes amongst other things the *school and education system*, the police and local government.

The Federation has priority in the competing legislation, which, however, it may only exercise under narrow preconditions, after an amendment to the Basic Law in 1984. If it does not make use of it, the Länder may become active in the following areas amongst others: civil law, industrial law, commercial law, public welfare.

For some further legal areas - like higher education - the Federation has the right to pass framework legislation, and the Länder have to be left with sufficient latitude to implement these federal statutes independently.

### *Parents, children and the state*

The Basic Law guarantees parents an unrestricted right to raise their children – so long as they do not abuse it or place the best interests of the child at risk. Children are the bearers of their own rights from birth, meaning that they enjoy the protection of basic rights (for instance to physical integrity, to protection against discrimination and to free development of their personality). The Basic Law presumes that children's rights are mainly implemented via their parents' responsibility (their rights and duties).

Only in compulsory school attendance does the state encroach on parents' responsibility to raise their children. Children have to go to school as a rule once they have reached the age

of six<sup>18</sup>. Details are governed by Land statutes. The entire school system is under the supervision of the State, in the shape of the Länder.

Some basic rights contained in the Constitution which are relevant to the tasks and goals of day facilities for children:

Art. 2 para. 1 of the Basic Law:

The right to the free development of personality.

Art. 3 of the Basic Law:

The right to equality before the law and equal rights for men and women; prohibition of discrimination with regard to sex, parentage, race, language, faith, religious or political opinions;

since 1994, additionally, the right to promotion of actual equal rights of men and women and the prohibition of discrimination of persons with disabilities.

Art. 6 of the Basic Law:

The right to special protection of marriage and the family, as well as ensuring parents' rights and duties towards their child. The function of the state as guardian of the protection of children against dangers to their well-being. Mothers' right to protection and care.

Art. 7 of the Basic Law:

The right (of the state) to supervise the entire school system; linked to this, the rights of the parents;

in conjunction with Art. 70 et seq. of the Basic Law: The school system as an exclusive right of the Länder.

### **Legal basis for early childhood care, education and child-raising: Book Eight of the Social Code - Child and Youth Welfare**

The system of day facilities for children belongs legally and organisationally to child and youth welfare, and hence in terms of authority to "public welfare" (social services, welfare), and not to the field of education (school system). The entire school system falls under the sovereignty of the Länder; for the field of public welfare, legislative authority lies with the Federation and the Länder, while implementation authority, and hence the burden of funding, lies with the Länder and municipalities.

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<sup>18</sup> Tables on starting school can be found in the Annex: A10 and A11.

To promote the development of children and youth, and to support parents and families, there is in the Federal Republic of Germany a varied supply of social work and services, a large section of which is governed by the Child and Youth Welfare Act (KJHG), including early childhood promotion of children in day facilities, different types of assistance for child-raising and youth work. The KJHG entered into force in the Eastern Federal Länder as of 1.10.1990, and in the Western Länder on 1.1.1991. As a short form for the Child and Youth Welfare Act, the German abbreviation KJHG has become common, although it is not quite correct. Legally speaking, this is precisely Article 1 of Book Eight of the Social Code, Child and Youth Welfare, shortly Book Eight of the Social Code (this term is used below for the KJHG). This designation shows the classification of child and youth welfare – and with it of day facilities and of day-care – within social legislation, on an equal footing with statutory health insurance, social nursing insurance, pension and statutory accident insurance and the Employment Promotion Act (Arbeitsförderungsgesetz).

#### *Book Eight of the Social Code and the social model*

Book Eight of the Social Code is conceived as a statute to promote the development of children and to support families. In contradistinction to this, its predecessor in the old Federal Republic of Germany<sup>19</sup> was largely a supervision and encroachment statute to protect children. The main concern of Book Eight of the Social Code is to provide a broad range of services offered to help children, youth and parents in various situations. Its guiding principles include prevention (offering services and benefits on time and preventively), integration (offering services and benefits for all children, youth and families in their social environment) and participation (finding and designing services and benefits as far as possible in consultation with children, youth and families).

Book Eight of the Social Code confirms the responsibility of parents (rights and duties) for their children. It tries to strengthen their ability to raise their children. No independent child-raising responsibility by the state is provided for. The responsibility of the day facilities is regarded as being subordinate to the parents' responsibility to bring up their own children. In a ruling from 1997, the Federal Constitutional Court<sup>20</sup> determined that the focus of the nursery system (day facilities for children) still lies in welfare-related care with the aim of promoting social conduct, and the legislative authority of the Federation for this area is thus recognised.

Book Eight of the Social Code describes the structure of child and youth welfare and the tasks of their various players on the basis of the subsidiarity principle (cf. box) both from the

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<sup>19</sup> The Youth Welfare Act (Jugendwohlfahrtsgesetz - JWG) of 1961

<sup>20</sup> Federal Constitutional Court: order of 10.3.1998 – 1 BvR 178/97

point of view (a) of the priority of parental obligations with regard to the raising of their own children and ideas and (b) from the point of view of the priority of voluntary providers in providing the services. The model behind this starts with the idea of support for a respectively smaller social unit by the next larger. The idea is to avoid assistance, once offered, replacing available resources. Furthermore, the variety of circumstances and child-raising concepts should be accommodated by as pluralistic a range of services as possible of providers/organisations offering various forms of assistance. A range of public services can only be considered a last resort.

#### *Subsidiarity principle*

The subsidiarity principle is the prevailing functional principle in the social field in the Federal Republic of Germany, including in the system of day facilities for children. It is a principle of organisation of social responsibility which mainly was worked out by Catholic social teaching. Put in a nutshell, it states the following:

On the basis of the family as the smallest social institution, superior (larger, more powerful) combinations or bodies may only act and carry out tasks if the smaller unit is unable to do so on its own. Support by superior institutions is to give priority to supporting the potential for self-help of those in need of help before caring measures are employed.

In this sense, the subsidiarity principle defines the relationship between the various institutions involved with one another. What one level may be able to implement by itself is neither to be transferred to the superior one, nor taken over by it.

The subsidiarity principle forms the basis of the priority of voluntary providers in the law on child and youth welfare in comparison with services offered by public (state and local municipal) providers. Standardised in section 4 of Book Eight of the Social Code, it says there in subsection 2 that public child and youth welfare should refrain from creating its own facilities, services or events where recognised voluntary providers operate suitable service ranges, or can create them on time.

In 1967, the subsidiarity principle was the subject of a ruling of the Federal Constitutional Court. The interpretation that applies to the present day is based on this. Cooperation in a spirit of partnership between public and voluntary providers for the benefit of the assistance recipients is hence at the core of the subsidiarity principle. The distribution of the implementation of tasks is to be orientated in line with the goal, and on principle may not lead to tasks being transferred to subordinate levels which are unable to perform. This does not rule out such tasks being largely funded by the public providers, even if voluntary providers implement them.

In 1992, the principle of subsidiarity was included in Art. 3b of the EC Treaty. In addition, the significance of independent welfare providers was confirmed in No. 23 of the Maastricht Conference declaration.

### *Book Eight of the Social Code and children's rights*

The priority right in Art. 1 para. 1 of Book Eight of the Social Code of young people to promotion of their development and to an child-raising to become a personality responsible for itself and aware of the community describes in general terms the tasks and goals of child and youth welfare. Also in further articles of the Code, rights of children and youth are largely described as tasks (for the experts) of child and youth welfare: The right to protection against dangers, the right to avoid discrimination, the right to have a say in all decisions concerning them, the right to equal opportunities for girls and boys, irrespective of the social and cultural contexts in which they live.

Book Eight of the Social Code grants an actionable (individual) right to children on reaching the age of three to a place in a day facility until starting school, the so-called legal right to a nursery place.

Over and above this, children and youth have the right to support and protection by the youth welfare authority in acute crisis situations.

Furthermore, in Germany the children's rights apply within the meaning of the UN Convention on the Rights of the Child, which the Federal Republic ratified in 1992. The 2001 Second Periodic Report on the implementation of the Convention in Germany, the supplementary answers to a list of questions by the UN Committee on the Rights of the Child of December 2003 and the Plan of Action entitled "A Germany Fit for Children" to carry out the responsibility issued by the Special Session of the General Assembly on Children held in 2002 in New York currently being developed reflect the significance of children's rights in Germany.

### *Book Eight of the Social Code and parents' rights*

All benefits and services offered by child and youth welfare are to help strengthen parents' ability to raise children, and hence to benefit the children via the parents. Their subordination to parents' ideas as to how to bring up their children is made clear in the statute and only broken in the event of the abovementioned taking into care. If the parents place the best interests of the child at risk, the family court takes the necessary measures to avert the dangers.

As a rule, the parents have a right to the benefits. They have the right to choose between facilities and services of various organisations (Art. 5 of Book Eight of the Social Code); in conjunction with Art. 9 of Book Eight of the Social Code, the basic direction in child-raising preferred by the parents (for instance with regard to religious orientation) is to be supported.

### *ECEC day facilities in Book Eight of the Social Code*

A separate Part of Book Eight of the Social Code is given over to the *promotion of children in day facilities and in day-care*. It lists the tasks to be carried out with regard to children and parents, the need to shape the promotion and the confirmation of the authority simultaneously granted to the Länder. Without anticipating further details given below, the core statements of this part are summarised here.

*Promotion* includes the tasks of *care, education and child-raising* on the one hand and on the other the obligation to work together with the parents. *Promotion* is understood here as an integrated process orientated towards the entire personality and which tries to integrate the three sub-tasks of care, education and child-raising. Here, a consensus which is particularly important in German early childhood education appears, which in turn is based on a linguistic distinction which does not exist everywhere. German distinguishes between *Bildung* (education) and *Erziehung* (child-raising or child-raising), both subsumed as 'education' in English. Education (*Bildung*) is rather connected here to the acquisition of knowledge, mostly also briefly connotated with targeted/guided learning and school settings, whilst child-raising/child-raising (*Erziehung*) rather refers to the socialisation efforts of adults towards children. The third sub-task, namely care, covers aspects such as supply, supervision and care. The consensus presumes that these aspects can be separated from a linguistic and logical point of view, but includes that all three aspects are always present and effective in children's holistic experience. According to this understanding, it is possible for instance to analyse a breakfast situation by the shares and effects of *care, education and child-raising*, but impossible to refer to only one aspect when talking to the child.

All educational (sub-)concepts in the Federal Republic of Germany since the seventies have been built on this basic understanding, and must deal with the problem of an unclear definition. The triad of care, education and child-raising covers the responsibility of day facilities as a specific (social) promotional responsibility.

In order to carry out their tasks, the experts in the day facilities are to orientate the services offered in pedagogical and educational terms to the needs of children and families and involve parents and guardians in the main concerns of promotion in the day facility. Experts of the facilities and childminders are to work together with parents for the good of the children (section 22 of Book Eight of the Social Code).

Children from the age of three have a right to a nursery place (cf. p. 29) – as has already been stated. Younger children, as well as school-age children, receive a place in a facility (where appropriate in day-care, cf. p. 71) as *required*. The same applies to children of nursery age if they need a place in an all-day facility. Need is a normative term here which may not be confused with demand (cf. p. 63). The regulations of the Länder and additionally

of the municipalities, which provide most of the funding, provide different procedures to ascertain need. In each case, need is understood as demand examined in accordance with the local preconditions for which a supply is granted. Together with the confirmation that the content and the extent of the tasks are determined in greater detail by Land law (section 26 Book Eight of the Social Code), these are hence already important aspects of

*Management by Book Eight of the Social Code.*

Approaches to system management relate largely to requirements as regards the system structure, to qualitative and quantitative instructions, and to the examination of their implementation and funding procedures (cf. p. 86). To reach an understanding of the following information, there is a need to once more take a look at the levels involved and their possibilities.

Book Eight of the Social Code is a Federal statute which is given concrete form by means of Land statutes. This means that the Federation implements its legislative authority and grants the Länder discretionary latitude. In Book Eight of the Social Code, the Federation exerts an influence on (a) the structures of the public administration in the Länder and municipalities<sup>21</sup> as well as (b) on the provider structure for day facilities for children.

Book Eight of the Social Code places the Land districts and towns not associated with a district under the obligation to establish a youth welfare office which carries out the tasks of the local organisation of public child and youth welfare, and the Länder to establish a Land youth welfare office which carries out the tasks of the voluntary providers. The youth welfare office is a specialist social educational authority. It consists of the administration and the youth welfare committee, which determines the guidelines of local youth policy. The youth welfare committee is concerned with all matters of child and youth welfare, in particular with advising in problematic situations, with proposals for the further development of child and youth welfare, youth welfare planning and the promotion of independent youth welfare. Both public organisations – the local youth welfare office and the Land youth welfare office – bear overall responsibility for the services offered, including planning responsibility, so that the necessary and suitable facilities and services are available on time and in sufficient quantity. The legislature provides, in the central management instrument of youth welfare planning, the engine for the specialist further development of youth welfare at local and non-local levels. It is also a matter for municipal youth, family and social policy. Its statements, identifications of shortcomings and proposals for changes force a political debate and determine goals and priorities. These regulations are however the subject of some dispute

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<sup>21</sup> This information applies to the entire child and youth welfare system, and hence includes the system of day facilities for children.

since in imposing them the Federation encroaches on the organisational sovereignty of the Länder and the municipalities.

Book Eight of the Social Code gives the voluntary providers of child and youth welfare priority as providers of services and benefits (cf. subsidiarity principle, p. 29). In terms of ideas and funding, they are to be supported in providing their services. The overall range of services offered is to reflect the variety of wishes and ideas of children and parents by providing a variety of organisations. The range of services offered publicly (by the state), by contrast, is to remain as small as possible. This variety is hence intentional. The beneficiaries (children, youth, parents and young adults) then have the right to choose between various suppliers. Parliament entrenches the right to propose and to choose as a management element in the selection from a variety of services – with the restriction: "The parents' wishes are to be accommodated, insofar as this does not entail disproportionately higher cost."

Via the general declared goals, set out in the law, such as on the rights of children and parents, the Federation tries to create a normative effective management, which however ultimately is not binding on the Länder, municipalities and organisations from a qualitative point of view. For this purpose, it also has at its disposal the instrument of promotion and initiation of pilot schemes. This management, however, only functions to offer suggestions. In the area of day facilities for children, goals are described – indirectly, by means of statutory instructions – which are to be determined quantitatively. Each child in the corresponding age groups has a right to "a nursery place", which is however not described in greater detail. The obligation to provide rests with local organisations of public child and youth welfare. The Federation hence leaves to the Länder the power to define the time scope of this range of services and the quality to be provided for. Particularly clear is the restricted management possibility on determining the need of services for children under three and of school age, which lies with the locally responsible youth welfare organisation. Here are, however, amendments of the Child and Youth Welfare Act are in the offing which serve to give concrete form to the obligations to provide a service in line with demand by setting demand criteria (cf. further below the information on the reform of Book Eight of the Social Code).

In a comparable manner, the quality of the services offered can be controlled by means of the requirement of an "operating licence" to operate a day facility (section 45 of Book Eight of the Social Code). The Federation states *that* operating licences are necessary to avert dangers to the best interests of the child; Land law sets the detailed criteria and procedures which may lead to the issuance or refusal of an operating licence. In the main, the issuance of the operating licence depends on adherence to the respectively applicable framework, including the sizes of the groups, i.e. staff-child ratio, to the qualification of the staff, the space required, on equipment, hygiene and safety standards. The concomitant control mechanisms and procedures also lie in the regulatory authority of each Land.



### *The organisations of child and youth welfare*

The entire child and youth welfare system is governed by a *division of tasks* between the public and the voluntary providers, for instance in the system of day facilities.

There are voluntary and public providers. Land law determines which are voluntary organisations; Federal law determines the Land districts and towns and cities not associated with a district to be local organisations of youth welfare; regional special solutions are also possible.

The term 'voluntary provider', which previously related to welfare and youth associations, now covers all non-state service providers, and hence also includes private, commercial providers. They act within the framework of their private autonomy and participate in the provision of services on the basis of contracts.

Public organisations bear the overall responsibility for the services; in the framework of the contractual agreements, voluntary providers have responsibility for the services they offer and those provided by their staff.

Voluntary providers are promoted in their concept and by funding. Where suitable facilities can be operated at suitable quality by voluntary providers, the public organisations are to refrain from providing their own services.

Parliament however also governs cooperation between independent and public youth welfare. For instance, it places public youth welfare under an obligation to work together in a spirit of partnership with independent youth welfare for the good of young people and their families. This cooperation finds its institutional expression in the youth welfare committee, which ensures for independent youth welfare comprehensive participation and co-responsibility in the tasks of the youth welfare office. Over and above this, working parties are instruments of this cooperation.

### *Land law regulations relating specifically to day facilities for children*

All sixteen Federal Länder design their day facility services for children using their own statutes, either as an implementing act of the Federal Act or their own statute for this area. Depending on the form intended, the Länder have to pass further laws or administrative ordinances on sub-topics, such as the cost participation of parents, the necessary staff, parental participation or the funding procedure. As a result, on the basis of a joint Federal statute, a system of day facilities is available which is different and separate from one Federal Land to another. Some Federal Länder have also governed the conditions for parents' initiatives or for day-care separately. No consensus of recognised standards can be determined from the Land regulations. No two Federal Länder provide a range of services for families of the same quantity and quality.

In the chapter on possibilities for access and on the supply situation (cf. p. 63), this situation is explained with regard to certain social implications. Here two examples suffice to give an impression of variety and differentness.

The *staffing* (staff-child ratio) in day facilities is ultimately not comparable between the Länder. The staffing level may either be calculated on the basis of a group of children, or as a ratio per child. It varies as to whether there is a second member of staff in the groups or not. The same care times are assigned different staff ratios. Whether additional posts for managers or certain forms of groups are available is governed by Land law.

In the same way, the *space available*, in particular the necessary space and the ensemble of the rooms with different functions, varies for comparable age groups of children from one Land to another. The variety ranges from *no determination* via the general statement of the need for *suitable rooms* up to concrete numbers of square meters per child: 2 to 3 m<sup>2</sup> depending on the age of the children, plus possibly ancillary rooms. In some cases, there are approximate instructions to provide a group room and an ancillary room, or more details regarding an extra room for special support, a gym and a multiple-purpose room per facility.

For the planning, the operating licence, the ongoing operation and the funding, adherence to the respective Land regulations is binding in each case. Differences between the Länder revealed in the legal relevance attached to a provision (statute or administrative ordinance).

## **Outlook and challenges**

The distribution of responsibility between the levels *Federation, Länder* and *municipalities* is the subject-matter of the current political debate (role, function and tasks).

Consensus, by contrast, appears to exist in optimising the system for its manageability. Since Book Eight of the Social Code only has a limited impact in terms of management, greater detail of both the design of the services (need and access conditions) and of the quality of the promotion could provide a starting point for improvements. With its efforts to reform Book Eight of the Social Code, the Federal Government is moving in this direction. The Bill of 2 April 2004 is designated "Day-Care Expansion Act" (Tagesbetreuungsausbaugesetz – TAG). The reform of Book Eight of the Social Code focuses on the quality-orientated expansion of care for children under 3 years of age in line with demand as an element of a sustainable family policy to support early promotion of children. It is a matter in the Western Federal Länder of expanding and in the Eastern Länder of safeguarding the services. In order to give concrete shape to the call for the services to meet the demand,

demand criteria are being determined. Day-care is being much increased in value, and quality characteristics are being established for day facilities and day-care.

The envisioned expansion is conditional, however, on better funding for the municipalities. The Federation has agreed that the municipalities are to receive € 1.5 billion per year for this purpose from 2005 onwards from the merging of unemployment relief and income support.

The different frameworks within the Federal Länder (including the restraint of the Federation when formulating relevant recommendations) lead – as outlined – to a range of early childhood promotion services which differs in terms of both quantity and quality, and hence to different opportunities for children and families across the Federal Republic of Germany. The differing frameworks are also remarkable because in and with them the largely accepted educational framework concept of the situation-based approach (cf. pp. 48/49) is to be implemented. Or to put it another way: There are no equal standards in spite of the same basic concept!

## **Historical basis of present manifestations**

This chapter portrays continuities and caesuras in trends in day facilities as family supplementing child care services in a tumultuous German history.

### **From industrialisation to the foundation of the Federal Republic of Germany and the German Democratic Republic**

Facilities catering for children during times in which mothers were at work were a by-product of the industrialisation that took place in the first half of the 19th Century. These child-keeping facilities, which went by many names, served to protect and to teach minimum educational ideas (order and basic skills).

It was Friedrich Fröbel who invented a type of educational facility for early childhood by establishing the first nursery (1840). In contradistinction to the more negative than positive effect of simply 'keeping' children, Fröbel attempted to develop children's education potential. He presumed that a person's first six years were particularly important. Children should be given both the opportunity to develop freely, as well as receiving incentives. Nurseries should both respect the child – his/her nature – (philanthropic motive) and teach important (basic) skills (educational policy motive) and strengthen ability of families to raise their children (socialisation motive).

Fröbel called for nurseries for all children aged from three to six as the second of his four education stages: childhood stage (infancy and earliest family education), nursery stage, teaching stage and school (conceptual or learning school). With this educational policy concept, Fröbel continues to be quoted.

The traditions of the non-school arrangements of early childhood care, education and child-raising that helped families at that time can be traced down to the present day<sup>22</sup>:

- institutionalised care for children in nurseries;
- institutionalised keeping and occupation of children of the lower social strata in kindergartens, day nurseries for the under-threes and out-of-school provision at times when the parents were at work;
- as well as privately-organised forms in the own family (nannies or tutors), in another family (as a place for care) or as a combination of parents (family nursery).

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<sup>22</sup> The pointed characterisation of the institutionalised offerings does not rule out other foci and elements of the respective other functions.

Facilities that were open all day were reserved for children whose (single) parents had to work (*protective and child-raising function*). Children of the middle classes attended nurseries that were open for half days to expand their experience beyond their home (*promotional function*). The social selection this reflected was fixed by the institutionalised arrangement.

Children were already taken into facilities in the first year of life and attended them until they started school. As a trend, more family-like contexts were considered to be suitable for younger children.

The facilities to enable mothers to work were in the tradition of the poor law and – like the entire welfare system – the responsibility of the Church parish or administrative municipality.

Institutionalised education was largely philosophical in orientation (denominational, labour movement, free-thinking) and characterised by the responsibility of the municipality, with consequences that remain even to the present day:

- broad scope in designing the services provided;
- differing frameworks;
- regional differences in supply, depending on the nature and structure of the labour market;
- overall varied organisations/regional dominance;
- frequently operated by non-specialist organisations with volunteer workers.

The variety of the organisations, their function and their entitlement to state funding were set forth in 1922 in the Reich Youth Welfare Act (Reichsjugendwohlfahrtsgesetz - RJWG). These aspects continue to apply in the shape of the subsidiarity principle (cf. p. 29). Subsuming all-day-care facilities for children under the RJWG ended initial efforts to classify nurseries as the first stage of the Volksschule (basic primary and secondary school, a concept now defunct) and integrated them in the social system of public welfare.

## Two German states

### Federal Republic of Germany

In what are now the Western Länder of the Federation, the raising of children was for a long time regarded as a private matter for the parents (family and women's matter). The basic model of the family was one in which the man worked and the woman was housewife and mother.

Day facilities for children were allocated to child and youth welfare (to public welfare). They were to relieve the burden in emergency situations, but not primarily to support gainful employment (by mothers). In nurseries, (most) children went home at lunch time. Some were able to come back in the afternoon. Only in large cities and industrial centres were there any significant numbers of day nurseries for the under-threes, out-of-school provision and kindergartens established.

The welfare character of day-care and its use to alleviate emergencies was enshrined in law in 1961 in the Youth Welfare Act (Jugendwohlfahrtsgesetz - JWG) and restricted later developments. The Act did not refer to any institutions of early childhood care, but to *measures to care for and for the child-raising* of infants, small children and school-age children outside school.

State responsibility covered promotion of the organisations and institutional supervision of the facilities. Today's pluralistic and at the same time heterogeneous range of services provided by organisations and facilities in terms of quality and quantity was developed in this period.

In a first education reform from the end of the sixties, the personality-promoting and social policy significance of the nursery was emphasised to a greater degree. It was raised to the elementary area of the education system in 1970, but organisationally and legally remained a part of public welfare. There were discussions at that time on including five-year-olds in the school system. They remained in nursery. Nursery has since then been regarded as a level of socialisation from which all children between 3 and 6 years of age can benefit. (On the content of the reform efforts cf. chapter: Concepts of early childhood care, education and child-raising, p. 48 et seq.)

## **German Democratic Republic**

In what is now the Eastern Länder of the Federation, the raising of children soon came to be regarded as a public task. There were educational and economic policy reasons for this. Day facilities for children that were open all day, largely in public or company organisations, were to contribute both to improving education among the populace, and to helping women to take up work. Accordingly, great efforts were made to expand the quantity of the supply of places for children from day nursery for the under-threes to out-of-school-provision age.

The German Democratic Republic reformed the entire education system with the consequence that nurseries and out-of-school provision were fully integrated into the education system. The "Act on the Democratisation of German Schools" (Gesetz zur Demokratisierung der deutschen Schule) (1946) and the "Act on the Uniform Socialist Education System" (Gesetz über das einheitliche sozialistische Bildungssystem) of 1965 served as a legal basis, as did centrally-developed education and child-raising plans for shaping education.

Nurseries were planned as separate facilities, whilst out-of-school provision was largely integrated into schools. Facilities for children under three (day nurseries for the under-threes) belonged conceptually to the education system (from 1965 with their own educational responsibility), but administratively to the health system.

## **Until 1989: Commonalties and differences between the Federal Republic of Germany and the German Democratic Republic**

Although not simultaneous, and to differing degrees, the quantitative development of nurseries, as well as the demands society made on them, were very similar. From a supply level of roughly 30% of children (mid-fifties), supply in the West by 1989 rose to almost 70%; in the East from 20% in 1950 to almost full service, also by 1989. However, in the West these were largely half-day places, whereas in the East only all-day places were provided.

Whilst the integration of nurseries into the education system in the German Democratic Republic was completed in law by 1965, nurseries in the Federal Republic of Germany experienced a *gradual upgrading*, beginning with initially only specialist recognition as an elementary field of the education system (1970) through the recommendations of the German Education Council and by the Overall Education Plan. It was not until 20 years later that the education responsibility was anchored in law (cf. pp. 28 and 31).

The day nursery for the under-threes area, by contrast, underwent completely different developments in the two German states which were caused by the different social policy views and resulting goals in family and women's policy. Until the beginning of the nineties in the West (Federal Republic of Germany) there were places in public or publicly-promoted facilities for fewer than 2% of children under three years of age, supplemented by another 2% of places in family day care – as against an unknown number of private arrangements. The institutional services were largely focused on large cities (West Berlin, Hamburg, Munich). The Federal Land North Rhine-Westphalia promoted early *age-integrated groups* as a normal range of services for day-care of children under three.

In the East (German Democratic Republic) the number of places in day nursery for the under-threes increased from roughly 6% in the fifties to 56% in 1989 (82% of children aged two and three) – to which must be added the places in long-term homes and other forms of care. Linked with the arrangements of maternity protection and child-raising leave which ensured every woman a full "baby year", there was practically full supply in the age group of one- to three-year old children.

It is possible to make very clear by the arrangements for school-age children (out-of-school provision) the impact of different social evaluations of the functions *education and care* – even if there was a striking commonality between the East and the West: half-day primary schools. This led to a need for additional out-of-school provision for children whose parents (mothers) worked. In the West, it was legally established and generally accepted that primary schools carried out the education function. Recognition of an independent educational profile for out-of-school provision remained restricted to expert circles. The out-of-school provision of child and youth welfare were allocated the role of a guarantor to provide care in an emergency. Only for roughly 5.5% of children was a place available (1990). In the East, out-of-school provision, as well as primary schools, were part of the education system. Out-of-school-provision education was socially accepted. At the end of the eighties, places were available for all children up to the fourth year of school, use dropping from more than 90% in the first year to roughly 40% by the fourth. Out-of-school-provision education was largely aimed to meet the school preconditions and requirements. Conceptually secure, separate education performance was considered comparatively unimportant.

## **1990 to 2000**

The first decade of the growing together of the two German states was marked by profound social change, above all in the East, but also in the West of the Federal Republic of Germany. Some of the considerable upheavals of the system of day facilities for children



could be regarded to have been overcome, whilst others have only just begun in this time and will determine the years to come. In this section, events are outlined which make it possible to understand this phase in its importance per se, and as preparation for the current situation (cf. p. 46).

Almost at the same time as the dissolution of the German Democratic Republic and the accession of the new Länder to the Federal Republic of Germany, the Child and Youth Welfare Act (Book Eight of the Social Code) entered into force as a new foundation under Federal law (cf. p. 28). It allocated early childhood care, education and child-raising of child and youth welfare in the broader sense to social welfare, a point already made clear by the fact that the Act was the Eighth Book of the comprehensively restructured social legislation (Book Eight of the Social Code).

Important guiding principles are the subsidiarity of child and youth welfare as against the right of families to bring up their children and other state benefits, freedom to choose for parents as beneficiaries, variety of organisations and services (subsidiarity) as well as the separate education responsibility for day facilities with the unity of *education, care and child-raising*, including the fundamental equal ranking of family day care.

The explicit special promotional responsibility and the details on day facilities for children (including family day care) in a separate Part of the Act was regarded as progressive in the old Federal Länder of the Federal Republic of Germany. However, on the territory of the former German Democratic Republic, by contrast, the regulations of Book Eight of the Social Code were regarded as reducing the value of the education institutions nursery, out-of-school-provision and day nursery for the under-threes. *ECEC day facilities* as a common umbrella term for *education, care and child-raising* at public or voluntary providers confused experts there, as did the integration of day facilities in child and youth welfare, an area which in the German Democratic Republic was connected above all with care and child-raising in homes.

Whilst almost nothing changed in the West until the introduction of the legal right to a nursery place, in the East as a consequence of radical economic and social changes there was a transformation in the system of day facilities, which was enhanced by an exceptional fall in the birth-rate (between 1989 and 1992 by 55%). Day nurseries for the under-threes, nurseries and out-of-school provision as educational facilities were deeply accepted in the social awareness, but when men and especially women became unemployed the need for a place in a day facility for children was called into question. The consensus that a blanket provision for all age groups should be retained was tied down as a major statutory basis in Art. 31 para. 3 of the Unification Treaty. In order to ensure the survival of day facilities, the *Federation*, despite its normal authority (cf. p. 26) contributed DM 1 billion = € 0.51 billion,

which funded approx. 30% of the total costs to support the performance of the local authorities as of 30.6.1991.

The overall level of service was increased in the West, whereas it was reduced in the East. Nevertheless, the supply rates in the new Federal Länder only fell in the day nursery for the under-threes area (to 37%), whilst they increased (to 105% and to 68%) in the nursery and out-of-school-provision area because of the changes caused by the fall in the birth-rate. Regionally, there were differing developments in this area. In the Western Federal Länder, the supply increased minimally with day nursery for the under-threes places to just below 3%<sup>23</sup>, whilst there was considerable expansion in nurseries, to 88.1%, and a slight increase in out-of-school provision to 7.3% (end of 2002).

The specialist discussion in the West focused on the necessary changes in educational quality necessitated by the changes in the situation of children and families (sociological childhood debate) and the far-ranging conceptual and structural impact of the legal right to a nursery place.

In the new Länder, in addition to profound changes in the self-perception and the conceptual orientation, a trend began towards a greater variety of organisations, at the same time as a drop in the share of public providers. Social policy and financial reasons were decisive for this.

A lack of funds in the public budgets, and criticism of the performance of the public administration, in some Federal Länder led to a process of *deregulation* in which cost-bearing was transferred and in some cases educationally-founded standards were relegated or made less significant. By contrast, an increase in regulation, for instance with regard to building, fire and other safety standards or in hygiene requirements was observed, which in some cases led to high consequential costs and to a cut-down in educational quality.

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<sup>23</sup> This does not include places in family day care.

### **A special challenge: The adjustment of staff and structures in day care in the former GDR after unification**

The **integration of the specialist staff** from the former German Democratic Republic into the "Western system" started immediately after accession to the Federal Republic of Germany, largely in terms of educational concepts, of standard pay scales and structure. In practical terms, the problem had to be solved here of formally harmonising different training preconditions in specialist and formal terms. The specialists trained in the German Democratic Republic were specialised in educational work with certain age groups of children – in contrast to the *broadband qualification* in the Federal Republic of Germany (cf. from p. 90). Much better trained in many cases in their specialist domain than their colleagues in the West, they did not meet the general preconditions for deployment in all fields of work of nursery teachers. **Conceptually**, all nursery teachers with a GDR background had to learn to replace *planned* educational work by educational theory without instructions and to fill it with life on their own responsibility.

In order to solve this problem, the former GDR nursery teachers received recognition of their training according to the Western pattern (technical college level) restricted to the respective field of activity corresponding to their training, e.g. for day nursery for the under-threes, nursery or out-of-school-provision, irrespective of whether their actual training was on a formally lower or higher level of qualification. If they wished to obtain the general state recognition in order to be able to change into all fields of activity and/or Federal Länder, they had to attend *adjustment training* or *subsequent qualification courses* of at least 100 hours. These education concept-orientated seminars were largely co-funded with funds from the European Social Fund. Although it was attempted in many places to provide training in the context of usual in-service learning, they were experienced in almost all cases as hurtful and a devaluation of professional identity. The fact that the willingness to be open to new things was certainly there on a wide scale is shown by the participation of many thousands of nursery teachers in events and pilot schemes of their own choosing to expand the range of education concepts on offer.

**Integration from structural points of view** was to have a far-ranging influence on this development. Many day facilities for children changed from state to voluntary providers. Competences, hierarchies and bases of cooperation at almost all levels were changed. The *Federation* promoted a four-year pilot scheme with the central associations of the voluntary providers and the municipalities aiming to provide such further training to specialists that they

could work for the Land- and organisation-specific tasks as multipliers (multiplier project Day facilities for Children, MFT, 1992-1996).

Many facilities however had to completely or partly close because of the fall in the birth-rate, and due to emigration. In order to retain as many jobs as possible, part-time working was pursued with vigour. Nevertheless, by 2001 80,000 jobs had been lost for reasons of industrial law, largely among younger nursery teachers, which will become a new challenge for personnel planning in the years to come.

**Integration in terms of remuneration** has two aspects, firstly the individual preconditions (qualification, as described above), and secondly the application of the financial pay scale system. At the same remuneration level, nursery teachers in the East at the beginning only received 60% of the standard wages that were paid in the West; it is now 92.5%. There are also derogations in the agreed normal working hours (longer than in the old Länder). Complete harmonisation has yet to be achieved; in Berlin, for instance, a uniform salary is paid in the public service, but there is still a separate working hours arrangement for East and West.

The arrangements apply to all employees of the public service, not only to the educational field. They have also been taken up by other organisations of day facilities.

## **The current situation**

Day facilities for children as institutions of early childhood promotion are the focus of public discussion. Their positive socialisation functions are recognised in principle; they are part of the picture of early childhood in the Federal Republic of Germany. Their key position within family, demographic, labour market and education policy is known. Day facilities are no longer regarded in the Federal Republic of Germany, as was still the case only a few years ago, as an emergency solution to protect and care for children of working mothers, but are today supposed to support the balance between the family and the world of work. Legally still entrenched in the system of income support, their significance in the overall system of education between the parental home and school is being recognised by a broad, indeed controversial discussion on contents and goals of education plans and programmes. The need for a quantitative and qualitative expansion has met with a broad social consensus.

164 years after the *invention of the nursery*, Fröbel's ideas can be considered to have been largely brought to fruition. The institution appears in another form, namely open to children under the age of three and of school age, as well as with, increasingly, longer than half-day opening hours. However, the vision of a *nursery for all children* has (almost) become reality for the age group of three years old until the start of school – a reality which includes children from socially disadvantaged groups, those with a migration background and children with disabilities, although their special needs need to be catered for still better (cf. pp. 69 and 71).

Furthermore, Fröbel's idea that children can be taught in the first six years of their lives is confirmed by recognising the child's own performance and the significance of the educational function of the family and day facilities for children below the age of three. The idea of early childhood as a separate development phase with a right to a specific (holistic) educational concept has prevailed. The tasks of day facilities that are to be integrated are care, education and child-raising. Play as a basis for learning is just as widely recognised as the need for supporting suggestions by adults (parents and specialist staff) and the significance of the peer-group from the outset. The participation of parents in the day facility is practised (with restrictions, cf. pp. 99 et seq.), the qualification of the staff is to be increased once more. The implementation of the idea, however, that persons *of both sexes* should exercise the profession is still to come – at present, day facilities for children are almost exclusively female workplaces.

The structural changes of all-day-care facilities – but especially of nurseries – from the provision for certain target groups to those for all children from the residential environment –

spanning several age groups and including children with special needs – have reasons related both to concepts and to economics. Day facilities should reflect their environment and assist in integration (life world orientation). The forecast drop in the birth-rate (cf. p. 73) will offer greater possibilities in the years to come to provide previous *nursery places* to younger children.

This is basically also the case for schoolchildren, where the supply of out-of-school-provision places in the Western Länder can by no means be described as meeting the demand. Various questions related to school development (full-time day schools) are currently being clarified in order to determine the future role of day facilities. Discussions are going on again on the concept of the school entry phase, not least with regard to improving the transition from a day facility to school. While being discussed, a general moving forward of school age, which would lead to considerable changes, does not appear to be prevailing. The topic is currently also the subject of the discussion concerning the reorganisation of authority between the Federation and the Länder. Here, allocation to this or that ministry or area should not be allowed to determine the quality of the promotion of children.

Day facilities for children, as described, carry out a great deal of functions. In addition to the priority, namely early childhood promotion, they are also allocated tasks of parent education and in the community (advice and other support services). There is as yet no coherent overall concept for the integration of these various demands.

Since institutional early childhood promotion has gained increased social recognition, there is no more demand for specific management and more transparent use of resources. The conversion of the funding systems (already begun) will lead to more change.

## Concepts of early childhood care, education and child-raising

There are no reliable data on the spread of different educational approaches and concepts. It is astonishing that the Land- and organisation-specific differences in the current practice in day facilities for children are virtually invisible. In terms of everyday work, many conceptual commonalities determine the routine, available space and provision, e.g. the morning story circle, the sub-division of the daily routine into guided occupations and free play, the general restriction of the children's horizon of experience to the facility and repetitive elements in the interior design (building corner, dolls corner). Thus, it is primarily special educational concepts such as Montessori or Waldorf which are instantly recognisable. For all other facilities, one may presume an educational practice (concept and implementation) which is very much influenced by the first education and nursery reform, but also implements many other influences. These, to a large extent, include the concept from Reggio/Emilia, various elements from the tradition of the German Democratic Republic (targeted guidance) and/or focal topics such as movement or environmental education. Thus, an individual or third-party estimate of whether a respective day facility tends more or less towards this or that direction, or what it conceptually calls its educational work, usually does not make things much clearer.

There has nevertheless been, for roughly 30 years, a kind of basic canon of ideas for educational work in nurseries which day nurseries for the under-threes and out-of-school provision also feel obliged to fulfil. Its guiding pattern is that of a holistically developing child whose development is promoted by a carefully-coordinated range of *care, education* and *child-raising*. In the day facilities, the acquisition of key qualifications is supported, community spirit and responsibility for one's own actions are strengthened, space is accorded for development, the world that children experience is expanded, learning in and for the social context is considered sensible (motivation and responsibility) and children's games are respected and supported as a form of learning, activity and expression suitable to the child.

The concept with which the implementation of these guiding ideas is very closely linked and which has gained a certain prominence is the *situation-based approach*. It does not constitute a closed overall concept. It is criticised because it cannot be precisely determined which of its manifestations fit under the common roof, by means of which the risk of a certain arbitrariness can be identified. Indeed, an evaluation study<sup>24</sup> (1999) came to the conclusion that for many aspects that were important for the situation-based approach – inclusion of children in planning and cooperation with parents – no significant differences could be found

between all the facilities surveyed. Conversely, in the practice of the day facilities beyond the described basic consensus one can find widely varying interpretations of the approach. However, this is indeed the constituting element of a discursive concept which attempts, on the basis of the respective actual and the anticipated situation of children, to enable them to deal with challenges and to overcome disadvantages by trying to retain their autonomy/self-determination and to implement exemplary learning in serious situations which offer concrete possibilities for change. It is to be hoped that the quality criteria developed in the framework of the National Quality Initiative specially for the situation-based approach will help alleviate the arbitrariness of its implementation.

The situation-based approach for nurseries derived from a 70's reform concept, based upon Saul B. Robinson's Curriculum Theory and the Pedagogy of the Oppressed by Paulo Freire. It was developed by the project group "pre-school education" of the German Youth Institute and tested in a nationwide programme. The situation-based approach is an educational concept based upon the current life situation of children and their families and attempting to prepare the children for future situations in an exemplary fashion. It opens up and promotes processes of experience and education which support children, adolescents and adults to shape their environment and exert influence on processes in society. The objective is the development of skills, strategies and resources to contribute to the improvement and outline of individual and collective quality of life pro-actively, competently and in solidarity within the bounds of one's own possibilities. The situation-based approach applies learning processes to key situations to be experienced. The objective is to draw up a concept of action based upon an analysis of situations and the observation of children to enable them to acquire knowledge and experience in real life situations and to overcome restrictions. Nursery staff seek out what children know, are able to do, what experiences they have and what they want to achieve and will support them both in their fields of interest and ways of learning. Knowledge, skills and faculties are not acquired irrespective of standards and meaning. Factual and social learning form a unit and get tied down in personal competence.

Other conceptual principles:

- children and adults in dialogue
- integration and differentiation
- age and group-integrated work
- open, process-orientated planning
- small-group projects

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<sup>24</sup> The situation-based approach is the only educational concept which has ever been evaluated externally in the Federal Republic of Germany.



- the nursery designed as a living space under the children's participation
- participation by parents and other adults
- opening up to the community

The concept of the situation-based approach is aimed to help children to find life in self-determination without disadvantages and in full use of their potential. The challenges of day-to-day life are to be regarded as an impetus to gain competences and successes to contribute both to directly improving the situation and to be recognised as strategy patterns. The day facility is understood to provide space to live in and an exemplary learning field in which the principles of *participation by children*, *reduction of disadvantages* and *learning in serious situations* are directly implemented. It is to be open to and for the community, take parents seriously as educationalists and involve them, and children should also be able to benefit from competences of "other people". Children are regarded as the engine for their own development and an important source of impetus for which the responsible adults should arrange possible implementation. Children's interest and commitment are considered to be a precondition for sustained learning successes which are to be made more profound by means of projects established in the long term. The interior design is planned to promote children's own activities. The situation-based approach, ultimately, pursues the principle of joint learning of adult and child, based upon the principle of learning from one another and of life-long learning.

Promoting children in *day nurseries for the under-threes* in the Federal Republic of Germany remained almost entirely free of education concept orientations, while in the German Democratic Republic, by contrast, it involved an child-raising programme providing guidance to teachers, whose *specialist areas* (learning areas) were similar to the system followed in the nursery guidelines. There are in the whole Federal Republic only five chairs of early childhood education. The oldest, at the Free University of Berlin, has devoted itself since the eighties to the education of small children and working out structural problems, such as designing the transitional situation from the family to the facility. The development tables drafted there by Beller, and his educational approach to use a child's strengths to remedy his/her weaknesses, had a remarkable influence, as did the works of Pikler in Budapest. It is only in recent years that the day nursery for the under-threes age was included in concepts to discover and support educational processes.

The promotion of children in *out-of-school provision* also had no separate educational concept. However, the works of the Social Educational Institute in North Rhine-Westphalia (SPI) provide a conceptual framework which is generally recommended and adhered to in specialist practice. Individual Federal Länder have developed their own proposals for educational work with out-of-school-provision children. Other educational influences (such as

Freinet) were not distributed everywhere. It is also not possible to speak of a generally recognised concept at the moment, even in the new Federal Länder, which all have large numbers of out-of-school-provision places. Practitioners continue to attempt to meet the various expectations with a mix of homework tutoring, occupational and educational theory of leisure.

A further development of the educational services for all three age groups will be the implementation of the results of the National Quality Initiative (cf. p. 57) and the introduction (for the first time in the Federal Republic of Germany) of education programmes and guidelines by several Länder (cf. below).

In the educational work of day facilities, a general trend can be seen towards *individualisation* of promotion in early childhood. Priority having been previously given to teaching children how to interact within groups, the current emphasis is on the model of individual child-raising in the group. This includes accepting differences (origin, physical or mental disposition, gender, interests...). Respect for these differences is very common, the efforts to deal suitably with them also. Pilot schemes on conflict behaviour of small children or on prejudice-aware educational theory round off the picture of the acceptance of differences among children. Individualisation is linked to organisational concepts. Under the slogan *Opening up to the inside*, the formerly prevalent allocation of children to fixed groups is being increasingly replaced by concepts of group-spanning educational science which offer children more possibilities to choose between places to play, ideas and playmates.

#### *The new education plans of the Länder*

In the period subsequent to the PISA study, more initiatives were developed aiming to improve the poor result of the Federal Republic of Germany. Although the study compared the performance of 15-year-old school pupils, elementary teaching very soon also became the focus of criticism. These expectations with regard to ECEC institutions in the Federal Länder triggered the development of different activities to promote children. Regular language tests, debates about sending children to school earlier and binding agreements on cooperation between elementary and primary areas form part of this. Most Federal Länder also used an instrument which had not yet been used in the Federal Republic of Germany: Education plans and programmes were developed or education agreements reached<sup>25</sup>. The Federal structure of the Federal Republic of Germany also led here to very different

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<sup>25</sup> Regulations are already in force in the Länder North Rhine-Westphalia, Saxony and Thuringia; drafts for Bavaria, Berlin, Brandenburg, Rhineland-Palatinate are being tested, and Baden-Württemberg, Bremen, Hesse, Mecklenburg-Western Pomerania, Lower Saxony, the Saarland, Saxony-Anhalt and Schleswig-Holstein are working on this (cf. Tab. A9 in the Annex)

implementation concepts which relate to the form, content and implementation of the plans<sup>26</sup> (cf. p. 55, Tab. 4 and Tab. A9 in the Annex).

The various plans available at the moment are unified by the intention to systematise and optimise education processes and services in day facilities for children and family day care. They can hence all be regarded as curricular instructions – more exactly: as state instructions which both encroach on the previous conceptual freedom of the organisations and relate to the rights of the parents. Since, however, a consensus has been reached in all Federal Länder on the need for such guidelines, the proposed goals and topics are at the forefront of the debates.

*On the definition of education*

The term *education* is used with a variety of meanings in German.

*Traditionally*, education is taken to mean both the process of educating and the product of this process. This process is largely marked by teaching experience and knowledge. Education processes in this sense take place in schools between teaching staff and pupils.

In a *new understanding*, education also refers to a process which, contrary to the traditional understanding, stresses children's (and adults') own participation in their educational and development processes. It is a process of self-education based on the individual making for him/herself a picture of the world in social co-construction. Education is hence a life-long and developmental process, and one which is accompanied by confusion and contradictions of the individual person in his/her culture.

Education in this sense, towards which the Federal pilot scheme called "On the educational responsibility of nurseries" provided major contributions, is not bound to organised arrangements, but can basically take place at any time, in any place and with anyone. Families, peer groups, day facilities for children et al. are equally understood as places for education, as are schools and universities, but, in each case, with a different background and different possibilities, each of their own.

This new understanding of education has not yet prevailed everywhere. In the institutions for early childhood education and care, it must be coordinated with the previously applicable education responsibility from the unity of care, education and child-raising. There is a consensus also about a definition of education stressing the activity of the learning child which does not remove the adult from the social responsibility to determine generally accepted educational goals and to provide future-orientated educational goals.

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<sup>26</sup> All are subsumed below under the designation 'education plan'.

### *Summary comparison of the educational plans in examples*

All known plans stress the role of parents in the education process of each child. It is recognised that children benefit all the more from offers if the participating adults coordinate their educational ideas with one another. Some of the priority tasks of nursery teachers are – the importance placed on this is new – observing each child and documenting his/her development<sup>27</sup>. The plans largely favour the concept of open curricula as suitable instruments for educational work with children in day facilities.

Core pieces of the education plans are so-called education or promotion areas. These are the topical areas with which children (aged from 0 to 10 or 12 years of age, depending on the education plan) are to be concerned, so that they are given the opportunity to gain methodically targeted competences (cf. overview next page). The number of the education areas regarded as being important varies between four and twelve. In this context it is very important that the conferences of the ministers for youth and education have agreed upon a joint framework for early education, summing up the Länder education plans.

Mathematics, natural sciences, music, creativity, movement and health are, in large agreement, presented as (sub)-areas of education. The topic of language promotion enjoys a certain priority because language reaches into all other areas of education as the decisive means of inter-personal communication. As the PISA study also reveals, a pupil's learning success is very dependent upon their reading skills. Furthermore, it becomes obvious therein that in Germany the social background is much more decisive for success at school and educational opportunities than in any other industrialised country. At the same time, it also shows that the integration of migrants' children and youth is much less successful in Germany than elsewhere. It is thus understandable that the promotion of linguistic ability takes priority, also in day-care facilities.

Particular significance is also devoted in all education plans to the group of topics *transition to primary school*. Taking a look at the individual child, the focus here is on shaping this transition so successfully as to form a basis for future transitions. Here, continuity and discontinuity constitute important experience possibilities for the child. In relation to the institutions concerned, jointly forming the transition between nursery and primary schools is aimed at in order to coordinate the different education concepts and responsibilities with one another. And finally, the education policy goal should be supported to minimise the number

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<sup>27</sup> Since 2004, the German Youth Institute has been carrying out on behalf of the BMFSFJ with accompaniment of several Foundations, Länder and municipalities the project "Education and learning stories". It is based on a New Zealand procedure ("Learning Stories" by Margaret Carr), and as part of it, a systematic observation and documentation of education processes of children aged one to six in day facilities is being developed and tested.

of postponements of the obligation to start school (cf. Tab. A10 and A11 on starting school in the Annex).

Tab. 4: Exemplary overview of educational fields in education plans of the Länder

Land	Educational fields largely agreed upon							Supplementation & deviation		
	Linguistic education & promotion	Mathematical education	Natural science and technical education	Musical education & child-raising	Aesthetic, visual & cultural education & child-raising	Promotion and education of movement, sport	Health education & child-raising	Environment al education and child-raising	Media education and child-raising, elementary information technological education	Ethical and religious education and child-raising
<b>Bavaria</b> Topical promotional outlook										
<b>Berlin</b> Educational fields	Languages, communication & written culture	Basic mathematical experience	Basic natural science experience	Music	Visual design	Body, movement and health		Social and cultural environment		
<b>Brandenburg</b> Competence- > educational fields	Linguistic development	Logical-mathematical + scientific development		Music	Expressive-artistic development	Physical development				Staff development
<b>North Rhine-Westphalia</b> Educational fields	Language(s)			Play, creativity, media		Movement		Nature and cultural environments		
<b>Mecklenburg-Western Pomerania</b> Learning areas	Speaking and language	Mathematical thinking		Musical and visual design		Movement education		Society, nature, things		
<b>Rhineland-Palatinate</b> Educational content	Language	Mathematics, natural science, technology		Musical-creative area		Movement		Experiencing nature/ecology		
								Intercultural learning		
								Promotion of social competences		
								Gender-sensitive teaching		
								Value teaching		
								Learning competence		
								Media		

Source: Diskowski, D.: Rahmenpläne und Curricula in der Zeit vor der Schule, Annex – taken from: DJJ (ed.) Non-formale und informelle Bildung im Kindes- und Jugendalter, Expertisen. Munich, no year (2003)

## Outlook and challenges

In early childhood promotion, the educational aspect is currently to the fore. The group of topics *language/ language acquisition* takes a prominent position, above all in political debates. Programmes to promote linguistic competence in German are intended to support the integration of migrants' children. From an education concept point of view, it should be guaranteed that each promotion observes the totality of the educational experience. Ways must be found to equally support the acquisition of the mother tongue and the German language.

The emphasis of the educational tasks of the day facilities for children is in danger of losing sight of its other tasks. A discussion is needed which, linking to the first education reform strives to (further) develop an overall educational concept in which all interests of the promotion of children are brought into balance. Currently, sub-topics other than *education* are pursued in a more additive than integrated sense, and more by individual interest groups than on a broad basis, for instance such fundamental topics as *participation of children*. A comprehensive understanding of *education* subsumes many of these other tasks (such as health promotion, motivations to move, addiction prevention, support in abuse and ill-treatment), but there is a need to provide more widespread support for this understanding of education. At the same time, it must be emphasised that day-care should focus on the best interests of the child.

Further clarification of child autonomy and social responsibility is required. How can the (uncontrollable) individuality of educational processes be brought into line with the social need for general qualification? In this context, a general consensus must be created of how much time and space children need for themselves. The education debate which has turned its attention to the opportunities which children are given by means of targeted impetuses for their development, has at the same time turned its eye away from the vital preconditions which must be ensured so that the desired goals can be achieved with as few *side-effects* as possible. One example: As long as *performance* is understood as a demand placed on children which rules out *play*, a standard is transferred from the adults' world which cannot apply to *childhood*.

The debate on education plans' opportunities and limits and an agreement on their contents and objectives is a major social task. Beyond that, means and ways must be found for implementation and evaluation. The corresponding framework must now be set and provided for the higher demands of the quality of early childhood promotion. It should here be referred

to current plans, among others, by the Federation-Länder commission on education planning and research promotion to establish a joint project to better co-ordinate schools and kindergartens and to accompany the implementation of the Länder education plans.

In various quarters, a supra-Land understanding of educational standards and extended national standards to create equal opportunity living conditions is regarded as sensible and expedient. Such nationwide standards would however not go beyond the lowest common denominator. The idea of national standards will become more convincing the more it is possible to declare their specific function for the development of day facilities in the Federal Republic of Germany in a future Europe of the regions. Nevertheless, the ministers of youth of the Länder have agreed jointly with the conference of ministers for education on a joint framework for their education plans.



## **Milestones for the development of early childhood care, education and child-raising**

(with nationwide significance)

1970: first education reform; nurseries for three- and four-year-olds are declared as elementary areas in the first stage of the education system; five- and six-year-olds are to be accepted in the entry stage of primary schools. Keywords: Individual education, early learning, learning to learn, life-long learning

1975/1976: Report of the Federation-Länder commission for education planning on the evaluation of pilot schemes in nurseries, pre-school classes and entry stages: Placing five-year-olds in the elementary area.

1975-1978: The nursery reform starts with a supra-Land trial programme encompassing a variety of concepts; the situation-based approach is developed, the Social Learning Curriculum is brought into existence. The independent education responsibility for early childhood is established.

80s: Joint education of children with and without disabilities begins.  
The special need of foreign children is incorporated into concepts.

1990/1991: Book Eight of the Social Code fixes the special care, education and child-raising responsibility for all children in day facilities; amended in 1996: legal right to a nursery place  
Conceptual topics: Bringing the day facilities into the public eye (Places for Children project, DJI 1994); Transferring the situation-based approach into the new Länder (Children's Situations project, Zimmer et al. 1997); Qualität der Kindergärten (Tietze 1998); Bildungsauftrag von Kindertageseinrichtungen (Laewen et al. 2001)

From 1999:

- Education Forum (1999-2001)
- National Quality Initiative in the system of day facilities for children (since 1999)
- Conceptual redefinition of education quality in day facilities for children with a view to the transition to primary school (Fthenakis 2003)
- Education plans of the Länder
- Investment programme "Future education and care": Federation-Länder agreement on the expansion of full-time day schools
- Expert report: Outlooks on the further development of the system of day facilities for children in Germany (ed. by BMFSFJ 2003); quantitative and qualitative expansion

## Quality

The debate on the quality of day facilities for children has taken on a dimension that spans all of society in the sub-aspect *education*, after having been concentrated for many years on the group of specialists and practitioners. Its core is here on the one hand focused on adjusting the services provided (structure and educational concept) to contemporary requirements<sup>28</sup>, on topics such as: Integration of foreign children, joint education of children with and without disabilities, shaping the familiarisation situation, introduction of age-integrated groups, violence in groups of children – dealing with conflicts. On the other hand, there was a discussion of the framework (group sizes, staff ratio, preparatory periods) as working conditions of experts and characteristics of structural quality by specialist associations and trade unions. The current quality debate is fed from the requirement to legitimise (content and goals), to promote economic efficiency (use of resources), the statutory requirements and increased requirements as to specialist quality (qualification and educational services provided).

In order to determine quality and development, two concepts are practised:

- one tries to develop external, more or less generally valid quality standards using standardised observation and evaluation scales;
- the other strives to find an evaluation of quality from a multiplicity of perspectives with the participation of children, parents, nursery teachers, organisations and other stakeholders.

The distinction between the quality dimensions constituted by the quality of structures, and process, and the quality of results, has prevailed, but in some cases the terms are not used everywhere with the same meaning. One concept, for instance, distinguishes between structural quality (of the facility and of the service), process quality (interactions, educational arrangements) and orientation quality (educational values and convictions of the practising educationalists). Another distinguishes between educational quality and education quality, and also observes structural, process-based and contextual dimensions.<sup>29</sup>

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<sup>28</sup> Quality-related questions of public child-raising were also discussed and worked on in the GDR. The spectrum ranged from reducing absenteeism among day nursery for the under-threes children via the transition from the family to the day nursery for the under-threes, support of left-handed children, through to the child-raising development and education plans, which were continually redefined.

<sup>29</sup> Structural dimension, such as group sizes, staff ratio, training, stability of care, health and security, amongst other frameworks; process-based dimension: above all the forms of interaction between nursery teacher/child, children among themselves, nursery teachers among themselves, parents/nursery teachers, organisations; also the degree and the form of interaction, mutual

### *Quality in practice*

The quality of the educational services provided (process and orientation quality) was a matter for the organisations until the mid-nineties. Their commitment was a matter for development, so that practice gave a heterogeneous picture. There were qualitative instructions at Land level in the shape of minimum standards for the framework conditions (structural quality). They served mainly as a basis for funding and criteria for issuing the operating licence. They too prescribed (and continue to prescribe) a variety of things like group size, staffing standards and room sizes.

Scientifically and systematically, the quality of the day facilities for children was examined for the first time in the nineties. The results show only a minority of them to be of good or excellent quality. Large regional and facility-related quality differences were also found. Three categories of day facilities were evaluated: half-day nurseries West (with, on average, the best framework conditions), kindergartens West, kindergartens East (with, on average, the worst framework conditions). The structural quality (framework conditions) was identified as an influencing value on the process quality (*educational work, interactions*). 50% of the differences ascertained are caused by this. In the half-day nurseries of the West, on average a higher quality was ascertained than with the other forms of service, but also a greater variance. Only with the all-day group East were there none described as being of "completely unsatisfactory quality". This weakest category was however only to be found in the West, but then in one all-day group in seven. As important as was the information provided by this study, one must bear in mind that it appeared in 1998, and that the investigation itself was carried out back in 1993/1994. It therefore presumably no longer represents current practice in nurseries nation-wide (not including day nurseries for the under-threes and out-of-school provision), as considerable efforts have been made since then in the area of quality, which should certainly be reflected in better practice.

A very clear signal for increased expectations as to the quality of work in day facilities for children is set by Book Eight of the Social Code and the specialist statutes adopted or amended in its wake with, in some cases, highly detailed lists of the requirements.

For quality assurance and development a network of advice and further training was built up (once more highly heterogeneously) in the structure of the public and voluntary providers. Specialist advice addresses organisations, facilities and in some cases also parents. It supports drafting and further development of facility-specific concepts. The tasks include

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recognition, sensitiveness and responsiveness; contextual dimension, for instance leadership style of the management, remuneration, working conditions, organisations, funding and regulation

quality assurance, conflict advice, organisational advice and creating an awareness of the needs of children.

### *Nationwide quality projects*

In the context of and in order to support the quality debate, the BMFSFJ has been promoting the *National Quality Initiative in the System of Day facilities for Children* (NQi) since 1999. This is a research association spanning different organisations and Länder with five sub-projects in ten Federal Länder. Three of the quality concepts commissioned are orientated in line with the age groups of the children. Another specifically devoted itself to the broadly recognised education concept approach in the Federal Republic of Germany, which is the situation-based approach. The fifth sub-project drew up quality standards for the organisers of the facilities, several hundred facilities being directly involved. The first phase of the NQi (until 2003) served the development and trial of quality criteria, of instruments and procedures for internal and external evaluation. The material drawn up can be used nationwide in *day nurseries for the under-threes, nurseries and out-of-school provision*, as well as with organisations. In the second phase of NQi, the results are now to be anchored nationwide, taking account of the now drafted (parallel) education plans of the Länder, of individual programmes (for instance on linguistic promotion) and of the quality management available in particular at the organisations' associations. The cost of this three-year project phase is roughly € 4 million, half of which the Federation is contributing, whilst the rest is shared between the Länder and the organisers. At least 3,000 day facilities are to be reached.

The large organisations' associations have decided as a *Federal Working Party of Independent Welfare* (BAG FW) to introduce systemic quality management. In this context, for instance, the two confessional associations and the Working Men's Welfare Association (Arbeiterwohlfahrt), which in total operate roughly two-thirds of the facilities, have developed various aids: Model Quality Management Manual for day facilities for children of the Federal Association of the Working Men's Welfare Association (2001), National Framework Manual Quality Management of the Federal Association of Evangelical Day Facilities for Children (2002) and Federal Framework Manual KTK Seal of Approval from the Association of Catholic Day Facilities for Children (2004).

## **Outlook and challenges**

One characteristic of the quality discussion going on here is that it is difficult against the background of the federal system of the Federal Republic to reach a general consensus on quality goals and quality standards. This statement applies to the quantitative aspects of quality (of the overall range of services and the framework conditions) as well as to the process and orientation quality. This situation was contributed to by a comparatively late start of the quality discussion in European terms, which in turn is caused by the variety and complexity of a system, parts of which achieved a high level of quality, but which also showed varying quality levels. Combining the variety of interests and available activities and creating from them a set of consistent principles must be regarded as a major challenge, in which the Federation should undertake the role of providing an orientation through framework legislation. This starts with harmonising the strategies and terms, and is likely to lead to larger, but nevertheless necessary debates on the suitable basic conditions. The NQI and its results are likely to prove to be of key importance with regard to developing standards with a specialist foundation and a framework that ensures quality.

In this context, an issue to be researched and resolved but hitherto neglected is the (restrictive) influence of safety and similar standards on the educational quality should be researched and remedied. A second challenge for research is the expansion of the previous view of quality. Day facilities must always be seen in their impact on the promotion and development of children in the context of other socialisation levels. Whether and how this leads to a relativisation of quality criteria is an open question.

The quality debate is at risk of being dominated by the aspect of education quality. Day facilities however carry out other equally important tasks with the best interests of the child and the needs of families at their core without it being visible how the challenges could become integrated into an overall concept and what support the specialists must receive for this.

In order to solve the multifarious specialist problems and those of competence, the establishment of a central, national body or institution should be discussed. If national standards were to be developed, the question would remain as to who would be permitted to monitor those standards within the Federal system, and with what powers. Equally, a question arises as to how to achieve with such standards an improvement in the minimum quality without levelling out the desired variety of services.

## Access

Participation in working life provides families with their economic basis (livelihood). It may equally be interpreted as an individual right in a separate intellectual context of social participation (work and consumption). Day facilities for children are to contribute towards a successful balance of family and work, and help mothers and fathers to work in the above sense. Deriving from their historical roots, the function of protection and care is to the fore. Access by children to day facilities is therefore seen first and foremost as a *supply situation*.

In a second step, the data are analysed with regard to participation by children in the facilities and services of early childhood promotion (*participation in education*). They provide information on the distribution of opportunities for children in the Federal Republic of Germany.

The goals currently envisioned by the Federal Government can be used as comparative values:

- expansion of the number of places for children under the age of three (for the West);
- maintenance of the service level in line with demand in the East;
- demand-based expansion of full-time day schools.

### **Demand**

Requirement, demand and need are important categories for the planning and provision of all child and youth welfare services, in other words including ECEC day facilities. "Need" is understood as the subjective basis (irrespective of whether an inner drive or need) leading to the desire to avail oneself of a service.

Requirement refers to the articulated wish. Only if a (reachable) addressee is available and there is a realistic prospect of satisfaction can data on supply be assessed as realistic.

Demand must be understood in this context as a normative category within which needs and requirements, are examined and are approved according to specific criteria. The determination of demand, such as for day facilities for children, is hence always a kind of sovereign act on the part of the responsible authority (of the youth welfare office), if higher levels do not take over this check. For instance, the legal right to a nursery place for each child at the appropriate age does not require a further examination of the requirement, but the demand by parents for an all-day place (in addition to this) is as a rule examined and a positive or negative decision made.

Extraordinary significance hence attaches to the respective criteria according to which "supply in line with demand" is assessed. Since these criteria are shaped very differently in the Länder of the Federal Republic of Germany, there is still a need to await which of these are implemental nationally or are capable of achieving a national consensus. It is only then that precise values can be determined.

The *Federal Ministry for Family Affairs, Senior Citizens, Women and Youth* is striving to achieve a broad consensus within society regarding the demand for day facilities, which is to be expressed in a statutory regulation for a range of services in line with demand. Working mothers with children under three years of age and mothers seeking work serve as an orientation. In addition, there is a demand triggered by special burdens and by parents not safeguarding the child's well-being.

## Supply situation

Tab. 5 Available places and supply rates (SR) for children of day nursery for the under-threes age by Federal Länder (31.12.1994, 1998 and 2002)

	31.12.1994			31.12.1998			31.12.2002		
	Places	Children to under 3	SR per 100 children	Places	Children to under 3	SR per 100 children	Places	Children to under 3	SR per 100 children
Baden-Württemberg	4,318	350,743	1.2	4,454	342,957	1.3	7,231	310,818	2.3
Bavaria	4,136	397,985	1.0	5,269	386,305	1.4	7,538	354,562	2.1
Berlin	24,805	86,408	28.7	27,970	86,803	32.2	30,676	85,666	35.8
Berlin West	12,039	62,947	19.1	14,141	60,388	23.4			
Berlin East	12,766	23,461	54.4	13,829	26,415	52.4			
Brandenburg	21,292	39,335	54.1	26,360	50,789	51.9	24,552	54,807	44.8
Bremen	1,218	19,177	6.4	1,290	18,866	6.8	1,706	17,056	10.0
Hamburg	5,655	47,616	11.9	5,632	48,063	11.7	6,079	46,272	13.1
Hesse	3,946	185,197	2.1	4,793	185,695	2.6	6,301	171,074	3.7
Mecklenburg-Western Pomerania	11,507	29,493	39.0	10,937	35,529	30.8	14,429	38,410	37.6
Lower Saxony	3,909	254,885	1.5	4,547	253,690	1.8	5,335	230,276	2.3
North Rhine-Westphalia**	8,884	579,568	1.5	13,902	560,809	2.5	10,348	508,181	2.0
Rhineland-Palatinate	1,186	127,904	0.9	1,728	123,108	1.4	2,965	110,173	2.7
Saarland	545	31,643	1.7	715	28,841	2.5	1,180	24,804	4.8
Saxony	23,592	71,897	32.8	20,866	86,488	24.1	27,976	96,069	29.1
Saxony-Anhalt	19,553	45,529	42.9	23,936	50,750	47.2	30,412	53,709	56.6
Schleswig-Holstein	1,228	86,262	1.4	2,004	86,728	2.3	2,092	79,072	2.6
Thuringia	14,979	41,150	36.4	12,524	48,415	25.9	11,575	51,620	22.4
<b>Germany</b>	<b>150,753</b>	<b>2,394,792</b>	<b>6.3</b>	<b>166,927</b>	<b>2,393,836</b>	<b>7.0</b>	<b>190,395</b>	<b>2,232,569</b>	<b>8.5</b>
Western Federal Länder	47,064	2,143,927	2.2	58,475	2,095,450	2.8	*50,775	*1,852,288	*2.7
Eastern Federal Länder	103,689	250,865	41.3	108,452	298,386	36.3	*108,944	*294,615	*36.9
Berlin							30,676	85,666	35.8

\* not incl. Berlin

\*\* Research by the Dortmund Agency of Child and Youth Welfare Statistics has revealed for North Rhine-Westphalia that in 2002 considerable deviations took place between the annual reports on the operating licence for ECEC day facilities and the official statistics. Currently, the official statistics are underestimating the facilities in North Rhine-Westphalia by approx. 7% (= 35,000 to 40,000 places).

Sources: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1, Stuttgart 1996 and 2001; own calculations – taken from: Rauschenbach et al. 2004: Table 7.1; for 2002 supplemented on the basis of working documents of the Federal Statistical Office 2002



Tab. 6: Available places and supply rates (SR) for children of nursery age<sup>1</sup> by Federal Länder (31.12.1994, 1998 and 2002)

	31.12.1994			31.12.1998			31.12.2002		
	Places	Children of 3 to under 6.5	SR per 100 children	Places	Children of 3 to under 6.5	SR per 100 children	Places	Children of 3 to under 6.5	SR per 100 children
Baden-Württemberg	395,714	428,107	92.4	431,478	404,819	106.6	414,407	399,715	103.7
Bavaria	366,473	485,171	75.5	380,443	459,581	82.8	395,853	452,178	87.5
Berlin	88,206	126,363	69.8	73,118	94,276	77.6	78,240	97,029	80.6
Berlin West	38,991	75,931	51.4	47,004	66,975	70.2			
Berlin East	49,215	50,432	97.6	26,114	27,301	95.7			
Brandenburg	93,814	96,468	97.2	54,942	51,307	107.1	62,061	64,112	96.8
Bremen	15,032	22,928	65.6	17,485	21,270	82.2	17,208	20,988	82.0
Hamburg	28,964	56,921	50.9	34,194	52,375	65.3	35,004	53,987	64.8
Hesse	176,578	225,709	78.2	198,151	214,721	92.3	199,008	214,257	92.9
Mecklenburg-Western Pomerania	65,491	73,520	89.1	37,298	35,207	105.9	40,267	42,189	95.4
Lower Saxony	198,741	309,869	64.1	230,413	301,174	76.5	248,249	298,964	83.0
North Rhine-Westphalia**	450,615	715,401	63.0	546,684	670,320	81.6	507,777	650,330	78.1
Rhineland-Palatinate	144,938	160,302	90.4	152,348	149,693	101.8	152,118	143,892	105.7
Saarland	33,873	40,533	83.6	35,229	36,240	97.2	33,637	33,230	101.2
Saxony	157,243	160,640	97.9	97,105	84,969	114.3	107,464	102,309	105.0
Saxony-Anhalt	93,106	101,189	92.0	57,281	52,751	108.6	59,374	58,932	100.8
Schleswig-Holstein	68,904	106,230	64.9	78,429	102,472	76.5	84,915	103,408	82.1
Thuringia	93,996	92,225	101.9	62,182	48,095	129.3	72,162	57,151	126.3
<b>Germany</b>	<b>2,471,688</b>	<b>3,201,576</b>	<b>77.2</b>	<b>2,486,780</b>	<b>2,779,264</b>	<b>89.5</b>	<b>2,507,744</b>	<b>2,792,667</b>	<b>89.8</b>
Western Federal Länder	1,918,823	2,627,102	73.0	2,151,858	2,479,634	86.8	*2,088,176	*2,370,946	*88.1
Eastern Federal Länder	552,865	574,474	96.2	334,922	299,630	111.8	*341,328	*324,692	*105.1
Berlin							78,240	97,029	80.6

1 calculated for children aged from 3 to under 6.5

\* not incl. Berlin

\*\* Research by the Dortmund Agency of Child and Youth Welfare Statistics has revealed for North Rhine-Westphalia that in 2002 considerable deviations took place between the annual reports on the operating licence for ECEC day facilities and the official statistics. Currently, the official statistics are underestimating the facilities in North Rhine-Westphalia by approx. 7% (= 35,000 to 40,000 places).

Sources: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1, Stuttgart 1994 and 1998; own calculations – taken from: Rauschenbach et al. 2004: Table 7.2; for 2002 supplemented on the basis of working documents of the Federal Statistical Office 2002

Tab. 7: Available places and supply rates (SR) for children of primary school age by Federal Länder (31.12.1994, 1998 and 2002)

	31.12.1994			31.12.1998			31.12.2002		
	Places	Children from 6 to under 10	SR per 100 children	Places	Children from 6 to under 10	SR per 100 children	Places	Children from 6 to under 10	SR per 100 children
Baden-Württemberg	13,125	464,884	2.8	15,743	487,568	3.2	22,242	464,817	4.8
Bavaria	24,990	521,127	4.8	31,936	557,998	5.7	37,649	527,415	7.1
Berlin***	80,031	153,565	52.1	71,957	128,264	56.1	61,452	103,873	59.2
Berlin West	22,392	82,101	27.3	32,874	80,671	40.8			
Berlin East	57,639	71,464	80.7	39,083	47,593	82.1			
Brandenburg	93,830	143,060	65.6	82,085	99,763	82.3	45,407	63,078	72.0
Bremen	4,044	24,741	16.3	4,184	25,538	16.4	4,381	23,890	18.3
Hamburg	12,703	59,992	21.2	14,429	62,767	23.0	14,803	59,488	24.9
Hesse	17,700	244,989	7.2	21,446	258,276	8.3	24,385	245,622	9.9
Mecklenburg-Western Pomerania	49,692	109,666	45.3	45,518	71,977	63.2	25,823	40,791	63.3
Lower Saxony	10,091	336,079	3.0	12,666	364,195	3.5	15,672	348,484	4.5
North Rhine-Westphalia**	29,950	777,899	3.9	37,146	823,332	4.5	40,275	765,542	5.3
Rhineland-Palatinate	5,013	176,832	2.8	6,185	186,444	3.3	8,117	171,205	4.7
Saarland	997	45,250	2.2	1,599	46,273	3.5	2,670	40,979	6.5
Saxony	121,925	230,660	52.9	110,033	159,077	69.2	76,825	97,776	78.6
Saxony-Anhalt***	71,371	144,546	49.4	62,615	100,026	62.6	36,355	58,794	61.8
Schleswig-Holstein	4,770	112,543	4.2	5,959	124,575	4.8	6,636	119,809	5.5
Thuringia***	91,100	134,402	67.8	49,002	90,595	54.1	29,078	55,279	52.6
<b>Germany</b>	<b>631,332</b>	<b>3,680,235</b>	<b>17.2</b>	<b>572,503</b>	<b>3,586,668</b>	<b>16.0</b>	<b>451,770</b>	<b>3,186,842</b>	<b>14.2</b>
Western Federal Länder	145,775	2,846,437	5.1	184,167	3,017,637	6.1	176,830	2,767,251	*6.4
Eastern Federal Länder	485,557	833,798	58.2	388,336	569,031	68.3	213,488	315,718	*67.6
Berlin***							61,452	103,873	59.2

\* not incl. Berlin

\*\* Research by the Dortmund Agency of Child and Youth Welfare Statistics has revealed for North Rhine-Westphalia that in 2002 considerable deviations took place between the annual reports on the operating licence for ECEC day facilities and the official statistics. Currently, the official statistics are underestimating the facilities in North Rhine-Westphalia by approx. 7% (= 35,000 to 40,000 places).

\*\*\* The places in Berlin, Saxony-Anhalt and Thuringia 1994 were supplemented to include school children who attended school out-of-school provision: 1994 acc. to Frank/Pelzer 1996: 106, 214 and 231, 1998 and 2002 acc. to information from the Culture and Education Ministries; in Saxony-Anhalt all school out-of-school-provision places were transferred in 2001 from the school administration to the child and youth welfare administration.

Sources: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1, Stuttgart 1994 and 1998; own calculations – taken from: Rauschenbach et al. 2004: Table 7.3; for 2002 supplemented on the basis of working documents of the Federal Statistical Office 2002

The supply figures may show extreme regional differences; in particular: places in day nurseries for the under-threes and out-of-school provision are concentrated in the cities (in the old Federal Länder).

#### *All-day and part-time services*

The following tables provide information on the distribution of the places by all-day and part-time services in day nurseries for the under-threes and nurseries based on the working documents of the Federal Statistical Office. In order to provide this information for out-of-school provision in 2002, including school out-of-school provision, the complete tables of the

official child and youth welfare statistics must first of all be made available and evaluated. For 1998, cf. Tab. A12 and A13 in the Annex. The trend appears to suggest that

- the share of all-day facilities (places) in the Eastern Federal Länder is much higher than in the West,
- the share of all-day places in day nurseries for the under-threes (72%) in the West is much higher than the share in nurseries (24%); but in the East, at 98%, is the same for day nurseries for the under-threes and nurseries (all figures rounded).

Tab. 8: Available places by care time and age groups on 31.12.2002

Places for children of ...	day nursery for the under-threes age		nursery age	
	Places	in %	Places	in %
<i>Germany</i>	190,395	100.0	2,507,744	100.0
thereof all-day	172,601	90.7	913,950	36.4
for comparison 1998		90.3		29.4
<i>Western Federal Länder *</i>	50,800	100.0	2,088,200	100.0
thereof all-day	36,600	72.0	504,500	24.2
for comparison 1998		79.2		18.8
<i>Eastern Federal Länder *</i>	108,900	100.0	341,000	100.0
thereof all-day	106,500	97.8	335,000	98.2
for comparison 1998		96.3		97.7

\* rounded and not including Berlin

Source: Working documents of the Federal Statistical Office, Bonn Branch, VIII B 1: Statistiken der Kinder- und Jugendhilfe, Teil III: Einrichtungen und tätige Personen in der Kinder- und Jugendhilfe of 13.2.2004 and own calculations

Tab. 9: Supply rates (in %) by care time and age groups end of 1998 and 2002

for children of ...	day nursery for the under-threes age				nursery age			
	total		all-day		total		all-day	
	1998	2002	1998	2002	1998	2002	1998	2002
<i>Germany</i>	7.0	8.5	6.3	7.7	89.5	89.8	26.3	32.7
<i>Western Federal Länder (excl. Berlin)</i>	2.8	2.7	2.2	2.0	86.8	88.1	16.3	21.3
<i>Eastern Federal Länder (excl. Berlin)</i>	36.3	37.0	35.0	36.1	111.8	105.1	109.2	103.0

Source: Working documents of the Federal Statistical Office, Bonn Branch, VIII B 1: Statistiken der Kinder- und Jugendhilfe, Teil III: Einrichtungen und tätige Personen in der Kinder- und Jugendhilfe of 13.2.2004 and own calculations

### *Mothers' labour force participation*

A comparison of the labour force participation rates of mothers, at roughly 30% in the West, (cf. Tab. 3, p. 25) with the current supply rate makes it clear that the planned expansion for children of day nursery for the under-threes age in the West is urgently needed. (The current supply is only 3% and incl. family day care an estimated 6%). 41% of mothers in the East work, whilst places are available for 36% of children below the age of three.

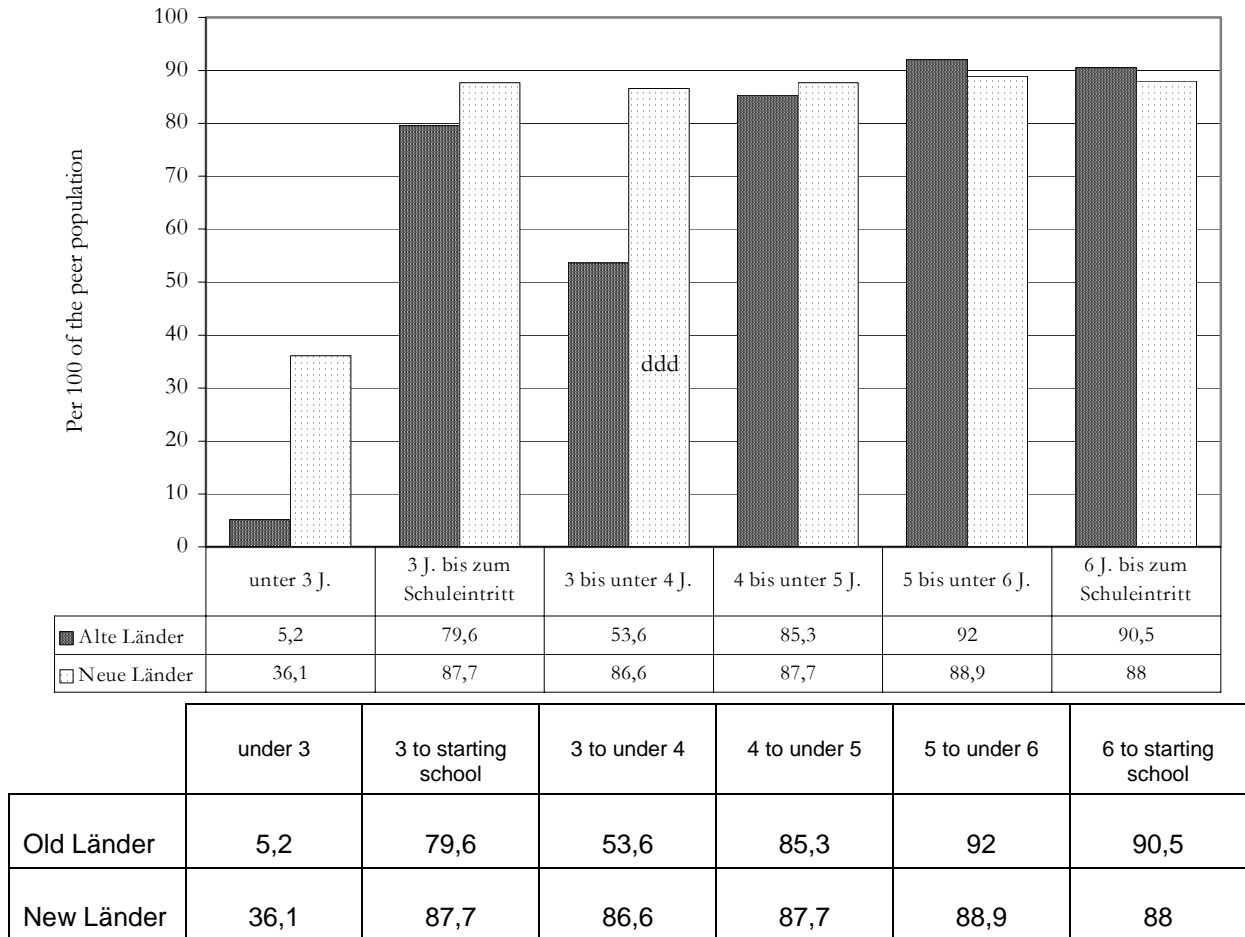
When mothers work, the net income of the families increases. Families whose children are exclusively cared for at home have lower incomes than families with a working mother and a child in a day facility. In Western Germany, high mothers' incomes correlate strongly with extended forms of care for the children. Full-time working mothers (of children cared for outside school all day) have significantly higher hourly wages. Children with mothers who do not work attend a day facility less frequently if the family lives in socio-economically disadvantaged circumstances.

On the whole, the children of mothers working outside the home have priority when it comes to assigning places. In Western Germany (where there is a lack of places) academics among the mothers whose children attend an all-day facility (day nursery for the under-threes, nursery or out-of-school-provision) are represented to a greater than average degree. The causes are unclear. Probably, two reasons combine to produce this effect: (a) in particular this group of mothers needs all-day places as a consequence of their work; (b) this group has developed better strategies to gain access to the scarce all-day places. There was a disproportionately high number of children from socially disadvantaged families in day nurseries for the under-threes until and during the nineties.

### **Participation in education / use**

The supply rates reflect the percentages of children for whom a place is available. In addition to this, the occupancy or attendance rate shows the percentage of children attending a facility. The occupancy rate shows attendance in day-care. It should be taken into account here that these data are not collected in the official child and youth statistics. They are based on extrapolations from the Microcensus.

Fig. 2: Children in day nurseries for the under-threes and nurseries by age per 100 of the peer population (Western and Eastern Federal Länder; per 100 of the peer population; April 2001)



Source: Microcensus 2001, special evaluation by the Federal Statistical Office – taken from: Rauschenbach et al. 2004: Fig. 8.4

The figure shows that only 5% of children under 3 attend a care facility in the Western Federal Länder<sup>30</sup>; in the Eastern Federal Länder it is more than 36%.

8% of 5-6-year-old children do not go to nursery. There is virtually no information on which children belong to this group.

### *Education and migration background*

The right of young persons to promotion set out in Art. 1 of Book Eight of the Social Code is conditional on them residing in Germany, and only applies to foreigners if they have their

<sup>30</sup> The smaller the numbers of cases, the more imprecise are the data: the number of places offered is only enough for almost 3%.

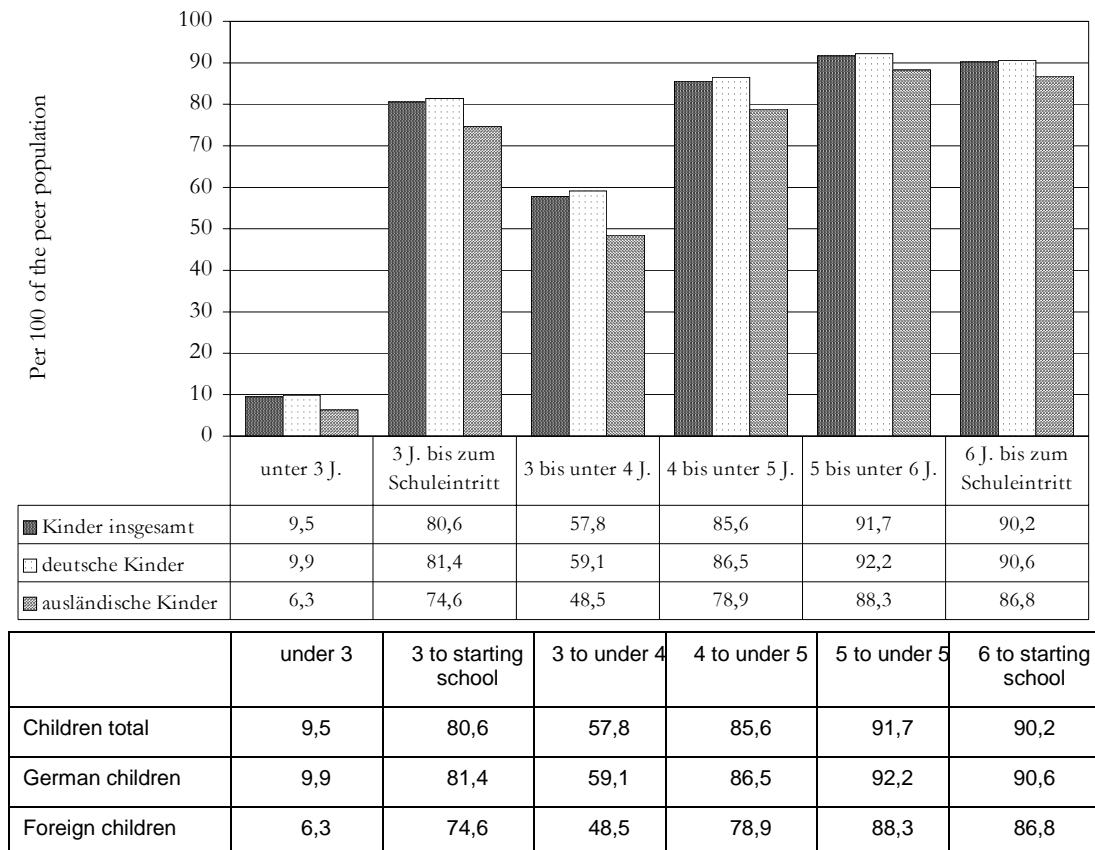
lawful habitual residence in Germany, or residence is on the basis of temporary suspension of deportation (*Duldung*) (section 6 subsection 2 of Book Eight of the Social Code). How is this right provided in the Federal Republic of Germany for children with a migration background?

The data situation does not permit a precise statement. Secure knowledge of the number of children in care according to personal characteristics such as nationality, gender and circumstances is not available for the Federal Republic of Germany overall. The characteristic *nationality* was last collated in 1985. However, a change is planned. Participation in care can be analysed using a special evaluation of Microcensus data (2001), roughly sub-divided with regard to German children and foreign children. The available data of the Microcensus are, however, imprecise because *German children* (= with a German passport) may also come from other countries of origin, i.e. they do mostly not speak German in the family. Consequently, these data permit only limited conclusions to be drawn as to the need for linguistic promotion.

According to the data, children with a migration background enter nursery later than German children. Roughly 25% of foreign children between the age of 3 and 6 do not attend nursery at all, whilst this figure is almost 19% among German children. In the year before starting school, 89% of foreign children attend a day facility, as against 92% of German children.

Participation in education increases with age. Foreign children participate less than German children in educational institutions in all years, but the gap is reduced with increasing age. Furthermore, it must be assumed that the reason for the lower ratio of attending nurseries among foreign children is rather due to their share in socio-economically disadvantaged families rather than their migration background (cf. p. 73).

Fig. 3: Children in day nurseries for the under-threes and nurseries by age and nationality per 100 of the peer population (Germany; per 100 of the peer population; April 2001)



Source: Microcensus 2001, special evaluation by the Federal Statistical Office – taken from: Rauschenbach et al. 2004: Fig. 8.1

### *Education participation by socio-economically disadvantaged families*

The social layer is demonstrably associated with the educational qualifications of the parents. Attendance at a day facility increases the educational opportunities for children from socio-economically disadvantaged families. However, attendance at a day facility is more likely in socio-economically better-off families.

Roughly 80% of children aged between 3 and 6 whose parents are married and have a monthly income of at least € 3,800.00 (DM 7,500.00) attended a nursery in 1999. In the income group between € 500.00 and 900.00 (DM 1,000 and 1,800) only 64% of this group attended a nursery.

PISA and IGLU have shown that the performance of young people and children from the lower social strata tends to be worse. The IGLU study also revealed that the children achieve a significantly better performance if they have attended nursery. Children show better

performance in reading (the same applying to maths, natural sciences and spelling) if they have attended nursery for more than a year.

### *Freedom to choose*

Again, the data situation only makes for outlining a trend. The *children's panel*, a survey by the DJI, questioned 1,148 mothers with children aged from 5 to 6 years. The results permit one to presume that on average only 50% of parents were able to choose between day facilities. It is hence not certain that the parents can exert an influence. At the present the quality can not be steered via demand (cf. pp. 33 and 86/87). In the conurbations, the demand and freedom of choice by parents are more likely to be met because there are sufficient facilities at an acceptable distance from the dwelling place.

Two-thirds of children aged from 5 to 6 are regularly cared for in addition to parents and day facilities by other persons, this applying to the East and the West, because even all-day facilities do not/cannot cover all necessary times. Additional private care arrangements are less common in socially disadvantaged families.

### *Educational participation of children with disabilities:*

The Federal Government recommends integrative promotion of disabled children. There are decisions by important social bodies and groups, such as the *Conference of ministers for youth* (JMK) and the *Working Party for Youth Welfare* (AGJ) which strive for equal opportunities for all children. Since the entry into force of Book Eight of the Social Code, services providing joint education of children with and without disabilities have been expanded and children with disabilities accepted into so-called standard facilities. It is possible to fall back on conceptual work carried out since the beginning of the eighties. With the bill to reform Book Eight of the Social Code, there is more effort to work towards children with and without disabilities being promoted together in groups.

There is no statistical basis for a precise examination of the supply rate. Estimates presume a share of 4 to 5% of children with disabilities virtually unchanged for decades, of whom roughly 1.5% are severely handicapped children. If one places these figures against the share of places for children with disabilities as against the overall level of services, one recognises that the no. of places, which are available for 1.6% of all children, is not sufficient.

However, there are no data showing the number or proportion of children with disabilities attending a day facility. Only the number of places available is collated. Because of differing ministerial authority, there are no definite data on the number of children with disabilities in special facilities. Ultimately, the numbers for the integration facilities in the following table



cannot be securely identified as *places exclusively for children with disabilities* in integration facilities, or as an *overall number of places* in integration facilities or a mixture.

Tab. 10: Places for children of nursery age with disabilities by nature of the facility and relative supply rate (Germany, Western and Eastern Federal Länder; 31.12.1998)

	Germany	Western Länder	Eastern Länder
Integrative	30,078	20,974	9,104
Special facilities	15,682	14,610	1,072
Together	45,760	35,584	10,176
<i>Share of places for children of nursery age with a disability among peer population</i>			
Integrative	1.07	0.84	2.88
Special facilities	0.56	0.59	0.34
Together	1.63	1.43	3.22

Source: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1; Specialist Series (Fachserie) 1: Bevölkerungsstatistik, own calculations – taken from: Rauschenbach et al. 2004: Tab. 8.4

The table does not take account of places for children of day nursery for the under-threes and out-of-school-provision age who have disabilities.

## Outlook and challenges

The number of children of nursery age and of out-of-school-provision age is expected to fall by 25% by 2012 in the old Federal Länder compared with 2000, while the number of children of day nursery for the under-threes age is expected to fall by 20%.

Roughly 615,000 fewer nursery children are anticipated by 2015 than in 2000. The fall in absolute numbers of children can make it easier to implement the expansion plans if the funds that are released are used to do so. Whilst retaining the current quality standards (basic conditions), i.e. by foregoing a reduction in the size of groups, which would appear to be desirable, or the necessary expansion of the opening times in the elementary area, an increase in the supply rates could be achieved by 2010 for the day nursery for the under-threes age (institutional services provided) from almost 3% to 9.1%, and for the out-of-school-provision age from 6% to 14%. In absolute figures, these are roughly 85,000 places for the under 3s and 170,000 places in out-of-school provision.

Several points should be taken into account here. Firstly, the demographic trends could show very differing regional trends in the overall prognosis; in conjunction with this, secondly, highly differing conversion potentials may arise regionally which are also dependent on the structure of the existing range of services; thirdly, (political) decisions – such as to expand full-time day schools – could provide further conversion potential.

In the new Federal Länder, after a very large collapse in the birth-rates since 1990, harmonisation of the birth-rates to those of the old Federal Länder is anticipated by 2005. If this prognosis is correct, roughly 127,000 children will be born in 2010, as against 107,000 children in 2000 – an increase of 18%. However, here too regionally very different developments are possible and indeed likely.

In the East, unlike in Western Germany, there is no possibility to create places by converting them, since new places would then be required in all three age groups. A favourable precondition is to be seen in the fact that in many regions children's day facilities are currently not being operated at full capacity (= places requiring approval) and for this reason can be increased quickly. By contrast, it becomes difficult to recruit specialist staff. The comparably low need for specialist staff in recent years and the loss of young nursery teachers will be accompanied in the near future by many older ones retiring almost at the same time. A staff requirement of roughly 30,000 nursery teachers is anticipated by 2015, for which the training facilities in the new Länder can only provide roughly 7,000 newly-trained nursery teachers if their capacities remain unchanged.

Since the supply of day facilities for children is not built up *in line with demand* everywhere in the Federal Republic of Germany, the actual use of places cannot be an exclusive indicator of parents' interest in promotion for their children. A lack of supply reduces demand, and a level of services that is not sufficient leads to the development of excluding demand criteria. In the discussion of the reform of Book Eight of the Social Code of 2 April 2004, such criteria are, however, named in order to prevent the criterion "in line with demand" being restrictively interpreted at will where there is a lack of places, and in this way in the long term to make it possible for more children than was previously the case to gain access to day facilities or family day care. The following is meant by "in line with demand"

- employment, training and advanced vocational training of the parents (or of both parents with couples),
- special burden on the parents through family responsibilities,
- best interests of the children not ensured because of lack of exercise of educational responsibility on the part of the parents.

These criteria should lead to a considerable increase in the number of places for children under 3 in the West. However, a transitional period (to 2010) is envisioned for the expansion.

It is known from the IGLU study that the Federal Republic of Germany has the greatest discrepancy (after Norway) in measured school performance between children from families without a migration background and children with both parents with a migration background.

A call to develop further the system of day facilities for children consists of guaranteeing each child a place for a period of at least six hours. This time offers the child both sufficient time for *education* and individual promotion, and the mother the opportunity to take up out-of-house part-time work, and does also take account of necessary commuting times.

A further result: an obligatory nursery year does not appear to be necessary since virtually all children attend nursery in the year prior to the start of school. The question is, rather, how can one achieve an attendance rate of more than only one child in two at the age of three?

## **Family Day Care**

*Family day care* is a privately-organised form of care for children of (working) parents. It takes place in the household of the childminder or in the family of the child cared for. The term *day mother*<sup>31</sup> has become common for the childminders.

Family day care exists, firstly, as a publicly-funded and promotion benefit in which children are placed by an authority. In addition, there is privately funded family day care where places are allocated by private individuals. This form is also publicly regulated from a certain number of children upwards (more than three children) because a care licence is required from that point on, although in many cases it is not applied for. No further regulation takes place. In this sense, there is a considerable grey market of family day care relationships which are exclusively negotiated between parents and childminders.

Family day care is regarded as an alternative to institutional promotion of children aged under three. Family day care is however also used in addition to institutional forms because their opening times are inadequate, or are not flexible enough (double arrangement). It is available in many arrangements and for times when nurseries, out-of-school provision and schools are closed. According to an estimate of the German Youth Institute, 240,000 children aged from 0-6 and another 55,000 school-age children are cared for by childminders.

Family day care is an established, common service in the West of the Federal Republic of Germany. In the East it is, with the exception of Mecklenburg-Western Pomerania and – with a gradually growing trend – Brandenburg, quantitatively somewhat insignificant because the range of services was not introduced there until 1990.

Family day care is offered for one or several children. So-called large-scale care facilities mostly rent their own premises. Places for family day care with a special educational profile for children with special needs are referred to as remedial educational family day care places. As a rule, they are conditional on the availability of specially (educationally) qualified or further-trained childminders.

### **Legal basis**

As for the institutional forms of early childhood care, education and child-raising, Book Eight of the Social Code applies as a legal standard and nationwide. Art. 23 of Book Eight of the

Social Code stipulates the tasks, the preconditions for promotion and a right to advice. Roughly half of all Federal Länder have developed Land law regulations for family day care, and there are also guidelines or recommendations on various aspects of quality, qualification of childminders, funding, placing and the like. Such regulations can have Land-wide application, or indeed may be only of local significance for the local organisations of youth welfare or the municipality.

In contradistinction to the institutions of early childhood care, education and child-raising, neither childminders nor the children cared for are included in the statutory accident insurance. However, changes are also planned here in the shape of the reform of Book Eight of the Social Code. The statutory accident insurance is to be expanded to cover children in family day care. And childminders are to have the expense of their own accident insurance refunded.

## **Funding**

Most care relationships arise privately and, as a result, are exclusively funded by the parents. For the other cases, the funding bases and modalities vary considerably, as do the promotion contributions by the organisations of public youth welfare nationwide. Book Eight of the Social Code provides for a cost reimbursement by the public provider if family day care is *suitable and necessary* for the child, and if the childminder was placed by the youth welfare office or on its behalf. The actual expenses are differentiated between the care of the child (operational costs, playing material, food) and the costs to remunerate the service provided by the childminder child-raising. The bill to reform Book Eight of the Social Code, in the context of remuneration of the childminder, refers to "recognition of the promotion service".

Income of childminders is free of income tax unless more than five children are cared for and it is a publicly-promoted place for family day care; from 6 children upwards, the fiscal authorities presume a commercial activity, which is hence subject to income tax.

## **Quantitative level of service**

All figures in the context of family day care must remain imprecise because of the structural preconditions. There are no statistical collations of privately-organised places for family day

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<sup>31</sup> In rare cases, men carry out this activity as *day fathers*.

care. Even in the seventh youth report of the Federal Government (1986) it was ascertained that in many places the majority of the children were not placed via the youth welfare office (although at that time approval was obligatory for each child in care). Estimates presumed four times the amount of privately-organised family day care in comparison with publicly-placed and funded family day care, a figure which is confirmed for 2000. From 2005, in the framework of the official statistics – together with the survey on day facilities for children – a survey on places for family day care will be carried out at the youth welfare offices, which will then at least cover publicly-promoted family day care.

Tab 11: Benchmarks on non-institutional care of children in 2000

Care of children aged ...						
Cared for by ...	Care rate		Average duration of care per week		Share of the children additionally cared for in a facility	
	0 - under 3 in %	3 – under 6 in %	0 – under 3 in hrs.	3 – under 6 in hrs.	0 – under 3 in %	3 – under 6 in %
older sister	1.1	2.5	16	15.4	0	71
older brother	1.0	2.1	8.8	14.4	0	61
Grandmother	24.4	26.3	10.3	9.4	10	85
grandfather	9.7	12.3	9.9	8.5	13	83
other relative	4.6	3.7	14.5	8.3	10	85
<i>Family day care</i>						
day mother	3.0	1.3	14.2	14.9	15	87
other non-relative	2.5	3.7	18	10	5	68
no further carer	67.7	65.6			5	75
institutional care	*7.0	*105.2	27.3	21.7		

Hypothetical example: Of 0- to under 3-year-olds cared for by their grandmothers, 10 % attend a child day facility.

\* Figures from the Federal Statistical Office from Statistiken der Kinder- und Jugendhilfe "Einrichtungen und tätige Personen" 1998

Source: Family survey 2000 of the DJI, own research – taken from: Zahlenspiegel (DJI 2002): Übersicht 62

The following table is an example of how difficult it is at present to obtain information on family day care. It is based on a survey carried out at Land youth welfare offices.

Tab. 12: Number of children registered in family day care and estimated demand

Federal Land	Registered family day care children	Estimated demand
Baden-Württemberg	approx. 12,000 children, approx. 7,000 day mothers	approx. 15,000 (of which 60% under 3)
Bavaria	6,679 children (as on: 1.1.2001)	no estimate possible
Berlin	5,072 children (as on: 12/2001)	approx. 500 more in the Eastern part no estimable possible in the Western part – virtually no waiting lists
Brandenburg	1,111 children (as on: 2002)	Requirement developing currently (in 1997 there were only 59 children)
Bremen	approx. 700 children Bremen, approx. 150 Bremerhaven	approx. 200 and 50 more
Hamburg	5,600 publicly promoted; 4,000 independently funded (estimate)	no information
Hesse	approx. 2,400 publicly promoted (as on: 1.1.2002)	no information
Mecklenburg-Western Pomerania	2,341 (in line with demand)	in line with demand
Lower Saxony	no statistics available	no information
North Rhine-Westphalia	12,000 (as on: 1996)	no information
Rhineland-Palatinate	no information	no information
Saarland	617 children	no information
Saxony	178 0- to 3-year-olds, 85 3-6-year-olds (1999)	because of rising birth-rate, the number of places will increase to approx. 300.
Saxony-Anhalt	no information	no information
Schleswig-Holstein	no information	no information
Thuringia	405 0- to 3-year-olds	no information

Source: DJI survey 2001 – taken from: DJI (ed.): Familienunterstützende Kinderbetreuungsangebote. Eine Recherche zu alternativen Angebotsformen. Munich, 2002

## Quality – assurance and development

The strengths of family day care are considered to lie in the ability to cater for children individually and in the close contact which comes about between children, parents and the childminder. Its disadvantages are considered to lie in the lack of security of the care relationship (illness of the childminder or termination of the care contract with the consequence of cessation of care, as well as a change of the childminder for the child), a lack of possibility to monitor, possible isolation within the domestic environment (and concomitant relative lack of incentive) and an unsure qualification on the part of the childminder (see below).

There is only one topical (regional) survey available on the quality of family day care, which means that no reliable statements can be made covering the situation across the Federal Republic of Germany. Initial pre-publication results of the survey show a wide variety of quality in the individual places for care.

A service offered which corresponds to the parents' ideas, and which provides the children the necessary scope and encouragement to develop, is considered as being *of good quality*. The structured, targeted shaping of the transition from the family to the childminder which forms a binding process (familiarisation for children under the age of three) is also a seal of approval, as is support of school performance for older children. The main requirements of good educational quality are equivalent to those of institutional early childhood promotion. A place for family day care should for instance have an educational concept which contains statements on the basic conditions, goals and foci for the educational work, health and food, on a typical day's routing, on the goals and forms of cooperation with the parents and cooperation with other institutions.

The quality requirements require the childminder to hold qualifications which are equivalent to those of nursery teachers. Currently, however, in privately organised family day care in principle anybody – and not only those who are properly qualified – may offer their services since no care licence is required to care for up to three children (see below). A wide range of formal requirements is made of the childminder if they are to be placed with clients by local public youth welfare organisations. They range from criteria such as *personal aptitude* and *experience with children/own children* through to the need for a basic qualification taking in 160 lesson hours.

For quality assurance and development, the competent youth welfare offices have basically two possibilities at their disposal: skill-building for childminders, and support for parents. A



control instrument – the care licence – is only available to a very restricted degree because of the legal situation and the dubious prospects for success.

### *Care licence*

The overwhelming majority of family day care relationships are not subject to any obligation to gain approval or to regulations because too few children are taken in or family day care is provided by relatives.

Only those who, as childminders, care for more than three children (in addition to their own children) require an official care licence (Art. 44 para. 1 of Book Eight of the Social Code). The bill to amend Book Eight of the Social Code contains a provision to re-introduce the obligation for a licence for each child in care.

The care licence originally served to provide minimum safeguarding of vital needs of children in places in which they are cared for (protection of children). Its focus lay/lies in examining the basic conditions.

Qualification of the childminder is sought by means of preparatory courses and "in-service" further training and specialist advice. A variety of curricula apply to the preparatory courses. The Federal Childminders Association, for instance, in 1996 developed a curriculum for the training of childminders amounting to 160 lesson hours. 3,000 childminders have been licensed so far. Since 1.1.2004, a special Qualification and Examination Regulation has been supporting the qualification efforts.

Within the framework of a Federal pilot scheme, further training programmes have been evaluated in three Federal Länder. The results flowed into the "DJI Curriculum for the further training of day mothers". Its duration is also around 160 hours, and it accommodates the three foci constituted by the promotion of children, communication and cooperation between childminders and parents, as well as working conditions of childminders. This curriculum has now turned into a national standard.

Further training and advice must be provided by the public organisations of youth welfare for all childminders and their associations, as well as parents (Art. 23 para. 2 and 4 of Book Eight of the Social Code). Support differs from one region to the next (and tends to be insufficient), but no childminder is obliged to participate. No detailed assessment is available. The youth welfare offices can commission other organisations/institutions (childminders' associations and private providers) with the tasks of specialist advice, practical guidance, supervision and further training. Within the Federal Association of Childminders, for instance, there are more than 110 associations devoting themselves (also) to such tasks.

Informed parents specifically seek out childminders and clearly describe their expectations of family day care. Public and voluntary providers attempt via various information channels to

inform parents of advantageous conditions, the quality of service provision they can expect and of their rights so that they can influence the quality development of family day care in this way.

## **Outlook and challenges**

According to estimates by the Federal Government, approx. 80,000 additional places in family day care have to be provided by the youth welfare office and funded from public coffers to meet the minimum requirement. Most of these places are already available and privately funded. There is still a need to clarify whether the persons providing care are sufficiently qualified, and whether they will accept the care rates offered by the youth welfare offices. Parallel to this, the infrastructure must be developed, that is to say expanded. The financial resources required for this are to be provided within the context of the € 1.5 billion which the Federation is providing to expand the provision of care for children under the age of three.

A major precondition is constituted in this context by the (future) positioning of family day care within the system of early childhood promotion between a replacement for day facilities and a separate educational profile. The position of family day care must be re-defined in the spectrum ranging from volunteer work and neighbourhood help to a profession. The direction in which the Federal Government is thinking is made clear by the bill to reform Book Eight of the Social Code. In this, day facilities and family day care are in principle placed on an equal footing, even if different requirements are made of the staff in day facilities and of childminders. In order to achieve real equality, the quality of family day care would have to be considerably expanded. The reform provides for corresponding measures to achieve this. The quantity and quality of family day care must furthermore be expanded in order to guarantee parents' freedom to choose also between day facility and family day care. The quality requirements as to the (structure of) family day care and the understandable wish of the childminder for a recognised profession and social security must be balanced.

At the level at which the service is provided, the problem of insufficient continuity of care in the event of illness or holiday of the childminder must be clarified. Association systems and linking the childminder to the organisations of youth welfare, or cooperation between family day care and day facilities, are needed for this, at the latest when the law enforces what is provided for by the reform of Book Eight of the Social Code, namely the organisation of a replacement in good time when the childminder cannot attend. The share of male childminders is infinitesimally small; strategies to change this still need to be developed.

Whether family day care is suited to a noticeable degree to support the language development of migrants' children and to teach them German must be critically assessed after years of practical experience in Berlin. Supported by the freedom to choose, migrants largely avail themselves of family day care services offered within their own cultural sphere. This may be regarded as posing problems with regard to the language development of the children, but it makes the parents more satisfied. Satisfied parents and agreement of educational ideas between them and the childminder in turn have a positive impact on the well-being of the child.

## Funding

Public (state) institutions, independent and private organisations of facilities and parents contribute towards the funding of the system of day facilities for children.

### *The state agencies*

The *Federation* may not contribute directly towards the cost of early childhood care, education and child-raising, but only indirectly via the financial equalisation between the Federation and the Länder (> Federalism, pp. 26 et seqq.). Direct Federal funds for the system of day facilities are earmarked for supra-Land pilot schemes (such as the National Quality Initiative). In connection with German reunification the Federation provided the new Länder with roughly Euro 510 million after their accession to maintain day facilities. Direct financial assistance from the Federation to the Länder also includes temporary measures for preconditions of investment on the basis of Art. 104 a of the Basic Law. This forms the basis of the Euro 4 billion programme to expand full-time day schools.

In accordance with the authorities set forth in the Basic Law, the burden of funding is linked with the responsibility for implementation, primarily the local authorities. In all Federal Länder, however, the Länder themselves contribute funds from their budgets towards the investments necessary for the operation of day-care facilities. Land statutes and statutory orders regulate the respective funding modalities. A differentiated portrayal of all funding arrangements is difficult to achieve and difficult to follow. Also, a reduced portrayal of, for instance, percentage cost shares which a Land takes on does not provide a clear picture because it does not portray the financial flows otherwise applicable in the Federal Land. The Länder themselves contribute, for instance, by taking over a share of the staffing costs, via grants for operating costs, property and investment costs or a combination thereof.

The actual responsibility for funding lies with the local public youth welfare organisations (Art. 3 para. 2 second sentence and Art. 85 para. 1 of Book Eight of the Social Code), meaning, as a rule, the youth welfare offices of the *districts* and *municipalities independent from a district* (cf. p. 32), but also municipalities belonging to a district, contribute towards the cost of day-care.

### *The organisations (providers)*

Organisations of public youth welfare promote voluntary providers or private providers (Art. 74 of Book Eight of the Social Code) and may themselves operate facilities. A financing condition in some Länder is the regulation that a facility must be included in youth welfare planning applies. The promotion of voluntary providers is conditional on an "appropriate contribution of their own". Their contribution is set forth in Land law regulations. Where a special need is ascertained, (difficult catchment area or special form of service provision) a smaller own contribution can be accepted. In some cases, practical activities (cooking, cleaning or decoration) by parents in facilities which they organise themselves can also be included and recognised as an own contribution. Whilst the funding of promotion refers to the approved places, irrespective of whether they are occupied, in the case of fee funding (only) the costs of the occupied places are refunded (cf. below: Funding procedure).

### *Parents*

The third partner in funding is the parents. Their contributions increase on the one hand in relation to the cost per place (extent of care and effort involved). On the other hand, parents' contributions are graduated according to social criteria. The criteria are orientated in line with their economic situation, for instance the family income, the number of children in the household or the number of children in a family attending a facility at the same time.

Federal law stipulates that "Attendance contributions or fees may be set" (Art. 90 para. 1 of Book Eight of the Social Code). This wording tends to indicate more of an exceptional regulation than an obligation, but parents are charged a cost contribution in all parts of Germany<sup>32</sup>. Land law regulates the graduation of the parents' contributions. There can be Land-wide fee arrangements (such as in North-Rhine Westphalia and the city states) or they are worked out by the municipalities. In some Land statutes, upper limits are set (Rhineland-Palatinate = 20% of the staff costs), others make abstract instructions, such as *socially responsible contributions* (Brandenburg); contributions *taking into account the economic burden on the family* (Baden-Württemberg) or *suitable contributions* (Thuringia).

Parents can be partly or completely exempt from cost contributions for economic reasons. The acceptability limit follows the procedure for calculating *income support* (s. Glossary in the Annex). This makes it clear that – depending on the fee scheme - also the amount of the parents' contributions (in connection with other family-related burdens) steers the demand for and usage of places. At this point, child and youth welfare policy and social policy are

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<sup>32</sup> An exception applies to a sub-group of the Saarland, which since the nursery year 2000/2001 has abolished the parents' contribution for attendance of five-year-old children in nursery (in other words in

interwoven. There is a need to accommodate the fact that the facilities of the public education system, in other words the schools, are on principle free to users, whilst day facilities for children are not. Nationwide an increase in parents' contributions can indeed be observed – contrary to trends in many EU countries. No reversal of this trend is in sight. The elimination of fees is being discussed and called for in individual cases. A certain relief for parents, regardless of their marital status, bearing employment-related child-care costs has now been provided since 2002 through the introduction of tax-deductibility of up to €1,500 per child p.a., provided the actual costs exceed the tax allowance for care, education and child-raising of €1,548 granted at any rate.

### **Funding procedure and management**

The funding procedure for day facilities for children have contributed in the past towards the creation of a varied range of services, but have also led to a situation in which the expansion in quantity and quality was not on a standard level, and on the whole not on a satisfactory level.

On principle, two types of funding are possible, whilst there are many mixed forms in practice.

- Traditional funding via *subsidies* promotes facilities or projects, on condition that the voluntary providers contribute a suitable share of their own. The responsible public organisation grants the provider funds for their services so that users can take advantage of the service provided. The users (beneficiaries) have virtually no influence on the structure of the services provided within the context of this principle, whilst the beneficiaries are recipients of subsidies as far as the organisations are concerned. For this reason, one also speaks of object promotion and organisational funding. This demonstrates a major disadvantage of the procedure, while a further disadvantage is the lack of control (quality control) by the cost bearer, since only the (correct) use of funds is examined, not the *output*.
- In contradistinction to the funding described above, with subject promotion and funding via fees, the users are entitled to the subsidies if they have a subjectively attributable right. The system of day facilities for children provides two possibilities for this. Firstly, via the statutorily determined legal right to a nursery place, or, secondly, if a *need* is determined (cf. p. 63). For this, parents go to the *youth welfare office* and explain their

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the year before starting school); the Land Mecklenburg-Western Pomerania is discussing this possibility.

wishes as to type and extent of care. Depending on the legal situation, the *need* is determined. This leads to costs being assumed to the degree approved. After this, the parents go to an organisation of their choosing, and a contract is concluded if there are free places. The providers have their costs refunded on the basis of cost agreements with the public organisations. They have a right to their fee only if they actually provide the services. Their advantage: A contribution by the provider itself is not absolutely necessary. In general, it is regarded as an advantage of this procedure that the actual entitlements and legal relationships between the parties are seen more clearly. Assuming that a service of suitable quantity is available, parents who receive financial assistance can choose freely and in doing so exert an influence on quality since providers will attempt to satisfy those who are looking. If the level of service is not adequate, the demand of the parents cannot be met, or the demand must be restrictively determined.

In the town of Offenburg, for instance, each child is granted a municipal subsidy for a place in a day facility. Parents decide whether and how they claim it. Reductions and further subsidies for poorer families are provided; as a tool, a social and family pass was introduced which also provides entitlement to other support benefits. An advantageous side-effect lies in the separate examination of social criteria and nursery fees.

A problem for the provision of quantitatively and qualitatively suitable day facilities is posed by the effective link with the economic and financial resources of the local authorities. The funding system is to be restructured. There is, for instance, talk of the model of a *children's fund* to be supplied with contributions from all citizens. There are constitutional and political reasons not to follow this route. There is also talk, for instance, of the model of a state treaty for (greater) participation by the Federation and the Länder and of a reform of the distribution of funding. Such a reform would recognise early childhood care, education and child-raising also as an obligatory task for society. The current discussion however has as its aim to strengthen the funding of the municipalities and to disentangle mixed funding.

### **Figures on costs and funding**

A further difficulty caused by the opacity of the funding procedure is that different bases are used when calculating costs and expenses. This explains many a discrepancy, which also emerge from statistical circumstances. For instance, the costs of day facilities cannot be determined currently because the organisations' own contributions are not included in the official statistics. Estimates presume 10% of the operating costs and 50% of the investment

costs. In public facilities, parents' contributions are posted as income and can be monitored in the budget plans/reports. Voluntary providers levy the parents' contributions in the facilities in most cases<sup>33</sup>, which is why they do not appear in the official statistics. The parents' contributions can be extrapolated by comparison with the income of the public organisations. In total, it is then approx. € 2.1 billion per year.

The SocioEconomic Panel (SOEP) of the *Deutsches Institut für Wirtschaftsforschung* (DIW – German Institute for Economic Research) states for 1996 that the annual cost of a place in a day facility is € 3,200 (DM 6,300)<sup>34</sup>. This does not reflect the difference between more expensive places in day nurseries for the under-threes and cheaper ones in half-day nurseries. The average burden on parents at the same time was € 805 (DM 1584) per year, or roughly 25% of the costs. This contribution corresponded on average to 3% of the parents' net household income. 7% of all households with a child in a day facility were exempt from paying parents' contributions; 5% paid more than € 152 (DM 300) per month. According to computations by the Dortmund *Arbeitsstelle Kinder- und Jugendhilfestatistik* (University of Dortmund) parents in the old Länder in 2002 paid €701 p.a. or €58 per month per child for a nursery place.

Expenditure and income of the day facilities for children total € 11.5 billion, or a share of 0.57% of GDP (gross domestic product). The Federal Republic of Germany hence ranks sixth in an international comparison by the OECD. The OECD recommends 1%.

An evaluation of local authority budget statistics in the 11th Child and Youth Report states total expenditure for 1998 to be roughly € 8.7 billion, and income roughly € 3.3 billion, of which approx. € 978 million was from fee income.

A special enquiry addressed to the Statistical Offices of the Länder for 2000 revealed expenditure of € 1,153 per child under 10 years in day facilities (cf. Tab. A14 in the Annex).

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32 Exceptions are the Länder North Rhine Westphalia and Mecklenburg-Western Pomerania.

33 More recent figures are unfortunately not available.

34 The Dortmund *Arbeitsstelle Kinder- und Jugendhilfestatistik* (Universität Dortmund) assumes the SOEP figures to be based on too low costs for a place, thus also assuming a lower financial contribution by parents.



## Staff

**Specialist staff** for early childhood care, education and child-raising in day facilities for children are nursery teachers, qualified social educationalists (Fachhochschule<sup>\*</sup>) and qualified educationalists.<sup>35</sup>

### Nursery teachers

Nursery teachers are the traditional, main professional group in the system of day facilities. 55% of all persons working there (including ancillary and auxiliary staff) are nursery teachers; 90% of all group leaders have concluded training as a nursery teacher (end of 1998). According to the recently-published data of the official child and youth welfare statistics for the end of 2002, 64% of staff in ECEC day facilities were trained as a nursery teacher.

Training to become a nursery teacher takes place at technical colleges for social education. These are vocational education facilities, for which at least a standard school-leaving certificate after 10 years of schooling and previous vocational experience (practice and/or training) are the entry requirements (see diagram figure 2 in the Annex 10: vocational technical school = vocational full-time school) .<sup>36</sup> It is possible to combine two years of school training - including integrated internships – with a subsequent one-year traineeship (recognition year), which is referred to as two-phase training. Several Länder have recently integrated the recognition traineeship into one-phase school training, also lasting three years. After training, state recognition as a nursery teacher can be applied for; the person in question is then regarded as a trained specialist staff member.

The one-phase organisation of training as a nursery teacher is to strengthen the joint responsibility of school and practitioners. Theoretical and practical training shares can intertwine as required by the *Conference of Youth Ministers* in their concept of "Practice as a place for learning" (2001). For instance, training can be planned as a personnel development measure supported by the organisation. As concomitant preconditions, a sufficient time budget for trainers is required, at least two years of professional experience, as well as in

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<sup>\*</sup> higher education institution offering highly practice-related study courses of a scientific nature

<sup>35</sup> In some Federal Länder, assistant nursery teachers (for some areas) are regarded as specialist staff, see below.

<sup>36</sup> High-school graduation or a concluded vocational training has been conditional in Berlin since 2003.

addition a qualification in trainee training. Trainees should not be used as ancillary or auxiliary staff (cf. below).

Training as a nursery teacher in the Federal Republic of Germany entitles graduates to work in all areas of child and youth welfare, such as with children under three years, in open youth work also with young adults or in child-raising in homes. In contradistinction to many other European countries (and to the former German Democratic Republic) training to become a nursery teacher is not designed to lead to work with specific age groups or in particular areas. The *broadband training* is based on the idea of broad basic training with subsequent specialisation in practice, including ongoing further training and specialist advice to extend and update skills.

The Länder are responsible for training nursery teachers. Framework agreements of the Conference of Ministers of Culture and Education are to ensure comparability, but no two Training Codes are identical. For contemporary adjustment of training as a nursery teacher, in 2000 the Conference introduced learning areas for process-based, holistic learning instead of teaching subjects. Since then, a framework timetable (at least 3,600 hours) has been introduced within which the Länder are able to set foci:

at least 360 hours in the supra-profession learning area \*

at least 1,800 hours in the profession-specific learning area \*

at least 1,200 hours in social educational practice

\* an additional 240 hours at will.

The contingents of hours in theoretical training are sub-divided into the following six learning areas: communication and society; social educational theory and practice; music and creativity; ecology and health; organisation, the law and administration; religion/ethics (depending on Land law).

### **Other specialist staff**

*Qualified social educationalists* (Fachhochschule) with three to four years of studies at a Fachhochschule – for which there is no national regulation as to the content – work largely as managers or in specialist consultation. In some cases, the course of studies leading to the status of "qualified social worker (Fachhochschule)" is also followed.

*Qualified educationalists* study for at least eight semesters at a University with different points of emphasis (infant education, social education, early childhood education and the like). Their speciality is specialist advice or management of organisations.

The share of academics among the specialist staff of early childhood care, education and child-raising is, however, very small, at less than 4%

Specialist staff for special deployment areas, for instance in integration facilities (which accommodate children both with and without disabilities) and in remedial or special educational facilities for the promotion of children with special needs, have studied subjects such as remedial education, speech therapy, occupational therapy and the like. These training courses are settled at varying formal levels. They are not focussed primarily in a social educational-orientated qualification.

### **Ancillary or auxiliary staff**

Some Federal Länder have organised early childhood promotion so that a second person is allocated to a responsible specialist staff member, a so-called ancillary staff member. Land law determines whether the ancillary is kept as a second specialist staff member or as an auxiliary staff member. Land law also determines who, with what training, may become an ancillary: nursery teachers, assistant nursery teachers, trainees.

As a rule, the ancillary carries out the tasks of an auxiliary. Here, the group of *assistant nursery teachers* after nursery teachers is the largest professional group, with an 11% share (1998, cf. Table A18 in the Annex) of all staff. They assist the group nursery teachers, but they can also lead a group.

Training to become an assistant nursery teacher was originally orientated to care of children in families. Later, in addition to domestic and care content, social educational content was taught. The training to become an assistant nursery teacher takes place at vocational technical colleges. Entry is conditional on having completed the tenth grade of junior high school, followed by a two-year training period with a subsequent recognition year. Some Federal Länder have started to transfer the training to become an assistant nursery teacher to become social educational/social care-orientated basic training (social assistant) and to build it up as access to training as a nursery teacher.

Interns and trainees in the recognition year and untrained staff are also deployed as ancillary staff. Ancillary staff do not work exclusively in support of the group leader, but also deputise for them in case of illness, further training or holiday. This means that they carry out the work of nursery teachers to a degree which cannot be determined, although they have fewer qualifications than the latter or are still in training.

## **Women and men in the job**

The system of day facilities for children in the Federal Republic of Germany is a field in which the bulk of work is done by women: roughly 95% as against 5% men. This falls well short of the quality goal set in 1996 by the European Union's Childcare network of experts, according to which 20% of the staff in ECEC day facilities should be men. On the other hand, the rate that has been reached means for the old Federal Länder a ten-fold increase in comparison with the figure at the end of the seventies.

Trends: The younger the children, the fewer the men; a lower share of men in educational and care practice with children and a higher share in advisory and management positions, meaning also the higher the level of basic training required, the more often one finds men.

## **Further training and specialist advice**

Further training and specialist advice extend the training conceived as a basic qualification. They are indispensable for the system of day facilities for children, and help develop and safeguard the quality of the services offered. The public organisations of youth welfare are to provide services and calculate a suitable share for further training and specialist advice (Art. 72 para. 3 of Book Eight of the Social Code) in the funding of the voluntary providers. The amount of these shares varies from one Federal Land to another. Further qualification of staff is a part of the employer's duty of welfare under labour law; conversely, staff are obliged to update and extend their abilities and skills.

Public and voluntary providers offer further training; associations and institutions at Federal level, as well as private providers, supplement the range. There is no legal right to participate in specific seminars or other events, nor is there an obligation to attend.

The possibilities for specialist further training (where available) are supplemented by the educational leave statutes of the Länder. As a rule, for up to ten days within two years, employees of all areas have the right to attend training. This can refer to professional contents, but can also have a cultural or political background.

Specialist advice as a separate form of in-service qualification is very differently equipped, planned and organised in the different regions. Two forms can be identified: specialist advice with and without a superior function. In the first case, superiors assess and support the specialist staff and their work, and may impose sanctions, which restricts the advice topics. The second case is an advice situation with no obligation to implement the advice given.

## **Pay scales and remuneration**

Most voluntary providers also orientate themselves in line with the federal salary scale (BAT) within the public service and of the collective agreement supplementing it for pay scales of civil servants without life tenure in the social, educational and trades educational service of 1991. Slight differences will therefore be left unmentioned here, including the fact that a special variant applies to the territory of the new Federal Länder - BAT-O.

According to BAT regulations the work actually carried out determines remuneration. Nursery teachers who carry out a management function are paid like social educationalists or qualified educationalists in the same position. Conversely, specialist staff with a University graduation in the group service do not receive a higher remuneration than nursery teachers with a technical college graduation.

The amount of the remuneration of nursery teachers in group service is roughly the social median (average monthly income). Their pay scales in the system, compared for instance with other activities within the area of application of the BAT, is at the upper end of the corresponding training level. The pay level is the result of collective bargaining, which basically makes for appropriate pay, also shown by a comparison with the society's total and within BAT. However, in the hierarchy of educational professions, nursery teachers are also at the bottom of the ladder when it comes to remuneration. Experts are thus of the opinion that the status of early childhood promotion for the development of children and the social significance of this task is not sufficiently considered.

Another problem from the perspective of those concerned lies in the fact that in Germany (at the end of 2002) less than half the staff works full-time, in the West almost half, in the East indeed only one-fifth, although there the facilities are largely operated all day (cf. Table A20 in the Annex). The trend towards part-time employment in day facilities for children has grown continually in recent years. Furthermore, there are more and more jobs on temporary contracts, in the West more than in the East. This means that work in child a day facility does not offer a sufficient livelihood for a some section of the staff. Additionally, the continuity of the relationships between children and reference persons and the continuity of the educational work is at risk if part-time working is generally the rule despite the fact that the facilities are open all day. On the other hand, part-time work provides employment for nursery staff and avoids unemployment. After all, part-time work is often what the employees want and what fits their individual career and life planning. German law provides for a right to part-time work, provided operational reasons are not withstanding.

Remuneration of nursery staff is based upon basic pay (see table below) plus local allowance, general allowance and remuneration level allowance.

Table 13: Excerpt from the BAT remuneration table in € per month – applicable to April to December 2003

Remuneration level	Basic remuneration for the age grade on reaching the age of		
	21	33	45
III	1,961.67	2,737.86	(last increase upon completion of 41) 3,085.22
IV a	1,783.48	2,456.98	(last increase upon completion of 39) 2,742.42
IV b	1,621.87	2,201.77	(last increase upon completion of 39) 2,437.36
V b	1,478.37	1,972.24	(last increase upon completion of 39) 2,165.52
V c	1,363.05	1,792.53	(last increase upon completion of 37) 1,923.90
VI b	1,258.07	1,570.56	(last increase upon completion of 39) 1,710.98
VII	1,163.47	1,420.26	(last increase upon completion of 39) 1,523.68
VIII	1,076.67	1,271.03	(last increase upon completion of 41) 1,373.39

Source: Remuneration agreement No. 35 to BAT for the area of municipal employers (VKA) – Appendix 1

Nursery teachers in the group service start with remuneration group BAT VIb. After three years on probation, they rise into remuneration group Vc and receive, after another four years, a remuneration level allowance (for the period in the table above and according to remuneration level between €79.21 and €105.29). As a head of a day facility for children, they receive at least remuneration according to BAT Vc plus remuneration level allowance (€95.05 for the period in question). Depending on the number of places, they may rise to BAT III, something which only takes place in very large facilities such as in Berlin. Assistant nursery teachers start as a rule with remuneration group VIII and receive remuneration according to group VII after two years on probation.

The local allowance, in accordance with marital status and remuneration level and for the period given above, is €463.88 or €492.47 for singles without children, for married people with two children €741.26 or €774.83; the general allowance according to remuneration level is €105.33 or €112.35.

Teachers at primary schools, owing to their university degree, receive from the start remuneration according to BAT III (West) or BAT IVa / III (East). Furthermore, as a rule they obtain civil servant status, which leads to an additional increase in the net salary because of the lower charges for social insurance. A table for comparison with average earnings can be

found in the Annex (Tab. A14). Furthermore, the Annex contains selected data on staff, facilities and available places in day facilities (Tab. A15 – A19).

### **Representation of interests**

Roughly 25% of the teaching staff is in a trade union, whilst an unknown number are members of specialist associations. The larger of the two trade unions (General Services trade union – ver.di) unites the employees of the service sector, whilst the smaller of the two (Trade Union of Education and Science - GEW) targets staff in the teaching professions.

The extent of trade union membership is rather low in comparison with neighbouring countries. The cause of this is that membership is entirely voluntary. Since the negotiated standard wages have as yet always been accepted by all employers in the area, it is not only nursery teachers who are members of a trade union who enjoy the increases.

### **Challenges and outlook**

Two large tasks must be mastered in the near future in the staffing of day facilities for children. Firstly, to recruit specialist staff, and secondly, to fundamentally reform training in line with European standards.

The prevailing view is that the fact that almost exclusively women work in day facilities for children does not offer a contemporary role model, and restricts the possibilities for children to identify. A stringent concept to change this situation through policy means, training facilities and recruitment organisations cannot be recognised at present. An effect that would increase the share of men is hoped for by bringing training as a nursery teacher to the level of higher education. A higher social status and greater prestige may make the profession more attractive.

The planned expansion of the quantity of services in the West despite a fall in birth-rates leads to an additional specialist staff requirement, which depends amongst other things on how many of the nursery places that are available and then no longer needed are to be converted into a day nursery for the under-threes or out-of-school-provision places (different nursery teacher-child ratios). The birth-rates in the East, linked to the dismissal of younger nursery teachers during the reduction in the number of places in the nineties, requires 30,000 posts to be filled by 2015. Since training capacities were reduced at the same time, it can be presumed that sufficient nursery teachers will not be available. Furthermore, especially in the

East, many nursery teachers will retire in the coming years as a result of age. The share of staff aged between 40 and 60 has increased constantly since the beginning of the nineties, and nationally is now almost 50% (at the end of 2002), while in the new Länder it is almost 70%. The share of 25- to-40-year-olds has fallen to fewer than 40% nationally, indeed in the new Länder to less than 30%.

The ministers for youth of the Länder, the Federal Youth Board of Trustees, the Committee of Experts for the 11th Child and Youth Report, the Education Forum and specialist and professional associations support an upgrading of the training and advanced vocational training of nursery staff, deemed to hitherto not sufficiently accommodate early childhood promotion (e.g. with regard to the perception and promotion of individual educational processes among children). In a European comparison it is claimed that the training is at too low a formal level, which restricts the vocational mobility of nursery teachers. It is proposed, for example, to increase training as a nursery teacher to the level of a Fachhochschule level. Further considerations include a joint basic course of studies for nursery teachers and for (primary school) teachers or discussion of a uniform new professional profile for the care, education and child-raising roughly until the age of about twelve.

In contrast, sceptics point out that the Fachhochschulen would not be able to cover training for early childhood promotion skilfully without problems. Merely shifting training to a higher level does not imply a qualitative improvement. Fears relating to higher staff costs and the question as to coordination between the Länder are reasons for model developments as yet only having commenced at the initiative of a small number of Fachhochschulen and Universities – in some cases in cooperation with facility organisations.

Not least because of the increasing need for specialist staff, any reform of training as a nursery teacher must take account of a variety of admission preconditions in order to increase the porosity of the education system. The principle followed to date of training as a first step in professional qualification with a coordinated basic and further training system building thereon must hence be established in parallel.

Little attention has so far been given to the consequences of the blanket criticism levelled at the quality of training and at the manner in which the profession of nursery teacher is practised by these specialist staff. They have completed the training that was offered to them and gained further qualifications by means of further training and advice. In the first educational reform in the seventies it was determined that any lack of educational quality was more due to the insufficient framework, and that some of the criticism levelled against nursery teachers was unjustified. Surveys indicate an increased degree of professionalism among nursery teachers which contradicts the widespread (negative) stereotype. It will be a



matter of aggressively ensuring the involvement of existing staff in future skill-building strategies.

In at least two aspects, improvements of further training and specialist advice can be aimed at. Firstly, on the basis of a qualification profile for nursery teachers accepted across both organisations and Länder, the division of tasks between basic and further training, as well as specialist advice, should be planned and coordinated. It also has to be taken into consideration that a number of essential competences are acquired at the workplace and in cooperation with colleagues. It is imperative to get the basic conditions right. There are topical areas which can be better dealt with in-service further training seminars or with specialist advice than in basic training. Secondly, at Land level, since this is where the responsibility lies – coordinated supra-organisation forms of further training and suitable support structures should be developed to enable contents and methods to be improved and the (overall) cost to become more easily comprehensible and calculable.

## Cooperation with parents

Cooperation between nursery teachers on the one side and parents on the other has pursued different goals and taken many forms as the years have passed. Today, a clear *opening of the institutions* towards parents can be seen. All in all, the significance of nursery teachers has been put in perspective, and greater recognition afforded to the significance of parents.

This is based on the *legal situation*. Parents have primary responsibility for bringing up their children. The fact that they voluntarily place their child in the care of nursery teachers does not grant the latter – in contradistinction to schools - any rights of their own. Book Eight of the Social Code obliges nursery teachers to cooperate. Added to this is the (growing) understanding on the part of parents as the first *educational instance* of children. The downstream institutions build on this. Thirdly, this view is supported by *research results* according to which the socio-cultural origin of the children is the primary determinant for subsequent success in school. Fourthly, it is recognised that parents have their own (quality) expectations, which nursery teachers should include in the educational work.

Nursery teachers also have influence and specialist skills. It is best when parents and nursery teachers shape the world in which the children live together (co-construction) with largely agreeing goals and in *mutual recognition* of the best interests of the child. The mutual responsibility is expressed in the guiding principle of *child-raising and educational partnership*. The preconditions for this are good. Research shows a rather high level of agreement between parents and nursery teachers when they assess the various tasks of day facilities.

### Best practice

In order to implement the current requirements, it is possible to fall back on experience. Even in the old Federal Republic of Germany, there were models to include parents in the running of day facilities, not lastly in so-called social tension areas or with parents with a migration background. In the German Democratic Republic, parents directly and/or placed via "godparent businesses" (in which they also worked in some cases) made a practical contribution to designing the facilities. Projects promoted by organisation associations and accompanied by research institutions in the nineties made day facilities places for children and parents. *Good day facilities* take notice of the local circumstances and find their own

ways in which to include parents. Three approaches are combined here: an assertive portrayal of the educational work, varied practical activity possibilities for parents and institutionalised forms of parental participation.

Not yet standard, but still widespread are long admittance talks between nursery teachers and parents in which information on the child and views about common goals are exchanged. In particular for children of a day nursery for the under-threes age, the phase of adaptation to the facility is at the same time a phase of initial intensive participation by parents in educational everyday life. An elaborate familiarisation concept against the background of the theory of binding is available. For children who enter a nursery at the age of three, there are various procedures of transition from the family to the institution. As a guideline, this phase is less complicated for the children the more it is designed by parents and nursery teachers together. The starting phase is regarded as decisive for further cooperation. Regular development talks are recommended, and procedures for this are being tried. Parents are being informed by documentation of projects and activities.

Best practice accommodates the differentness of the parents (person, background), actively involves them and hence supports efforts towards prejudice-free care, education and child-raising.

Group parent meetings are usual as an institutional form of cooperation. In some cases, auxiliary parents councils and committees are also elected. Parents' committees, or committees in which they participate, also work at Land level in some cases.

### **Parents' rights in day facilities for children**

Parents are to be involved in decisions *in major matters of the day facility* (Art. 23 para. 3 of Book Eight of the Social Code). They have the freedom to choose between various services that are available (Art. 5 of Book Eight of the Social Code), the right to respect for the basic orientation of their child-raising (Art. 9 of Book Eight of the Social Code). All relevant subordinate Land statutes take up these instructions with a broad variation of the possibilities.

The rights of parents in day facilities can be characterised as individual and collective, informal and formal and settled between the poles of rights to information and rights to participate in decision-making. The points of emphasis and topics vary from Land to Land and from organisation to organisation. Individual, more informal rights of parents relate to information on the development of their child (also using guest visits). Collective rights are as a rule asserted by bodies of parents' representation. They can relate to the goals and content

of the concept, to the determination of opening times, to the acceptance procedure, to the use of budgetary means, or to the drafting of plans of established posts.

Committees have a varying degree of influence in day facilities and towards the organisations. The variety ranges from rights to information via hearing and advice rights, through to decision-making rights. Sometimes, the bodies are more obliged to carry out tasks than granted rights by the regulations. In Bavaria, an attempt was recently made to introduce a graduated participation system together with the child-raising and educational plan.

Committees with participation by the parents are conceived in accordance with two principles: as representations of interest towards the organisations or the facility, or as a cooperation body in which all players work together on the tasks anticipated. Only facilities which are supported by parents' initiatives ensure parents a comprehensive influence on events.

### **Available information**

Federal and Land Ministries have established Internet portals which supply parents with important information. For instance, texts of laws and regulations can be obtained, up-to-date information, the educational programmes and much more. Also at organisation level (independent and public) there is now a large number of homepages on which parents can gain an insight into the services offered locally and beyond; facilities, numbers of places, educational foci, cost contribution categories are described. These services offered are supplemented by the portals of research institutes in the field of early childhood education and child-raising, of parents' associations, specialist and parents' periodicals, private initiatives and professional associations which in many cases are linked to one another, so that parents with Internet access will find a good information basis. Availability is however restricted in disadvantaged/poorer population groups, and in addition there is frequently a lack of information in languages other than German on these homepages.

Organisations and facilities as a rule have information brochures and brief portrayals of their concepts which make it easier for parents to make a selection and to gain access.

Federal and Land Ministries publish brochures as an orientation for parents on important topics of institutional promotion of children in day facilities and day-care and distribute them to interested persons free of charge. In the Federation Bill, the youth welfare offices are obliged to inform parents of the places on offer in the local catchment area and on the educational concepts, and to advise them on selection.

## Outlook and challenges

On the side of nursery teachers, the entire cooperation with parents is a major challenge. They frequently face parents who are older or better educated than they are. Added to this is the fact that they do not feel sufficiently well prepared by their training for cooperation with parents. There are many proposals and model practical examples as to how cooperation can be effected, but there is still much insecurity and also an old-fashioned holding on to traditional forms of "work with parents" (instead of cooperation or participation) in the shape of parents' evenings at group level or topical lectures by external experts.

On the side of the parents, it can be said: The younger the children, the greater the presence of the parents. The visible and active commitment wanes with the passage of time, increases once again shortly before transition to school, and then moves from the out-of-school-provision to school. This phenomenon is misinterpreted in some cases as a drop in interest on the part of the parents in their children. It is however more likely that this conduct is evidence of the confidence placed in the day facility which has grown as the years have passed, so that the parents can now concentrate on the next phase of their child's life.

Many successful examples of the incorporation of fathers into the educational and care work of day facilities cannot deceive us that nursery teachers still (must) cooperate with mothers in the majority of cases.

Formal participation by parents (committee work) means an additional burden for the families; the real influence does not always stand in a sensible proportion to the effort involved. Nevertheless, parents provide not inconsiderable resources in some cases. In light of a possible social selection of the parents, these connections must be observed in future in order to examine whether the promotion of parental participation prescribed in Book Eight of the Social Code really reaches all.

The relatively short time-spans impose a structural difficulty in exercising formal rights of participation at superior committee levels. Parents can hardly become sufficiently familiarised if their only child only attends a nursery for two or three years.

The ratio between the function of early childhood care, education and child-raising, the disburdening function and the parent education function of day facilities needs further determination and coordination. If parents are to be regarded as the *target groups* of educational services, this contradicts in some cases the picture of competent educational partners. Equally, more attention should be paid to the function of nursery teachers, with regard to whom there is agreement on the one hand that they lack ability to deal with parents

and in methods of adult education (cf. above), but who on the other hand would like to implement or organise courses for parents.<sup>37</sup>

Parents' active participation could be promoted by means of many activities and projects. The current guiding idea frequently relates to the example of Early Excellence Centres in England, and tries to support the educational processes through close cooperation between parents and nursery teachers. The Federal Government is currently having this form of care scientifically investigated. There are good examples of active participation by parents of migrants, such as in the context of the application of the anti-bias concept, but the dissemination of such approaches is still very narrow. A consistent implementation of intercultural approaches in pre-school facilities, intercultural qualification of specialist staff and an increased use of staff with a background of migration may support cooperation with parents in particular.

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<sup>37</sup> With this problem is dealing amongst other things a project of the LEAGUE of Independent Welfare in Baden-Württemberg: "Strengthening the child-raising power of the family by and via nurseries" (until 2005)

## Evaluation and research

The official *child and youth welfare statistics* of the *Federal Statistical Office* are a central source of information on the extent and development of the system of ECEC day facilities. At regular intervals of four years (most recently at the end of 2002), they provide data on the stock of facilities, places and staff. The Federal Statistical Office compiles these data on the basis of the surveys carried out by the Land Statistical Offices, so that the data of the Federal Länder can be compared with one another. Priority is given to accommodating the structural characteristics of the services, such as the type of facility by age groups and the type of places by age groups and in *age-integrated groups*.

The official statistics also contain data on the staff in the day facilities for children which provide information for instance on the distribution of the professional groups, the distribution of primary and ancillary staff, of full-time and part-time employment and the share of men. These data do not however permit conclusions to be drawn about the ratio of nursery teachers to children since they can be combined neither with the number of places in the facilities nor with the opening times of the facilities or the attendance times of the children. These official data on ECEC day facilities are regularly prepared by the German Youth Institute in the shape of a compendium of figures, and are published both as a brochure and on the Internet.

The numbers on out-of-school-provision places are not quite coherently portrayed in the child and youth welfare statistics because in some Federal Länder out-of-school provision are in some cases allocated to the school system, and are therefore not included in these statistics. Some means should be sought to coordinate the school statistics and the child and youth welfare statistics in order to gain an overview of how many school children take advantage of afternoon opening – especially since full-time day schools are to be expanded and one must anticipate that more children will attend full-time day schools than out-of-school provision in future. For lack of official data, extrapolations based on representative questionnaires will have to be used in family day care because child and youth welfare does not cover this sector and a large section of this service is provided in the private domain, independently of child and youth welfare. In future, however, at least data on publicly-promoted family day care in the context of official child and youth welfare statistics should be collated with the youth welfare offices.

The lack of reliable data on those children who attend day facilities is a considerable omission. Also, at present there is no topical ongoing reporting. The official child and youth

welfare statistics of the Federal Statistical Office collate data on day facilities for children only every four years. It is planned to improve this unsatisfactory data situation. The surveys to be implemented in future on an annual basis also contain information on those children who attended the facilities. This includes information on the age and gender of the children, on the care times, on the possible migration background of the parents and on the language primarily spoken in the family and on use of educational assistance and familiarisation assistance for children with disabilities. This requires a legislative initiative. Until this conversion of the official statistics has been implemented, we will rely for information on the use of the existing services on representative surveys which collect some data on this. This includes the annual Microcensus<sup>38</sup> surveys, but also some periodical surveys, such as the *family survey*, the *child panel* and the *Youth Welfare and Social Change project* of the DJI and the *SOcio-Economic Panel (SOEP)* of the *German Institute for Economic Research (DIW)*.

A particular problem is posed by the portrayal of the funding of day facilities. The child and youth welfare statistics demonstrate spending and income with regard to the final beneficiary, so that no survey of the funding shares of the Länder and the local communities can take place. The financial statistics of the Federation and the Länder are more authoritative in this respect. However, these too do not permit one to suitably collate the own shares of the organisations of facilities, so that the actual total costs can only be estimated.

A regular reporting tool on topics of overall child and youth welfare – taking account of day facilities with a variety of foci placed – is the Child and Youth Report of the Federal Government, which by law must be drafted once per parliament. Furthermore, the Internet portals of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and of individual Land Ministries<sup>39</sup> also offer information on ECEC day facilities.

The topics evaluation and quality management have taken on considerable additional significance in Germany in recent years. Several larger organisations of ECEC day facilities have developed their own procedures and manuals for this. In the context of the "National Quality Initiative in the System of Day facilities for Children" promoted by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, quality criteria for day nurseries for the under-threes, nurseries and out-of-school provision, and building on this procedures of internal and external evaluation, have been developed which are being disseminated in a second project phase, but in line with the federal structure of the system not as binding instructions, but only as services which can be seized on by organisations and facilities. Having said that, it is promising that 10 out of 16 Federal Länder, as well as many

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<sup>38</sup> Extrapolation on the basis of 1% of the population

<sup>39</sup> Extensive Länder overviews are published in the Internet portal of the Brandenburg Ministry.



municipalities and organisations, participated in the "National Quality Initiative". One should also mention here a project promoted by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth on the development and evaluation of curricular elements on the qualification of childminders, leading to a "Qualification in family day care for children" curriculum. This curriculum has now turned into a national standard.

With regard to scientific research, one can state that early childhood education in Germany is only very sparsely represented at the universities. There are only five chairs dealing with this subject. Furthermore, there are a few lecturers who deal with this field in parts of their work. Here, the spectrum of approaches and questions is very broad. It ranges from investigations on the determination of quality, via research into the profession and investigations on gaining social knowledge among children, through to ethno-methodological approaches. A problem lies in the fact that it is difficult to acquire money for research projects which are not directly linked to political topics and interests.

A larger number of projects on the field of ECEC day facilities is implemented in non-university research institutes. As a type of major research, since the Länder pilot scheme on nurseries in several Länder in the second half of the seventies, projects have been established linking practice research and practice development. Work is done in such projects mostly on questions relating to the situation of families and children together with topics of the organisational and staff development of day facilities. A non-university social science research institute which in this sense works nationally and across organisations is the German Youth Institute, based in Munich and with a branch office in Halle. At Land level, two institutes carry out similar tasks, for Bavaria the State Institute for early childhood education in Munich, and for North Rhine Westphalia the Social Educational Institute in Cologne. Both enjoy national recognition in their fields. This kind of research is mostly organised as a cooperation association between research institutions, the Federation or the Länder and/or municipalities, as well as organisational associations of day facilities for children. Furthermore, there are a small number of private institutes whose work is focused on the area of early childhood education. One should mention here the Institute for Applied Social Research/Early childhood (INFANS), the "Educational Quality Information Systems" gGmbH (PÄDQUIS) the "International Academy for Innovative Education, Psychology and Economics" gGmbH (INA), all three based in Berlin, and the Institute for Applied Family, Childhood and Youth Research (IFK) at the University of Potsdam.

Furthermore, a large number of pilot schemes and smaller studies are being funded in the individual Federal Länder and by voluntary providers, the results of which are frequently difficult to gain access to, and hence are hardly noticed. In order to create a greater degree of transparency in this overall field of practical research and pilot projects, and to support the exchange both within research and between research, practice and the policy sphere, the

database ProKiTa ([www.dji.de/prokita](http://www.dji.de/prokita)) was commissioned by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and set up at the German Youth Institute. Through this Internet portal it has been possible since November 2003 to search for information on research and pilot projects in the field of day facilities for children and family day care which have been carried out since 1998 and are still being carried out.

Overall, little has been done to investigate the quality of day-care services for children, in particular long-sectional studies on their significance for the educational biographies of children from different social and cultural backgrounds. This includes investigating the impact of different starting ages and in the duration of use of ECEC day facilities. Another important unanswered question is what the reasons are (apart from working) for some parents placing their children in ECEC day facilities and others do not. With regard to improving equal opportunities, this is particularly interesting against the background of results of research which suggest that children from socially disadvantaged families can benefit particularly from attending the ECEC day facilities.

Further topics which have been previously neglected, or new ones which have come up for research are

- the impact of part-time working by specialist staff – linked to longer opening times of the facilities – on relationships between nursery teachers and children (continuity and discontinuity);
- investigations on what measures could improve educational participation by children and the impact of different funding models here (social segregation or integration);
- the impact of educational plans and of attempts to establish minimum standards on everyday life in nurseries and the educational processes of children;
- the search for potential improvements in the coordination and cooperation of the educational instances of family, day facilities and schools;
- the significance of the type of organisation for the quality of facilities, taking account of new funding procedures with the tendency towards larger organisations/associations;
- the significance of support systems for day facilities and family day care (specialist advice, cooperation with training and research facilities) for the quality of their work;
- the development of competences and advanced training of educational staff.

Overall, the networking of research with the training and practice of the specialist staff of day facilities for children is regarded as a matter of the utmost urgency.

## Summary commentary

The system of day facilities for children in Germany has a long tradition going back to two development lines; on the one hand, the foundation of "child-keeping" facilities during industrialisation in the first half of the 19th Century, and on the other hand the establishment of nurseries as an educational facility by Fröbel in 1840. Both lines of tradition are still effective, even if today all forms of facility are legally determined by the same responsibility, meaning guaranteeing care, education, child-raising (Art. 22 para. 2 of Book Eight of the Social Code).

Nurseries enjoy greater recognition and a different legal status than services for children under the age of three and services for school-age children. For children aged from three to starting school (school attendance, as a rule, being obligatory from the age of 6) there is an actionable *legal right* to a nursery place, whilst for younger and older children there is a legal right to maintain a *level of service in line with demand* (Art. 24 of Book Eight of the Social Code). The regulation for the all-day service concerns all age groups: as in general terms with the range of services for children outside nursery age, it is to be in line with demand (cf. pp. 31/32 and p. 63). Accordingly, nursery is well developed as a half-day facility in Germany, but the number of all-day places for the age group – in the West – leaves much to be desired, and the number of places on offer in the West for children before and after nursery age needs to be expanded as a matter of urgency.

In addition to these two characteristic lines of tradition, on the one hand Federalism, and on the other hand the principle of subsidiarity, determine the system of day facilities for children in Germany. The range of services is characterised by a pluralism which is difficult to portray. There is an extraordinarily broad variety of access, of organisations, of types of facility and forms of organisation of ECEC day facilities, and additionally, there is family day care. This variety is wanted since it offers the freedom to choose. At the same time, the arbitrariness accompanying the variety is an ever more frequent subject of criticism. When it comes to realising promotional standards for children and equal opportunities, there is a need for a minimum guarantee of equal standards – be it for the equipment and working methods (concepts), be it for the availability of day facilities and/or family day care.

Agreement has been reached among specialists that early, individual promotion of children is a precondition for successful development processes. This view, which has for a long time

been put forward, has found dissemination at political level after the PISA shock. There has never been so much public discussion or so many government initiatives on the question of care, education and child-raising as in recent years. Initiatives however face resistance when it comes to really achieving improvements.

The Länder insist on their constitutionally assured authority to determine for themselves how to shape the framework created by Federal law, in particular educational and child-raising programmes for the elementary field and training of the specialist staff. The municipalities insist on their constitutionally enshrined self-administration, but complain that they are not being provided with sufficient funds. In addition to its authority of (competing) legislation in the field of ECEC day facilities, the Federation can only carry out its function as an advisor, for instance by implementing and promoting pilot schemes. In the specialist discussion, this situation is considered to be a problem since it creates non-uniform conditions, and hence unequal opportunities in life. This basic fact isn't changed by the Federation, this legislative period, providing financial aids for the Länder and municipalities ("Future of Education and Care" investment programme, amounting to Euro 4 billion from 2003 to 2007 to build up and expand full-time day schools), and from 2005 relieving the municipalities of an annual burden of Euro 1.5 billion to expand the range of care services as needed, in particular for children under three.

As yet, there are no uniform instructions for the public organisations at local authority or district level who are responsible for providing a range of services in line with demand for children under the age of 3 and over the age of 6, including all-day places, to describe what is to be recognised as a demand. The planned reform of Book Eight of the Social Code is however to introduce binding demand criteria. The latest legal amendment several months ago already went in this direction, but will not be entering into force until 1 January 2005. According to the Federal Law Gazette (Bundesgesetzblatt) of 29.12.2003, the following sentence was added to Art. 24 of Book Eight of the Social Code: "As long as a range of services meeting demand in day facilities in accordance with the second or third sentence is not yet available, priority shall be afforded to giving places to children whose parents or guardians are in work or looking for work or employment." The envisioned amendment of Book Eight of the Social Code, in accordance with which the municipalities must provide places for certain groups of children under the age of three, adds another three to this demand criterion: training of parent couples or single parents, burdens on parents as a result of other tasks within the family, no sufficient guarantee of the best interests of the child being safeguarded. The inclusion of the abovementioned demand criteria in the law hence increases the obligation of the local youth welfare organisations to expand the number of

places on offer – which signifies progress for the Western Federal Länder – but an educational right is not one of the criteria.

In the context of historical developments, the division of Germany after the Second World War plays a decisive role. In the German Democratic Republic, a path was chosen which led to the system being uniform in more ways. The level of services provided by ECEC day facilities was increased and systematically planned for all age groups as a blanket all-day offering and safeguarded by educational and child-raising plans. The Eighth Book of the Social Code of 1990/1991, which reorganised the promotion of children in day facilities and in family day care, hence encountered a basis in the new Federal Länder different from the former Federal territory. While in the old Federal Länder one speaks of a need for progress in expanding the number of places, the focus in the new Länder is on maintaining the places presently being offered.

In drafting the background report for Germany, the difficulty arose of suitably dealing with the fact that, on the one hand, the same statutory basis applies to the entire Federal Republic of Germany, whilst on the other hand the situation between the former Federal territory (Western Federal Länder) and the new Federal Länder (Eastern Federal Länder) still differs considerably. The report mainly bases its lines of reasoning on the Western tradition, in which the majority of facilities indeed stand, but also portrays the situation in the East in each case.

The latest announcements of the Federal Government on refining the system of day facilities and family day care, as well as the bill to reform the Child and Youth Welfare Act on the quality-orientated expansion of day-care in line with demand (Day-Care Expansion Act) aim at the need in the West to catch up, as well as at safeguarding the level of service in the East. The Day-Care Expansion Act is being debated at present. The reform is above all concerned with increasing the level of supply for children under the age of three. The recently published data of the latest official child and youth welfare statistics for the end of 2002 confirm the considerable need for targeted measures to achieve expansion since the average level of supply with places has been practically stagnant since 1998 for all age groups (cf. Tables 5-7). There has only been a noticeable increase in the number of all-day places in the nursery area in the Western Federal Länder: Roughly one nursery place in four is now an all-day place (in 1998 it was not even one place in five). The envisioned Day-Care Expansion Act however aims at the same time to achieve qualitative improvements in ECEC day facilities.

In order to accommodate this qualitative side, the developments that have been introduced by the second phase of the "National Quality Initiative in the System of Day facilities for Children" promoted by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, the project on the educational responsibility of ECEC day facilities (INFANS) or a new project started at the DJI to observe and document educational and learning processes are also important.

A number of further proposals on the further development of the system of day facilities for children at the level of the Federation, the Länder and municipalities is contained in a "Step-by-step reform plan" in the expert report published by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth in 2003 "It's all about making a good start!" (pp. 324 et seq.). The following are given amongst other recommendations to the political sphere

- re-defining and re-evaluating the cost estimate for elementary education against the background of the insight that expenditure on ECEC day facilities are not lost subsidies, but investments with a high macroeconomic return;
- combining competences and resources for the raising of children and youth at government level;
- the conclusion of state treaties between the Federation and the Länder to ensure the necessary standards on the educational and child-raising responsibility, on the qualification of specialist staff, as well as on establishing and equipping ECEC day facilities;
- agreement between the Länder on joint educational standards;
- blanket development of cooperation relationships of ECEC day facilities with schools and other agencies which are of fundamental significance for the promotion of children;
- redistributing the funding burdens; it is proposed that the Federation will be involved in expanding day facilities, the Länder will bear the staffing costs, as in schools, and the municipalities will pay for the material costs.

Additionally, efforts must be undertaken to improve the *data situation* and the *promotion of research*. Information on family day care is generally inadequate. With regard to institutional care, education and child-raising, data saying which children attend the facilities are largely missing. There is also no quick, ongoing reporting at the moment. The data of the Federal Statistical Office for the official child and youth welfare statistics are only collected every four years. As already mentioned, improvements are planned here. The legal basis is supposed to be provided by an amendment of Book VIII of the Social Code, which has to be approved by both houses of parliament.

Also the initiative of the Federal Government to integrate non-formal and informal education at child and juvenile age within a national educational reporting system (cf. Rauschenbach et al. 2004), is to be evaluated as an approach to improve the state of information. A further source of information on the system of ECEC day facilities is the Child and Youth Reports of the Federal Government, which appear every four years (once per parliament). However, ECEC day facilities as a rule were not given greater attention in these reports than the other areas of child and youth welfare, although ECEC day facilities is the largest field by far. This will change with the current 12th Child and Youth Report, presently being prepared, which has the working title "Education and Child-Raising outside School". Options for action are to be developed for the political sphere and for society which can flow into socio-political processes and sustainably support the everyday life of families with children. Topics such as expanding child-care for children under three, improving the quality of ECEC day facilities, supporting parents' child-raising responsibility and shaping the transition from ECEC facility to school now form part of the external, independent committee of experts's task.

With regard to research and evaluation, all sides are calling for more funds to be provided and for the creation of greater networking and continuity. It is a matter amongst other things of building up and expanding links and forms of cooperation between practice, training and research, which have been missing so far. Currently, it will be important above all to scientifically accompany the development, determination and safeguarding of quality and of introducing elementary educational and child-raising plans of the Länder. In the long term, the impact of various concepts of educational work and the support of children's educational careers are to be investigated.

The outlook for the realisation of the new educational understanding in the field of day facilities for children is in principle good since in a nursery the promotion of the interests and abilities of children in a manner related to the world in which they live prevails, as it corresponds to the self-perception of a separate, extensive social promotional responsibility. However, for a systematic promotion of individually different educational paths, nursery teachers firstly require specialist support, and secondly corresponding basic conditions.

Problems also arise when the established expectations as to promotional performance in the field of early childhood learning go hand in hand with the call to shift forward school teaching and learning methods as is being expressed in some publications. In the new Federal Länder, such a trend is shown if methods of child-raising and educational plans from GDR times, which one thought had long gone, have continued to be passed on or are being brought back to life. Educational plans which do not take account of the equality of the functions of child-raising and care are in danger of supporting this direction if promotion is equated institutionalised learning. Possibilities of the systematised encouragement and

accompaniment of the education of children based on the idea of a dialogue and co-construction between children and adults still have to be developed and tried. The named projects, on the educational responsibility of INFANS ECEC day facilities (cf. Laewen et al. 2001 as well as p. 58), and to observe and document educational processes (cf. also note 28, p. 52) are approaches in this direction. The more the institutionalisation of childhood advances, the greater the challenge will become to grant children within and outside day facilities scope for action for free activities of their own and under their own guidance.



## Annex

### Important terms (Glossary)

**Advisory parent council/parents' representation:** committees supporting participation by parents

**Age mix:** Principle of group organisation in day facilities for children across several age groups

**All-day facilities:** form of day facility with longer opening times (from roughly 8 hours) offering all-day places incl. lunch

**Ancillary staff:** > Auxiliary staff

**Assistant nursery teacher:** staff member in day facilities for children with educational care training, mostly to support the group leader

**Auxiliary staff:** additional staff in the group service of day facilities

**Care, education and child-raising:** main tasks (functions) of promotion of children in day facilities and day-care

**Child and youth welfare:** sub-system of income support which is allocated to day facilities for children and day-care, on the basis of the Child and Youth Welfare Act (Book Eight of the Social Code)

**Child benefit:** state monetary benefit to support families

**ECEC day facilities:** neutral umbrella term for the functions of the system of day facilities.

**Day facilities for children:** institutions of non-family socialisation for children between 0 and a maximum of 14

**Day nurseries for the under-threes:** day facilities which offer places for children until the age of three (In this report in each case it is the supply of places for children of day nursery for the under-threes age which is meant, irrespective of whether the facility is also attended by children of other age groups.)

**District:** regional association of > Municipalities as an administrative structure; larger towns within the region form their own administrative units (municipality not associated with a district)

**Early childhood care, education and child-raising:** term used here for the promotion of children before starting school as an analogy to ECEC (Early Childhood Education and Care), in German: > *Betreuung, Bildung and Erziehung*

**Education:** cf. pp. 51/52

**Educational plan**, here: umbrella term for various forms of regulations for educational work (curricula) at Land level

**Elementary area**: the institution > Nursery as part of the educational system

**Employment Contract Guidelines** (Arbeitsvertrags-Richtlinien - AVR): collective agreement for civil servants without life tenure (nursery teachers) in confessional organisations

**Familiarisation**: designed adaptation phase in the day facilities

**Family day care**: services to care for, bring up and educate children in the family framework by childminders (socialisation approach similar to a family), for children under the age of three and school children as an alternative to a day facility, for children from 3 to 6 as a supplement to a day facility if care time is insufficient

**Federation**: abbreviated form for the state administration above Land level

**Federal salary scale** = BAT: collective agreement for employees in the federal public service without civil servant status (e.g. nursery teachers)

**Fachhochschule** higher education institution offering highly practice-related study courses of a scientific nature

**Freedom to choose**, here: legal right of parents to (a) select a > Day facility in line with their own ideas with regard to child-raising and (b) selection between a day facility and > Day-care, where no disproportionate additional costs are incurred

**Further training**: ongoing in-service skill-building

**Half-day facility**: form of day facility which only offers half-day places, as a rule in the morning, in some cases also in the afternoon (in each case 3-4 hours in the morning and/or in the afternoon with a lunch break)

**Income support**: welfare benefits, available during periods of economic hardship, to ensure the social subsistence level, to meet the costs of living or in special circumstances

**Integration facilities**: day facilities in which children with and without disabilities are cared for and promoted in integration groups together with other children

**Interns**: trainees during a practical vocational phase

**Länder (= Federal Länder)**: state structure of the Federation which is responsible for the exercise of state powers and carrying out tasks in accordance with the Basic Law (Grundgesetz)

**Legal right**: actionable right to a (half-day) place in a day facility for children from when the child reaches the age of three until starting school

**Maternity Protection Act**: Occupational safety law protecting mother and child from health hazards at the workplace and dismissal and, in most cases, securing the previous pay level during the period of prohibition of work.

**Municipalities**: administrative structure below Land level

**National Quality Initiative in the System of Day Facilities for Children**: research association spanning organisations and Länder promoted by the Federation to improve the

quality of the service provided by day facilities for children on the basis of internal and external evaluation

**Need** / level of service in line with demand: cf. p. 63

**Nurseries:** day facilities which offer places for children between 3 and approx. 6 (when they start school) (In this report in each case it is the supply of places for children of nursery age which is meant, irrespective of whether the facility is also attended by children of other age groups.)

**Nursery teachers:** specialist staff for educational work in day facilities and other fields of child and youth welfare

**Operating licence:** result of the examination of minimum requirements to operate a day facility

**Organisations:** There are three types of organisations (a) providers of benefits of child and youth welfare which as public organisations (local and non-local) are responsible for the overall level of services, (b) operators of day facilities as public organisations, and (c) operators of day facilities as voluntary providers, meaning all recognised charitable and private providers (cf. pp. 33/34)

**Out-of-school provision:** day facilities which offer places for school-age children outside school (In this report, in each case it is the supply of places for school children which is meant, irrespective of whether the facility is also attended by children of other age groups.)

**Parental leave and child-rearing benefit:** state benefits for parents who wish wholly or partly to devote themselves temporarily to bringing up their children after the birth of a child

**Parents' initiative:** combination of parents as organisations of a day facility

**Recognition year:** practical year following two-year training as a nursery teacher

**Remedial educationalists:** specialist staff with therapeutic-educational training

**Qualified social educationalist:** specialist educational staff graduated from a Fachhochschule

**Qualified educationalist:** specialist educational staff with University graduation

**Situation-based approach:** broad educational concept in day facilities in which planning of services for children or of projects with children – respecting the autonomy of the children – responds to their circumstances and interests (cf. pp. 48/49)

**Specialist advice:** support for specialist staff in day facilities, in some cases also for the organisations; advice provided independently or in a superior function

**Subsidiarity principle:** cf. p. 29

**Technical College - Fachschule** (for social education): further education-level training facility for nursery teachers

**Youth welfare office:** specialist authority of the local > Organisation of public child and youth welfare with responsibility for planning, inter alia for providing day facilities

**Youth welfare committee:** part of the youth welfare office in addition to administration which carries out ongoing transactions; it is concerned with all fundamental matters of youth

welfare and has considerable rights to participate in decision-making; members include representatives of welfare associations, in addition to representatives of the elected local parliaments, youth welfare associations and recognised voluntary providers.

## **Bodies, organisations, institutions, associations**

**Conference of Ministers of Culture and Education (KMK):** standing specialist conference responsible for co-ordinating the educational system of the Länder (Länder Ministers plus Federal Minister)

**Conference of ministers for youth (JMK):** Body to co-ordinate inter alia child and youth welfare of the Länder (Land Ministers plus Federal Minister)

**Education Forum:** time-limited committee of the Federation and the Länder with the participation of employers' associations, trade unions, churches, scientists et al. to safeguard quality and future ability of the German educational system (1999 – 2001)

**Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ):** Ministry which is responsible amongst other things for the implementation of Federal policy in matters related to families, children and day facilities

**Federal Ministry of Education and Research (BMBF):** Ministry which is responsible for the implementation of Federal policy in the areas of education and science, research and technology

**Federal Working Party of Independent Welfare (BAG FW):** combination of the Federal Association of the Working Men's Welfare Association (Arbeiterwohlfahrt), the German Caritas Society, the Social Service Agency (Diakonisches Werk) of the Evangelical Church, the German Equal Representation Welfare Association (Paritätischer Wohlfahrtsverband), the German Red Cross, Central Welfare Office for Jews in Germany (Zentralwohlfahrtsstelle der Juden)

**Federal Youth Board of Trustees:** body of experts to advise the Federal Government

**German Association for Public and Private Welfare (DV):** central combination of all public and voluntary providers of social work in the Federal Republic of Germany with the goal of encouraging and co-ordinating social assistance, child and youth welfare, as well as health assistance

**Land Ministries:** government units at Land level; the composition of the Ministries in whose competence ECEC day facilities fall differs from case to case

**Local Authorities' National Associations:** German Association of Cities and Towns, German Association of Towns and Municipalities, German Association of Municipalities not Associated with a District

**Working Party for Youth Welfare (AGJ):** Combination of highest youth authorities of the Länder, national associations, Land Youth Offices, youth associations, specialist organisations and other associations to refine child and youth welfare

**Youth Welfare Committee:** part of the youth welfare office in addition to administration which carries out ongoing transactions; it is concerned with all fundamental matters of youth

welfare and has considerable rights to participate in decision-making; members include representatives of welfare associations in addition to representatives of the elected local parliaments, youth associations and recognised voluntary providers.

In addition there are many **specialist and professional associations:**

in addition to the trade unions (Trade Union for Education and Science – GEW; United Services Trade Union – ver.di) there are, for instance, associations of the church organisation associations (Federal Association of Evangelical Day Facilities for Children – BETA; Association of Catholic Day Facilities for Children – KTK), the Pestalozzi-Fröbel Association (PFV) and the Federal Association of Childminders for Children in Day-care (TMBV).

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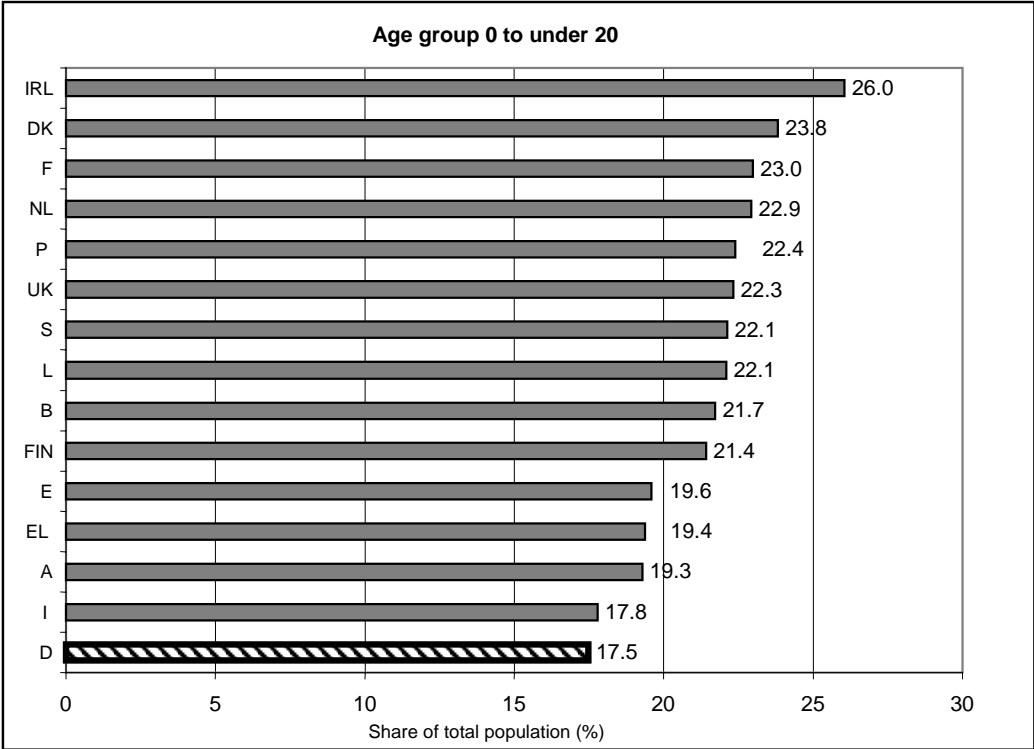


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# Figures and Tables

**Fig. A1: Proportion of the population under 20 as against the overall population in the countries of the EU, 2020**



Database:  
Eurostat, European Social Statistics 2001, own calculations  
– taken from: Engstler/Menning 2003:101

**Tab. A1: No. of children in pre-school classes and school nurseries with proportion of foreigners**

	No. of children in pre-school classes 2002			No. of children in school nurseries 2002			No. of children in pre-school classes and school nurseries 2002		
	Total	of whom foreigners	in %	Total	of whom foreigners	in %	Total	of whom foreigners	in %
Baden-Württemberg	-	-	-	8,516	1,856	21.8	8,516	1,856	21.8
Bavaria	-	-	-	-	-	-	-	-	-
Berlin	10,091	2,713	26.9	-	-	-	10,091	2,713	26.9
Brandenburg	-	-	-	-	-	-	-	-	-
Bremen	-	-	-	692	221	31.9	692	221	31.9
Hamburg	6,590	1,638	24.9	97	21	21.6	6,687	1,659	24.8
Hesse	2,477	466	18.8	4,245	1,294	30.5	6,722	1,760	26.2
Mecklenburg-Western Pomerania	-	-	-	328	9	2.7	328	9	2.7
Lower Saxony *	-	-	-	4,859	1,037	21.3	* 4,859	* 1,037	* 21.3
North Rhine Westphalia	-	-	-	12,267	3,583	29.2	12,267	3,583	29.2
Rhineland-Palatinate	-	-	-	1,268	198	15.6	1,268	198	15.6
Saarland	-	-	-	449	117	26.1	449	117	26.1
Saxony	-	-	-	1,253	37	3.0	1,253	37	3.0
Saxony-Anhalt	-	-	-	388	30	7.7	388	30	7.7
Schleswig-Holstein	-	-	-	1,267	192	15.2	1,267	192	15.2
Thuringia	-	-	-	-	-	-	-	-	-
<b>Germany</b>	<b>19,158</b>	<b>4,817</b>	<b>25.1</b>	<b>35,629</b>	<b>8,595</b>	<b>24.1</b>	<b>54,787</b>	<b>13,412</b>	<b>24.5</b>
Western Federal Länder **	9,067	2,104	23.2	33,660	8,519	25.3	42,727	10,623	24.9
Eastern Federal Länder **	-	-	-	1,969	76	3.9	1,969	76	3.9
Berlin	10,091	2,713	26.9	-	-	-	10,091	2,713	26.9

\* from school year 2002/2003, no showing of the number of children in pre-school classes  
(At the start of the school year 2001 there were 7,427, according to the Lower Saxon Land Office for Statistics)

\*\* not incl. Berlin

Source: Federal Statistical Office, Specialist Series (Fachserie) 11, Series 1, 2002/03; Bildung und Kultur, Allgemein bildende Schulen, Schuljahr 2002/03: 14 et seqq.

**Tab. A2: Total population on 31.12.2002 by age groups**

Aged from ... to ...	Germany			Former Federal territory (incl. Berlin)			New Länder (not incl. East Berlin)		
	total	male	female	total	male	female	total	male	female
under 6	4,623,521	2,373,894	2,249,627	4,047,242	2,078,242	1,969,000	576,279	295,652	280,627
6 to under 10	3,186,842	1,635,641	1,551,201	2,871,124	1,473,399	1,397,725	315,718	162,242	153,476
10 to under 20	9,278,653	4,760,188	4,518,465	7,623,051	3,906,240	3,716,811	1,655,602	853,948	801,654
under 20	17,089,016	8,769,723	8,319,293	14,541,417	7,457,881	7,083,536	2,547,599	1,311,842	1,235,757
20 to under 40	22,827,771	11,684,489	11,143,282	19,248,540	9,785,042	9,463,498	3,579,231	1,899,447	1,679,784
40 to under 60	22,517,506	11,371,999	11,145,507	18,593,786	9,381,563	9,212,223	3,923,720	1,990,436	1,933,284
60 to under 80	16,738,380	7,603,260	9,135,120	13,706,827	6,267,592	7,439,235	3,031,553	1,335,668	1,695,885
over 80	3,364,007	915,408	2,448,599	2,829,097	784,257	2,044,840	534,910	131,151	403,759
Total	82,536,680	40,344,879	42,191,801	68,919,667	33,676,335	35,243,332	13,617,013	6,668,544	6,948,469
<b>Share in %</b>									
under 6	5.6	5.9	5.3	5.9	6.2	5.6	4.2	4.4	4.0
6 to under 10	3.9	4.1	3.7	4.2	4.4	4.0	2.3	2.4	2.2
10 to under 20	11.2	11.8	10.7	11.1	11.6	10.5	12.2	12.8	11.5
under 20	20.7	21.7	19.7	21.1	22.1	20.1	18.7	19.7	17.8
20 to under 40	27.7	29.0	26.4	27.9	29.1	26.9	26.3	28.5	24.2
40 to under 60	27.3	28.2	26.4	27.0	27.9	26.1	28.8	29.8	27.8
60 to under 80	20.3	18.8	21.7	19.9	18.6	21.1	22.3	20.0	24.4
over 80	4.1	2.3	5.8	4.1	2.3	5.8	3.9	2.0	5.8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source/basis for calculation: Federal Statistical Office: Daten zum Bevölkerungsstand



**Tab. A4: Non-German population on 31.12.2002 by age groups**

Aged from ... to ...	Germany			Former Federal territory (incl. Berlin)			New Länder (not incl. East Berlin)		
	total	male	female	total	male	female	total	male	female
under 6	402,557	206,891	195,666	388,882	199,761	189,121	13,675	7,130	6,545
6 to under 10	350,854	179,324	171,530	339,732	173,704	166,028	11,122	5,620	5,502
10 to under 20	922,088	476,188	445,900	888,476	457,362	431,114	33,612	18,826	14,786
under 20	1,675,499	862,403	813,096	1,617,090	830,827	786,263	58,409	31,576	26,833
20 to under 40	3,104,514	1,633,687	1,470,827	2,946,262	1,534,100	1,412,162	158,252	99,587	58,665
40 to under 60	1,852,989	982,069	870,920	1,773,628	929,174	844,454	79,361	52,895	26,466
60 to under 80	643,999	363,640	280,359	627,498	354,928	272,570	16,501	8,712	7,789
over 80	70,950	29,288	41,662	68,456	28,365	40,091	2,494	923	1,571
<b>Total</b>	<b>7,347,951</b>	<b>3,871,087</b>	<b>3,476,864</b>	<b>7,032,934</b>	<b>3,677,394</b>	<b>3,355,540</b>	<b>315,017</b>	<b>193,693</b>	<b>121,324</b>
<b>Share in %</b>									
under 6	5.5	5.3	5.6	5.5	5.4	5.6	4.3	3.7	5.4
6 to under 10	4.8	4.6	4.9	4.8	4.7	4.9	3.5	2.9	4.5
10 to under 20	12.5	12.3	12.8	12.6	12.4	12.8	10.7	9.7	12.2
under 20	22.8	22.3	23.4	23.0	22.6	23.4	18.5	16.3	22.1
20 to under 40	42.3	42.2	42.3	41.9	41.7	42.1	50.2	51.4	48.4
40 to under 60	25.2	25.4	25.0	25.2	25.3	25.2	25.2	27.3	21.8
60 to under 80	8.8	9.4	8.1	8.9	9.7	8.1	5.2	4.5	6.4
over 80	1.0	0.8	1.2	1.0	0.8	1.2	0.8	0.5	1.3
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source/basis for calculation: Federal Statistical Office: Daten zum Bevölkerungsstand

**Tab. A5: Selected indicators on birth events in the countries of the EU**

Land	Total Fertility Rate 2000 (per woman)	Share of born out of wedlock 1999 (in %)	Average age on giving birth 1999 (in years)
<b>EU-15</b>	<b>1.53</b>	<b>27.2</b>	–
Belgium	1.65	20.1	–
Denmark	1.76	44.9	29.6
<b>Germany</b>	<b>1.34</b>	<b>21.6</b>	<b>28.7</b>
Greece	1.30	4.0	28.9
Spain	1.22	14.1	30.7
France	1.89	40.7	29.3
Ireland	1.89	30.9	30.5
Italy	1.25	9.2	–
Luxembourg	1.78	18.6	29.4
Netherlands	1.72	22.8	30.3
Austria	1.32	30.5	28.1
Portugal	1.54	20.8	28.6
Finland	1.73	38.7	29.6
Sweden	1.54	55.3	29.8
United Kingdom	1.64	38.8	28.4

Source: Eurostat 2001 Council of Europe 2001 – taken from: Engstler/Menning 2003: 89



**Tab. A6: Trends in annual average unemployment rate – Federal territory West**

Year	Unemployment rate		Differences	
	Total	Foreigners	absolute	relative (%)
1980	3.8	5.0	1.2	31.6
1981	5.5	8.2	2.4	49.1
1982	7.5	11.9	4.4	58.7
1983	9.1	14.7	5.6	61.5
1984	9.1	14.0	4.9	53.8
1985	9.3	13.9	4.6	49.5
1986	9.0	13.7	4.7	52.2
1987	8.9	14.3	5.4	60.7
1988	8.7	14.4	5.7	65.5
1989	7.9	12.2	4.3	54.4
1990	7.2	10.9	3.7	51.4
1991	6.3	10.7	4.4	69.8
1992	6.6	12.2	5.6	84.8
1993	8.2	15.1	6.9	84.1
1994	9.2	16.2	7.0	76.1
1995	9.3	16.6	7.3	78.4
1996	10.1	18.9	8.8	87.1
1997	11.0	20.4	9.4	85.5
1998	9.4	19.6	10.2	108.5
1999	8.8	18.4	9.6	109.1
2000	7.8	18.6	8.6	110.3

Source: Federal Employment Service – taken from: Federal Government's commissioner for matters concerning foreigners 2002: Tab. 29

**Tab. A7: Share of persons living in private households, in % by type of household, 1999**

	1 adult with no children*	2 adults with no children*	3 or more adults with no children*	1 adult with child(ren)*	2 adults with child(ren)*	3 or more adults with child(ren)*
B	12	23	11	5	42	8
DK	17	28	8	3	36	7
<b>D</b>	<b>16</b>	<b>29</b>	<b>10</b>	<b>4</b>	<b>34</b>	<b>7</b>
EL	8	21	18	2	38	13
E	5	16	22	2	34	21
F	13	25	8	5	43	7
IRL	7	14	14	4	43	18
I	9	18	21	2	37	13
L	10	20	12	4	43	12
NL	14	29	9	3	35	9
A	12	22	15	3	33	14
P	5	16	18	2	39	20
FIN	16	26	6	6	41	4
UK	13	27	12	8	33	8
<b>EU 15</b>	<b>12</b>	<b>24</b>	<b>14</b>	<b>4</b>	<b>36</b>	<b>11</b>

\* children entitled to maintenance, meaning all children below the age of 15 plus all persons up to the age of 16 who do not work and who live with at least one parent

S no information

Source: European Commission 2001 – taken from Engstler/Menning 2003: 59

**Tab. A8: Marital status of mothers and fathers of children under 18, 1972 to 2000**

Year	Child lives with:										Total	
	unmarried or married but separated mother*					unmarried or married but separated father*						
	couple living together	single	unmarried or married but separated	divorced	widowed	together	single	marr. but separated	divorced	widowed		together
	in % of column "Total"										1,000	
	<b>Former Federal territory</b>											
1972	93.4	0.7	0.5	2.4	2.3	5.9	0.0	0.2	0.3	0.3	0.8	16,588
1991	88.6	2.5	1.6	4.6	1.1	9.8	0.3	0.3	0.7	0.3	1.6	11,711
1996	86.1	3.0	2.3	5.2	1.1	11.6	0.7	0.4	0.8	0.3	2.3	12,527
2000	83.9	3.6	2.7	6.2	1.0	13.5	0.9	0.4	1.0	0.3	2.6	12,612
	<b>New Länder and East Berlin</b>											
1991	81.2	6.3	0.6	8.8	1.0	16.7	0.8	0.1	0.9	0.3	2.1	3,629
1996	74.9	8.9	2.4	9.3	1.4	22.0	1.1	0.5	1.1	0.4	3.1	3,076
2000	69.0	12.6	2.9	9.8	1.4	26.7	1.9	0.6	1.4	0.3	4.2	2,580
	<b>Germany</b>											
1991	86.9	3.4	1.4	5.6	1.1	11.5	0.4	0.3	0.7	0.3	1.7	15,339
1996	83.9	4.2	2.3	6.0	1.2	13.6	0.8	0.5	0.9	0.3	2.4	15,603
2000	81.4	5.2	2.7	6.8	1.1	15.7	1.1	0.5	1.0	0.3	2.9	15,192

Source: Federal Statistical Office, Microcensus 2000 - Bevölkerung am Familienwohnsitz; own calculations – taken from: Engstler/Menning 2003: Table A1-14  
 \* With unmarried mothers and fathers, the other parent may also be a member of the household.

**Tab. A9: Educational plans of the Länder** <sup>40</sup>

<i>Land</i>	<i>Name + character of the project</i>	<i>Structure and scope</i>	<i>Procedure</i>
<b>Baden-Württemberg</b> (in preparation)	<b>Orientation plan for education and child-raising</b>		Drafting by a specialist commission
<b>Bavaria</b>	<b>The Bavarian educational and child-raising plan for children in day facilities until starting school.</b>  Binding orientation framework aimed at being legally enshrined	general part; basic competences to be promoted; supra-topical promotional outlook and topical promotional foci; observation, cooperation and networking (167 pages)	The plan is being drafted by the IFP under the leadership of Prof. Dr. Fthenakis. As a binding framework for orientation, it is to leave the specialist staff scope in implementation. After one year of trials in selected facilities, the plan is to be "legally entrenched".
<b>Berlin</b>	<b>The Berlin educational programme for the education, child-raising and care of children in day facilities until starting school.</b>  The programme is to be the subject-matter of quality development agreements, and hence influence funding of kindergartens.	Basis (educational understanding, goals, educational-methodical tasks – 20 pages.) educational areas (with details of the competences and educational tasks) cooperation with parents, transition to school and literature (11 pages)	The draft was prepared by INA under the leadership of Dr. C. Pressing as a framework for orientation in developing the concept. After broad discussion and revision, the agreement with the organisations has been worked towards in the shape of a quality development agreement as a supplement to the funding agreement
<b>Brandenburg</b>	<b>Principles of the promotion of elementary education in child-care facilities in Brandenburg</b>  Agreement between organisation associations, local authority associations and the Land Ministry	Three separate parts: Main part = educational areas with supporting examples (20 pages) Reasoning and explanation (20 pages) Further reference material	On the basis of an expert report by L. Pesch, the discussion took place on the Internet, at specialist conferences and events by organisations. The drafts will be refined until the end of the year. After that, it is hoped that the agreement will be signed
<b>Bremen</b> (in preparation)	<b>Framework plan for education and child-raising in the elementary field</b>  planned: Land guideline not yet published <b>Pre-school curriculum</b>	Description of the term 'education', of educational areas and of the child's potential to teach itself	Working party consisting of representatives of organisations, youth welfare offices under the leadership of the Senate administration
<b>Hamburg</b> (in preparation)			

<sup>40</sup> Not all activities of the Länder on quality development or assurance are portrayed here, but only those which are educational plans.

<b>Hesse</b> (in preparation)	<b>Educational and child-raising plan for children aged from 0-10</b> joint plan from the Ministry of Youth and of Culture and Education calling for self-obligation of the organisations	Goal description; superior educational and child-raising goals; materials and handouts on practical implementation	The educational and child-raising plan is being drafted on the basis of an expert report, assisted by an ancillary organisation council
<b>Mecklenburg-Western Pomerania</b>	<b>Educational plan for educational work with five-year-olds</b> Published in March 2004	After explaining the structure of the educational programme, the tasks and learning goals will be portrayed for five learning areas and recommendations given in each case for content structuring. 84 pages in total	The plan was largely drafted by a group of scientists headed by Prof. Hanse, University of Rostock. It is an element of the Child Day Promotion Act (Kindertagesförderungsgesetz), and it applies as a binding framework instruction.
<b>Lower Saxony</b> (in preparation)	<b>Educational plan for Lower Saxon day facilities</b> (planned) Recommendations and planned agreement with associations of organisations and parents' representatives	Educational definition ("child as a player"), educational goals, description of educational and competence areas	A working party is drafting the educational plan.
<b>North Rhine-Westphalia</b> (in force since August 2003)	<b>North Rhine-Westphalia Educational Agreement – A strong foundation is a successful start</b> Agreement between associations of organisations and churches which is to apply to the licensing procedure for all facilities.	Two separate parts: educational agreement (4 pages) Handout on the development of organisation or facility-specific educational concepts (7 pages)	The agreement was drafted on the basis of an expert report prepared by Prof. Dr. Schäfer with participation by the SPI.
<b>Rhineland-Palatinate</b>	<b>Educational and child-raising recommendations for kindergartens in Rhineland-Palatinate</b> Recommendations	Educational definition, portrayal of the educational areas, participation, methodical aspects, observation and documentation, requirements on specialist staff, cooperation with parents, neighbourhood and primary school (approx. 50 pages)	The recommendations were drafted by a group of the associations of organisations, the churches, the kommunalen Spitzenverbände and the Ministry, with the involvement of current specialist publications and the drafts of other Länder.
<b>Saarland</b> (in preparation)	<b>Educational programme for the education, child-raising and care of children in day facilities</b> Consensus with associations of organisations		The programme is being prepared by INA, headed by Dr. C. Preissing. There are plans for a one-year test and discussion phase; the goal is to reach a consensus with independent and local authority organisations

<p><b>Saxony</b> <b>(Guideline in preparation)</b></p>	<p><b>Agreement on the principles behind the educational work of day facilities for children</b> Cooperation agreement between the Ministry of Culture and Education and the Ministry of Social Affairs and a supplementary educational guideline for the specialist staff</p> <p><b>Educational guideline for specialist educational staff in Saxon children's day nurseries for the under-threes and nurseries</b></p>	<p>Emphasis of the individual educational process; concrete form of the development areas</p>	<p>In addition to the cooperation agreement between the two Ministries, an expert report is to be commissioned to draft an educational guideline for the specialist staff.</p>
<p><b>Saxony-Anhalt</b> <b>(in preparation)</b></p>	<p><b>Educational programme for kindergartens in Saxony-Anhalt</b> Brief version of an initial draft</p> <p>Ordinance on the Child Promotion Act (KiföG) or recommendation</p>	<p>Fields of competence and experience possibilities of the children are to be described which are to be promoted in kindergartens.</p>	<p>The draft was prepared at the University of Halle. It is to be the subject of public discussion and tested in several facilities.</p>
<p><b>Schleswig-Holstein</b> <b>(planned)</b></p>	<p><b>Joint declaration on work in children's facilities in Schleswig- Holstein</b></p>	<p>Education as a separate activity of the child; accompaniment, support and challenge by adults</p>	<p>A working party is to prepare the draft.</p>
<p><b>Thuringia</b></p>	<p><b>Guidelines of early childhood education</b> Binding guidelines on details of the legal educational and child-raising responsibility of the Ministry of Social Affairs and of Culture and Education</p>	<p>On eight pages, after excerpts from the Act and general reasoning, four important areas are described which "are indispensable for elementary education".</p>	<p>The guidelines are being developed on the basis of and in relation to the "National List of Criteria" (Tietze et al.). They are declared binding (like the list of criteria) and are to be tested in the nursery year 2003/2004.</p>

Source: Diskowski, D.: Rahmenpläne und Curricula in der Zeit vor der Schule, Anlage – taken from: DJI (ed.) Non-formale und informelle Bildung im Kindes- und Jugendalter, Expertisen Vol. 2, Munich no year (2003) plus up-to-date information

**Tab. A10: Starting school and not starting school by Federal Länder 2002**

	Total of children obliged to start school 2002	Starting school 2002		Not starting school 2002	
		absolute	in %	absolute	in %
Baden-Württemberg	123,268	116,603	94.59	6,665	5.41
Bavaria	136,532	130,758	95.77	5,774	4.23
Berlin	29,300	27,067	92.38	2,233	7.62
Brandenburg	18,105	16,503	91.15	1,602	8.85
Bremen	6,042	6,042	100.00	-	0.00
Hamburg	15,962	15,258	95.59	704	4.41
Hesse	66,309	60,674	91.50	5,635	8.50
Mecklenburg-Western Pomerania	11,718	10,793	92.11	925	7.89
Lower Saxony	94,302	87,671	92.97	6,631	7.03
North Rhine Westphalia	208,572	194,738	93.37	13,834	6.63
Rhineland-Palatinate	47,674	45,237	94.89	2,437	5.11
Saarland	10,848	10,352	95.43	496	4.57
Saxony	28,290	25,486	90.09	2,804	9.91
Saxony-Anhalt	15,797	14,993	94.91	804	5.09
Schleswig-Holstein	31,936	29,931	93.72	2,005	6.28
Thuringia	15,208	14,350	94.36	858	5.64
<b>Germany</b>	<b>857,163</b>	<b>803,756</b>	<b>93.77</b>	<b>53,407</b>	<b>6.23</b>
Western Federal Länder*	738,745	694,564	94.02	44,181	5.98
Eastern Federal Länder*	89,118	82,125	92.15	6,993	7.85
Berlin	29,300	27,067	92.38	2,233	7.62

\* not incl. Berlin

Source: Federal Statistical Office, Specialist Series (Fachserie) 11, Series 1, 2002/03; Bildung und Kultur, Allgemein bildende Schulen, Schuljahr 2002/03: 129 et seqq.

**Tab. A11: Share of prompt, early and late starting school by Federal Länder 2002**

	Starting school 2002						
	absolute	of which on time	in %	of which early	in %	of which late	in %
Baden-Württemberg	116,603	98,618	84.58	10,245	8.79	7,179	6.16
Bavaria	130,758	122,849	93.95	1,709	1.31	5,397	4.13
Berlin	27,067	22,728	83.97	2,013	7.44	2,273	8.40
Brandenburg	16,503	13,980	84.71	999	6.05	1,410	8.54
Bremen	6,042	4,776	79.05	714	11.82	543	8.99
Hamburg	15,258	13,091	85.80	1,479	9.69	611	4.00
Hesse	60,674	51,224	84.42	4,067	6.70	5,054	8.33
Mecklenburg-Western Pomerania	10,793	9,148	84.76	287	2.66	1,264	11.71
Lower Saxony	87,671	75,153	85.72	5,860	6.68	6,321	7.21
North Rhine Westphalia	194,738	171,334	87.98	10,471	5.38	11,462	5.89
Rhineland-Palatinate	45,237	37,285	82.42	2,163	4.78	917	2.03
Saarland	10,352	9,097	87.88	725	7.00	288	2.78
Saxony	25,486	22,177	87.02	499	1.96	2,669	10.47
Saxony-Anhalt	14,993	13,897	92.69	343	2.29	652	4.35
Schleswig-Holstein	29,931	25,118	83.92	1,949	6.51	2,132	7.12
Thuringia	14,350	13,037	90.85	366	2.55	852	5.94
<b>Germany</b>	<b>803,756</b>	<b>703,512</b>	<b>87.53</b>	<b>43,889</b>	<b>5.46</b>	<b>49,024</b>	<b>6.10</b>
Western Federal Länder*	694,564	608,545	87.12	39,382	5.67	39,904	5.75
Eastern Federal Länder*	82,125	72,239	87.96	2,494	3.07	6,847	8.34
Berlin	27,067	22,728	83.97	2,013	7.44	2,273	8.40

\* not incl. Berlin

The missing percentages to 100% come about because of the children with mental disabilities who are not listed here.

Source: Federal Statistical Office, Specialist Series (Fachserie) 11, Series 1, 2002/03;  
Bildung und Kultur, Allgemein bildende Schulen, Schuljahr 2002/03: p. 129 et seqq.



**Tab. A.12: Available places listed according to organisations, care time and age groups, (Western Federal Länder; 31.12.1998)**

Places for children of ...	day nursery for the under-threes age		nursery age		out-of-school-provision age <sup>1</sup>	
	places	in %	places	in %	places	in %
<i>All organisations</i>	58,475	100.0	2,151,858	100.0	184,167	100.0
of which all-day	46,327	79.2	405,070	18.8	156,949	85.2
of which part-time	12,148	20.8	1,746,788	81.2	27,218	14.8
<i>Public organisations</i>	26,581	100.0	774,347	100.0	99,585	100.0
of which all-day	23,965	90.2	158,728	20.5	88,866	89.2
of which part-time	2,616	9.8	615,619	79.5	10,719	10.8
<i>Voluntary providers</i>	31,894	100.0	1,377,511	100.0	84,582	100.0
of which all-day	22,362	70.1	246,342	17.9	68,083	80.5
of which part-time	9,532	29.9	1,131,169	82.1	16,499	19.5

1 The places for school children are added to the number of children attending school out-of-school provision in West Berlin.

Source: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1, Stuttgart 1998 – taken from: Zahlenspiegel (DJI 2002): Tab. 7.6

**Tab. A13: Available places listed according to organisations, care time and age groups (Eastern Federal Länder and East Berlin; 31.12.1998)**

Places for children of ...	day nursery for the under-threes age		nursery age		out-of-school-provision age <sup>1</sup>	
	places	in %	places	in %	places	in %
<i>All organisations</i>	108,452	100.0	334,922	100.0	388,336	100.0
of which all-day	104,460	96.3	327,138	97.7	335,340	86.4
of which part-time	3,992	3.7	7,784	2.3	52,996	13.6
<i>Public organisations</i>	72,657	100.0	209,300	100.0	332,107	100.0
of which all-day	69,866	96.2	204,808	97.9	286,159	86.2
of which part-time	2,791	3.8	4,492	2.1	45,948	13.8
<i>Voluntary providers</i>	35,795	100.0	125,622	100.0	56,229	100.0
of which all-day	34,594	96.6	122,330	97.4	49,181	87.5
of which part-time	1,201	3.4	3,292	2.6	7,048	12.5

1 The places for school children are added to the number of children attending school out-of-school provision in East Berlin, Saxony-Anhalt and Thuringia.

Source: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1, Stuttgart 1998 – taken from: Zahlenspiegel (DJI 2002): Tab. 7.7

**Tab. A14: Disposable income with average earnings (by numbers of children)**

<b>Income/deductions full Euros/per year</b>	<b>Single childless 2002</b>	<b>Married couple childless 2002</b>	<b>Married couple 1 child 2002</b>	<b>Married couple 2 children 2002</b>	<b>Married couple 3 children 2002</b>
Annual gross	30,678	30,678	30,678	30,678	30,678
minus wage tax	5,612	2,332	2,332	2,332	2,332
minus solidarity levy (5.5%)	309	78	-	-	-
minus church tax	505	210	84	-	-
minus social insurance	6,304	6,304	6,304	6,304	6,304
plus child benefit	-	-	1,848	3,696	5,544
<b>Fiscal specific minimum subsistence level</b>					
Adults	7,235	14,470	14,470	14,470	14,470
Children	-	-	5,808	11,616	17,424
<b>Disposable income</b>					
per household	10,713	7,284	3,528	-348	-4,308
per person	10,713	3,642	1,176	-87	-862

Notes:

- calculated using the general annual wage tax table 2002
- In social insurance, the values for 2001 were also used as a basis in 2002.
- Minimum subsistence level for children: 2001 specific minimum subsistence level Euro 3,534 (DM 6,930); tax-free allowance for care (children up to 16 years) Euro 1,546 (DM 3,024); specific minimum subsistence level Euro 3,648 (DM 1,865); tax-free allowance for care, child-raising, training (children to max. 27 years) Euro 2,160 (DM 4,225)
- Results with figures after the decimal point up to 0.49 were rounded down and those from 0.50 were rounded up.

Source: Borchert, J.: Megathema "Familienpolitik". In: Forum Jugendhilfe; Vol. 4/2004, special supplement No. 2, Tab. 1

Notes:

This means that for instance a four-person family with average annual earnings of € 30,678 must live significantly below the fiscally determined minimum subsistence level (cf. Borchert 2004: 2), whilst a single childless person with the same salary has a disposable income of € 10,000 per year.

**Tab. A15: Public expenditure and income for day facilities for children by Federal Länder and levels within the federal system (2000)**

	Pure expenditure of the municipalities	Pure expenditure of the Länder/city states	Together	Expenditure in Euro per under 10	Share of municipalities	Share of the Länder	Proven fees/charges for use of public facilities.
	(x €1,000)				in %		(x € 1,000)
Ba.-Württem.	870,930	366,935	1,237,865	1,079	70	30	104,124
Bavaria	724,240	433,134	1,157,374	887	63	37	80,583
Berlin	0	586,008	586,008	2,124	0	100	0
Brandenburg	281,176	148,741	429,917	2,505	65	35	51,819
Bremen	0	49,168	49,168	814	0	100	0
Hamburg	0	421,123	421,123	2,734	0	100	0
Hesse	622,588	66,298	688,886	1,121	90	10	103,228
Meckl.-Western Pomerania	130,416	0	130,416	1,123	100	0	27,313
Lower Saxony	652,114	4,796	656,910	765	99	1	79,274
North-Rhine Westphalia	1,152,933	853,046	2,005,979	1,058	57	43	351,213
Rhineland Palatinate	308,674	160,919	469,594	1,115	66	34	33,248
Saarland	67,290	25,411	92,700	928	73	27	6,927
Saxony	209,777	218,229	428,006	1,533	49	51	66,566
Saxony-Anh.	217,584	180,852	398,436	2,392	55	45	60,839
Schl.-Holst.	185,858	0	185,858	631	100	0	25,440
Thuringia	172,936	130,247	303,183	1,946	57	43	23,219
<b>Germany</b>	<b>5,596,516</b>	<b>3,644,907</b>	<b>9,241,423</b>	<b>1,153</b>	<b>61</b>	<b>39</b>	<b>1,013,793</b>
<i>of which:</i>							
Territorial Länder not incl. SH, LS, MWP <sup>1</sup>	4,628,128	2,583,812	7,211,940	1,153	64	36	1,013,793
City states	0	1,056,299	1,056,299	2,154	0	100	0

1 Schleswig-Holstein, Lower Saxony and Mecklenburg-Western Pomerania are not included here since the Land funding has been transferred to the municipal budget, so that the share of Land funding is no longer shown in the official statistics.

Source: Annual accounting statistics (municipal and state), special enquiry to the Statistical Offices of the Länder for 2000; drafted by the Dortmund Child and Youth Welfare Statistics Working Party taken from: Rauschenbach et al. 2004: Tab. 7.10

**Tab. A16: Selected data on staff, facilities, and available places in ECEC day facilities (Western Federal Länder; 1974-1998)**

	1974		1990		1994		1998	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%
Staff <sup>1</sup>	112,767	100	185,065	164.1	253,114	224.5	290,212	257.4
In full-time cases <sup>1</sup>	99,730	100	153,642	154.1	204,258	204.8	234,715	236.8
Women	111,218	98.6	179,174	96.8	243,365	96.1	274,416	94.6
Men	1,549	1.4	5,891	3.2	9,749	3.9	15,796	5.4
< 25 years	51,983	46.1	45,563	24.6	58,095	23.0	59,883	20.6
25 < 40 years	39,109	34.7	96,490	52.1	123,167	48.7	124,936	43.0
40 < 60 years	18,944	16.8	41,399	22.4	69,615	27.5	102,146	35.2
from 60 years	2,731	2.4	1,613	0.9	2,237	0.9	3,247	1.1
Full-time	87,360	77.5	124,459	67.3	157,485	62.2	158,749	54.7
Part-time	24,295	21.5	56,874	30.7	92,158	36.4	121,195	41.8
Additional occupation	1,112	1.0	3,732	2.0	3,471	1.4	10,268	3.5
Public organisations	/	0.0	62,642	33.8	91,828	36.3	106,086	36.6
Voluntary providers	/	0.0	121,223	65.5	161,286	63.4	182,257	62.8
Private commercial organisations	/	0.0	1,200	0.6	851	0.3	1,869	0.6
Nursery teachers <sup>1</sup>	43,082	38.2	104,746	243.1	131,847	306.0	159,327	369.8
Social education- alists/workers (Fach- hochschule) <sup>1</sup>	1,498	1.3	4,215	281.4	4,848	323.6	6,116	408.3
Qualified educationalists <sup>1,2</sup>	/	/	905	511.3	1,597	902.3	1,634	923.2
Assistant nursery teacher. <sup>1</sup>	24,753	22.0	29,637	119.7	40,497	163.6	46,002	185.8
Trained staff <sup>3</sup>	78,348	69.5	153,643	83.0	200,035	79.0	238,851	82.3
Specialised staff A <sup>3</sup>	69,426	61.6	140,114	75.7	181,611	71.8	218,990	75.5
Specialised staff B <sup>3</sup>	44,673	39.6	110,477	59.7	141,114	55.8	169,985	58.6
Academics	2,138	1.9	6,377	3.4	8,451	3.3	10,186	3.5
Professionalisation <sup>3</sup>	1,498	1.3	5,120	2.8	6,445	2.5	8,316	2.9
Day nursery for the under-threes	4,479	4.0	6,943	3.8	3,224	1.3	3,226	1.1
Nursery	100,047	88.7	150,845	81.5	186,034	73.5	204,783	70.6
Out-of-school- provision	8,241	7.3	14,521	7.8	8,434	3.3	10,180	3.5
Combination facility. <sup>4</sup>			12,756	6.9	55,422	21.9	72,023	24.8
No. of facilities	24,208	100	32,905	135.9	34,171	141.2	38,492	159.0
Places (in 1.000)	1,532	100	1,750	114.3	2,111	137.8	2,389	156.0
Full-time cases per facility	4.1		4.7		6.0		6.1	
Places per full-time case	15.4		11.4		10.3		10.1	
Places per facility	63		53		62		62	

1 In this row, the index is listed in the % column 1974 =100.

2 Index 1982=100, since qualified educationalists were not yet counted in 1974 (1982: n=177).

3 Trained staff: Persons working who have (some kind of) professional training; Specialised staff A: Persons working who have social educational training relevant to the specialism; Specialised staff B: as Specialised staff A; but not including assistant nursery teachers; Academics: Persons working who have University of Fachhochschule degrees; Professionalisation: Qualified social educationalists with Fachhochschule degrees and qualified educationalists trained at Universities

4 Combination facilities = facilities offering places for children of several age groups, mostly in age-integrated groups.

Source: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3, Stuttgart various years; own calculations – taken from: Rauschenbach et al. 2003: Tab. 7.11

**Tab. A17: Selected data on staff, facilities and available places in ECEC day facilities (Eastern Federal Länder; 1991-1998)**

	1991		1994		1998	
	Abs.	%	Abs.	%	Abs.	%
Staff <sup>1</sup>	176,591	100	111,754	63.3	83,021	47.0
In full-time cases <sup>1</sup>	161,277	100	91,836	56.9	67,878	42.1
Women	169,548	96.0	107,602	96.3	79,991	96.4
Men	7,043	4.0	4,152	3.7	3,030	3.6
< 25 years	17,740	10.0	4,485	4.0	2,236	2.7
25 < 40 years	90,748	51.4	52,045	46.6	29,176	35.1
40 < 60 years	67,691	38.3	54,992	49.2	51,256	61.7
from 60 years	412	0.2	232	0.2	353	0.4
Full-time	145,988	82.7	71,965	64.4	23,901	28.8
Part-time	30,562	17.3	39,709	35.5	58,504	70.5
Additional occupation	41	0.0	80	0.1	616	0.7
Public organisations	169,855	96.2	90,917	81.4	55,898	67.3
Voluntary providers	6,736	3.8	20,837	18.6	26,890	32.4
Private commercial organisations	-	0.0	83	0.1	233	0.3
Nursery teachers <sup>1</sup>	108,079	100	80,564	74.5	65,173	60.3
Social education- alists/workers (Fach- hochschule) <sup>1</sup>	347	100	169	48.7	222	64.0
Qualified educationalists <sup>1</sup>	730	100	451	61.8	296	40.5
Assistant nursery teacher <sup>1</sup>	3,937	100	1,595	40.5	718	18.2
Trained staff	155,940	88.3	104,098	93.1	79,482	95.7
Specialised staff	113,143	64.1	83,196	74.4	68,070	82.0
Academics	2,204	1.2	1,598	1.4	1,014	1.2
Professionalisation	1,077	0.6	620	0.6	643	0.8
Day nursery for the under-threes	48,524	27.5	2,449	2.2	1,194	1.4
Nursery	79,324	44.9	18,945	17.0	4,272	5.1
Out-of-school-provision	13,516	7.7	11,525	10.3	9,324	11.2
Combined facilities <sup>2</sup>	35,227	19.9	78,835	70.5	68,231	82.2
No. of facilities <sup>1</sup>	19,127	100	12,452	65.1	9,711	50.8
Staff <sup>1</sup>	176,591	100	111,754	63.3	83,021	47.0
Places <sup>1</sup>	1,235,492	100	941,059	76.2	714,707	57.8
Full-time cases per facility	8.4		7.4		7.0	
Places per full-time case	7.7		10.2		10.5	
Places per facility	65.0		76.0		73.6	

1 In this row, the index is listed in the % column 1991 =100.

2 Combination facilities = facilities offering places for children of several age groups, mostly in age-integrated groups.

Source: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3, Stuttgart various years; own calculations – taken from: Rauschenbach et al. 2003: Tab. 7.12

**Tab. A18: Persons working in day facilities for children by working area and Federal Länder (31.12.1998)**

	Persons working total	Day nursery for the under-threes		Nursery		Out-of-school-provision <sup>1</sup>		of which in the working areas				Management		Administration		Scientific and technical area	
		total	in %	No.	in %	No.	in %	No.	in %	Expanded-age groups		Care of children & youth with disabilities		No.	in %	No.	in %
										No.	in %	No.	in %				
Baden-Württ.	50,468	580	1.1	36,038	71.4	1,370	2.7	1,957	3.9	35	0.1	962	1.9	-	0.0	9,526	18.9
Bavaria	42,867	1,011	2.4	35,652	83.2	2,900	6.8	382	0.9	955	2.2	383	0.9	137	0.3	1,447	3.4
Berlin	22,687	2,639	11.6	4,875	21.5	2,645	11.7	5,989	26.4	834	3.7	1,478	6.5	94	0.4	4,124	18.2
West Berlin	14,135	1,178	8.3	2,855	20.2	1,754	12.4	4,486	31.7	572	4.0	847	6.0	76	0.5	2,367	16.7
East Berlin	8,552	1,461	17.1	2,020	23.6	891	10.4	1,503	17.6	262	3.1	640	7.5	18	0.2	1,757	20.5
Brandenburg	16,675	2,192	13.1	2,771	16.6	4,450	26.7	3,544	21.3	558	3.3	769	4.6	24	0.1	2,367	14.2
Bremen	3,699	231	6.2	1,577	42.6	391	10.6	300	8.1	266	7.2	237	6.4	35	0.9	662	17.9
Hamburg	9,223	805	8.7	3,022	32.8	1,055	11.4	1,804	19.6	242	2.6	757	8.2	53	0.6	1,485	16.1
Hesse	30,985	744	2.4	18,542	59.8	2,338	7.5	1,942	6.3	811	2.6	1,917	6.2	83	0.3	4,608	14.9
Meckl.-Western Pomerania	8,741	1,194	13.7	2,319	26.5	1,898	21.7	1,348	15.4	372	4.3	483	5.5	16	0.2	1,111	12.7
Lower Saxony	29,713	702	2.4	20,844	70.2	1,336	4.5	1,351	4.5	1,028	3.5	1,827	6.1	149	0.5	2,476	8.3
NRW	73,232	446	0.6	51,549	70.4	3,386	4.6	8,417	11.5	1,781	2.4	5,400	7.4	120	0.2	2,133	2.9
Rhineland-Palatinate	20,810	206	1.0	14,932	71.8	549	2.6	1,517	7.3	388	1.9	1,099	5.3	42	0.2	2,077	10.0
Saarland	3,879	85	2.2	2,989	77.1	136	3.5	421	10.9	48	1.2	123	3.2	1	<0.1	76	2.0
Saxony	22,029	2,022	9.2	4,657	21.1	5,711	25.9	4,323	19.6	1,103	5.0	1,135	5.2	99	0.4	2,979	13.5
Saxony-Anhalt	15,253	2,629	17.2	4,283	28.1	623	4.1	4,392	28.8	360	2.4	1,646	10.8	11	0.1	1,309	8.6
Schlesw.-Hol.	11,201	112	1.0	7,050	62.9	551	4.9	968	8.6	411	3.7	700	6.2	87	0.8	1,322	11.8
Thuringia	11,771	625	5.3	2,464	20.9	187	1.6	5,584	47.4	467	4.0	489	4.2	22	0.2	1,933	16.4
<b>Germany</b>	<b>373,233</b>	<b>16,223</b>	<b>4.3</b>	<b>213,564</b>	<b>57.2</b>	<b>29,526</b>	<b>7.9</b>	<b>44,239</b>	<b>11.9</b>	<b>9,659</b>	<b>2.6</b>	<b>19,414</b>	<b>5.2</b>	<b>973</b>	<b>0.3</b>	<b>39,635</b>	<b>10.6</b>
Western Federal Länder	290,212	6,100	2.1	195,050	67.2	15,766	5.4	23,545	8.1	6,537	2.3	14,252	4.9	783	0.3	28,179	9.7
Eastern Federal Länder	83,021	10,123	12.2	18,514	22.3	13,760	16.6	20,694	24.9	3,122	3.8	5,162	6.2	190	0.2	11,456	13.8

<sup>1</sup> Not including the staff in school out-of-school provision in Berlin (West and East), Saxony-Anhalt and Thuringia.

Source: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1, Stuttgart 2002; own calculations – taken from: Rauschenbach et al. 2003: Tab. 7.13

**Tab. A19: Persons working in day facilities for children in the four age-related work areas (day nursery for the under-threes, nursery, out-of-school provision and age-expanded groups) by professional qualification and Federal Länder (31.12.1994, 31.12.1998; in % of total)**

	Qualified social educationalists and the like		Nursery teachers, remedial educationalists		Assistant nursery teacher, assistants in the social care		Other social and educational professions		Administrative and office professions		Economists et al.		Trainee in the recognition year / still in training		No training concluded	
	1994	1998	1994	1998	1994	1998	1994	1998	1994	1998	1994	1998	1994	1998	1994	1998
Baden-Württ.	1.8	1.9	49.9	61.8 <sup>1</sup>	9.7	/	2.0	1.6	/	/	0.5	1.9	13.3	14.0	22.8	18.8
Bavaria	2.4	2.5	45.2	47.2	35.9	36.5	3.8	2.6	0.4	0.2	0.2	0.3	7.2	6.5	4.9	4.2
Berlin	2.3	2.6	62.4	69.0	2.1	1.8	18.2	14.3	0.8	0.5	0.6	0.8	2.5	1.8	11.1	9.2
West Berlin	/	3.2	/	70.2	/	2.2	/	10.8	/	0.5	/	1.0	/	2.1	/	9.9
East Berlin	/	1.5	/	67.0	/	1.3	/	20.0	/	0.5	/	0.4	/	1.2	/	8.1
Brandenburg	2.1	1.7	71.8	78.2	1.4	1.1	16.1	13.3	0.3	0.2	0.7	1.2	0.7	0.8	6.8	3.7
Bremen	13.3	12.2	44.2	44.8	4.9	5.2	13.9	11.4	1.3	1.0	2.2	1.9	7.2	8.6	13.0	14.9
Hamburg	6.6	7.8	41.6	46.5	17.8	16.3	10.5	11.4	1.5	0.5	3.0	3.3	5.9	4.3	13.1	10.0
Hesse	6.1	6.3	50.4	52.8	10.3	8.5	7.4	8.1	0.6	0.3	0.7	1.2	8.8	8.4	15.5	14.3
Meckl-Western Pomerania	1.5	1.6	76.6	78.3	1.8	1.4	14.1	13.1	0.3	0.2	0.3	0.9	0.2	0.4	5.1	4.1
Lower Saxony	2.8	3.6	52.2	59.5	19.1	17.7	10.2	9.0	0.7	0.5	0.5	0.8	4.9	1.9	9.5	7.2
NRW	2.8	3.3	58.2	61.3	13.2	14.2	6.3	5.3	0.6	0.2	0.3	0.7	9.2	9.2	9.4	5.8
Rhineland-Palatinate	2.8	2.3	58.0	58.8	13.9	11.9	6.1	6.3	0.3	0.3	0.9	1.8	8.7	9.6	9.4	9.1
Saarland	1.6	1.8	54.6	59.2	26.0	24.5	2.3	2.4	0.1	/	<0.1	0.2	5.5	8.4	9.9	3.5
Saxony	1.7	1.1	71.9	78.8	1.2	0.9	18.8	14.7	0.4	0.3	0.1	0.4	1.0	0.7	4.9	3.0
Saxony-Anhalt	0.7	0.8	75.3	89.5	1.8	0.1	15.1	6.9	0.3	0.1	0.2	0.5	0.7	0.3	5.8	1.8
Schlesw.-Hol.	4.3	4.7	44.0	53.5	13.5	17.7	12.5	10.4	1.7	0.7	1.1	1.6	5.2	1.3	17.7	10.1
Thuringia	0.6	0.8	71.7	78.4	1.1	0.8	19.6	14.8	0.3	0.2	0.5	1.0	0.7	1.1	5.6	2.9
<b>Germany</b>	<b>2.7</b>	<b>3.0</b>	<b>58.2</b>	<b>62.3</b>	<b>11.5</b>	<b>11.3</b>	<b>9.9</b>	<b>7.4</b>	<b>0.5</b>	<b>0.3</b>	<b>0.5</b>	<b>1.0</b>	<b>6.1</b>	<b>6.4</b>	<b>10.5</b>	<b>8.3</b>
Western Federal Länder	3.1	3.5	52.6	57.5	15.4	14.3	7.2	5.7	0.6	0.3	0.6	1.1	8.2	8.0	12.4	9.7
Eastern Federal Länder	1.4 <sup>2</sup>	1.2	73.1 <sup>2</sup>	79.3	1.4 <sup>2</sup>	0.9	17.1 <sup>2</sup>	13.4	0.4 <sup>2</sup>	0.2	0.3 <sup>2</sup>	0.7	0.7 <sup>2</sup>	0.7	5.6	3.6 <sup>2</sup>

1 Assistant nursery teachers in Baden-Württemberg are included with nursery teachers.

2 Not including school out-of-school provision in Berlin (West and East), Saxony-Anhalt and Thuringia

Source: Federal Statistical Office: Specialist Series (Fachserie) 13, Series 6.3.1, Stuttgart 2002; own calculations – taken from: Rauschenbach, et al. 2003: Tab. 7.14

**Tab. A20:** Persons working in day facilities for children on 31.12.1998 and on 31.12.2002

Persons working	Total* No.	Of whom full-time staff in %		Of whom staff on temporary contracts in %	
		1998	2002	1998	2002
<i>Germany</i>	374,200	49.0	43.8	9.3	14.4
<i>Western Federal Länder (not incl. Berlin)</i>	281,400	54.6	48.5	11.0	17.0
<i>Eastern Federal Länder (not incl. Berlin)</i>	70,800	25.1	20.3	4.8	6.6

Source: Working documents of the Federal Statistical Office, Bonn Branch, VIII B 1: Statistiken der Kinder- und Jugendhilfe, Teil III: Einrichtungen und tätige Personen in der Kinder- und Jugendhilfe of 13.02.2004 and own calculations (by Kornelia Schneider)