



European
Commission



Childcare services for school age children

Janneke Plantenga
& Chantal Remery

A comparative review
of 33 countries

Justice

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Country abbreviations

BE	Belgium
BG	Bulgaria
CZ	Czech Republic
DK	Denmark
DE	Germany
EE	Estonia
IE	Ireland
EL	Greece
ES	Spain
FR	France
IT	Italy
CY	Cyprus
LV	Latvia
LT	Lithuania
LU	Luxembourg
HU	Hungary
MT	Malta
NL	The Netherlands
AT	Austria
PL	Poland
PT	Portugal
RO	Romania
SI	Slovenia
SK	Slovakia
FI	Finland
SE	Sweden
UK	United Kingdom
HR	Croatia
IS	Iceland
LI	Liechtenstein
FYROM	Former Yugoslav Republic of Macedonia
NO	Norway
TR	Turkey

Executive summary (EN)

Introduction

Many working parents in Europe rely on child-care services for their children during the hours they are at work. Until now, policy concern has tended to focus on young children and especially those below compulsory school age. The role of out-of-school services for school-going children has received relatively less attention. Implicitly it is presumed that the educational system takes over part of the care responsibility as school-going children spend a considerable part of the day at school. However, in most countries school hours are part-time and generally not compatible with a full-time working week. In addition, school holidays tend to be longer than holidays for employees, as result of which working parents not only face problems during the week, but also over the year.

Affordable and good quality out-of-school services could help parents to find a better match between their working hours and the school hours of their children and hence support their (full-time) labour market participation. This could contribute to attaining the European target of a participation rate of 75% of the population between 20 and 64 in 2020. A higher participation rate could increase gender equality, foster economic growth and help improve the sustainability of the present day welfare state, especially in the light of an aging population. In addition to increasing the participation rate, investing in childcare services is important within the context of social inclusion. Higher participation rates are an important policy aim in this respect as labour force participation is likely to reduce the risk of poverty. This is particularly important for children as poverty has a significant impact on well-being and may have negative long-term effects on educational achievement and future life chances. Another argument in favour of investing in good-quality out-of-school services, is

that these services may serve a child development purpose. In addition to offering a safe place where children can relax, out-of-school services may contribute to further social and educational development. As such, out-of-school services might be particularly beneficial for children with learning difficulties and/or children from disadvantaged households.

This report provides a first comprehensive analysis of the availability, quality and affordability of out-of school-services for school-going children in the 27 EU Member States, the three EEA-EFTA countries (Iceland, Norway and Liechtenstein), Croatia, the Former Republic of Macedonia (FYROM) and Turkey. The main focus is on children in pre-school and primary education. The report updates and complements earlier reports on the reconciliation of work and private life and on the provision of childcare services (Plantenga & Remery 2005 and 2009).

Out-of-school services

Charting the provision of out-of-school services is a complicated exercise. The EU-SILC is the only data source with harmonised data on childcare services. However, in this data source no distinction is made between the educational and care system. Combining the use of education with the use of childcare services considerably reduces the differences between countries, as the use of the educational system is likely to be more or less equal in all EU Member States in contrast to the use of 'genuine' out-of-school services. That is why it is important to combine EU-data with more detailed information from national sources. On the basis of this information, it appears that the variation in out-of-school services is rather large, partly as a result of the diversity in the educational system. In a few countries, notably Sweden and Denmark, out-of-school

services are coordinated with the school, resulting in an all-day coverage of care for children. In other countries, all-day coverage is ensured by schools which are organised on a full-time basis. The clearest example in this respect is Portugal, where the full-time school day was implemented in 2006. In other countries the number of full-time (all-day) schools is still limited. In some countries out-of-school services are used part-time. In the Netherlands and United Kingdom, this is related to the high part-time labour rate of women. In other countries, such as Lithuania, out-of-school services are only available on a part-time basis.

The actual use of out-of-school services does not directly answer the question of whether demand is fully met. The actual demand for these services is influenced by such factors as the participation rates of parents, the extent of working time flexibility, levels of unemployment, school opening hours and availability of alternatives such as grandparents. There are a few countries where supply and demand are more or less balanced. In Denmark, Sweden and Norway the supply of out-of-school services is regulated. In these countries municipalities are obliged to provide these services. In Sweden there is, however, no universal right to out-of-school care; children of parents who are unemployed or on parental leave are not entitled to it. In Portugal the situation has improved considerably after the implementation of full-time school and now the demand for out-of-school services has more or less been met. Also in the Netherlands, Slovenia and Slovakia supply and demand seem more or less balanced. There are, however, some countries with a (high) unmet demand for out-of-school services. These include Belgium, France, Greece, Ireland, Italy, Cyprus, Lithuania, Luxembourg, Malta, Poland Romania, Finland, United Kingdom, Fyrom and Turkey. In other countries, such as Hungary, Bulgaria, Austria and Germany, there is large regional variation.

An important aspect of out-of-school services is the quality. High quality childcare services could contribute to the social, emotional and cognitive development of the child. Little is known about the quality of out-of-school services within Europe. It appears that out-of-school services still lack clear standards. In several countries the educational level of the staff, maximum group size and the child-to-staff ratio are not regulated and depend on local circumstances. In order to give an assessment of the current state of affairs, a quality measure was developed based on the above three structural aspects of out-of-school care: the child-staff ratio, maximum group size and the qualifications of staff. This measure shows a large diversity of quality in Europe. Presumably, this is related to aspects such as the public profile of childcare services,

the overall educational system and the financial restriction of social policy. It also appears that the link between availability and quality is rather weak; from the countries with a fairly full coverage of services (Denmark, Sweden, Iceland, Norway, Netherlands, Hungary, Portugal, Slovenia and Slovakia) only the Netherlands and Denmark seem to score in the upper part of the quality ranking. In contrast, Poland, Cyprus and Greece seem to combine a rather low score on availability with a relatively favourable score on quality.

With regard to affordability, it appears that in most countries, out-of school services are subsidized in one way or another. There are, however, large differences in the actual financial programme. In some countries, for example Estonia, Lithuania and Greece, out-of-school services are considered as inexpensive as these services are offered as part of the (public) educational system. In other countries, however, the services are seen more as a private responsibility, resulting in high prices for working parents. The clearest examples of this are Ireland and the United Kingdom.

Achievements and challenges

Childcare services are an important policy issue in Europe. However, in the majority of European countries, out-of-school services receive much less policy attention than childcare services for the youngest age group. The reasons may vary and presumably include factors as budget constraints, lack of political priority and/or lack of demand. At the same time there are many initiatives visible in different countries. Some countries invest in services by extending pre-primary education. The arguments in favour of extending pre-primary education relate mainly to social inclusion and child development. Austria, the United Kingdom and Poland are examples of this. Countries may also invest by increasing the number of out-of-school services, for instance in the Netherlands and Luxembourg, where the number of places in out-of-school services has increased considerably. Another country where the level of provision has improved is Finland. Contrary to the other Nordic countries, the number of out-of-school services in Finland has been rather low, but this is gradually changing. Other countries reorganize current services by extending opening hours of schools, which are often part-time. A more full-time coverage of the school day might be extremely helpful in the daily life of working parents. Moreover, the importance of extending school hours has become an important element in the debate about child development and social inclusion. Countries where this strategy is visible are Germany, Greece, Portugal, Liechtenstein, Cyprus, Estonia and Croatia.

In Spain, efforts focus on a better coordination of educational and care services. Not all countries, however, seem to invest in out-of-school services. In some countries, notably Malta, Lithuania and Latvia there are no clear developments with respect to out-of-school services and the level of services is even deteriorating.

In addition to availability, there are several important policy issues. A first important issue is the quality of out-of-school services. The general consensus is that childcare services should be of high quality. However, this issue does not seem to rank high on the political agenda. The same seems to be true for the second issue of flexibility. Available evidence suggests that in most countries the level of flexibility is rather limited; services may be closed early in the day or during holidays. This is especially complicated for parents working atypical hours (during evenings, nights, weekends and/or state holidays). A third relevant policy issue is care for older children. In most countries out-of-school services are accessible for children in (pre-) primary school. While (young) teenagers need less direct care and supervision, parents might prefer some form

of care. For young teenagers in secondary education there are, however, hardly any (national) provisions. It is unclear to what extent children are left alone ('latch key' children) and what the consequences of such a situation are.

Conclusions

The results of this report make clear that the level of provision of out-of-school services in quite a number of European countries is rather limited; large groups of children have no or only very limited access to such services. In addition, the quality of services is often not regulated. As such the provision of out-of-school services remains an important policy priority, both at the EU and the national level. A more coherent perspective on the matter, taking into account the interest of both the child and the parents, seems essential from a social, economic and gender-equality point of view. Within this context, the development of more detailed harmonised data on out-of-school services may be extremely helpful in order to monitor and assess the provision of these services.

Résumé (FR)

Introduction

En Europe, de nombreux parents qui travaillent ont recours aux services de garde d'enfants pendant leurs heures de travail. Jusqu'à présent, l'intérêt politique a plutôt porté sur les enfants en bas âge, en particulier ceux en dessous de l'âge scolaire obligatoire. En revanche, le rôle des services extrascolaires pour les enfants scolarisés a fait l'objet d'une moindre attention. De façon implicite, on suppose que le système éducatif prend en charge une partie de la responsabilité de la garde des enfants dans la mesure où les enfants scolarisés passent une grande partie de la journée à l'école. Dans la plupart des pays, cependant, la scolarité est à temps partiel et n'est généralement pas compatible avec une semaine de travail à temps plein des parents. De plus, les vacances scolaires tendent à être plus longues que les vacances des employés, de sorte que les parents qui travaillent sont confrontés à des problèmes pendant la semaine mais aussi pendant l'année entière.

Des services d'accueil extrascolaires à un prix abordable et de bonne qualité pourraient aider les parents à mieux faire coïncider leurs heures de travail et les heures d'école de leurs enfants, et ainsi favoriser leur participation (à temps plein) au marché du travail. Ceci pourrait contribuer à la réalisation de l'objectif européen d'une participation de 75 % de la population entre 20 et 64 ans en 2020. Un taux de participation plus élevé pourrait contribuer à augmenter l'égalité de genre, à favoriser la croissance économique et à pérenniser les services actuels de sécurité sociale, compte tenu notamment de la population vieillissante. Outre l'augmentation du taux de participation au marché du travail, il est important d'investir dans les services de garde d'enfants au regard de l'intégration sociale. Des taux de participation plus élevés constituent un objectif politique important dans la mesure où la

participation de la main d'œuvre est susceptible de réduire le risque de pauvreté. Ceci présente un intérêt tout particulier pour les enfants, la pauvreté ayant une incidence élevée sur le bien-être et pouvant avoir des effets négatifs à long terme sur le niveau d'éducation et les perspectives d'avenir. Un troisième argument en faveur d'un investissement dans des services d'accueil extrascolaires de bonne qualité est le fait que ces services peuvent servir au développement de l'enfant. En plus d'offrir une place sûre où les enfants peuvent se détendre et se divertir, les services extrascolaires peuvent contribuer à un meilleur développement social et éducatif. Les services d'accueil extrascolaires pourraient donc être particulièrement bénéfiques pour les enfants ayant des difficultés d'apprentissage et/ou les enfants issus de foyers défavorisés.

Ce rapport fournit une première analyse globale sur la disponibilité, la qualité et le prix des services d'accueil extrascolaires pour les enfants scolarisés dans les 27 États membres, les trois pays de l'EEE/AELE (Islande, Norvège, Liechtenstein), la Croatie, l'Ancienne République Yougoslave de Macédoine (ARYM) et la Turquie. Les enfants en âge préscolaire et ceux fréquentant l'école maternelle et primaire sont au centre de la présente étude, qui par ailleurs actualise et complète les précédents rapports portant sur la conciliation entre le travail et la vie familiale et sur la fourniture de services de garde d'enfants (Plantenga & Remery 2005 et 2009).

Services extrascolaires

Ouvrir la voie à la fourniture de services extrascolaires est un exercice compliqué. L'EU-SILC est la seule source disposant de données harmonisées sur les services de garde d'enfants. Dans cette source de données, cependant, aucune distinction n'est faite entre le système de garde

et le système éducatif. Combiner le recours à l'éducation avec l'utilisation des services de garde d'enfants réduit considérablement les différences entre les pays dans la mesure où le recours au système éducatif est susceptible d'être plus ou moins équivalent dans tous les pays membres, contrairement au recours à de « véritables » services extrascolaires. C'est la raison pour laquelle il est important de croiser les données européennes avec celles, plus détaillées, provenant de sources nationales. Sur la base de ces informations, les différences apparaissant au niveau des services d'accueil extrascolaires sont relativement importantes, notamment en raison de la diversité des systèmes éducatifs. Dans quelques pays comme la Suède et le Danemark, les services extrascolaires sont coordonnés avec l'école, ce qui permet la garde des enfants sur l'ensemble de la journée. Dans d'autres pays, la couverture journalière est assurée par les écoles qui sont organisées sur la base d'un temps plein. Le meilleur exemple à cet égard est le Portugal, où l'école à temps plein a été mise en place en 2006. Dans d'autres pays, le nombre d'écoles à temps plein (journée complète) est encore limité. Dans certains pays, les services extrascolaires sont utilisés à temps partiel. Aux Pays-Bas et au Royaume-Uni, ceci est lié au taux élevé de femmes employées à temps partiel. Dans d'autres pays comme la Lituanie, les services extrascolaires sont disponibles uniquement sur la base du temps partiel.

L'utilisation réelle des services d'accueil extrascolaires ne répond pas directement à la question de savoir si la demande est entièrement satisfaite. La demande réelle de ces services est influencée par des facteurs tels que les taux de participation des parents, la flexibilité des horaires de travail, le taux de chômage, les heures d'ouverture des écoles et l'existence de solutions alternatives comme la présence de grands-parents. L'offre et la demande sont relativement équilibrées dans quelques pays. Au Danemark, en Suède et en Norvège, la mise à disposition de services d'accueil extrascolaires est réglementée, les communes étant tenues de fournir ces services. En Suède, cependant, il n'existe aucun droit universel à la garderie extrascolaire ; les enfants de parents sans emploi ou en congé parental n'y ont pas droit. Au Portugal, la situation s'est considérablement améliorée avec la mise en place de l'école à temps plein et, désormais, la demande en services extrascolaires est plus ou moins satisfaite. Aux Pays-Bas, en Slovaquie et en Lituanie, l'offre et la demande semblent également relativement équilibrées. Dans un nombre relativement élevé de pays, cependant, la demande (élevée) pour des services d'accueil extrascolaires n'est pas satisfaite. C'est le cas notamment de la Belgique, la France, la Grèce, l'Irlande, l'Italie, Chypre, la Lituanie, le Luxembourg, Malte, la Pologne, la Roumanie, la

Finlande, le Royaume-Uni, l'ARYM et la Turquie. Dans d'autres pays comme la Hongrie, la Bulgarie, l'Autriche et l'Allemagne, de grandes différences existent d'une région à l'autre.

La qualité est un aspect important des services extrascolaires. Des services d'accueil extrascolaires d'une qualité élevée pourraient contribuer au développement social, émotionnel et intellectuel de l'enfant. On ne sait que peu de choses sur la qualité des services extrascolaires en Europe, mais il apparaît qu'ils manquent encore de normes clairement définies. Dans plusieurs pays, le niveau d'éducation du personnel, le nombre maximum d'enfants par groupe et le nombre d'enfants par membre du personnel ne font pas l'objet d'une réglementation et sont liés au contexte local. Afin de proposer une évaluation de la situation actuelle, une analyse de la qualité a été menée sur la base des trois aspects structurels ci-dessus relatifs à la garderie extrascolaire : nombre d'enfants par membre du personnel, taille maximale des groupes, qualification du personnel. Cette analyse fait ressortir une grande disparité en ce qui concerne la qualité des services en Europe. Cette disparité est sans doute liée à des aspects comme la nature publique des services de garde d'enfants, le système éducatif dans son ensemble et les restrictions budgétaires en matière de politique sociale. Il apparaît également un lien plutôt mince entre la disponibilité et la qualité. Parmi les pays offrant une couverture de services relativement complète (Danemark, Suède, Islande, Norvège, Pays-Bas, Hongrie, Portugal, Slovaquie, Lituanie), seuls les Pays-Bas et le Danemark semblent atteindre des résultats élevés en termes de qualité. À l'inverse, la Pologne, Chypre et la Grèce semblent obtenir des résultats assez faibles en matière de disponibilité, avec pourtant une qualité élevée.

En ce qui concerne le prix des services, il ressort que les services extrascolaires font, dans la plupart des pays, l'objet de subventions d'une nature ou d'une autre. De grandes différences existent néanmoins concernant le programme financier effectif. Dans certains pays comme l'Estonie, la Lituanie et la Grèce, les services extrascolaires sont jugés peu onéreux, dans la mesure où ils sont fournis dans le cadre du système éducatif (public). Dans d'autres pays, ils sont considérés comme une responsabilité privée, avec pour conséquence des prix élevés pour les parents qui travaillent. L'Irlande et le Royaume-Uni sont les exemples les plus évidents de ce phénomène.

Réalisations et défis

Les services de garde d'enfants sont une importante question politique en Europe. Dans la

majorité des pays européens, cependant, les services d'accueil extrascolaires reçoivent beaucoup moins d'attention que les services de garde pour le groupe des plus jeunes enfants. Les raisons sont variables et incluent vraisemblablement des facteurs tels que les contraintes budgétaires, le manque de priorité politique et/ou le manque de demande. Parallèlement, de nombreuses initiatives sont à l'œuvre dans différents pays. Certains pays investissent ainsi dans des services à travers une extension de l'éducation pré-primaire. Les arguments en faveur d'une extension de l'éducation pré-primaire sont principalement liés à l'intégration sociale et au développement de l'enfant. L'Autriche, le Royaume-Uni et la Pologne illustrent cette tendance. Des pays investissent également dans une augmentation du nombre de structures pour les services d'accueil extrascolaires, comme aux Pays-Bas et au Luxembourg où le nombre de places dans les services extrascolaires a considérablement augmenté. La Finlande est un autre pays où le niveau de mise à disposition de ces services s'est amélioré. Contrairement aux autres pays nordiques, le nombre de services extrascolaires en Finlande était relativement faible, mais la situation change progressivement. D'autres pays réorganisent les services existants en prolongeant les horaires d'ouverture des écoles qui sont souvent à temps partiel. La tendance vers une couverture à temps plein de la journée d'école peut être d'une grande utilité pour la vie quotidienne des parents. De plus, le prolongement des heures d'école a acquis une place importante dans le débat sur le développement de l'enfant et l'intégration sociale. Cette stratégie est visible en Allemagne, en Grèce, au Portugal, au Liechtenstein, à Chypre, en Estonie et en Croatie. En Espagne, les efforts portent sur une meilleure coordination des services éducatifs et de garderie. Tous les pays ne semblent cependant pas investir dans les services extrascolaires. Dans certains pays comme Malte, la Lituanie et la Lettonie, les services extrascolaires ne semblent pas faire l'objet d'un développement clair et, dans certains cas, le niveau de ces services est même en train de se détériorer.

Outre la disponibilité, la qualité des services extrascolaires compte parmi les principales questions politiques qui se posent. Selon un con-

sensus général, les services de garde d'enfants devraient être de grande qualité. Cette question ne semble pourtant pas être une priorité dans l'agenda politique, et il semble en être de même pour ce qui est de la flexibilité. Les éléments à disposition font ressortir un niveau de flexibilité plutôt limité dans la plupart des pays, avec des structures d'accueil susceptibles de fermer tôt dans la journée ou pendant les vacances. Il en ressort une situation particulièrement compliquée pour les parents avec des horaires de travail atypiques (travail en soirée, de nuit, le week-end et/ou les jours fériés). Autre question politique, la garderie pour les enfants plus grands. Dans la plupart des pays, les services extrascolaires sont accessibles aux enfants en âge de fréquenter l'école (pré) primaire. Même si les (jeunes) adolescents ont besoin de moins de garde directe et de moins de surveillance, les parents pourraient préférer disposer d'un système de garde. Pour les jeunes adolescents fréquentant l'enseignement secondaire, presque aucun service n'existe au niveau national. On ne connaît pas bien le nombre d'enfants laissés seuls (enfants auxquels les parents ont laissé une clé et qui rentrent seuls à la maison) et les conséquences d'une telle situation.

Conclusions

Ce rapport fait ressortir un niveau de fourniture plutôt limité des services extrascolaires dans un certain nombre de pays européens. Des groupes d'enfants importants n'ont pas accès ou ont un accès très limité à ces services. Et bien souvent, la qualité des services ne fait l'objet d'aucune réglementation. C'est pourquoi la mise à disposition de services d'accueil extrascolaires est une priorité politique, tant au niveau européen qu'au niveau national. Une perspective plus cohérente sur ce sujet, tenant compte tant de l'intérêt de l'enfant que de celui des parents, semble essentielle du point de vue social, économique et de l'égalité de genre. Dans ce contexte, l'élaboration de données harmonisées plus détaillées sur les services extrascolaires peut être d'une grande utilité aux fins du contrôle et de l'évaluation de la fourniture de ces services.

Kurzfassung (DE)

Einleitung

Viele berufstätige Eltern in Europa setzen während der Stunden, in denen sie arbeiten, auf Kinderbetreuungsangebote. Bisher hat sich die Politik auf jüngere Kinder, insbesondere vor dem obligatorischen Schuleintrittsalter konzentriert. Vergleichsweise wenig Aufmerksamkeit wurde der Rolle außerschulischer Angebote für Schulkinder geschenkt. Implizit wird davon ausgegangen, dass das Bildungssystem einen Teil der Betreuungsverantwortung übernimmt, da Schulkinder einen großen Teil des Tages in der Schule verbringen. In den meisten Ländern bieten Schulen jedoch lediglich eine Teilzeitbetreuung, die mit einer Arbeitswoche in Vollzeitbeschäftigung im Allgemeinen nicht vereinbar ist. Zudem sind Schulferien tendenziell länger als die Urlaubsmöglichkeiten von Angestellten, so dass sich berufstätige Eltern nicht nur werktags mit Problemen konfrontiert sehen, sondern auch verstärkt in verschiedenen Zeiträumen des Jahres.

Bezahlbare und qualitätvolle außerschulische Angebote könnten Eltern helfen, ihre Arbeitszeit besser mit den Schulbesuchszeiten ihrer Kinder in Einklang zu bringen und so ihre (Vollzeit-)Beteiligung am Arbeitsmarkt aufrecht zu erhalten. Dies könnte zum Erreichen des europäischen Ziels beitragen, bis zum Jahr 2020 eine 75-prozentige Beteiligung der Bevölkerung zwischen 20 und 64 Jahren am Arbeitsmarkt zu schaffen. Eine höhere Beteiligungsquote könnte die Gleichstellung der Geschlechter stärken, das Wirtschaftswachstum fördern und insbesondere in Anbetracht einer alternden Bevölkerung für eine größere Nachhaltigkeit des heutigen Wohlfahrtsstaates sorgen. Zusätzlich zu einer Erhöhung der Beteiligungsquote sind Investitionen in Angebote zur Kinderbetreuung ein wichtiger Faktor im Rahmen der sozialen Eingliederung. Höhere Beteiligungsquoten sind in dieser Hinsicht ein wichtiges politisches Ziel, da die Beteiligung am Arbeits-

markt erwartungsgemäß das Armutsrisiko verringern kann. Wichtig ist dies auch und insbesondere für die Kinder, da sich Armut in hohem Maße auf das Wohlergehen auswirkt und langfristig negative Auswirkungen auf die schulische Leistung und die zukünftigen Chancen im Leben haben könnte. Ein drittes Argument für Investitionen in qualitätvolle außerschulische Angebote ist deren entwicklungsförderndes Potential. Neben einem sicheren Ort, an dem Kinder sich entspannen und erholen können, eröffnen außerschulische Angebote die Möglichkeit, die soziale und pädagogische Entwicklung zu fördern. Als solche können sie insbesondere Kindern mit Lernschwierigkeiten und/oder Kindern aus benachteiligten Familien zu Gute kommen.

Der Bericht bietet eine erste, umfassende Analyse der Verfügbarkeit, Qualität und Erschwinglichkeit außerschulischer Angebote für Schulkinder in den 27 EU-Mitgliedsstaaten, den drei EEA-EFTA-Ländern (Island, Norwegen und Liechtenstein) sowie in Kroatien, der ehemaligen jugoslawischen Republik Mazedonien und der Türkei. Das Hauptaugenmerk liegt auf Kindern im Vorschulalter und in der Primarbildung. Frühere Berichte zur Vereinbarung von Beruf und Privatleben sowie zur Versorgung mit Angeboten zur Kinderbetreuung werden aktualisiert und ergänzt (Plantenga & Remery 2005 und 2009).

Außerschulische Angebote

Die Kartierung der außerschulischen Angebote ist ein kompliziertes Unterfangen. Die EU-SILC-Erhebung ist die einzige Quelle harmonisierter Daten zu Kinderbetreuungsangeboten. In dieser Quelle wird jedoch nicht zwischen dem Bildungs- und dem Betreuungssystem unterschieden. Eine Verknüpfung des Nutzens von Bildung mit dem Nutzen der Kinderbetreuung verringert die Unterschiede zwischen den Ländern deutlich, da zu er-

warten ist, dass die Nutzung des Bildungssystems gegenüber der Nutzung echter außerschulischer Angebote in allen EU-Mitgliedsstaaten in etwa gleich aussieht. Daher ist es wichtig, EU-Daten mit detaillierteren Daten aus nationalen Quellen zu kombinieren. Auf Grundlage dieser Informationen scheint die Vielfalt an außerschulischen Angeboten recht groß, was teilweise auf die Vielfalt des Bildungssystems selbst zurückzuführen ist. In einigen Ländern, insbesondere in Schweden und Dänemark, werden außerschulische Angebote mit der Schule abgestimmt, so dass eine Ganztagsbetreuung der Kinder möglich ist. In anderen Ländern wird die Ganztagsbetreuung durch auf Vollzeitbasis organisierte Schulen gewährleistet. Das eingängigste Beispiel hierfür ist Portugal, wo im Jahr 2006 ein Vollzeit-Schulsystem eingeführt wurde. In anderen Ländern ist die Anzahl an Vollzeit-(Ganztags-)Schulen nach wie vor begrenzt. In einigen Ländern werden außerschulische Angebote in Teilzeit genutzt. In den Niederlanden und im Vereinigten Königreich hängt dies mit der hohen Beschäftigungsquote der Frauen im Bereich der Teilzeitarbeit zusammen. In anderen Ländern, so zum Beispiel in Litauen, stehen außerschulische Angebote ausschließlich auf Teilzeitbasis zur Verfügung.

Die tatsächliche Nutzung außerschulischer Angebote kann die Frage nach einer vollständigen Befriedigung der Nachfrage nicht direkt beantworten. Die Nachfrage nach diesen Angeboten wird von Faktoren wie der Beteiligungsquote der Eltern am Arbeitsmarkt, dem Umfang der Arbeitszeitflexibilität, den Arbeitslosenzahlen, den Öffnungszeiten der Schulen und der Verfügbarkeit von Alternativen, wie beispielsweise der Betreuung durch die Großeltern bestimmt. In nur wenigen Ländern sind Angebot und Nachfrage annähernd ausgeglichen. In Dänemark, Schweden und Norwegen ist das Angebot außerschulischer Leistungen reguliert. In diesen Ländern sind die Kommunen zum Angebot solcher Leistungen verpflichtet. In Schweden besteht jedoch kein allgemeines Recht auf eine außerschulische Betreuung. So haben Kinder von Eltern, die arbeitslos sind oder sich im Elternurlaub befinden kein Anrecht auf Betreuungsleistungen. In Portugal hat sich die Situation seit Einführung der Ganztagschule deutlich verbessert, und die Nachfrage nach außerschulischen Angeboten ist im Großen und Ganzen gedeckt. Auch in den Niederlanden, Slowenien und der Slowakei scheinen Angebot und Nachfrage recht ausgeglichen. Es gibt jedoch eine ganze Reihe von Ländern mit einer (hohen) nicht gedeckten Nachfrage nach außerschulischen Leistungen. Dazu gehören Belgien, Frankreich, Griechenland, Irland, Italien, Zypern, Litauen, Luxemburg, Malta, Polen, Rumänien, Finnland das Vereinigte Königreich, die ehemalige jugoslawische Republik Mazedonien und die Türkei. In anderen Ländern, darunter Ungarn, Bulgarien, Österreich und Deutschland,

ist die Situation regional sehr unausgewogen.

Ein wichtiger Aspekt bei der Erbringung außerschulischer Leistungen ist die Qualität. Angebote zur Kinderbetreuung von hoher Qualität könnten zur sozialen, emotionalen und kognitiven Entwicklung eines Kindes beitragen. Über die Qualität der außerschulischen Angebote in Europa ist wenig bekannt. Es hat den Anschein, dass es in diesem Bereich noch an klaren Standards mangelt. Es gibt mehrere Länder, in denen der Ausbildungsstandard der Mitarbeiter, die maximale Größe der Gruppen und das prozentuale Verhältnis von Kindern zu Betreuern nicht geregelt und von den lokalen Gegebenheiten abhängig sind. Um die derzeitige Lage zu beurteilen, wurde ein Qualitätsmaßstab entwickelt, der auf den drei oben genannten strukturellen Aspekten der außerschulischen Betreuung basiert: Verhältnis Kinder-Mitarbeiter, maximale Gruppengröße und Ausbildungsstandard der Mitarbeiter. Dieser Maßstab macht europaweit eine große Diversifizierung erkennbar. Zurückzuführen ist dies vermutlich auf Aspekte wie das öffentliche Profil der Angebote zur Kinderbetreuung, das nationale Bildungssystem und die finanziellen Vorgaben durch die Sozialpolitik. Es scheint sich zudem abzuzeichnen, dass die Verknüpfung zwischen Verfügbarkeit und Qualität recht dünn ausfällt. Unter den Ländern mit einer nahezu vollen Leistungsdeckung (Dänemark, Schweden, Island, Norwegen, Niederlande, Ungarn, Portugal, Slowenien und Slowakei) bieten augenscheinlich nur die Niederlande und Dänemark Leistungen im oberen Qualitätsbereich. Im Gegensatz dazu findet sich in Polen, Zypern und Griechenland ein recht geringes, aber dafür vergleichsweise qualitativvolles Angebot.

Hinsichtlich der Erschwinglichkeit zeigt sich, dass in den meisten Ländern außerschulische Angebote auf die eine oder andere Weise subventioniert werden. Zwischen den tatsächlichen Finanzierungsstrategien bestehen jedoch große Unterschiede. In einigen Ländern, beispielsweise Estland, Litauen und Griechenland gelten außerschulische Angebote als preiswert, da sie als Teil des (öffentlichen) Bildungssystems angeboten werden. In anderen Ländern hingegen werden die entsprechenden Leistungen eher als der privaten Verantwortlichkeit zugehörig eingestuft, woraus hohe Preise für berufstätige Eltern resultieren. Die hervorstechendsten Beispiele hierfür sind Irland und das Vereinigte Königreich.

Ergebnisse und Herausforderungen

Die Kinderbetreuung ist eine wichtige Aufgabe der europäischen Politik. In den meisten Ländern Europas erhalten außerschulische Angebote jedoch weit weniger politische Aufmerksamkeit

als Angebote zur Betreuung der jüngsten Altersgruppe. Die Gründe dafür mögen vielfältig sein und umfassen vermutlich Faktoren wie Budgetbeschränkungen, fehlende politische Prioritäten und/oder mangelnde Nachfrage. Gleichzeitig sind in mehreren Ländern zahlreiche Initiativen erkennbar. Einige Länder investieren durch eine Ausweitung der Vorschulernziehung in außerschulische Angebote. Die Argumente für eine solche Ausweitung stehen größtenteils im Zusammenhang mit der sozialen Eingliederung und der kindlichen Entwicklung. Österreich, das Vereinigte Königreich und Polen sind Beispiele hierfür. Investitionen seitens der Länder sind zudem durch eine quantitative Erhöhung der außerschulischen Angebote möglich. Dies ist beispielsweise in den Niederlanden und in Luxemburg der Fall, wo sich die Anzahl der Betreuungsplätze deutlich erhöht hat. Ein weiteres Land, in dem das Deckungsniveau verbessert wurde, ist Finnland. Im Gegensatz zu den anderen nordischen Staaten war die Anzahl der außerschulischen Angebote in Finnland recht gering, eine Situation, die sich jedoch schrittweise ändert. Andere Länder strukturieren die bestehenden Angebote durch eine Verlängerung der derzeit oft halbtägigen Schulöffnungszeiten um. Eine tendenziell ganztägige Ausrichtung des Schultags kann im Alltag berufstätiger Eltern extrem hilfreich sein. Darüber hinaus ist die Bedeutung verlängerter Schulöffnungszeiten ein wichtiges Element in der Debatte um die kindliche Entwicklung und die soziale Eingliederung geworden. Länder, in denen diese Strategie erkennbar ist, sind Deutschland, Griechenland, Portugal, Liechtenstein, Zypern, Estland und Kroatien. In Spanien konzentrieren sich die Bemühungen auf eine bessere Koordination von Bildungs- und Betreuungsleistungen. Doch scheinbar investieren nicht alle Länder in außerschulische Angebote. In einigen Ländern, insbesondere in Malta, Litauen und Lettland, gibt es keine greifbare Entwicklung im Bereich der außerschulischen Angebote oder es zeigt sich gar eine Verschlechterung der angebotenen Leistungen.

Zusätzlich zur Verfügbarkeit gibt es jedoch verschiedene andere politische Fragestellungen. Ein erster wichtiger Aspekt ist die Qualität des außerschulischen Angebots. Allgemeiner Konsens ist, dass Leistungen in der Kinderbetreuung von

hoher Qualität sein sollten. Doch dieser Auftrag scheint auf der politischen Tagesordnung keinen hohen Stellenwert einzunehmen. Dasselbe trifft offenbar auch auf die Frage der Flexibilität zu. Es gibt Anhaltspunkte, die vermuten lassen, dass der Umfang der Flexibilität in den meisten Ländern recht eingeschränkt ist, Einrichtungen haben frühe Schließungszeiten oder bleiben während der Ferien ganz geschlossen. Dies stellt insbesondere Eltern mit atypischen Arbeitszeiten (abends, nachts, am Wochenende und/oder an gesetzlichen Feiertagen) vor Komplikationen. Eine dritte maßgebliche Aufgabe der Politik ist die Betreuung älterer Kinder. In den meisten Ländern stehen außerschulische Angebote für Kinder im Vorschul- und Grundschulalter zur Verfügung. Obgleich (junge) Jugendliche weniger direkte Betreuung und Beaufsichtigung benötigen, könnten Eltern dennoch eine gewisse Art der Betreuung wünschen. Für junge Jugendliche in der Sekundarschulbildung bestehen (landesweit) jedoch kaum Angebote. Es ist unklar, in welchem Umfang Kinder allein gelassen werden („Schlüsselkinder“) und welche Auswirkungen eine solche Situation haben kann.

Schlussfolgerungen

Die Ergebnisse dieses Berichts führen deutlich vor Augen, dass der Umfang der zur Verfügung gestellten außerschulischen Angebote in vielen europäischen Ländern recht begrenzt ist. Große Gruppen von Kindern haben keinen oder nur sehr beschränkten Zugang zu entsprechenden Leistungen. Darüber hinaus ist die Qualitätssicherung solcher Leistungen häufig nicht geregelt. Die Bereitstellung außerschulischer Angebote bleibt daher sowohl auf europäischer als auch auf nationaler Ebene ein vorrangiges politisches Ziel. Eine stimmigere Betrachtung der Fragestellung, bei der die Interessen sowohl der Kinder als auch der Eltern berücksichtigt werden, scheint aus sozialer, wirtschaftlicher und gleichstellungspolitischer Sicht von wesentlicher Bedeutung zu sein. In diesem Zusammenhang könnte das Erstellen einer detaillierteren, harmonisierten Datengrundlage zu außerschulischen Angeboten extrem hilfreich sein, um die Bereitstellung der dazugehörigen Leistungen zu beobachten und zu beurteilen.

1. Introduction

The Strategy for equality between women and men 2010-2015 recognises that “the impact of parenthood on labour market participation is still very different for women and men today because women continue to shoulder a disproportionate part of the responsibilities involved in running a family. “.....” Member States which have put reconciliation policies in place are seeing high numbers of both women and men in work and relatively sustainable birth rates.” (EC 2010: 4). Reconciliation policies in this respect may refer to more flexible working hours, leave facilities and a more extensive supply of public and private services. Childcare services are especially important as these are compatible to full-time labour force participation. The annual growth survey launching the new European Semester in January 2011, for example, stresses the role of childcare services and recommends that full-time day-care services should be extended (EC 2011a). In addition, the Joint Employment Report of 2011 points to the issue of involuntary part-time work among women as a result of inadequate childcare services during working hours or after-school and, more general, the lack of services for children (and other dependent persons) (EC 2011b).

Until now, policy concern has tended to focus on young children. The role of childcare services for school-going children has received relatively less attention. The Barcelona targets on childcare, for example, focus on the youngest age group (0-3 year olds) and children in the age group 3 to compulsory school age. No target has been set for school-going children; apparently it is assumed that the educational system takes over part of the care responsibility. However, in most countries school hours are part-time and generally not compatible with a full-time working week. Therefore, most working parents need additional facilities. In addition, school holidays tend to be longer than holidays for employees, as result of which working parents not only face problems during the week, but also during the year.

Affordable and good quality out-of-school services could help parents to match school and full-time working hours and hence support their

labour market participation. A higher participation rate could increase gender equality, foster economic growth and improve the sustainability of the present day welfare state, especially in the light of an aging population. Indeed, in its new strategy Europe 2020, the European Commission has set the target that in 2020 75% of the population between 20 and 64 needs to be employed (EC 2010). An important strategy in this respect is removing the disincentives to female labour force participation.

In addition to increasing the participation rate, investing in out-of-school services is also important within the context of social inclusion. In Europe there is still a large group at risk of poverty and social exclusion; one of the targets in Europe 2020 is to lower this number by at least 20 million persons. Higher participation rates are an important policy aim in this respect as labour force participation is likely to reduce the risk of poverty. This is particularly important for children as poverty has a significant impact on well-being and may have negative long-term effects on educational achievement and future life chances (EC 2011a).

A third argument to invest in good-quality out-of-school services is that these services may serve a child-development purpose. In addition to offering a safe place where children can relax and recreate, out-of-school services may contribute to further social and educational development. Davidson and Barry (2003: 4), for example, summarise the following benefits of out-of-school services for children: “improvements to their life and social skills, “.....”, a safe and secure environment, social interaction with children of different ages and other ethnic background, increased confidence and self-esteem, broadening of experiences and skills, curriculum enrichment and a learning environment, health benefits through healthy eating and physical activity and opportunities for consultation with children.”. An example of this final benefit is the involvement of children in the organisation of out-of-school activities. As such, out-of-school services might be particularly beneficial for children with learning difficulties and/or children from disadvantaged households.

Although the importance of provided childcare services has been widely recognised, most research focuses on services for the youngest age category (OECD, 2007; 2011; Plantenga & Remery 2009). For example, the relationship between childcare services and labour market achievements has been studied extensively, but the focus has mainly been on the impact of the provision of day care services on female participation rates. Generally a positive impact is found for all the age categories, although effects are small (e.g. Levine & Zimmerman 2003; Blau & Currie 2004). Also in the field of social inclusion and child development, the main focus is on the impact of services for the youngest age group (e.g. Friendly & Lero 2002; OECD 2007).

Eurofound has published two studies on out-of-school care. One study focuses on employment developments in childcare services for school-age children in 25 EU Member States. An important conclusion is that “childcare policy for school-going children is either in the developing stages or not yet developed across much of the EU” (Eurofound 2006: 69). Only Denmark and Sweden (and to a lesser extent France) seem to have a comprehensive out-of-school-hours care system (OECD 2007). Moreover, quality of services often seems secondary to the provision. Important in this respect are the employment standards in the sector, which do not seem favourable: jobs in childcare are low paid, working conditions are poor and working in childcare has a poor image. Another study by Eurofound (2007) focuses on the role of out-of-school services on disadvantaged areas and for disadvantaged groups and households. The study is based on case studies in six EU Member States; Belgium Czech Republic, Estonia, Germany, Portugal and United Kingdom. The results show that out-of-school care in disadvantaged areas provides social, economic and health benefits to children and their families. As such it also helps governments to meet a range of goals such as poverty reduction, educational attainment, economic development, social inclusion, community safety, health improvement, greater equality and reconciliation of work and family.

Given the limited research so far, this report intends to fill a gap by providing a first comprehensive analysis of the availability, quality and affordability of care services available outside

school hours in the 27 EU Member States, the three EEA-EFTA countries (Iceland, Norway and Liechtenstein), and Croatia, the Former Republic of Macedonia (FYROM) and Turkey. The main focus is on children in pre-school and primary education. The report updates and complements the study reviewing the provision of childcare services carried out in 2009 (Plantenga & Remery 2009) and the earlier review of the reconciliation of work and private life undertaken in 2005 (Plantenga & Remery 2005).

Assessing the availability of childcare services for school-going children is, however, a rather complicated affair. Different countries have different educational and care services, which are not easily converted to a common standard. The problems are only to a certain extent solved by the introduction of the Survey on Income and Living Conditions (SILC), which provides data on the use of formal childcare services. Though useful, these data only provide a limited insight into the actual provision of out-of-school services, as under the heading of ‘formal services’ both education and care services are included. As for the age category of school-going children the educational services score by definition very high, the availability of out-of-school services cannot easily be derived from these data, nor the differences in this respect between countries; section 2.1 provides further details in this respect. Regarding two other important aspects of care services – quality and affordability – available data are even more limited. Although there is some agreement on the indicators by which to measure the quality of childcare services, comparable data are largely non-existent especially with regard to out-of-school services. With regard to prices, the situation appears to be even more complicated as no harmonized data are available. For this report we had to rely on more qualitative information provided by national experts.

The structure of the report is as follows. In chapter 2, the provision of out-of-school services in Europe is analysed, starting from the EU-SILC and supplementing the data with other sources. In chapter 3 quality and affordability of out-of-school services is evaluated, while in chapter 4 the focus is on achievements and challenges. Finally, in chapter 5 the main findings are summarised.

2. Out-of-school services: availability

This chapter provides an overview of the provision of out-of-school services in the 27 EU Member States, the three EEA-EFTA countries (Iceland, Norway and Liechtenstein), and Croatia, the Former Republic of Macedonia (FYROM) and Turkey. Section 2.1 provides a short overview of the definition of out-of-school services and discusses the way the EU-SILC data attempts to come to terms with this phenomenon. The next sections analyse out-of-school services in more detail, using the EU-SILC data and additional national sources. Section 2.2 focuses on pre-primary education and section 2.3 focuses on primary education. In section 2.4, the availability of out-of-school services in terms of supply and demand is assessed.

2.1 Out-of-school services and the EU-SILC

Remarkably, there is no clear definition of out-of-school services in the literature. Eurofound describes childcare services for school-going children rather elaborately as “any arrangement for school-age children outside compulsory schooling that children use on a regular basis, so as to enable their parents or carers to participate in employment, training or some other activity. It provides care or activities that start at the end of the school day and continue until the parent or carer collects the child. The school or out-of-school activity is responsible for the children when they travel from school to the out-of-school activity. The activity can include physical care, socialisation, play and education. It includes care during the school holidays. Out-of-school care includes formal care or activities provided by organisations, agencies, services or individuals who are registered as childminders or child carers, or otherwise provide care on a regular basis, usually for payment. It does not include informal, irregular care.” (2007: 5). The OECD, in their recent family report, does not provide a real definition but refers to formal out-of-school care services which may be provided “at some point during the day as well as during school holidays, although availability and nature of such services may differ. They are frequently, but not always,

based in school facilities or youth centres, and provide recreational activities and/or help with homework” (OECD 2011: 145). At any rate, the reference ‘out-of-school’ implies that the (pre-) school hours are a significant factor in the provision of the care services. Depending on the specific opening hours, out-of-school services might be offered before, between (during lunch) and after school hours, as well as during school holidays.

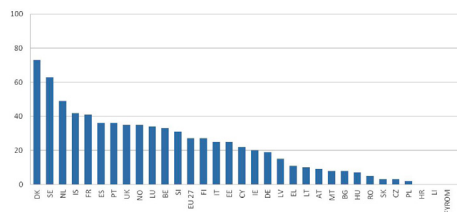
The descriptions make clear that, when assessing the availability of out-of-school services, the education sector needs to be taken into account. This complicates the assessment of out-of-school services extensively, as each country has its own unique constellation of pre-primary and primary education, with varying opening hours and ages covered. As a result, out-of-school services are also likely to vary, with some countries having a more elaborated formal care system, whereas others may rely more on informal services. In addition, the dividing line between educational and out-of-school activities may not always be very clear and may differ between countries. For example, in some countries out-of-school services may be integrated within schools, whereas in other countries they operate more separately, with children cared for by the education system during school hours and within the childcare system outside these hours. The complexities in defining and charting out-of-school services are only partly solved by the EU-SILC, a European Survey on Income and Living Conditions. EU-SILC is based on a household questionnaire and contains data on childcare services. Included are data on the use of formal services, the use of other types of care and the number of hours per week for children aged 12 years and under. According to Eurostat (2011) formal childcare services cover the following services: education at pre-school, education at compulsory school, childcare at centre-based services and childcare at day-care centre. Formal centre-based care includes all kinds of care organised/controlled by a structure (public/private). ‘Other types of care’ include childcare by a professional childminder at child’s home or at childminder’s home and childcare by grandparents, other household members (aside from

parents), other relatives, friends or neighbours (often unpaid care). These other services “refer to direct arrangements between the carer and the parents (parents are often employers, pay directly the cared) and to unpaid care (free or informal arrangements such as exchange of services)” (Eurostat 2011). EU-SILC contains data on childcare services for children in three different age groups: children under 3, children between 3 years and compulsory school age and children between compulsory school age and 12 years (in compulsory primary or secondary school).

A serious limitation of the EU-SILC data is that there is no clear distinction between (the use of) ‘childcare’ services provided by the (pre-)school system and childcare services provided outside (pre-)school hours. The inclusion of education, particularly compulsory education, is likely to have a heavy impact on the figures. The use of childcare services is influenced by a range of factors ((female) participation rates, length of leave arrangements, the school system, the availability of flexible working time arrangements etc.) and is likely to vary considerably between the European countries. The use of compulsory education, however, is, by its very nature, more or less the same for all countries. Combining the use of education with the use of childcare services will therefore considerably reduce the differences between countries, although the differences in ‘genuine’ out-of-school services may be as large as the inter-country differences among childcare services for the youngest age category. This is illustrated in Graphs 1-3, which provide EU-SILC data on the use of formal childcare services in 2009 for the three age groups. Indeed, the use of formal childcare services increases with the age group. In the majority of European countries less than 40% of the youngest children are cared for in a formal service (Graph 1). The difference ranges from Poland, with a user rate of 2%, to Denmark and Sweden, where more than 60% of children are in formal childcare. The situation is rather different for the age group between 3 and compulsory school age (Graph 2). In this group, at least 80% of the children in half of the countries are taken care of by formal childcare services. This is evidently related to the inclusion of pre-primary education. Now the differences between countries range from (almost) 40% in Poland to almost 100% in Belgium and Iceland. As expected country differences are smallest in the group compulsory school age to 12-year olds as in most countries coverage rates are close to 100%. Remarkably, however, in Romania, Hungary, Norway and United Kingdom the coverage rate is 90% or less.¹

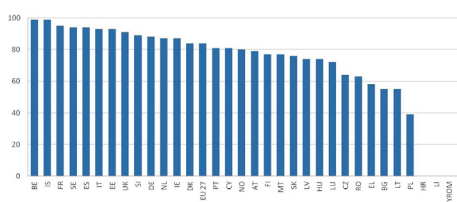
1 The backdrop of these lower coverage rates is unclear. A possible explanation is that (part of) the other children are home schooled. In addition, the figures might reflect measurement error, e.g. respondents have interpreted the questions in a way which leads

Graph 1 Use of formal childcare services, 0-2- year olds, 2009



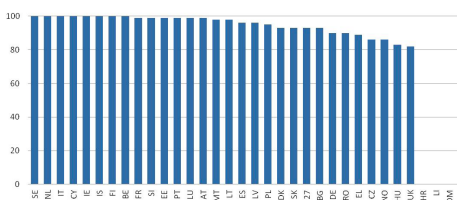
Source: Eurostat, EU-SILC 2009; data for Norway refer to 2007 (no data available for Croatia, Liechtenstein, FYROM and Turkey)

Graph 2 Use of formal childcare services, 3 years - compulsory school age, 2009



Source: Eurostat, EU-SILC 2009; data for Norway refer to 2007 (no data available for Croatia, Liechtenstein, FYROM and Turkey)

Graph 3 Use of formal childcare services, compulsory school age to 12-year-olds, 2009



Source: Eurostat, EU-SILC; data for Norway refer to 2007 (no data available for Croatia, Liechtenstein, FYROM and Turkey)

The grouping together of educational and care services may be justified by the fact that both are closely intertwined and both help parents to combine their private and professional life. At the same time, this merger makes it more difficult to analyse the provision of genuine out-of-school services, purely on the basis of the EU-SILC statistics. In order to get a more detailed picture of out-of-school services in the countries covered by this report, the EU-SILC data will be supplemented by additional information, covering the organisation of the education and care services of school-going children. As there are fairly large differences between pre-primary and primary education, these stages will be discussed separately. This chapter will cover the general issues; more detailed information per country is them to discount compulsory schooling in their answer.

provided in appendix 1, which covers the admission age, and appendix 2, which includes country fiches that have detailed information on the organisation of the educational system and out-of-school services. In line with EU-SILC, we will use the concept of childcare services to refer to the full range of care services, including care in education, centre-based care and informal care in the remainder of this report. In contrast, the term 'out-of-school services' will be used to refer to 'genuine' childcare services for the out-of-school hours.

2.2 Pre-primary education and out-of-school services

Most European countries have a system of pre-primary education. The entry-age differs considerably across the countries and varies from age 0 to 6, with the age of 2 or 3 being the most common entry age (see appendices 1 and 2 for full details per country). Spain, for example, has nursery schools where children can enter in their first year. Finland is on the other end of the spectrum; here pre-school starts at the age of 6. In most instances, pre-primary education is not compulsory, although in some countries pre-primary education is obligatory for children before starting primary education. In Bulgaria, for example, pre-school is possible as of age three years, and is compulsory two years before entering primary school, but not before the age of five. In Latvia, children can enter pre-primary education as of the age of two on a voluntary basis, while this facility becomes compulsory for five- and six year olds.

Though children may start young, enrolment rates tend to rise with age of the child. For example, Slovenia has pre-primary education for children between one and six. In the youngest group, up to three years old, the coverage rate is 55%; in the higher age group it is 89%. In Portugal 72% of the 3-year olds and 92% of the 5-year olds are in kindergarten. Another example is Poland, where half of the 3-year olds are in pre-school, whereas the share is more than 80% among the 5-year olds. In contrast, in some countries (Belgium and France) the coverage rates are high amongst children of all ages, while in others (FYROM and Turkey) the coverage rate is low for all young children due to a lack of available services. There are also differences in the organisational structure. Pre-primary education might be integrated in the educational system (for example in Belgium and France) or provided by kindergartens. While pre-primary education is mostly a public provision, there is also a private market. In Ireland, for example, there is no public system of pre-primary education, but private parties may offer it. Countries differ

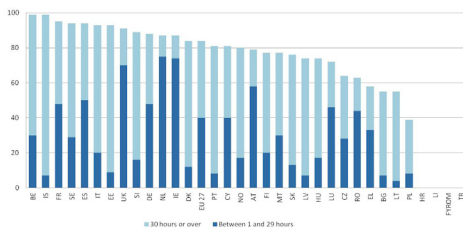
also in opening hours. Several countries, notably Eastern European countries, have rather long opening hours. In the Baltic States where pre-primary education is integrated in crèches and kindergartens, opening hours are from 07.00 to 18.00 or even until 19.00. Another example is Bulgaria, where particularly the private out-of-school facilities have long opening hours (until 20.00h). Also in Spain, nursery schools are open from 09.00-17.00. In other countries, opening hours are much more limited and cover only part of the day. In line with the educational system, pre-primary educational services are often closed during the summer (about two months).

Part of the diversity in pre-primary services is picked up by the EU-SILC data. Graph 4 provides details on the use of formal services in the 27 EU Member States and Iceland and Norway by hours (no data are available on Liechtenstein, Croatia, FYROM and Turkey). As stated above, formal services in this respect are defined as all kind of care organised/controlled by a structure (public, private) and include education at pre-school, education at compulsory school, childcare at centre-based services and childcare at day-care centre. On the basis of Graph 4 it appears that the use of formal services for the age category 3 to compulsory school age differs from less than 40% in Poland to almost 100% in Belgium and Iceland. In Belgium, children can start in educational day care when they are 2.5 years old and at the age of 3, 95% are actually enrolled. This pre-school is generally from 8.30 until 15.30. In addition, the children can attend out-of-school services, which are open for children between 2.5 and 12 years of age. In Iceland pre-school starts at age 1.5. While enrolment is not high in the first year, it increases to more than 95% of the 3-year olds. The services are usually available for 4-9 hours per day and 80% stays at least 8 hours.

Graph 4 also indicates large differences in hours. Especially the United Kingdom, Netherlands, Ireland and, to a lesser extent Austria, are characterised by high part-time use. In the United Kingdom children aged 3 and 4 are entitled to a part-time place in pre-school education, which recently has been extended from 12 to 15 hours per week. This pre-school is usually provided in primary schools. There are, however, hardly any out-of-school services for these children, as a result of which informal care remains common. In the Netherlands there is no formal pre-school arrangement. Children from age 2-4 may attend play groups, which intend to contribute to the education of the pre-schooler and the enrolment rate is about 60%. Most of the remaining children attend childcare services, as a result of which the use of formal childcare services in the Netherlands is about 90%. Yet most of these services are used on a part-time basis. For

example, children may visit playgroups for 2-3 hours a day and for two or three mornings per week. In Ireland there are only a limited number of publicly funded pre-school services. Within the context of the Barcelona Targets, in 2009 the government introduced an entitlement to a year of free pre-schooling in the year prior to starting primary schools under the 'Early Child-care and Education Scheme'. However in 2011 it was announced that, due to budget cuts related to the crisis, the entitlement for one year pre-school would be spread over two years. Given this situation the Irish score in the SILC data seems to be overestimated. In Austria, children in the age group 3-compulsory school age often attend kindergartens and the majority does so until noon only.

Graph 4 Use of formal childcare services by hours, 3 to compulsory school age

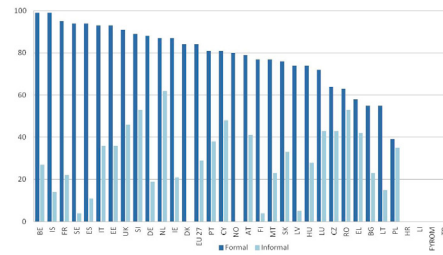


Source: Eurostat, EU-SILC; data for Norway refer to 2007 (no data available for Croatia, Liechtenstein, FYROM and Turkey)

Note: due to small sample sizes, the data on hours are in most cases unreliable

As formal services may not be available, or only cover a small part of the day or week, in a number of European Member States parents use other services in addition to or as a substitute of formal childcare services. 'Other services' in this respect include childcare by a professional childminder at child's home or at childminder's home and childcare by grand-parents, others household members (aside from parents), other relatives, friends or neighbours. Graph 5 provides some details. In the United Kingdom, Slovenia and the Netherlands the use of other services is rather high while these countries score also above average on the use of formal services. Apparently in these countries the other services are used in addition to the formal services. In other countries (Luxembourg, Czech Republic, Romania and Greece) where the use of formal services is low, the other services seem to offer the only available (or acceptable) solution to working parents.

Graph 5 Use of formal and other childcare services, 3 - compulsory school age



Source: Eurostat, EU-SILC; data for Norway refer to 2007 (no data available for Croatia, Liechtenstein, FYROM and Turkey)

2.3 Primary education and out-of-school services

Following the variation in entry-ages in pre-primary education, the age on which children start primary education also varies within Europe. The youngest age is four. This concerns the Netherlands, where primary school is compulsory as of the age of 5 but where most children start at the age of 4. Similarly, in Ireland primary school is compulsory as of the age of 6 but most children start at the age of 4. The oldest age a child can start primary school is 7, which is apparent in the Scandinavian countries and several East-European countries for example. However, the most common age to start primary education is 6 (see appendices 1 and 2 for more details).

In most countries opening hours of primary education are part-time, covering about 6 or 7 hours per day. Starting time is generally between 08.00 and 09.00 and closing time between 13.00 and 14.00 (or later for the higher grades). In some countries closing times are later due to a more extended lunch break. Whereas in some countries, such as Denmark, the lunch-break is only 30 minutes, other countries may have breaks from 1.5 to even 2 hours. In Belgium, for example, the lunch break is between 12.00 and 13.30, whereas in France and Liechtenstein it is between 11.30 and 13.30. In most countries children seem to spend their lunch-time at school or have the opportunity to do so. Children may either bring their lunch to school, or have a (warm) lunch provided in school, like in Sweden, Finland and Iceland. The lunch arrangements may also differ by region of town. In France, for example, the local council is responsible for the school canteen, but it is not compulsory for a council to provide lunches. Research shows that about half of the French children in primary school have lunch in the school canteen, and about 40% of children have lunch at home. Also in Italy, some schools have lunch provisions while others have not and children have to go home for lunch. In a

few countries, notably Croatia, FYROM and Turkey, (part of the) schools are organised in shifts; a proportion of the children attend the morning shift and another proportion attend the afternoon shift. The reason is the high population density and/or the limited availability of schools. Also in Poland part of the schools offer shifts, which are often applied to children in lower grades. Another factor working parents may have to deal with is that opening hours are not always evenly spread over the week. In France, for example, primary schools are closed on Wednesday. In some countries, such as the Netherlands and Belgium, (most) children have no school on Wednesday afternoon. In Luxembourg there is no school on Tuesday and Thursday afternoons.

In addition to limited opening hours, working parents may be confronted with long school holidays. Again, variation between countries is large, particularly with respect to the summer holidays. Germany, the Netherlands and the United Kingdom seem to have the shortest summer holiday, which is six weeks. In contrast are countries such as Bulgaria and Lithuania have summer holidays which last about 3 months. In addition to summer holidays, most countries have autumn holiday (one week), Christmas/New Year holidays (two weeks), Carnival holidays (one week) and Easter holidays (one week) (see also Eurydice (2010) for more details on holidays).

The use of formal childcare services by hours is presented by Graph 6. Obviously, the data do not show large differences between the countries as these figures cover children who are of compulsory school age. In fact, most countries indicate a user rate of 90% or more. Some countries, most notably the United Kingdom and Hungary, score slightly above 80%. This would indicate that approximately one fifth of the children of school-going age do not use a formal childcare service. This figure does not seem to comply with national information however and might indicate some inaccuracies in the EU-SILC Data. Although the difference in user rate is not very large, Graph 6 does illustrate the large difference in the use of formal services by hours. In some countries the use of formal services is for more than 30 hours a week (Sweden, Portugal and Malta), while in other countries the services are mainly used on a part-time basis (Netherlands, Finland, Lithuania and Romania).

In Sweden the use of formal childcare services is mostly for 30 hours or more. This includes both education and out-of-school services. Opening hours of schools in Sweden are generally between 08.00/08.30 to 13.00/14.00. After school, most children attend an out-of-school care service. Swedish municipalities are obliged to provide leisure-time centres or family care homes to children up to the age of 12 whose parents

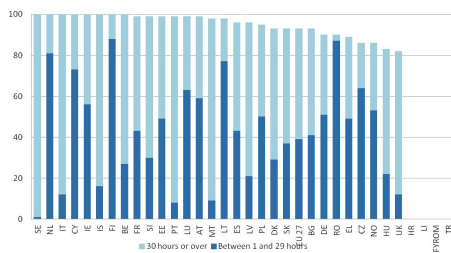
are working or studying. The majority of children are found in leisure-time centres. School and leisure-time centres jointly contribute to children's all-round development and learning. The leisure centres are often co-ordinated with the school, and they often share premises. In Portugal, the use of almost full-time services is related to the implementation of the full-time school schedule in 2006. As a result, primary schools are obliged to offer 'curriculum enhancement activities' between 15:30 and 17:30. These activities are free-of-charge and include a large variety of activities, ranging from sport and music to English lessons. As an outcome of this measure, there has been a dramatic increase in the provision (and use) of school hours. In addition, centre-based childcare services (CATL) offer before- and after-school care from 07:30/8:00 until 09:00, accompanying the children on their way to the school, picking them up back to the centre, or to their homes, after 17:30 or even later. About one fifth of school-going children aged between 6 and 10 use these out-of-school services. In Malta, schools are open about 6 hours per day, between 8.00 and 14.00. As this translates into an average use of 30 hours per week, the Graph 5 indicates that services are used for 30 hours or more. Yet, there is relatively little out-of-school care in Malta and many working parents have to rely on informal services.

Countries with a high part-time user rate are the Netherlands, Lithuania, Romania and, interestingly, Finland. Contrary to Sweden, in Finland the majority of school-going children do not attend an out-of-school service. For a long time, out-of-school care has not been an issue in Finland. Since 2004 the Basic Education Act has regulated before- and after-school care in Finland, but local organisations are not obliged to provide such care. The Act only stipulates the criteria for care, in case it is organised. Yet, most local authorities now do provide before- and after-school services, mainly targeted at children in the first and second grade (7-8 year olds). Though the share of children who participate is increasing, only half of the pupils in grade 1 and one in four of the pupils in grade 2 participated. The low use of out-of-school services is partly related to the specific Finnish culture, which emphasises children's initiative and independence at an early age. There seems, however, an increasing need for out-of-school services as supply does not seem to cover demand. In the Netherlands, school hours cover some 20 to 25 hours a week. The use of out-of-school services has increased quite dramatically after the introduction of the Childcare Act in 2005. Yet the high female part-time employment rate seems to be largely compatible with a part-time use of formal services. In addition, a considerable group of parents rely on other forms of care (see below). The situation is rather different in Lithuania, where also most of the formal services are

used part-time. While most schools offer out-of-school services, they are generally limited to only a few hours per week. In Romania the high part-time user rate seems to reflect the rather short opening hours of school (between 8.00 and noon). While the number of childcare services is increasing, the out-of-school services are still in an early stage of development.

Other countries have a more or less equal division by hours. An example is Germany where the number of all-day schools is increasing. Within the German context, an all-day school is a school which offers school for seven hours and provides lunch at the full-time days at least three times a week. All-day schools have longer opening hours and combine education and care, although the specific organisation varies between and even within the Länder (see section 4.1 for more details). About a quarter of all children in primary school are now in an all-day school. In addition, there are out-of-school services, which are used by about 7% of children in West Germany and 26% of children in East Germany.

Graph 6 Use of formal childcare services by hours, compulsory school age to 12-year olds



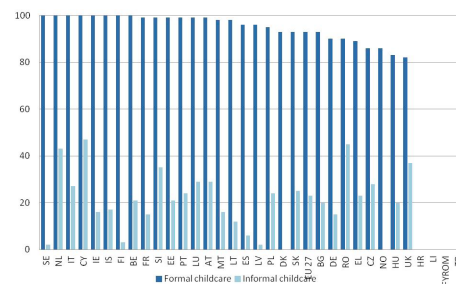
Source: Eurostat, EU-SILC; data for Norway refer to 2007 (no data available for Croatia, Liechtenstein, FYROM and Turkey)

The use of formal out-of-school services does not appear to be constant; younger school-going children seem to make use of formal services more often than the 'older' school-going children. In Denmark, for example, more than 90% of the 6-year olds make use of out-of-school services compared to 70% of the 9-year olds and only 13% of the 11-year olds. In Sweden a similar decrease over the age groups is visible. Another example is Hungary where about three quarters of the 6-10 year olds are enrolled in out-of-school services compared to only 11% of the 10-14 year olds. In Estonia 66% of the 7 year olds make use of out-of-school care services compared to 19% of the 9 year olds and 6% of the 11 year olds. In contrast, the use increases amongst older children in Malta: 15% of the 5 year olds attend the available out-of-school services ('Klabb'), whereas the share is 24% amongst the 11-year olds.

Working parents may also rely on other services; see Graph 7 for more details. As other services do not include educational services, we can conclude that a high user rate indicates an informal network of childcare services. Due to the extended use of formal out-of school services, the use of other services is (almost) absent in Sweden, Denmark and Norway. In Finland, as illustrated above, out-of-school care is not yet well-developed and most children stay on their own. In Latvia until 2009 more than 70% of schools were offering prolonged day groups for children. However, in 2009, after big budget cuts the number of schools that offered childcare services after classes decreased considerably. According to national sources grandparents now have a very important role in providing informal childcare. It is likely that because of this development, the importance of other services will increase in the Latvian case.

In three countries, the Netherlands, Cyprus and Romania, the use of other services is fairly common for school-going children (more than 40%). In the Netherlands, the high part-time employment rate among women on the one hand lowers the demand for childcare services, but at the same time increases the supply and demand of family (grandparents) and friends as informal care givers. In Cyprus, grandparents have traditionally played an important role in providing unpaid childcare. Also in Romania grandparents are important in the provision of (out-of-school) care. The use of other services is also fairly high in the United Kingdom. Despite the expansion of formal childcare services under the National Childcare Strategy, informal services remain important. An increasing number of parents are using informal care provided by friends and relations. At a more general level, there appear to be significant country differences in the occurrence and intensity of care provided by grandparents. Igel & Szydlik (2011), for example, indicate that grandparents in the southern Europe engage less often but more intensively in childcare, whereas grandchild care is provided more often but less intensively in northern Europe. Grandparents also seem more involved in caring for grandchildren who are in the age category 4-6 than in the age category 6-12.

Graph 7 Use of formal and other childcare services, compulsory school age to 12-year



Source: Eurostat, EU-SILC; data for Norway refer to 2007 (no data available for Croatia, Liechtenstein, FYROM and Turkey)

2.4 Supply and demand

Data on the use of formal and other out-of-school services as such do not provide information on the question of whether demand for out-of-school services has been fully met. The demand for such services is influenced by factors as the participation rates of parents, the extent of working time flexibility, levels of unemployment, school opening hours and availability of alternatives forms of care such as grandparents. A low user rate as such is therefore difficult to interpret. It may indicate limited availability, but also refer to a situation in which demand meets supply, simply because demand is not very high. In order to assess the availability of out-of-school services in a more informed way, Box 1 provides more details on supply and demand, based on the national reports that were finalised in May 2011.

There are a few countries where supply and demand are more or less balanced. In Denmark, Sweden and Norway the supply of childcare services is regulated. In these countries municipalities are obliged to provide out-of-school services. In Sweden there is, however, no universal right to out-of-school care with children of parents who are unemployed or on parental leave having no entitlement. In Iceland municipalities are not obliged to offer out-of-school services but most of them do. There are therefore hardly any waiting lists. In Portugal the situation has improved considerably after the implementation of full-time school and now the demand for out-of-school care has more or less been met. In the Netherlands there has been an enormous increase in the supply of out-of-school services in recent years. Waiting lists are decreasing and the increased supply now seems to cover most of the demand. Also in Slovenia and Slovakia, supply and demand seem more or less balanced.

Other countries report a large unmet demand. In Belgium, for example, almost all services have waiting lists and in France only about every other child has a solution of formal or informal care; there is an estimated need for 500,000 additional childcare places. Also in Ireland, Italy, Cyprus, Lithuania, Luxembourg, Malta, Poland Romania, Finland, United Kingdom, Fyrom and Turkey supply does not meet demand. Other countries report qualitative mismatches. In Greece, for example, creative services seem to be in short supply, while in Spain the main issue is the price and quality of out-of-school services. In Slovakia there seems to be a shortage of out-of-school services for teenagers: the existing services are not attractive enough and alternative services are not available.

In addition, there may be large regional differences in availability of services. In Hungary, for

example, supply generally covers demand, but demand is higher in urban areas. The same regional difference seems to exist in Bulgaria. In Austria, the situation differs between the provinces. In Germany the differences between West and East Germany remain large. For example, about 20% of children in West-Germany attend an all-day school compared to 74% of children in East Germany. In addition, there are differences in the use of Horte, which offers out-of-school care. In West Germany the use is only 7%, in East Germany about 26%. A final example is Croatia; as the provision of out-of-school services is the responsibility of the local authority, regional differences are exceptionally large. Box 1 gives a comprehensive overview of the demand and supply of out-of-school services by country.

Box 1 Supply and demand of out-of-school services

BE	The number of available slots is too small. Almost all existing services have to refuse children because of a lack of places and means (waiting lists)
BG	In large towns, demand is particularly high compared to supply. In addition, there is more demand for public services instead of private services.
CZ	Due to the lack of data it is hard to estimate whether demand for out-of-school services is met.
DK	As a whole the demand for out-of-school services is met in Denmark.
DE	Due to the Federal education system not only the data but also the actual out-of-school caring situation of school-going children is quite imprecise and unclear. Presumably, a huge caring gap exists which is closed either by self-organization through parents, grandparents and other family members, or by informal child minders, or by reducing working time, or by withdrawal into the hidden reserve. More formal provisions exist in East Germany than in West Germany.
EE	Most probably the demand for out-of school services is not met.
IE	Ireland lacks a developed system of provision of childcare. In practice households access childcare through families, local communities and on the private market.
EL	If there is unmet demand, this is associated with quality standards not fulfilled by all-day kindergartens and primary schools, making parents unwilling to apply for the optional afternoon schedule. Unmet demand certainly exists for after-school centres for the creative occupation of children (KDAP), whose services are available to only 1% of children aged 6-12 years, and for summer camps, especially for low-income families of employees who are unable to pay the high fees charged by the private sector.
ES	The quantitative gaps are most important in the case of children aged 0 to 3, while the price and quality dimension are the key issues in the case of older children.
FR	Demand for childcare is not fully met; only about every other child has a solution of formal or informal care, and there is an estimated need of 500,000 additional childcare places.
IT	Out-of-school services are not sufficient to cover demand.
CY	The demand for out-of-school services both in quantitative and qualitative terms is not met.
LV	Given the lack of information on out-of-school services for children of school-going age, it is difficult to judge whether demand for childcare of children above 7 years old is satisfied. However, since the possibilities for childcare are very limited in this age group, it is likely that the demand is not met.
LT	The demand has increased considerably during the last few years but is only partly met.
LU	Although childcare provision has increased, the available slots remain insufficient.
HU	Supply in out-of-school services matches demand. Problems of unequal access are, however, present. There is a greater childcare need in urban areas where more women tend to work in villages, whereas extended families live closer to each other in rural areas and childcare is often provided by family members (grandparents, aunts, etc.)
MT	Affordable childcare and accessible out-of-school care is absent.
NL	Though there has been an enormous increase of the supply of out-of-school care, parents still face shortages. Waiting lists are, however, decreasing and the increased supply now seems to cover most of the demand.
AT	The provision of out-of-school services has increased in the last decade in several respects, but it is still low in terms of international comparison and the Barcelona target. There are large differences between provinces.
PL	Demand, both in quantitative and qualitative terms, does not seem to be met
PT	The available data suggest that demand for out-of-school services is met in quantitative terms.
RO	The demand for public kindergartens is higher than the supply. The after school centres generally have the capacity to cover the demand, but are not affordable for all families and therefore may have unoccupied places.
SI	The provision of publicly subsidised childcare services seems to be largely in line with demand.
SK	Based on the limited information available, there seems sufficient out-of school care for children at first grade of primary schools (1.-4. class). The situation is different for out-of-school services for teenagers. The existing services are not attractive enough and there is a lack of alternative types of services focusing on this age group.

FI	The supply of activities does not meet the demand, at least not in every municipality – moreover, there still are a few municipalities who do not organise before and after school activities at all.
SE	The municipalities are obliged to provide leisure-time centres or family day-care to children up to and including the age of 12 whose parents are working or studying or if the child has a need of its own. The supply more or less meets demand. The main unmet demand for school-age childcare is probably for children of unemployed parents and parents on parental leave.
UK	Despite improvements to childcare provision, there continue to be shortages of affordable and good quality childcare, particularly in local areas.
HR	As the decision on organisation and financing of the service is left to the local government, regional differences are exceptionally large, both in quantitative and in qualitative terms.
FYROM	Mainly due to financial constraints and lack of efficiency in municipal support to out-of-school services, the demand for the out-of-school services is not met.
IS	Supply of out-of-school services has increased in recent years; for 6-9 year old children waiting lists have been very short.
LI	Data on the supply and demand of out-of-school services are not available in Liechtenstein. It can be assumed that additional out-of-school services are needed.
NO	Both pre-school and out-of-school services are statutory (although attendance is not compulsory). They can be privately or publicly run and owned.
TR	The provision of care services available in early childhood education and in the after-school hours is far from sufficient.

Source: National reports (May 2011)

2.5 Summary

Charting the provision of out-of-school services is a complicated exercise. The EU-SILC, which is the only data source with harmonised data on this issue, is especially useful for analysing the availability of childcare services for the youngest age group. However, this data source is less suitable for analysing out-of-school services as no distinction is made between the educational and care system. Combining the use of education with the use of childcare services considerably reduces the differences between countries, as the use of the educational system is likely to be more or less equal in all EU Member States in contrast to the use of 'genuine' out-of-school services. That is why it is important to combine EU-data with more detailed information from national sources.

On the basis of this additional information, it appears that the variation in out-of-school services

is rather large – partly as a result of differences in the educational system. In a few countries, notably Sweden and Denmark, out-of-school services are co-ordinated with the school, resulting in an all-day coverage of care for children. In other countries, all-day coverage is ensured by schools which are organised on a full-time basis. The clearest example in this respect is Portugal, where the full-time school was implemented in 2006. In other countries the number of full-time (all-day) schools is still limited and parents have to rely on additional (formal or other) services to cover a full-time working week. Several countries indicate a (high) unmet demand for out-of-school services. These include Belgium, France, Greece, Ireland, Italy, Cyprus, Lithuania, Luxembourg, Malta, Poland Romania, Finland, United Kingdom, FYROM and Turkey. In other countries, such as Hungary, Bulgaria, Austria and Germany, there are large regional variations.

3. Out-of-school services: quality and affordability

In addition to availability, quality and affordability are very important aspects of out-of-school services. Whereas analysing the availability is a difficult matter, it is even more complicated to evaluate the quality and affordability of out-of-school services as harmonised data is unavailable. As a result, this overview is to a large extent based on national sources. The results should therefore be interpreted rather cautiously; the aim is not to provide final results, but rather to stimulate further research in this area. Section 3.1 will start with the issue of quality; Section 3.2 will then cover the issue of affordability, whereas finally, Section 3.3 will provide a summary account of the public perspective on out-of-school services.

3.1 Out-of-school services: quality

Experts generally define the quality of childcare rather broadly as those aspects that contribute to the social, emotional and cognitive development of the child (e.g. Philips et al. 1987; Philips et al. 2001; OECD 2007). Quality of out-of-school care is also a broad concept and may refer to different aspects such as hygiene and safety, size of groups, child-to-staff ratios, activities offered and parental involvement. Often, a distinction is made between structural and process quality (Philipsen et al. 1997; Kreader et al. 2005; Little 2007). Process quality refers to the childcare environment in which children play, learn and experience teacher-child interaction. This concept is often used in developmental psychology and measured by trained observers in onsite observations of childcare activities. Given the complexities involved, comparative data are rarely available. In contrast, structural quality refers to structural features of childcare that can be regulated by the (local) government. They include, for example, child-to-staff ratios and group sizes, programme management, safety regulations, staff qualifications, and length of time in service. As such, structural quality is easier to measure and more harmonized data are available (see for example OECD 2007). It remains, however, complicated due to the fact that many countries have different care services with different quality measures and requirements.

As harmonized data on process quality are simply not available, the focus in this section is on structural quality. More specifically, structural quality in the European countries will be charted along three different lines: 1) child-to-staff ratio, 2) maximum group size, and 3) qualification of staff.

Child-to-staff ratio

Child-to-staff ratio is defined as the maximum number of children that can be placed under the responsibility of one adult. A strict ratio is essential to ensure adequate supervision of children and individual attention. The child staff ratio is therefore critical for high quality childcare (e.g. Thomas Coram Research Institute 2002). A higher child to staff ratio is interpreted as reflecting lower quality.

Maximum group size

Maximum group size is the maximum number of children situated in one group in a day care or out-of-school care facility. In the literature there is no consensus on whether and how the maximum group size positively influences the quality; from the three structural factors group size is thought of as the least important (Blau 2000). Despite this, most studies conclude that the requirement of a maximum group size has a positive influence because it assures that there is enough supervision and individual attention (e.g. Thomas Coram Research Institute, 2002).

Qualification of staff

The qualification of staff takes into account “the general education and specialized training of the staff” (Kreader et al. 2005: 2). Examples of relevant education and training are education degrees, youth worker certification, on the job training and previous work experience. Callender (2000) points out that the qualification of staff has important positive implications for the quality of care. Compared to the other two factors the qualification of staff is presumed to be the most important determining factor of quality. At the same time it is also the most difficult factor to measure, because there are a wide variety of education degrees which are difficult to compare (e.g. Scarr et al. 1994; Thomas Coram Research

Institute 2002). For this report, the required level of education of (caring) staff is chosen, based on the assessment of the national expert.

National scores

Box 2 summarises the available information per country. In principle, the figures refer to legal regulations; where these regulations do not exist, an average figure is included, based on empirical research. The best child-to-staff ratio score is found in Liechtenstein. Whereas in many countries the child to staff ratio is higher for older children, in Liechtenstein the regulation for the child-to-staff ratio is rather strict and equal for all ages, namely 5 to 1. The highest child-to-staff ratio (and thus the lowest quality score) is found in Lithuania and Hungary, where the ratio is 30 to 1. In several countries the child-to-staff ratio is not regulated or regulated at the decentralised level. Large variation is also visible in the

maximum group size. The largest value is found in Sweden. Here the maximum group size is not regulated and the average group size is almost 37. It appears to have increased gradually over the years; in 2000 the average group size was still about 30 children. High maximum group sizes are also found in the Czech Republic and Croatia. Small groups are found in Liechtenstein and also Austria where the average group size is 20. The third aspect of quality is the qualification levels of staff. Although out-of-school services may employ a variety of staff, each requiring different qualification levels, the focus here is on the qualification of the main staff who provide the actual care. Detailed information is, however, not always available. Again, there appears to be large variations across the European countries. In some countries, educational requirements are as high as a university degree such as Poland and Croatia. Other countries have not formulated formal requirements, notably Spain, Italy and Ireland.

Box 2 Overview of structural quality of out-of-school services: child to staff ratio, maximum group size and qualification of staff

	Child-to-staff ratio	Maximum group size	Qualification of staff (carers)
BE (Fl) ¹	Differs by and within community 14:1 (Flanders)	Not regulated	Vocational secondary education (Flanders)
BG	22:1	22	List of fixed qualification requirements including secondary or higher educational level for the respective position
CZ	22:1 (average; not regulated)	30	Minimum requirement is high school degree with focus on (social) pedagogy or university degree
DK	11:1 (average; not regulated)	Not regulated	3/4 pedagogic education, 1/4 not educated
DE	Varies by Länder; 10.5:1 (average)	Varies per Lander; highest average: 23.6 (Hamburg)	Varies per Länder; Vocational based training (majority); university training and informal training
EE	24:1 (long day group; regulated by Basic schools and upper secondary schools act)	24 (long day group)	Pedagogic higher education
IE	Only regulated for children up until the age of 6	Not regulated. There is a maximum floor area (around 2 sq metres) specified in relation to each child.	Not regulated; personnel has a wide range of skills and knowledge. All workers and volunteers must go through a process of (garda) police vetting.
EL	25:2 (regulated by ministerial decision of 2001)	25	Higher education or lower level professional degree
ES	Not regulated; varies by activities, region and parents associations' decisions; 10-25:1.	25 (not regulated)	Not regulated; usually parents associations organise activities with carers or companies offering diverse activities.
FR	14:1	Not regulated	Activity organisers generally have the BAFA diploma (Brevet d'aptitude aux fonctions d'animateur; Certificate of Aptitude for the Functions of Activities Organisers) or a related diploma
IT	9:1 (average; not regulated)	19 (average; not regulated)	No legal requirement of qualification, often lower qualification and training on the job

CY	25:1	25	Primary school teacher requirement, higher education
LV	23:1 (average; not regulated; refers to prolonged day group)	23 (average; not regulated)	School teacher as childminder: professional higher pedagogic education
LT	30:1 (average; not regulated)	Not regulated	No special training, generally staff is trained as social workers and primary school teachers
LU	Not regulated	Not regulated	Qualified employees with training
HU	30:1 (average; not regulated)	30 (average; not regulated)	4 years of academic education and practical training
MT	Not regulated	Not regulated	Recognised level of training and education in childcare
NL	10:1 (Childcare Act)	20 (age group 4-8) 30 (age group 8-12)	Intermediate vocational level (lower than Bsc)
AT	Varies between Länder, average 13:1	Legal maximum size varies between Länder (e.g. Vienna: max. 25 children in after-school care clubs), average 20	Specific five-years secondary school or two years of specific college or teachers' degree (secondary or tertiary level)
PL	25:1	25 (guideline of ministry of National Education); may be higher (30 on average)	Tertiary level degree in the subject area or equivalent tertiary teacher qualifications
PT	20:1 (teacher aids); in addition teacher/ animator: 40:1	25 (20 in case one of the children has special needs)	Teacher aids: secondary education; Teachers: a four-year master degree (since 2007); Teaching staff also receives additional training.
RO	20:1 (average; not regulated)	Not regulated; in practice about 20	Graduate in pedagogic high school
SI	16:1 (average; not regulated)	28 (based on information of Ministry of Education)	Teachers: higher education or university degree (50%), assistants: upper secondary education (50%)
SK	25:1 (average 23:1)	25	Secondary pedagogic or tertiary education
FI	Locally defined; average 9.2:1	Not regulated	University degree or post secondary vocational diploma or a vocational qualification suitable for tasks, as well as competence to function as leader of a group of children, achieved either by education or work experience
SE	9:1 (6-8 year olds; OECD) 21:1 (9-11 year olds: OECD) 20.9:1 (average)	36.7 (average; not regulated)	University pedagogic degree (60%), other education 40% (upper secondary level)
UK	Only regulated for children under 7; Age group 3-7: 8:1; the ratio for those aged 3 or older increased in 2008 to 13:1 between 8am-4pm where the setting employs a Graduate leader. No statutory requirement for child to staff ratios for children aged 8+; providers are encouraged to ensure that there are a minimum of two staff on duty at any time with the recommended level a ratio of 10:1.	Not regulated	National standards for childcare set minimum qualification levels with a focus on level 2 (intermediate), which equates to approximately one year of workplace-based training on a series of modules, and level 3 (advanced), which requires approximately two more years of such training and denotes competency for skilled and supervisory positions.
HR	20-25:1 (average; not regulated)	28	University degree
FYROM	Not regulated	Not regulated	

IS	13-15:1 (for most children)	Not regulated	Defined by municipalities; in Reykjavik goal is a third of staff have a university degree. There are no requirements regarding the other two-thirds of staff, except following a job-related course
LI	5:1	10-13 average	Upper secondary education
NO	18-19:1	Not regulated	The majority of employees has secondary education
TR	Not defined	Not defined	

1 No information available for the French and German communities
Source: National reports (May 2011)

Overall the scores seem to suggest that the quality of out-of-school services still lacks clear standards. Depending on the specific national situation, the scores are set with regard to educational level of the staff and the child-to-staff ratio. In effect the diversity is large, perhaps partly explained by the public profile of child-care services, the overall educational system and the financial restriction of social policy. In addition, it is difficult to assess the scores on the different dimensions. In Sweden for example the educational qualification for the childcare staff are rather high (which should be rated positively from a quality point of view), yet the maximum group size is clearly above average (which should be rated negatively). In order to assess actual performance one overall quality measure of out-of-school services might be useful. On the basis of this measure, the best scoring countries could be identified. Such a measure might also be a useful instrument in monitoring progress.

Composing a measure of structural quality

In order to make an inter-country comparison and to rank the countries on the quality score, the three indicators have been integrated into one measure. As these indicators are measured in different ways, they have to be standardised. Given the limited data and the nature of the measurements the three aspects have been indexed with a value between 1 and 5. The child-to-staff ratio is indexed as follows: first the child-staff ratio's in the Member States are arranged in a numerical sequence from high to low, secondly this sequence is equally divided in five categories. The first category includes the 20% highest numbers in the sequence; if the ratio of a Member State falls within this category the child-staff ratio is indexed as one. The last category includes the 20% lowest numbers in the sequence; if the ratio of a Member State falls within this category the child-staff ratio is indexed as five (viz Stoel 2011).

The maximum group size follows the same index method as the previous factor; first the maximum group sizes in the Member States are arranged in a numerical sequence from high to low, secondly this sequence is equally divided

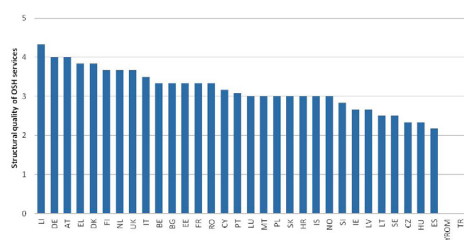
in 5 categories. The first category (receiving the score of 1) includes the highest numbers in the sequence, the last category (receiving the score of 5) includes lowest numbers in the sequence. The index method for the qualification of staff is somewhat different than the other two variables. Qualification of staff is not measured in numbers, therefore it is not possible to simply rank countries. Nevertheless, it is possible to divide the qualification in five categories. Scarr et al. (1994), for example, categorized the qualification of staff, by developing a sequence in the level of training and education. Subsequently this sequence is divided into several categories, the first category considers no or very little training or education, and the last category includes the highest level of training and education possible. A summary of the measures is included in box 3 and the country scores on each of these three measures are presented in appendix 3.

Box 3 Indicators and measurement of quality of out-of-school services

Indicator	Definition	Scores
Child-to-staff ratio	The maximum number of children that can be placed under the responsibility of one adult.	1. 28 - 32
		2. 23 - 27
		3. 18 - 22
		4. 14 - 17
		5. < 13
Maximum group size	The maximum number of children situated in one group in an out-of-school service	1. >30
		2. 28 - 30
		3. 25 - 27
		4. 22 - 24
		5. 19 - 21
Qualification of staff	The general education and specialized training of the staff.	1: No training or degree
		2: Lower or informal training/ experience
		3: Secondary school/ college
		4: Bachelor's degree
		5: Master's degree

To calculate the structural quality index, in the first step a simple average score was calculated by adding the scores on the three indicators and dividing this by 3. The results are presented in Graph 8 (absolute scores are included in appendix 3). Based on this calculation, Liechtenstein has the highest level of quality of out-of-school care in Europe, followed by Germany and Austria and – at some distance – Greece and Denmark. Liechtenstein, Germany and Austria score high on child-to-staff ratio and maximum group size, Greece and Denmark perform particularly well on the child-to-staff ratio. In this calculation, Spain has the lowest score: the child-to-staff ratio is high, the group size is large and the level of qualification of the core staff is low. The scores are also low in the Czech Republic and Hungary. Whereas Hungary scores well on the qualification of staff, the scores are low for child-to-staff ratio and maximum group size. The Czech Republic scores below average on the child-to-staff ratio and maximum group size.

Graph 8 Average score on quality of out-of-school services of European countries

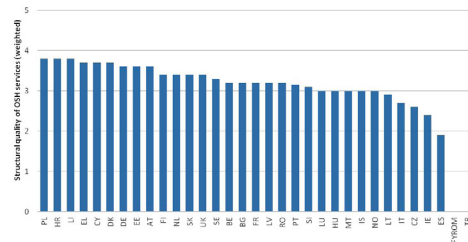


In Graph 8 the country scores on the quality of out-of-school care are calculated by simply taking the arithmetic average of the three indicators. It might be argued, however, that the factors should be given a different weight. In the literature there seems to be consensus that the qualifications of staff are the most important factor of quality, followed by the child-to-staff ratio and the maximum group size (e.g. Scarr et al. 1994; Thomas Coram Research Institute 2002). Therefore, a second index was calculated in which the indicators receive a different weight: the child-to-staff ratio and maximum group size counted for 1/5, whereas qualification of staff counted for 3/5. As a result, the score on the quality index changes slightly, as can be seen in Graph 9. As a result of the higher weight for the qualification level of staff, Poland, Croatia and Liechtenstein now rank highest. Also Cyprus and Greece rank high in this second index. Spain remains at the lower end, followed by Ireland, Czech Republic and Italy. Interestingly, the link between availability and quality seems rather weak. From the list of countries with a fairly full coverage (Denmark, Sweden, Iceland, Norway, Netherlands, Hungary, Slovenia and Slovakia) only the Netherlands and Denmark seem to score in the upper part of the quality ranking. In contrast, Poland, Cyprus and Greece seem to combine a rather low score on availability with a relatively favourable score on quality.

Summarising the current state of affairs, it appears that in a large number of countries, the quality of out-of-school services is not fully regulated. This refers to both the child-to-staff ratio, the maximum group size, and the qualification of staff. In addition the diversity between countries is huge; there is a large gap between

the situation in Liechtenstein in which 2 to 3 educated teachers are in charge of 10-13 children and the situation in Spain where one carer (without a regulated education) has to cover a group ranging from 10 to 25 children, depending on the region and/or the regulations set by parents associations. If quality is measured by one common indicator, it appears that the country scores on availability are not a good estimate for the country scores on quality. In effect, the relationship between quality and availability is rather weak.

Graph 9 Weighted score on quality of out-of-school services of European countries



3.2 Out-of-school services: affordability

Another important issue refers to the affordability of services. Out-of-school services are time intensive and therefore rather expensive, especially in countries with a fairly equal income distribution. In order to stimulate the use of services and to make them accessible for all (working) parents, in most countries the costs of out-of-school services are partly subsidised by the public. Subsidies may be paid through direct payments to parents or providers, through tax concessions, reduction in social contributions or by issuing a voucher for the purchase of services (Cleveland and Krashinsky 2004). Financial structures may be very complex and there is large variation between the countries in the actual design. In addition, there may be large variations within the countries as local authorities are often involved in providing subsidies and the pricing of services. As a result, comparability of the costs paid by parents is limited. In trying to come to terms with the complexities of the financial structure, the OECD uses the concept of overall costs. This is “a broad measure that aims to encompass all relevant cost components irrespective of their label or the way they are administered in a particular country. It thus includes fees minus cash benefits, rebates and the value of any tax concessions” (Immervoll and Barber 2005: 12). The study, which focuses on centre-based childcare for the age group 0-2 year olds, shows that net childcare costs are high in many OECD countries: “typical out-of-pocket expenses for two pre-school children can add up to 20% and more of total family budgets” (ibid: 4). Un-

til now, the costs of out-of-school care have not been investigated on a comparative basis. OECD (2011), for example, only provides data on the costs of childcare for children aged 2 and 3. It has also proved impossible to use the national sources in a comparative way. As a result, this section aims to provide information on the costs made by parents for out-of-school care, based on the expert’s assessment of the national situation. Box 4 summarises the more qualitative information that is available on the issue of costs of out-of-school care.

Again the differences within the EU seem large: in some countries the services are free of charge, while in other countries parents pay a considerable amount of money, creating a definite barrier to accessing paid employment. Part of the variance may be explained by the specific image of out-of-school services. Services that are closely related to the educational system may be defined as a rather public responsibility and as such, may be provided for at low prices. In Estonia for example, schools may offer out-of-school services by means of a long day group. Most of the long day groups are assumed to be free of charge, only the costs of the second meal are covered by the parents. In Lithuania out-of-school services offered by public schools are free of charge, though access is rather limited, opening for only 2-3 hours per week. In Greece the optional schedule of all-day public primary schools is free of charge and this is also the case for about 90% of the out-of-school services called ‘KDAP’ (Centres for the Creative Occupation of Children). Some KDAP charge a fee, which seems to vary from 20 to 60 euro per month.

In another set of countries, parents pay for out-of-school services, but on a sliding scale taking into account family income. In Germany for example, the majority of cities and Länder grade fees of subsidised childcare according to family income. Differences may still be large however. In France, the costs of out-of-school care in pre-primary and primary education are set by local councils, often with a sliding scale, taking into account family size and income (quotient familial). In the Netherlands parents with the lowest household incomes pay about 8% of the actual childcare costs, whereas those with the highest incomes pay more than 40%. Another example is Portugal, where families do pay a means tested amount fixed by the management of each Centre, taking into account national regulations. In Denmark lower-income groups may be exempted from paying a fee. In Finland parents can apply for a lower fee or no charge at all, whereas in Norway, some out-of-school services have free slots.

Some countries try to regulate the prices by setting a maximum to the fee. This is for example,

the case in Sweden, where a maximum fee was introduced for school-age childcare on 1 January 2002. In the Czech Republic the law sets the maximum prices of the services of school clubs, leisure clubs and schools of arts. As a result the prices are estimated as rather low – although they are not means tested. Yet another example is Slovakia, where School clubs established by municipalities and public bodies (which is the majority of the school clubs) may charge a monthly fee of up to 15% of the subsistence minimum for a child.

A few EU Member have introduced a voucher system. In Luxembourg, this voucher system, 'Chèque-Service Accueil', was designed in 2008 and introduced on March 1st 2009. This system entitles every child (0-12 years old), regardless

of the income of the parents, at least 3 hours of weekly home assistance (in nurseries, day care centres day nurseries and 'maisons relais'). Additional hours are charged at different (increasing) rates. Beyond 60 hours of care per week, parents pay the full rate. In Germany in January 2011 the Education Benefits Package was introduced with the aim to improve social integration of children from lower income families. These families get an education card which can be used for different benefits categories, including school and day-care trips and lunch at school or at the day-care centre. There is no money on the card, the card only entitles to services in kind. Local authorities are responsible for implementing the actual package. As the card is only recently introduced, the success of this new instrument is not yet clear.

Box 4 Affordability and price of out-of-school services.

BE	In 2006, tax deductibility of childcare costs was extended to children aged between 3 and 12 years of age. This is especially beneficial for parents with high incomes. Parent fees have gone up which again penalizes the lowest income categories. On average, per hour EUR 0.68 is charged. On school-free days and during holiday periods the minimal parental fee is fixed at EUR 7.51 and the maximum at EUR 12.28 for a full day. For a half day the respective amounts are EUR 3.78 and EUR 6.15. Finally, for a stay of less than three hours, the minimum and maximum are EUR 2.51 and EUR 4.08 respectively (Meulders and O'Dorchai 2008).
BG	The schools are one of the institutions providing out-of-school care. They are financed by the state and municipality budget. The other providers of childcare services are the so-called 'service organizations', recognized as out-of-school providers. Prices of supplied services vary; prices of private out-of-school care are higher compared with those provided in school or by the municipality. The affordability of out-of-school forms is a problem for low-income families and families with more children.
CZ	The law sets the maximum prices of the services of school clubs, leisure clubs and schools of arts, which is 80% of the real average expenses per pupil in the last school year in school clubs and leisure clubs and 110% in schools of arts. The average price per month for the use of school clubs is about 200 Czk (about EUR 8) and in the case of leisure clubs it is about 300 Czk (about EUR 12,5) (Czech Statistical Office; Kuchařová et al. 2009). The prices are not means tested, they are flat rated. Given a minimum wage of 8 000 Czk (about EUR 333) the use of school clubs might represent some financial burden for parents on the minimum wage or for households with no employed adult. For those with average wages, the fee is very low and affordable.
DK	The out-of-school care is rather expensive given the fact that only a few hours per day are covered. Poor families or families who have an extra social political need can have free care.
DE	Schools are free of charge. However, fees are demanded at the moment when public out-of-school services are required – either within the school or outside school. The majority of cities and <i>Länder</i> grade the fees according to the family income.
EE	There are no regulations regarding the costs of the out-of-school services for the parents. Most of the long day groups are assumed to be free of charge, only the costs of the second meal are covered by the parents.
IE	Irish people are paying almost twice as much as the EU average for childcare, and the cost of childcare in Ireland is among the highest in the EU. This high cost of childcare has a particular effect on low-income households and creates a definite barrier to accessing paid employment, education and training.
EL	Attendance of the optional schedule of all-day public primary schools is free of charge. This is also the case for about 90% of KDAP. However, some KDAP ask for fees ranging from EUR 20 to 60 per month.
ES	The care which is considered to be out-of-school care of children older than 3 years-old is not included in the general services of pre-primary and primary education. Thus, its affordability depends on general prices of the services provided by these centres, which vary significantly between public and private services, by region, the urban or rural context, the kind of activity, the moment of the year, etc. During the school year, the participation in an activity one hour a week may vary from EUR 15 to 60 a month, depending on the age, the activity, etc.
FR	The cost of out-of-school care for school-going children is set by local councils, often with a sliding scale, in line with a family income splitting system (quotient familial), which is a tax system that takes into account size of family and income.
IT	Parents may be asked to contribute for the provision of services beyond schooling hours. In the academic year 2009/2010 the average cost paid by families for school extra is EUR 346 per year, with families in the North regions paying the highest fee (EUR 372) and families in the South the lowest (EUR 291).
CY	The cost of public and community out-of-school part-time care is not high. All-day voluntary schools are free, with the exception of the cost for lunch which may be subsidised for low income families. Community centres charge an income-based fee, which is quite low compared to fees in the private sector. Parents Associations, operating care centres extending school hours, charge a low fee mainly to cover the operating costs. Private care centres are much more expensive. Private kindergartens charge fees ranging from EUR 180 to 250 monthly for half a day (until 1pm) per child.

LV	There are no regulations on prices of out-of-school childcare services. Every school or other institution that offers childcare may freely set prices for the offered services (with the exception of fully subsidized services). The prices therefore vary widely, depending on school's financial resources, number of children in a group, duration of 'after-school' activities, and type of services offered.
LT	The out-of-school services provided by public schools are generally free of charge. But accessibility to these services is limited to 2-3 hours a week. The average price of music, arts and sports arrangements depends on the provider, qualification of teachers and etc. Some schools provide supplementary care for children. Generally they vary from EUR 10 to 60 per month. Some schools also provide meals for children for particular fee. The meals are free of charge for children from low income families.
LU	The voucher system 'Chèque-Service Accueil' was designed in 2008 and was introduced on March 1st 2009. This system entitles every child (0-12 years old), regardless of the income of the parents, to at least 3 hours of weekly home assistance (in nurseries, day care centers day nurseries and 'maisons relais'). In addition to this, 21 hours are at a discount price (EUR 3 maximum per hour). The following hours would be charged at a familial rate (EUR 7.5 maximum per hour). Beyond 60 hours per week, parents pay the full rate.
HU	The cost of childcare is financed mainly from three major sources: central government, local authority funding and users' fees. The majority of after-school care providers are maintained by local governments and offers free services. Parents have to contribute for food costs only. These costs cannot be higher than 20 per cent of the family income and most children are eligible for some kind of allowance. In addition, the share of private after-school services is increasing, which is more expensive.
MT	There is hardly information on the costs of out-of-school care. Some services may be subsidized by fiscal measures. Fiscal incentives have also been introduced for women to remain in or return to the labour market. In addition, employers can deduct costs for childcare.
NL	Since the introduction of the Childcare Act, childcare services became more affordable. Parents with lowest household income pay about 8% of the childcare costs, whereas those with the highest incomes pay more than 40%. In practice, parents with higher incomes pay relatively more for the first child, but still get substantial refunds for the second and further child.
AT	The costs vary substantially according to the place of living (town size and Länder). Low income groups and high income groups spend more (EUR 126 and EUR 131, respectively) than medium income groups (EUR 79). Thus, in absolute as well as in relative terms, low income households pay high costs for external care. Prizes are usually given according to all-day and half-day attendance. In total, parents' contributions amount to 10% of public childcare institutions' costs.
PL	School-based childcare services (<i>światlicas</i>) are free of charge, except for some extracurricular activities, special excursions and meals that incur a fee. In many schools the Parent's Council sets a small, often voluntary, donation (ranging from 10 to 200 PLN per school year – or about EUR 3-50). In non-public schools, participation in <i>światlicas</i> is either included in the tuition fee or incurs an extra charge. Privately operated <i>światlicas</i> or before-and-after school clubs provide a range of options and fees for parents, ranging from hourly, daily, weekly, to monthly and annual charges. For a minimum wage earner the monthly cost of privately run care is virtually unaffordable, as it ranges between 30% and 50% of gross income (for one child). For an average wage earner the situation becomes more affordable, as it can take up between 12% and 22% of gross income (for one child). Thus, parental income, as well as the number of children in the family requiring care, strongly influence whether private before-after-school care is affordable.
PT	The out-of-school services are mostly public or state funded. Most of the out-of-school services provision is upheld by the solidary network, supported by the state and the families. Besides the state's subsidies, families also pay a means tested amount fixed by the management of each Centre, taking into account national regulations. The amount of monthly fees paid by each child is income related. Depending on the level of the household income, the percentage varies proportionally, between the lower rate of 12.5%, and the higher rate of 22.5%.
RO	The costs of after school programmes differ considerably and seem to range from 500 to 2000 LEI /month (between EUR 120 - 500). In 2010 the total monthly average income was 2308 LEI per household (around EUR 500). This implies that quite a number of families cannot afford out-of-school care.
SI	The price of the childcare in public subsidised kindergartens depends on the monthly gross income of families and number of family members. According to the Law on Kindergartens, parents with one child or more enrolled in kindergartens from September 2008 pay the fee only for the oldest child. Parents who receive financial social assistance do not have to pay the fee.
SK	School clubs established by municipalities and public bodies (i.e. the vast majority of the school clubs) may charge a monthly fee of up to 15% of the subsistence minimum for a child. The school clubs of other public providers may charge a fee of up to 7.5% of the subsistence minimum for a child. The fee can be lowered or omitted if the parent receives social subsidy in material need. Currently the subsistence minimum for a child is at EUR 84.61 which means that the school club fee can be maximally EUR 12.69 monthly. This represents approximately 1.65% of the average wage in 2010.
FI	Basic Education Act stipulates the maximum fees charged for the before and after school activities, but within these limits, local municipalities can decide on the fees by themselves. The maximum fee for 570 hours a year (three hours a day) can be EUR 60 per month), for 760 hours a year (four hours a day) EUR 80. There is no maximum fee if care is arranged for five or more hours a day. The fee of before and after school care is not income-based in the way the day care fee is. However, in cases where the family has a low income, parents can apply for a lower fee or no charge at all.
SE	On 1 January 2002 a maximum fee was introduced for school-age childcare. Households with an income of over SEK 42,000 (around EUR 4,740) per month pay at most the maximum fee (SEK 840 for one child), corresponding to about 2% of gross income. Other households pay at most a certain percentage of their gross income. The introduction of the maximum fee meant a reduction of the fees for a large proportion of households.
UK	Childcare places are expensive and the cost continues to rise consistently ahead of the inflation rate since monitoring commenced under the National Childcare Strategy (Daycare Trust 2008). Costs are highest in England for out-of-school care, particularly in London and the South-East. More recently, a survey by the Daycare Trust found the average cost for one week of childcare for one child during the school holidays, for example, was £93 (about EUR 116) although parents faced different charges depending on where they lived. There are also variations in cost depending on the type of care and age of child. For example, full-time, pre-school childcare is more expensive than out-of-school for school age during term-time and full-time out-of-school in holiday time is more expensive because of the longer hours that are covered.

HR	The decision on organisation and financing of the service is left to the local government. As a result, parents' co-financing in costs of programmes of extended stay and whole day education differs from one municipality to other.
IS	In Reykjavik the price of keeping a 6-9 year old child in an out-of school shelter for a month (not counting special school-holidays) is around 10.000 IKR (about EUR 65) for the school year 2010-2011, independent of income of parents. Parents get a 75% rebate for a second child and a 100% rebate for a third child. Minimal wages in Iceland, before taxes, for a full job, were 165.000 IKR a month in the same period. Research shows that only a minority of parents finds the services too expensive to use.
LI	Whereas attending primary schools (as well as nursery schools) is free of charge, childcare services are rather expensive in Liechtenstein. In general, costs are dependent on the parents' income. Depending on the level of income, at least EUR 100-160 of monthly costs have to be paid for by the parents themselves.
FYROM	The fee for a full-day KG stands at about 1500 DENAR per year (EUR 25), which is high for many parents
NO	According to the law, all municipalities have to offer out-of-school services (SFO) and costs are strongly subsidized by the national and local budgets. Moreover, it is stated that the municipality can, but does not necessarily have to, charge for SFO. There are considerable geographical differences in the prices parents pay. The average price for over 15 hours a week was 1315 NOK per month in 2002 (1538 NOK (EUR 1280) in 2010 prices) and the most parents paid was 3590 NOK per month (4200 NOK (EUR 3360) in 2010 equivalents). Some SFO's have discounts and/or free slots.
TR	Private kindergartens and crèches have different enrolment fees depending on the quality of services provided, the socio-economic situation of the settlement area and the number of children being enrolled per family. Private institutions or schools providing services for school-going children assign different levels of activity fees.

Source: National reports (May 2011)

In summary: there is little reliable information on the affordability of out-of-school services. On the basis of national assessment, it seems that in several countries the parental fee is fairly low as the services are defined within the context of the educational system. In other instances, however, especially in countries with a less developed childcare system or in countries with a strict line between the education and the care system, prices may be rather high creating a barrier to labour force participation and/or creating an incentive for a heavy involvement of other (informal) services.

3.3 Out-of-school services: public perspective

Obviously, differences in quantity, quality and affordability of out-of-school services are the result of different development paths, influenced by a range of inter-related economic, social and cultural factors. An important factor in this respect is the public perspective on out-of-school services. In general, the attitude towards out-of-school services seems rather positive. At least the attitudes towards the use of services for school-going children seem less restrictive than the attitudes towards the use of services for children aged 0-2. Nevertheless, in a few countries, out-of-school services are not well accepted. In Malta, FYROM and Turkey for example, attitudes are rather negative even in relation to services for school-going children. In Malta, informal care, provided by a grandmother, is preferred after the care of the mother. In Turkey, research has shown that the main reason why women do not enter the labour market is the need to take care of their home and family. Apparently in these countries the substitutability of women's own time for external services is low. Also in other countries, where childcare for older children is

relatively well accepted, there may be normative restrictions in the sense that children should not spend too many hours in out-of-school services. In the United Kingdom, for example, out-of-school care is accepted but there is a preference for the part-time use of provisions in combination with part-time employment of mothers, particularly for children of primary school age or younger. A similar situation is found in the Netherlands, though the attitudes seem to become more relaxed. In a few countries there are clear differences between regions. An example is Germany where in West Germany attitudes are more traditional than in East Germany. Also in Croatia attitudes differ within the country.

The public perspective of out-of-school services is likely to be related to the prevailing norms on gender roles. In countries that are more traditional with respect to gender roles, there is often little state support for childcare (e.g. Italy, Ireland and Czech Republic). In these countries childcare is not considered a government responsibility, but the responsibility of the families, or rather, the mother. This makes it difficult to combine work and family for young parents and female labour participation is often lower in these countries, particularly amongst women with young children. On the other hand, there is the case of Finland, where (full-time) labour participation among women is high (>85 percent) and where before and after school activities are also scarce. In Finland the issue is not so much whether to work or not, "but rather whether one has to worry or not on how one's children are coping, while oneself is at work" (Finland's country report). All these examples indicate that culture, norms, values and beliefs on whether or not a mother should work and how much she should work, have a large impact on actual policy and, as such, on the availability and affordability of childcare services.

Box 5 provides a short summary of the public perspective on out-of-school services for three countries - the Czech Republic, France and the United Kingdom - in which the provisions and debates are very different, but at the same time typical for certain groups of countries. The description of the Czech Republic applies for a large part also to countries as Italy, Estonia, Turkey, Malta and Cyprus, where traditional gender roles prevail. The description of France applies partly to the Nordic countries, Belgium and Latvia where female participation rates are high and most parents both work fulltime. While the countries differ in the way childcare

is arranged (state supported in Belgium, France and the Nordic countries, but not very well-developed in Latvia) the debate about the effect of full-time working parents on children's development seems fairly similar. Finally, the situation in the United Kingdom is described. This description also applies to countries like the Netherlands and Germany, where the state supports childcare, female employment rates are average to above average and a substantial share of women work part-time. These are also countries in which the discussion about childcare is focused on quality and attracting qualified staff.

Box 5 Public perspective on out-of-school services in three representative countries

Czech Republic	Out-of-school provision with respect to employment is neither an issue of debate nor of research. There is no direct (financial) support for parents from the state. The impact of parenthood on women's labour market participation is 40 percentage points, which is one of the highest in Europe. At the same time, mothers' willingness to work is very high. Low availability of part-time work and flexible working hours inhibit mothers from entering the labour market.
France	In the majority of the families both parents work full-time (>40 percent). The state provides childcare for all children. Schooldays are very long; many schools are open between 8am and 6.30 pm. These long school days seem largely determined by parents- and employers' wishes, instead of children's needs. There is much debate on whether this is good for the children.
United Kingdom	The female employment rate is increasing, but most women work part-time. Childcare and out-of-school services are subsidized by the state and low income families are eligible to receive financial support. Out-of-school provision has increased and on average, 1-in-8 schools provide extended out-of-school services although this is often on a part-time basis (e.g. only on some school days or for part of the holidays). There are difficulties with attracting qualified staff. Childcare is a low-paid female-dominated job and staff turnover rates are high.

3.4 Summary

Little is known about the quality and the affordability of out-of-school services within Europe. As a first attempt to assess the current state of affairs, box 3 and box 4 provide a summary based on national sources. With regard to quality it appears that out-of-school services still lack clear standards. In several countries the educational level of the staff and the child-to-staff ratio are not regulated and depend on local circumstances. In effect, the diversity is large, perhaps partly explained by the public profile of childcare services, the overall educational system and the financial restriction of social policy. It also appears that the link between availability and quality is rather weak; from the countries with a rather full coverage (Denmark, Sweden, Iceland, Norway, Netherlands, Hungary, Slovenia and Slovakia) only the Netherlands and Denmark seem to score in the upper part of the quality ranking. In contrast, Poland, Cyprus and Greece

combine a rather low score on availability with a relatively favourable score on quality. With regard to affordability, in most countries out-of-school services are subsidized in one way or another. There are large differences, however in the actual financial programme. In some countries out-of-school services are considered inexpensive as these services are offered as part of the (public) educational system. In other countries however, the services are seen more as a private responsibility, resulting in high prices for working parents. Presumably, norms and values, in combination with practical considerations, have a large impact on actual policies and as such on the availability and affordability of childcare services.

4. Out-of-school services: achievements and challenges

Affordable, high quality out-of-school services are an important facility for working parents. Although it is difficult to get an exact overview due to severe data restrictions, our analysis so far suggests that the provision of services differs greatly over Europe, both with regard to availability, quality and costs. Section 4.1 will first address the developments and ambitions of the European countries regarding the provision of out-of-school services. In section 4.2 other policy issues regarding out-of-school services will be discussed, namely the quality of services, flexibility and the provision of services for (young) teenagers.

4.1 Out-of-school services: developments and ambitions

In the majority of European countries, out-of-school services seem to receive much less attention than childcare services for the youngest age group. For school-going children the main emphasis in terms of childcare services is on the educational system. This might be a matter of time, though, with out-of-school services developing further in the wake of a more developed childcare system for the youngest age group. In the following sections, developments and ambitions of the European countries regarding out-of-school services will be addressed. Different strategies seem to take shape. A first strategy which is visible is the extension of services in terms of both pre-primary education and out-of-school services. In addition, governments may invest in re-organising current services by extending opening hours of schools. Not all countries, however, follow a growth strategy. In some countries there are no clear developments with respect to out-of-school services and the level of services is even deteriorating.

Extending services: pre-primary education

Several countries have extended the provision of pre-primary education. This may take the form of making pre-primary education compulsory and/or extending the number of available places. The main arguments in favour of extending pre-

primary education are generally related to social inclusion and child development. Participating in pre-primary education prepares the child for compulsory education and as such, increases the chances of a successful educational career. In Austria, since autumn of 2009, the federal state and the provinces have jointly provided half-day attendance (20 hours per week without lunch) for the last year of kindergarten free of charge. From 2010/2011, half-day kindergarten attendance (minimum 16 hours) is obligatory for children at the age of five. The Ministry in charge explains this intervention by relying on evidence that it is mainly children from socio-economic weak families and migrant children who are not being cared for in kindergartens. As these institutions are regarded important for the development and the competence to attend school, attendance was made free of charge and obligatory. In the United Kingdom the launch of the National Childcare Strategy (NCS) in 1998 marked a shift in government policy and resulted in some significant and positive reforms to pre-school childcare services and other reconciliation policies. Under this Strategy, free part-time, pre-school nursery education for 3-4 years olds was expanded substantially. In September 2010 this free childcare was extended from 12.5 to 15 hours a week over 38 weeks of the year. Moreover, the government has announced a commitment to fund free part-time nursery places for up to 20,000 two year olds.

In Poland, before the school year 2003-2004, all 6 year olds had the right to a place in preparatory school year in grade zero, which since 2004-2005 became obligatory. Reforms further lowering the age at which children begin compulsory pre-school education in grade 'zero' and school-level in grade 'one' are phased in over a three-year period: in the school years 2009-10 and 2010-11 all 5-year olds have the right to a preparatory school year, and in the following year 2011-12 all 5-year olds will be required to attend grade zero. Similarly, compulsory education at primary school level in grade one will be lowered from 7 to 6 years of age. Discussions of future reforms consider extending the right to pre-school education to 4-year olds. In addition, a recent proposal concerns minimum

pre-school instruction hours during the obligatory preparatory year in grade zero. The project is currently debated among other governmental departments and social partners, and, if passed, would come into effect with the new school year. The change would mean that, on average, the weekly number of compulsory instruction hours in alternative pre-school service would increase by 2.13 hours.

Extending services: out-of-school-services

In addition to extending pre-primary education, governments may invest in increasing the provision of out-of-school services. A clear example is the Netherlands, where the number of places for school-going children has increased considerably. This increase is related to the introduction of the Child Care Act in 2005. With this introduction, the financial organisation of the childcare sector changed from a system of supply-financing to one of demand-financing. Another factor was the introduction of a motion of the socio-democratic and liberal party obliging primary schools since the school year 2007-2008 to offer pre- and after-school care in case the parents request this. As a result, the number of places in out-of-school services has more than doubled between 2004 and 2009. As in the Netherlands childcare places are mainly used on a part-time basis, the actual number of enrolled children is higher than the number of available places. The coverage rate is now about 22%. Also in Luxembourg the availability of out-of-school services has increased rapidly over the last few years. A particular form that has grown is the 'maisons relais', which were created in 2005 in response to the increasing demand for childcare. The maisons relais offer childcare for children up to the age of 18. In accordance with the law, the maisons relais have to supply care for at least 200 days and for over 500 hours per year. Moreover, in order to extend and promote the extension of the opening hours of these care structures, the Ministry encourages that the maisons relais cover the following schedule: from Monday to Saturday including between 07.00 and 19.00. Between 2005 and 2010 the number of places has increased from 8000 to more than 23,700. The large majority of these places are occupied by school-going children.

Another country where the level of provision has improved is Finland. Contrary to the other Nordic countries, the number of out-of-school services in Finland has been rather low. This was related to Finnish culture which emphasises children's initiative and independence at an early age. However, there has been some gradual change in this climate and the 'lone afternoons' of young schoolchildren has become an issue since the late 1990s. Since then the number of children

in out-of-school services is growing. Among the pupils in the first grade of school, the share of those participating has increased from 40.7% to 48%, and among second grade pupils, from 22.5% to 27.3%, respectively. It is expected that the rates will increase further. The Policy programme for the well-being of children, youth and families, attached to the (past) Government Programme, emphasised the need for measures to ensure a place in before and after school activities for all young schoolchildren.

Reorganising current services: extending opening hours of schools

Another policy line is to re-organise current services. In the majority of countries the opening hours of schools are part-time. A more full-time coverage of the school day might be extremely helpful in the daily life of working parents. Moreover, the importance of extending school hours has become an important element in the debate about child development and social inclusion. In effect, it appears that extending the opening hours by introducing all-day schools is on the policy agenda in several countries. In Germany, the federal government and the Länder have invested substantially in an infrastructure for all-day education and care. Important reasons for this investment are to develop a better support-structure for working parents and to provide additional support to children from socially disadvantaged families. An all-day school is a school, which offers school for seven hours and provides lunch at the full-time days at least three times a week. Opening times on these full-time days are 07.00-16.00. There are three different forms of all-day schools: in the *fully bound form*, all pupils are obliged to make use of the all-day offer; in the *partially bound form*, part of the pupils (e.g. individual class units or grades), are committed to making use of the all-day offer; in the *open form*, the all-day offer is made available to the pupils on a voluntary basis (KMK 2011). In Greece all-day schools have been implemented since 1998-1999, with opening times between 07.00 and 17.00. This extended time schedule includes the mandatory schedule and optional morning and afternoon bands. The optional bands offer the option to do homework under supervision of the teacher. Teachers may also provide additional courses such as literature, foreign languages, computers, sports, dance, and applied arts and music. The specific schedule depends on the number of children that participate. For example, the optional morning band, which is from 7.00-8.00 in the morning, is conditional on the participation of at least 5 children. In 2009-2010, almost 80% of all public primary schools offered an extended time schedule. In Portugal, a full-time school schedule was implemented in primary schools for children aged 6-10 in 2006.

All primary schools now have to offer curriculum enhancement activities between 15.30 and 17.30. As part of this new model, schools should also supply lunches to all children.

In Liechtenstein the Day-Care association (a private initiative) has offered day structures for pre-primary and primary schoolchildren in five municipalities (of 11) since 2009. The term 'day structure' is an umbrella term for combined teaching and day care offerings for pre-primary and primary schoolchildren. The participating primary schools and kindergartens work together with the Day Care Association and the services offered by the day centres range from early-morning childcare before school starts to lunch to afternoon childcare including help with homework. The aim of this concept is to create a day structure supplementing school for children from the age of four to the beginning of the secondary school level. In addition, 'day schools' projects are introduced in a few schools until 2011 as a pilot project. The educational concept allows children to be taught in mixed age groups. In the first year 14 children from three year groups (Kindergarten 1 + 2 and year 1) are put together in one class. Moreover, the children have the option of using a structured daily schedule (from 07.30 to 17.30) including organised lunch and supervised learning and leisure time. Children of parents who do not opt for the 'day school model' have the possibility to attend a pre-primary or primary school which does not participate in this pilot project. Currently about 70 children attend such a public day school in Liechtenstein. Day schools are not an alternative to day structures, but rather a supplementary offering. While day structures offer care outside of school hours (day care, homework hours at school, etc.) that can be put together as needed, day schools must be considered a comprehensive model.

In Cyprus the creation of All-day Schools in pre-primary and primary education has been an important new development in increasing the coverage in formal childcare. Despite a positive assessment of this policy and high demand of out-of-school care for school-going children, All-day schools are receiving mixed reviews from parents. For the last five years, the number of voluntary All-day schools has been decreasing. The Comprehensive All-day schools, in which attendance is obligatory, are, with one exception, concentrated in rural areas. The position of the Ministry of Education and Culture is that it will not impose a top down approach, but will allow each local community and its stakeholders to decide. Therefore, the initiative of turning part-time schools into All-day schools needs to come from the schools and Parents Associations. There are no initiatives to expand All-day schools to cover lower secondary schools and out-of-school services for teenagers (covering the age

category 12-15). A recent new development is the provision of free transportation of children by school buses.

In Estonia the ministry of Education and Research launched a pilot project in 2007 to support the creation of long day schools in 54 schools. The long day schools operated until 18:00/19:00. An important reason for this pilot was to support families in work-family reconciliation. The project proved to be successful and there was extensive interest by the schools (applications from about 23% of all schools). The project was, however, continued only in 2008. Also in 2007 the Tallinn City Education Department together with the School Managers Association decided that organizing long-day groups should be compulsory to all schools. The town should provide each school with finances to cover the labour costs of two persons so that each school could organize at least two groups with 30 children for at least six hours per day. However, the services are still in short supply. Provision of long-day-groups for all children is now stated as one of the main aims to be achieved in 2010/2011. A final example is Croatia, which has two systems of extended schooldays. The first is extended stay which enables children to stay at school before and after the regular lessons. A second system is whole day teaching, which is a combination of class lessons and organized recreational off-time throughout at least eight hours daily (as a rule from 08.00 a.m. to 16.00). Extended stay is conceived as a transitional form of organization towards a system in which all pupils will be covered with the system of whole day education. Currently, about 12% of the children have extended schooldays.

Co-ordinating services

In addition to reorganising education or care services, the available services might also be better coordinated. In Spain, for example, in several municipalities efforts are made to co-ordinate out-of-school services provided by the education centres with other out-of-school activities offered to children by other public institutions, such as public sport centres or public arts institutions. Although these services are not new, the rethinking of how to coordinate the use of these services with the education centres is new. Even if it is in an experimental phase in most places where it is being developed, it seems a strategy to coordinate efforts in the triple field of labour participation (and reconciliation), children's development and social inclusion. In Bulgaria policy presented by the Ministry of Education aims to create 'centres for personal development and creation', where childcare services will be provided. In these centres local, regional and district efforts should be integrated in order to develop

inter-sectoral policies for childcare. The current out-of-school institutions will be transformed into such centres. A timeframe for this policy is not yet specified.

Maintaining the status quo or decreasing the supply of services

In other countries, no clear developments in the field of out-of-school services are visible. The reasons may vary. In Malta and Lithuania, for example, a central policy on childcare services is missing and there are no developments towards such a policy. In Ireland a publicly supported and funded pre-school place for all children between age 3 and 4 years was introduced in 2009, in order to meet its commitments under the Barcelona Targets. This was considered to be significant progress, given the lack of a developed childcare system. However, this commitment was significantly diluted when the 2011 Budget announced that the entitlement for one year pre-school would be spread over two years because of cost constraints.

Another example is Latvia, where the level of provision is decreasing. Childcare is an issue in Latvia, but the most urgent issue is the lack of childcare services for children below school age, especially in the age group from 1 to 4 years old. Out-of-school services for children older than 7 years old are hardly discussed. Until the school year 2008-2009, the majority of schools offered 'prolonged day groups' where children can stay after classes, prepare homework, and be involved in other activities. About 40% of children in the age group 4-7 attend these classes. However, due to budget cuts as a result of the crisis, the number of schools offering prolonged day groups decreased to about a third and the number of children attending to about 15%. It is expected that the situation will improve again as of 2010/2011, as the financing of the 'prolonged day groups' has been renewed.

4.2 Out-of-school services: other issues

In addition to availability of out-of-school services, three other relevant policy issues should be mentioned: the quality of services, flexibility and extending the age group of services to (young) teenagers.

Quality issues

High quality services not only enable parents to have a (full-time) job, but they may also contribute to social inclusion and child development. In some countries efforts are made to improve

the framework for high-quality services. An example is the Czech Republic, where attempts are made to create quality standards for services provided by schools and other organisations. The same applies to Slovakia, where quality aspects are not transparent. To improve the situation, an internal and external school quality assessment system designed to increase the quality of education and activities performed by school services will be introduced. This should provide parents with more information on quality aspects of out-of-school activities.

While most countries recognise the added value of childcare services, quality of out-of-school care does not appear to be high on the political agenda. An important reason is the lack of funds. In the United Kingdom, new regulatory standards for childcare providers and training programmes to improve the skills of the workforce and quality of provision have been implemented under the National Childcare Strategy. While the situation has improved, a considerable part of the childcare workforce still does not meet the minimum qualification requirements. However, the cuts to childcare funding, may threaten the current policy efforts to improve the skills and qualifications of the childcare workforce. Many childcare settings will, for example, employ less qualified staff given they cost less. In addition, problems with quality are not always perceived as urgent by relevant stakeholders. In Sweden the demand for out-of-school services has increased significantly. As municipalities are obliged to offer such services, this demand was met by increasing the number of children per group. While children, parents and staff agree that this is problematic, the overall assessment of parents on the quality remains rather high.

Flexibility

For working parents a relevant characteristic of out-of-school care is the flexibility of the services. Flexibility might refer to opening hours during the day, week and year and during non-standard hours and to flexible use of the facility over the week or during the year. There is very little information on this topic. However, the available information suggests that in most countries the level of flexibility is rather limited. Opening hours of out-of school services depend on the opening hours of schools. If school does not open before 08:00, the out-of-school service may offer before-school care, which is generally available as of 07:00 or even before. In Slovenia morning care before school classes is organised for young children who do not have care at home. In the school year 2007/08 more than 30% of all pupils who were attending 1st and 2nd grades were included in before school classes. In France the share of children in before-school care is much

lower and only 2%. In some countries, however, before-school care services do not seem to be available. Examples include Cyprus, Malta, Estonia, Lithuania and Romania.

During the day most services have opening hours until 18.00 or even 19.00h. In a few countries services seem to close fairly early. Examples are Czech Republic and Italy, where out-of-school services close at 16.30. In other countries services may be closed on certain days. Research in Belgium, for example, showed that in the French speaking community, only half of the out-of-school services on the schools' premises and 60% of extra-school services were open on Wednesday afternoon (Delvaux & Vandekerke 2004). Another aspect of flexibility is whether services are open during holidays. The number of school holidays is generally much higher than the number of holidays employees are entitled to. It is therefore essential that out-of-school services are available during holidays. This is, however, not self-evident. In several countries services are closed for at least part of the summer. In Hungary, for example, out-of-school services are offered within schools. As a result, when the school is closed, the provision is closed. Also in Czech Republic and Lithuania most out-of-school services are closed during the holidays. Another example is Cyprus where there are no public provisions during the summer (with the exception of Community Centres operated by local authorities and voluntary organizations which may cover part of the school holidays). This is rather problematic for parents working in the tourist sector, an economically important sector in Cyprus which has its peak season during summer.

Flexibility seems particularly relevant for parents working atypical hours (during evenings, nights, weekends and/or state holidays). In most countries there is no or hardly any supply of formal out-of-school services at irregular hours. In the United Kingdom the number of parents who require childcare outside the standard hours is increasing, but there is little formal provision for this group. A recent survey of 400 parents found that 67 per cent worked atypical hours and struggled to find childcare to meet their needs while 66 per cent were unable to find childcare after 6pm. Fifty-three per cent were unable to find childcare before 6 a.m., 40 per cent struggled at weekends and 32 per cent struggled to find facilities that covered overnight (Singler 2011). Other countries that report difficulties in finding childcare for parents working atypical hours are Czech Republic, Austria, Slovenia and Portugal. In other countries, however, parents hardly need provisions at irregular hours. An example is Denmark, where the so-called 'Day care guarantee' implies that municipalities are obliged to provide parents with care services. Municipalities might

offer care to parents who work during the night of weekends. There have been some experiments to provide this type of care, however, there was hardly any interest from parents for such care.

A somewhat different aspect of flexibility refers to flexibility in use. In a few countries the use of out-of-school services is strictly connected with the status in the labour market. For example, in Sweden municipalities are obliged to provide leisure-time centres or family day-care to children up to and including the age of 12 whose parents are working or studying or if the child has a need of its own. Children whose parents are unemployed or are on parental leave (or do not participate in the labour market at all) are excluded from this obligation. Although in some municipalities these children are allowed to participate in the out-of-school activities, this regulation limits the accessibility of out-of-school services for unemployed parents and parents on leave. Another example is Greece. Since 2009, the National Strategic Reference Framework subsidizes public and private childcare services by granting supply subsidies per head of child and covering only children of employed and unemployed mothers. Subsidised services are free of charge for the eligible children. Inactive mothers and civil servants/ employees in central and local administration are not entitled to free places in KDAP and other childcare services. This implies that these services are geared more towards employability instead of the needs of children. A final example is in the Netherlands. Here childcare subsidies are mainly interpreted as a labour market instrument and as such targeted at working parents. Parents who become unemployed used to be entitled to childcare subsidies for the remaining months of the calendar year. The regulation will become stricter however. As of 2012, in case of unemployment parents will keep the childcare allowance only for three months. Childcare services will thus be practically inaccessible for children of which one (or both) parents are unemployed.

Services for teenagers

In most countries out-of-school services are accessible for children in (pre-) primary school. While (young) teenagers need less direct care and supervision, parents might prefer some form of care. For young teenagers in secondary education there are, however, hardly any (national) provisions. It is unclear to what extent children are left alone and what the consequences of such a situation are. US studies on so-called 'latch key' children report more behaviour problems in this group, lower performance in school and a higher risk of risky habits (such as smoking and using alcohol) (see for an overview Blau & Currie 2004). In some countries, such as Malta

and Portugal, the out-of-school services are also open for teenagers until the age of 16 (with enrolment rates decreasing with age). Some countries have services, but these seem rather fragmented. An exception in this respect is Sweden, which has youth recreation centres (*fritids- och ungdomsgårdar*). These centres are open youth activities run by the municipalities or by organizations (but paid by taxes). In the year 2000 around 30 per cent of the centres were run by organizations. In principle, young people have an important say in the activities. During the 1990s (and most likely in the 2000s) many youth recreation centres have moved into the premises of schools. According to a survey in 2006-2007 about 15 per cent of the girls and almost 20 per cent of the boys aged 13-15 visited youth recreation centres every week. It is more common among children whose parents are born outside Sweden than Swedish-born and more common among working class than upper-class households (Statistics Sweden 2009). In Belgium there are homework schools in the French speaking communities open to all children up until the age of 18. In addition, there are holiday centres open to children up until 15.

In a few countries projects have been developed within the context of more general (youth) policies. In Latvia, one of the initiatives of youth policy is to provide youth with possibilities to spend free time usefully. For this purpose special youth centres are organized in municipalities. Currently there are 81 centres in Latvia. In Germany, different organisations offer leisure and caring opportunities for teenagers. One important group of actors are volunteers, mostly parents or grandparents who have time and who are often already involved in school routines, for example parents associations or existing contacts to teachers. Arrangements between volunteers and schools are in parts supported by public programmes. Furthermore, local associations, often cooperate with all-day schools, are very important providers of out-of-school care for teenagers such as sport clubs. In some Federal states such cooperation is supported financially. Major associations frequently have agreed framework contracts with a *Land* or a single community which facilitates the cooperation procedure. Another important group by realising qualified all-day care for teenagers are youth welfare offices who take over different tasks which range from individual mentoring to group caring offers. Also cooperation between school and youth welfare offices is supported financially in many Federal states.

In the Czech Republic some new projects are focused on initiatives for out-of-school services for teenagers and youth either financed or inspired by the European social fund. One of them is a national project entitled *The Keys of Life - De-*

velopment of core competencies in special interest training and informal education implemented by the Ministry of Education, Youth and Sports together with the National Children and Youth institute on 1st April 2009. The target group of the project is those who work with children and young people in their free time (leisure centres, school clubs, leisure clubs and non-governmental organizations). The aim of the project is to enhance lifelong learning for workers with children and young people by improving the system to support sustainable development of the interest and non-formal education.

During the period 1998-2002 in the Netherlands, the government has funded some innovative experiments for out-of-school services for teenagers. In addition, a Commission out-of-school care for teenagers advised the government on this matter. This commission requested there were more structural services for teenagers ('Leisure arrangements') (Commissie Tieneropvang (Commission Care for Teenagers) 2002). However, this has not resulted in specific policy. Some providers of childcare services provide specific services for teenagers, for example in combination with sports activities. There are no national figures on available services or on the number of teenagers that participate. The numbers are, however, likely to be low as these services are not publicly funded.

4.3 Summary

In most countries, the provision of affordable high quality out-of-school services is not high on the policy agenda. The reasons may be manifold: lack of money, lack of political priority, lack of demand. At the same time, there are many initiatives to reorganize the current structure of educational and care services. Some countries focus on (pre)primary education, others extend out-of-school services while others invest in all day schools. This seems to suggest that most countries realise that services for school-going children are an important precondition in order to reach the policy goals in terms of labour market participation, child development and socioeconomic integration. Yet there are still many unresolved issues, referring to the availability as such, but also to quality of the out-of school services, the flexibility and the provision of services for teenagers.

5. Out-of-school services: conclusions and outlook

This report focuses on the availability, quality and affordability of out-of-school services in the 27 EU Member States, the three EEA-EFTA countries (Iceland, Norway and Liechtenstein), Croatia, the Former Republic of Macedonia (FYROM) and Turkey. The results of the study indicate that the exact provision of out-of-school services is difficult to chart, as the EU-SILC, which is the only source with harmonised data on childcare services, makes no distinction between the educational and care system. Based on more detailed information from national sources, the variation in out-of-school services appears to be rather large, partly as a result of the diversity in the educational system. Only in a few countries are out-of-school services seen as an integral part of the educational system, providing all-day coverage. Most countries, however, rely on a complicated mixture of informal and part-time arrangements, with a (high) unmet demand for formal out-of-school care services. These include in particular Belgium, France, Greece, Ireland, Italy, Cyprus, Lithuania, Luxembourg, Malta, Poland, Romania, Finland, United Kingdom, Fyrom and Turkey. In other countries, such as Hungary, Bulgaria, Austria and Germany, there is large regional variation.

Substantial information on the quality of out-of-school services is also lacking. It appears that in several countries essential aspects of quality, such as educational level of staff, maximum group size and child-to-staff ratio, are not regulated. Based on the limited information available, an integrated measure of (structural) quality has been developed which indicates that there is large diversity in the quality of out-of-school care services in Europe. Remarkably, the link between availability and quality seems to be rather weak; from the countries with a fairly full coverage of out-of-school care (Denmark, Sweden, Iceland, Norway, Netherlands, Hungary, Portugal, Slovenia and Slovakia) only the Netherlands and Denmark seem to score in the upper part of the quality ranking. In contrast, Poland, Cyprus and Greece seem to combine a rather low score on availability with a relatively favourable score on quality. Large variation is also found regarding the affordability of out-of-school services. In most countries parents do not pay the full amount, though there are large differences in the

actual financial programme. In countries where out-of-school services are integrated in the educational system, these services are considered inexpensive, as they become part of the (public) school system. In other countries, however, the services are seen more as a private responsibility, resulting in high prices for working parents. The clearest examples of this are Ireland and the United Kingdom.

Overall, in the majority of European countries, out-of-school services receive much less attention than childcare services for the youngest age group. The reasons for this may vary from the lack of political priority to limited financial means. At the same time, within Europe different strategies regarding out-of-school services are visible, varying from extending pre-primary education and out-of-school services to re-organizing current services by extending the opening hours of schools. What seems to be lacking, however, is a coherent perspective on the out-of-school services, taking into account both the interest of the child and the parent, from a social, economic and gender-quality point of view. This concerns both the availability as the quality of out-of-school care.

Investing in out-of-school services remains therefore an important policy priority, By contributing to higher (full-time) participation rates, increasing the availability of out-of-school services improves the sustainability of the present welfare state. This is essential given the demographic developments in terms of an ageing population. In addition, investing in high quality out-of-school services is extremely important from the perspective of child development. Next to offering a safe place where children can relax and recreate, out of school services might be particularly beneficial for children with learning difficulties and/or children from lower-income households. Within this context, a new EU recommendation might be useful to stimulate Member States to take measures to improve out-of-school care. This could be supported by extending the Barcelona targets in such a way that school-going children are also covered. In addition, more public attention for good practices in European countries might stimulate mutual learning.

This study also makes clear that the exact provision of out of school services is difficult to assess, given the lack of (harmonized) data. In order to successfully monitor the developments that are taking place the collection of detailed harmonised data on 'genuine' out-of-school services should be a priority. The most obvious way in this respect would be to refine the EU-SILC.

Appendices

A.1 ADMISSION AGE AT (PRE-)PRIMARY EDUCATION

	Pre-primary education	Compulsory pre-primary education	Primary education
Belgium	2.5	No	6
Bulgaria	3	5-6	7
Czech Republic	3	No	6
Denmark	2.5-3	6	7
Germany		No	6
Estonia	3	No	7
Ireland	No age regulation	No	6
Greece	4	5	6
Spain	0	No	6
France	2.5-3	No	6
Italy	3	No	6
Cyprus	3	5	6
Latvia	2	5	7
Lithuania	1	No	6
Luxembourg	3	4	6
Hungary	3	5	6
Malta	3	No	5
Netherlands	2.5	No	5
Austria	3	5-6	6
Poland	3	5	7 (6 from 2012)
Portugal	3	No	6
Romania	3	No	7
Slovenia	1	No	6
Slovakia	5	No	6
Finland	6	No	7
Sweden	3	No	7
United Kingdom	3	No	5
Croatia	6 months	No	6
Iceland	1.5	No	6
Liechtenstein	4	No	6
Norway	6 months	No	6
Turkey	3	No	6

Source: Eurostat and National Reports

A.2 Country fiches

Belgium

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
2.5-6	Educational day care	Same as primary education	95% at 2.5 years, almost 100% at 3 years of age	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6 -12	Public	08.30 – 15.30 Lunch break: 12.00 – 13.30 but children can eat at school Wednesday afternoon, Saturdays and Sundays are free.		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
2.5-12	Out-of-school services	During the day complementary to school hours. Pre-school care begins at 07.00. After-school care ends at 18.00 Wednesday afternoon and during school holiday periods.	85% of children of primary school age in the French-speaking community. No data for Flanders.	The responsibility for childcare falls under the auspices of the Communities There are public and private out-of-school services
2.5-12	Holiday facilities			Holiday playgrounds, residences, and camps.
2.5 – 11	Host families			

Bulgaria

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	Kindergarten - Public and private; Pre-school education for 6 years old – Kindergarten/schools	Mainly full-time	73.8% for 2008/2009; over 80% of 6 years old children	Pre-school is obligatory two years before entering primary school, but not before the age of 5
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
7-16	Public, private	From Monday to Friday - classes on two shifts -morning (07.30/08.00 to 13:00) and afternoon (13.30 to 18:00). Breaks last for 40/45 minutes each.	Over 70% coverage; 94.6% in 2008/2009 for the basic level (1-4 grades)	Saturdays, Sundays and national holidays are free of school
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-7	Out-of-school services	Child clubs open during the whole day (also during weekends): 08.00 – 20.00/22.00 Private suppliers offer flexible time services during holidays. Public services open at fixed hours.	Over 50%	All out-of-school services are public. Also private sector services.
3-7	Holiday facilities	Open during the whole day. See above.		Child clubs and other private facilities.
3-7	Host families			

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	kindergarten	Same as school	EU-SILC: 67% National source: all types of pre-school childcare: 79 – 96% according to exact age (school year 2007/2008)	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-16	Public	Opens at 08:00 and closing hours vary, generally up to 17.00		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
0-11	Out-of-school services	Opens at 06.30. 39% closes at 15.30 while 87% closes at 16.30. During holidays closed. Only in 3% of the municipalities the school club stays open.	Children under the 12 years using other types of childcare: 27% (2009). 52.1 % of children make use of school clubs (2009). Leisure clubs: 11%	All out-of-school services are public.
0-11	Holiday facilities	See above.		Child clubs and other private facilities.

Denmark

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
2,5-3	Kindergarten			
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-16	Public	08.00 – 14.00 30 minutes lunch break, which children spend at school		6-7: obligatory pre-school year
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
0-11	Out-of-school services	According to the law there is even a possibility to get childcare for parents who work nights or weekends. But most parents prefer facilities that open from 07.00 – 17.00.	0 year: 18% 1 year: 92% 2 years: 94% 3 years: 95% 4 years: 98% 5 years: 97% 6 years: 91% 7 years: 89% 8 years: 86% 9 years: 70% 10 years: 27% 11 years: 13% (2010)	Most out-of-school services are public. Some private schools have their own individual services.
0-11	Holiday facilities	See above.		
0-11	Host families			

Germany

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-5	Kindergarten	07:00-17:00 (varies depending on local facility)	92.2% (2010)	Pre-primary education is integrated in kindergarten.
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-10	Public	Half day schools: 07:00-13:00/14:00 All day schools: 07:00-16:00	All-day schools: 24% (proportion of all primary schoolchildren at all day schools in 2008/2009)	Although most children start primary school at 6, compulsory school age varies by Länder (5-7). All-day schools are organised in fully or partially bound form or in open form. Most of them are organised in open form.
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-10	Facility as part of half or all-day school	During the day, complementary to school hours until 18:00. During the year max. 20 closing days in a year.	24% of all pupils in 2008/2009 (20% in West Germany and 74% in East Germany)	Large regional variation.
6-10	Horte (out-of-school care provided by public youth welfare services)	During the day complementary to school hours. During the year max. 20 closing days in a year.	26% in East Germany and 7% in West Germany. 1% in North Rhine Westphalia 32% in Hamburg 77% in Saxony 59% in Mecklenburg Western Pomerania	Large regional variation. No Horte in Berlin and Thuringa.
6-10	Holiday facilities	Also caring programmes during the holidays. Horte often cover public care during holidays and off-peak times.	No data available	

Estonia

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	Integrated in crèches and kindergarten	07.00 – 18.00/19.00	81.5%	Some schools organise pre-schools
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
7-16	Public	08.00-13.00 for 7 year olds 08.00-up to 15.30 for older children, depending on the age	In 2010 94.5% of the 7 year olds 96.4% of the 8 year olds 95.6% of the 9 year olds 97% and more of 10-15 year olds 95.8% of 16 year olds	The schools are usually also open after school days to provide extracurricular activities (sports, hobby classes etc). 63% of children attend some hobby classes (21% 1-2 hours per week, 42.6% 3 or more hours per week)
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
7-14	Out-of-school services (Long day groups)	The opening hours of the long day group can be determined by each school individually.	13% of all students (2010). 2008: 66% of the 7 year olds. 26% of the 8 year olds. 19% of the 9 year olds. 14% of the 10 year olds. 6% of the 11 year olds.	All out-of-school services are public. Organizing out-of-school care is not compulsory.
7-14	Holiday facilities	No formal childcare services during the holidays.	Care for children when childcare institution is closed include Relatives or friends 39% of the 3-6 year olds, 26.7% of 7-14 year olds; Paid childminder or childcare service 5.1% of 0-2 year olds 2.9% of 3-6 year olds 1.4% of 7-14 year olds Holiday camps 13.9% of 7-14 year olds	
7-14	Host families		15% of children are looked after by unpaid relatives living outside of the household (11h per week) 2010	

Ireland

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
2-4	Crèches, play-schools and Montessori schools	Generally 9.30 to 12.30	Public provision of one year introduced in 2008 but in 2009 provision was split over two years	Public provision is limited to one year for 3 year olds.
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-16	Mainly public. Significant minority of private fee paying schools.	First level: 09.00-12.00/14.00 Second level: 09.00-16.00	Estimated coverage of 95% based on 2011 Department of Education Report using 1999-2004 cohort.	Most children start at age 4 or 5
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
0-12	Out-of-school services	Open at 07.30/8.00 and closes at 18.00/18.30.	Data for 2007 indicates that 30% of 0-12 year olds use non-parental childcare including 48% of pre-school and 25% of primary school pupils: 9% are cared for by unpaid relatives, 3% by paid relatives, 9% by childminder/au pair/nanny and 9% by crèche/Montessori/ after school services/ playgroup.	Out-of-school services are largely informal services based on family and community systems or on the private marketplace. Low income households depend on publicly subsidized childcare. Availability limited.
0-12	Holiday facilities	No formal childcare services during the holidays.	Some availability of term-time working in the civil service – no data available.	Term time working limited to civil service and generally discretionary.
0-12	Host families	Flexible arrangements between families	9% of children are cared for by unpaid relatives - 3% by paid relatives.	Informal arrangements within families or communities.

Greece

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
4-6	Kindergarten	08.00-12.15 07.00-16.00 (all day kindergarten)		Mainly public
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-12	Public	All day schools: 07.00-17.00 Classic schools: 08.15-12.30/16.15		5-6: compulsory pre-school
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-12	Part of all day schools	Morning bands: 07.00-08.00 First afternoon band: 12.35/13.20-16.15 Second afternoon band: 16.15-17.00	89% of the primary school students (2009) makes use of formal childcare. 22.4% of all children enrolled in primary school were attending an optional afternoon schedule.	11% make use of informal childcare.
5-12	KDAP (Centres for the Creative Occupation of Children)	Differ from municipality to municipality. Usually services open from 15.00-21.00 during the week. On Saturdays from 08.00-15.00. Also open during holidays.	1%	
0-16	Holiday facilities			Summer camps
0-12	Host families			

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
0-3	Nursery schools	09.00 – 17.00 (public) From 3 to 8 hours a day, 11 months a year Most public centres also have early entrance from 07:30. 07:30-20:00 (private)	27.1% (data from the education system) 46.7% (in any kind of facilities)	Public institutions are organized by local governments and municipali- ties. All services are not included in the education system.
3-6	Nursery schools, centres of infant and primary school	09.00 – 16.00, from Octo- ber to May 09.00 – 13.00 from June to September (may vary by region). Open from Sept to June, Mon- Fri	97.1%	Included in the public education system.
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (in- cluding year of figures)	National particularities
6-12	Public	09.00-17.00 Open from mid-Sept to June Mon- Fri	100% (2010)	
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-12	Out-of-school services	Usually after regular school schedule.	10.3%	
0-16	Holiday facilities	09.00-17.00, usually 1 or 2 weeks in July (for children aged 3-12)		Private services in coordination with public services.
0-12	Host families		21% (age: 0-3) 7.8% (age: 3-12)	Paid and unpaid carers for school age children at home.

France

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	École maternelle	Same as primary school	Almost 100% of 3-6 years	Pre-primary education is a part of the educational system
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-16	Public	No class on Wednesday (for 3-10 years) and Saturday. 08.30 – 11.30 13.30 – 16.30		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-14	Out-of-school services	In the morning before class, at the end of the day, Wednesdays, and school holidays. Lunch time. 08.20 – 18.00 for Paris. 07.00 – 19.00 for rural areas.	2% of primary school pupils go in the morning. 52% of primary school pupils stay during lunch time. 13% of primary school pupils stay after school hours. 20% of primary school pupils are in out-of-school care on Wednesdays.	All out-of-school services are public (generally in the same area as the school. There is a high diversity of opening hours. Rural areas are sometimes more flexible in opening hours than Paris (in the morning for instance).
3-14	Holiday facilities	Same organisation: leisure centres generally in schools or summer camps	Around 6% of 4-12 years use holiday facilities	Activities organisers have a public diploma
3-14	Host families		7% of primary school pupils go to host family or 'others' after school hours (5% of college pupils). 22% of 3 – 6 and 15% of 6 – 12 years olds have different kinds of informal care.	

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6/7	Óvoda (kindergarten)	Long day (c. 10 hours) services during 11 months per year	All children: 87% 3-4 year: 85% 4-5 year: 91% 5-6 year: 97%	Final year of pre-primary education is compulsory
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6 -14	Public	08.00 – 12.00/13.00	95-100%	
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-14	Out-of-school services	Before (07.00) and after school hours. Children staying on for after-school care remain at school until 16.00-18.00. During holidays generally no provisions as school is closed. However, there are schools that stay open for childcare.	42.8% of all children in the age group Variation by age: 75.8% of 6-10 -year olds 10.7% of 10-14-year olds	All out-of-school services are public. Less than 1% of children attend family day care homes. Private sector provision is even more limited.
6-14	Holiday facilities	Usually 1 to 2 weeks	No statistics on coverage of summer camps	Summer camps are also organized by voluntary and private sector organizations.
6-14	Host families			In rural areas childcare is often provided by family members (grandparents, aunts, etc.).

Italy

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-5	Scuole di infanzia	08.30/09.30- 16.30/17.00 Open from Sept-June	97% in 2009	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-11	Public	08.30-13.30 08.30-16.30	55% in 2008 45% in 2008	
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-11	Out-of-school services	Flexible opening hours before and after schooling hours.	45% of the children make use of formal childcare provided by extra-activities at school.	All out-of-school services are public.
11-13	Out-of-school services	14.30-16.30	71% of the children make use of formal childcare provided by extra-activities at school.	
6-14	Holiday facilities			Organized by local governments and municipalities.
6-11	Host families		5%	Paid care takers (excl. out-of-school services by schools)

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	Pre-primary public education	07.45-13.05 (83.2% of all public pre-schools) 07.45-16.00 (Wednesdays until 13.05). Obligatory until 1:05 and voluntary until 16:00 for All-day voluntary schools (16.8% of public schools)		Compulsory for children between 4 years and 8 months and 5 years and 8 months
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-12	Public	07.45 – 13.05 (62% of all public primary schools) 07.45-15.00/16.00 (on Wednesday until 13.05) (All-day voluntary primary schools; 34% of all public primary schools) 07.45-16.00 (on Wednesday until 13.05) (Comprehensive all day primary schools; 4% of all public primary schools)	More than 30 hours per week: 27% of pupils 29 or less hours per week: 73% of pupils (2009).	Primary school starts at 5 years and 8 months
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-12	Community day care centers operated by local authorities and voluntary organizations	13:05-18:00 07:00-18:00 during School holidays and summer (hours and holidays observed vary per community)	104 facilities covering 3,139 children (2011)	Subsidized by the Grants-in-Aid Scheme administered by the Social Welfare Services of the Ministry of Labour and Social Insurance and the ESF.
6-12	Leshes (Organized by Parents Associations)	13.00 – 15.00/16.00		In some public schools not offering All-day option
6-12	Holiday facilities	Private summer schools and camps. Public primary school fifth graders may attend a 5-day camp in July-August. Growing number of private care provisions. No care in August.		
6-12	Host families	After 13.05	44% (2009)	Paid and unpaid carers for school age children at home.

Latvia

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
2-6	Pre-primary education	5 days a week, 8 to 18 (public kindergartens) 7 to 19 (private kindergartens) Generally closed during summer (1 month)	16% (below 3 years old) 68% - 85% (3-7 years old)	For 5- and 6 year olds pre-primary education is compulsory
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
7-12	Public	If number of students is large, classes may be organized in two shifts. First shift starts at 08.00/09.00. Second shift starts at 14.00. Summer break is 3 months	99% (2008/2009 academic year) calculated by the author using data of Central Statistical Bureau of Latvia	Very long summer break (92 days)
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
7-12	Extended day groups	Complementary to school hours. Closes at 18.00/19.00	About 40% (2006-2009); fell to 15% because of budget cuts (2009/2010);	
7-12	Special day care centers	Varies (only day time)	No data	
7-12	Holiday facilities: day summer camps.	Varies	No data	
7-12	Host families	Varies	2%	Childminders and other informal childcare.

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
1-6	Pre-school (nurseries, kindergartens, school-kindergartens and general schools)	06.00/07.00-18.00/19.00 Many institutions are closed during summer (for 1 or 2 months).		Pre-school is available to all children at the age of 6. Compulsory school age is 7.
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
7-12	Public	Starts at 08.00/09.00 and ends 13.00/14.00. Saturdays and Sundays are free. Summer break is 3 months.		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
7-12	Schools	Depending on type of service generally from 11.30 to 17.00/18.00	68% of all students	Out-of-school services also provided by the libraries, non-governmental organizations, culture clubs.
	Non formal children education	See above.	20% of all students	Rural or regional municipalities allocate fewer resources than urban municipalities to provision of out-of-school care.
7-12	Holiday facilities	Campuses mainly organized during summer months.	No data	Children and campus programmes organized by local governments and municipalities, sports and arts schools.
7-12	Host families			

Luxembourg

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
4-5	Early education	Some municipalities provide a full time support (5 mornings and 3 afternoons), others are limited to offer from 3 to 5 half days per week		In 2009 preschool and primary school have been reformed into elementary school
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-12	Public, private, international schools	08.00-16.00 On Tuesday and Thursday it finishes at 12.00	91% of the children are registered at a public school. 0.3% of the children are registered at a private school. 8.1% of the children are registered at an international school.	
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
4-12	Daycare centers	07.00 – 19.00 Including holidays.	36% of children, below the age of 13 and with a working mother, are registered in Nurseries, daycare centers, day nurseries or maisons relais	
3-12	Maisons relais	Monday – Saturday from 06.00 until 20.00 Including holidays.		
	Parental assistance	Defined by parents and parental assistant together.	28% of children, below the age of 13 and with a working mother, are looked after by a parental assistant	

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-5	Kindergarten	Opening hours vary according to the school, however, it is normally 6 hours per day. Majority start at 8.30 – 14.30pm (winter – October - May) and 8.15– 12.00 (June - summer break)	95%	Public. Private kindergartens have shorter hours.
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
5-12	Public	08.00 – 14.30 Long summer holidays	Majority. Education is compulsory for children between 5 and 16 years.	
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-16	Klabb 3-16	Monday to Friday from 14.30 – 18.00 In holidays from 08.30-18.00	15% of 5 year olds 19% of 6 year olds 18% of 7 year olds 19% of 8 year olds 18% of 9 year olds 20% of 10 year olds 24% of 11 year olds (2007)	In state, private and church schools
8-12	Skola Sajf (summer school)	09.00-12.00 Monday to Friday from 14 July to 3 September		
	Host families			

Netherlands

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
2-3	Play groups	Generally in morning, 2-3 hours	About 60%	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
4 -12	Public	08.30 – 12.00 13.15 – 15.15 School must provide opportunity to have lunch at school No school on Wednesday afternoon; young children have no school on Friday afternoon.		Compulsory school starts at age 5. Children may enter when they reach age 4; almost all children do so
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
4 – 12	Out-of-school services	Generally after school: 15.00-18.00 Wednesday & Friday: 12.00-18.00 Mostly all year, offering full-time care during holidays	22% of all children in the age group in 2009 Variation by age: 50% of 4-year olds 20% of 9-year olds 5% of 12-year olds	
4-12	Holiday facilities	Open between 07.00 and 08.00 and close between 18.00 and 18.30		
4 – 12	Host families		3%	

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
0-3	Toddlers crèches	Toddlers crèches: 94.8 % open 6 hours per day or more	Care ratios by age: below 1 = 0.7 1 = 10.8 2 = 35.3	Minimum age for kindergartens varies regionally, from 2-4 years
3-5	Kindergartens	Kindergartens: 93.6 % open 6 hours per day or more	3 = 77.7 4 = 93.8 5 = 93.9	Additional services: childminders, mixed-age establishments; kids groups and play groups
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-15	Public (90%) and private (about 10%)	Majority operates on a half-day basis; only 16% has afternoon care 9 weeks summer holidays		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-15	After-school clubs (Horte)	74% of after school-clubs are open six hours or more, usually after-school hours Mean number of closing days is 28.8. 32% are open all year. Most clubs (relative majority) open between 11.00/11.59 and close between 17.00/17.59	Care-ratio is 15.4 for 6-9 year old children in 2009/2010. 93.9% for children of 5 year olds. 18.5% for children of 6 year old. 12.6% for 9 year old pupils. 4.4% for 10 year olds. 1.1% for 13 year olds.	Care ratio and opening hours vary regionally
6-15	In-school care: Ganztags-schule and Tagesheim-schule	See above. Scarcely open during the holidays.	7.9% in the age group 6-9	Care ratio and opening hours vary regionally
1-14	Mixed-age establishments	85.9% are open six hours or more, most (35%) close between 17.00/17.59 Mean number of closing days is 19.4; 43% are open all year.		
6-15	Holiday services	Few formal holiday facilities.		
6-15	Host families		In 2009, there were 2.858 childminders in Austria, looking after 13.368 children. 71% of children aged 0-5, 21% aged 6-9, 8% aged 10 or more.	Childminders

Poland

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-5 (2012: 3-4)	Pre-school	3 or 5 hrs / day 12 or 25 hrs / week	In 2010: 3 year olds: 50% 4 year olds: 64% 5 year olds: 81%	standard pre-schools: 5/25 hrs; new alternative groups / points: 3/12 hrs
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage	National particularities
5 -12	Public	Generally, schools are open between 07:00-08:00 in the morning and close between 16:00 – 17:00 in the afternoon (including instruction hours and day-care room (światlica) activities. In areas where child-to-facilities ratio is high, compulsory school education is organized in shifts and children alternate between morning and afternoon sessions.	In 2009-2010: 6 year olds: 95% 7-12 year olds: 97%	from 2011: 5 year olds are obliged to participate in one year preparatory pre-primary education (so far 6 years olds) Instruction hours (lessons) range between 20-25 hours a week, thus a care-gap remains even when schools operate during longer hours.
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-12	school day-room (światlica)	Varies: in some schools same as school hours (see above); in others for just a portion of school hours (e.g. before or after lessons)	No detailed figures: estimated 74% of primary schools have day-rooms; estimated 27% of primary school-children use them	
6-12	extracurricular education	Varies	Varies	

Portugal

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-5	Kindergartens	10-12 hours a day, five days per week	3 year: 72% 4 years: 84% 5 years: 92%	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-10 (1th cycle of basic school)	Public Basic Schools	Full-time 09.00-17.30	96% in 2010	Basic school also comprises 2nd cycle (ages 11-12) and 3rd cycle (ages 13-15). Between 15.30 and 17.30 the school has to offer free and facultative curriculum enhancement activities for children attending the 1st cycle. Besides state schools there are for-profit and not-for-profit private schools.
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-15	Out-of-school services (CATL)	07.30/08.00 – 09.00 17.30-19.30/20.00 Socio-educational activities and care mainly for 6 to 10 year-old children before and after primary-school hours, in between (during lunch breaks, for instance), and during school holidays. In general, they close during a month in the Summer (August).	At least 19% of 6-10 years olds There were, in 2010, many vacancies. Estimations point out that demand is met.	Activities provided by the solidarity network organizations with the support of the State.
6-	Child minders	Flexible	Although decreasing, there is still some demand for child minders by families with atypical working schedules.	

Romania

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	Kindergarten (public and private)	Long daily programme, starts at 08:00 until 18:00 Monday- Friday	82% in 2009	Includes small group, middle group and large group
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (in- cluding year of figures)	National particularities
6-10	Public	Starts at 08:00 until 12:00; classes are forty-five min- utes long with ten minute breaks	90-95%	Includes the preparatory grade and I-IV grades;
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-10	Out-of-school services	Normal, long and special. Generally starting at 12.00 until 19.00. Also holiday programmes available.	Variation by age	
6-10	Holiday services	See above.		
6-10	Host families			

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
1-6	Public (96%) and private pre-school institutions	05.30/06.00 until 16.00/16.30	75% Up to 3 years: 55% 3-6 years: 89%	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-10	Public	Starts at 07.30/08.30 until 15:00; classes are forty-five minutes long with at least five minute breaks; one brake of 20-30 minutes	98% (2009)	
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-10	Out-of-school services (extra-curriculum activities)	Before classes After classes	30% of all pupils attend before classes care services (2007/2008) 66% of all pupils attend after classes care services.	
6-17	CŠOD (holiday services)	End June, July and August		
6-10	Host families			

Slovakia

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6 (resp.7)	Kindergarten	Usually 07.00 – 17.00	76% of children of which 63% more than 30 hours per week (in 2009) Higher coverage rates for the older children	In addition to official kindergardens, there are childcare services for children up to 6 years of age organised mostly on a private basis.
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-15	Public	Usually 8.00 -12.30, for children aged 11-15 up to 13.45		Besides the state schools there are private and church schools
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-11	School clubs	6.00 - 7.45 17.00 – 18.00 During holidays it depends on the parents' demand.	57.9% of 1st grade primary students, i.e. 6-11 (in 2010) 26.5% for all primary students (in 2010)	
6-15	School centres		Data are not available separately for school centres and leisure time centres, only for school clubs.(see above)	

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
6	Schools (22% of children) and day care centres (78%)	Education lasts 4 to 5 hours a day, after which children have a subjective right to public day care.	99.4%	Pre-primary education is voluntary but the municipality is obliged to provide it free of charge. Typically, it is organised in connection of day care centre; the transition from pre-primary education to day care during the day is smooth both physically and mentally.
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
7-16	Public	School days are short and their length vary		Children can start compulsory school at the age of 6. Compulsory school lasts until the child has passed the basic education syllabus or until 10 years have passed since the beginning of compulsory schooling. Primary education includes grades 1-6; grades 7-9 are lower secondary education.
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
7-8	Out-of-school services	Between 07.00 and 17.00	About half of pupils in first grade, about 27% of pupils in second grade	Local authorities have no obligation to organise before and after school activities but almost all do so. They may provide activities themselves or purchase services from other service providers, and they receive government transfers for this purpose. Children in special needs education services are provided for all grades i.e. up to 16 years.
	Holiday services			Some, not all, out-of-school care providers provide activities also during holidays. In bigger localities there are resident parks operating also during holidays.

Sweden

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	3-5 general pre-school 6: Pre-school-classes	Free pre-school and pre-school class for at least 525 hours per year	96% of 3-year-olds 98% of 4-year-olds 98% of 5-year-olds 95% of 6-year-olds	Pre-school and pre-school classes are usually longer than 525 hours per year but then there is a parental fee
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
7-16	Publicly financed (but can be privately organised)	No general data concerning school hours. Grade 1 – 3 starts at 08.00/08.30 and end at 13.00/14.00. Class ends later for older children.		Children can start at compulsory school at the age of 6 (but only a small minority does so)
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
5-12	Leisure-time centres	Standard opening hours. Not before 06.00 in the morning and not after 19.00. Not in the weekends.	Variation by age: 82.8% of 6-year-olds 84.2% of 7-year-olds 81.4% of 8-year-olds 70.6% of 9-year-olds 27.2% of 10-year-olds 10.1% of 11-year-olds 4.2% of 12-year-olds	All out-of-school services are public (but can be privately organised).
5-12	Family day-care homes		< 1%	
10-12	Open leisure-time activities		About 7% (children are not officially registered)	

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-4	Pre-school nursery education	Each child is entitled to 15 hours per week, 38 weeks per year (during school term-time)	98% of eligible children take up their place.	Parents often use informal childcare alongside these formal services. Grandparents play an important role
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
5-16	Public	09.00 – 15.15/15.30 Monday-Friday, 38 weeks per year	All children are required by law to attend so coverage should be close to 100%.	Children often start in the year that they have their fourth birthday
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-14	Out-of-school services	Breakfast, after-school and holiday clubs. During the day complementary to school hours. Open at 08.00 and closes at 18.00	About one childcare place for every 3 children under eight	Out-of-school services are run by local authorities, voluntary and private organisations
3-14	Child minders, au pairs, nannies	Childminders usually provide a year-round weekday service, typically for at least 7 hours a day. Opening hours may be more flexible than private nurseries, but this is variable. Au pairs and nannies are similar with some living in the home.	There are 67,000 registered childminders in England and Wales (NCMA 2011)*. Childminding is a relatively common form of childcare and is often cheaper than private nurseries. There are shortages of childminding places in some parts of the country. Au pairs and nannies are less common than childminders and are used by a minority of middle/high-income households	High use of informal childcare

*National Childminding Association
(see <http://www.ncma.org.uk/default.aspx>).

Croatia

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
6 months - 6	Preschool education in kindergartens and public institutions	Whole day care (7-10 h. per day) Half day (4-6 h per day) Mandatory short programmes in year before starting primary school (2 h. per day)	58% attends kindergarten 99% participates in pre-school programmes	5 years olds have priority in enrolment 80% of services public, 20% private
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-15		Due to space limitations the majority of schools work with shifts; 1th shift starts at 08.00, 2d at 14.00		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-8/9	Extended stay		1st grade: 19% 2nd grade: 12% 3rd grade: 8 4th grade: 2%	Large regional differences
	Whole day teaching	8.00-16.00	12.4% of children between 6 and 10	Large regional differences

Iceland

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
1,5-5	Pre-school	7.30-17.30, children stay 4-9 hours per day (bout 80% stays 8 hours or more)	35% of 1-year olds 93% of 2-year olds 96% of 3-5 year olds	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-16		08.30-13.15 08.10-14.14 (older students) Lunch in school at 12.00		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-9	Shelter before or after school provided by municipalities	Until 17.15 (in Reykjavik)	1st grade: 80% 2nd grade: 76% 3rd grade: 46% 4th grade: 17%	Municipalities are allowed but not required to offer shelter
10-16	After school activities	Usually one afternoon per week	Children can come and go	

Liechtenstein

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
4-6	Kindergarten (operated by municipalities)	08.00-11.30 13.30-15.00 Children attend 5 mornings and 3 afternoons	99%	
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-11	Public schools	08.00-11.30 13.30-15.00 (or 16.00/16.45 in higher grades) No school on Wednesday afternoon (+ additional afternoon in 1st grade)		A few private schools
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
4 months -16	Day care nurseries	Full day: 06.30-18.30 Half day: 06.30-12.00 (14.00 with lunch) Half day: 13.00-18.30 (11.00 with lunch) Schoolchildren: Lunch table: 11.30-13.30 Early care: 06.30-07.30 Late afternoon care: 15.00-18.30		
4-16	Day structure	07.30-17.30		Pilot: combination of teaching and care provision offered by school or other institution
Varying	Private day care nurseries	06.30-18.30		
Varying	Child minders			

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
6 months-5.5	Pre-school public institutions		Total capacity for only 11% of all children In 2006: 16% of all 4-year olds	Also a few private institutions
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
5.8-14		Usually 2 shifts: 07.00-13.00 (grades 1-2) 13.30-19.00 (grade 3)		
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
0-6	Kindergarten	06.00-18.00	About 23% of 4-5 year olds	
	Extra-curricular activities offered by municipality			Very limited due to budget restrictions
	Private services (such as language and computer classes)			

Norway

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
1-5	Kindergarten	07.30 or 8.00 - 16.30 or 17.00 (not statutory)	2009-2010 Age 1-5: 89 % Age 1: 61 % Age 5: 98 %	Public and private (heavily subsidized)
	Children park	10.00-14.00		
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-13	Elementary school	From 08.00 to 09.00 20-21 hours per week 5234 hours in all for 1st to 7th grade		Mostly public schools. Few private schools (heavily subsidized)
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
Children in grade 1-4, up to grade 7 in case of need of special assistance	Free time school arrangement, mostly located at school	07.30/8.00-16.30-17.00 46 weeks per year Four of the eight weeks in summer. Closed during weekends	2010-2011: 1st grade: 78% 2nd grade: 74% 3rd grade: 60% 4th grade: 32% 5-7th grade: 1%	
10 and older	Privately organised summer schools and holiday schools			

Pre-primary education				
Age	Facility	Opening hours	Estimated coverage	National particularities
3-6	1) Nursery classes/ kindergartens affiliated with Ministry of National Education 2) Institutions affiliated with the General Directorate of Social Welfare and Child Protection Agency	Single shift (all day: 08.00-17.00) or double shift (half day: 08.30-12.40)	For ages 4-6 schooling rate is 43.1 % in 2010-2011.	In general pre-primary education is not compulsory. Within the scope of a pilot, pre-primary education was made compulsory in 32 out of 81 provinces Large regional differences in access
Primary education				
Relevant age category	Facility	Opening hours	Estimated coverage (including year of figures)	National particularities
6-14	Public & Private Schools	Six hours per day; full-day (08.50-15.20) multi-shift (07.30-12.35 for morning groups, 12.35-17.40 for afternoon groups)	Total schooling rate is 98.41 % in 2010-2011.	Due to high population the majority of schools has double (multi) shift education
6-14	Regional boarding schools	7 days 24 hours	2.4% of all primary education students	Access to education to children of poor families living in rural areas where no school is available
Out-of-school care				
Age	Facility	Opening hours	Estimated coverage	National particularities
6-14	Services provided by local municipalities	After-school hours and at weekends		Care services provided before or after school are rare and lack institutionalised policies
6-14	Services provided by private institutions	During school holidays and a small fraction after school hours		High in cost and for a limited population in big cities
13-17	Summer camps provided by public institutions	8 days long		with low fees

A.3 Country scores on (indicators of) quality of out-of-school care

	Child to staff ratio	Maximum group size	Qualification of staff	Quality of out-of-school services (average)	Quality of out-of-school services (weighted)
PL	2	2	5,0	3	3,8
HR	2	2	5,0	3	3,8
LI	5	5	3,0	4,3	3,8
EL	5	3	3,5	3,8	3,7
CY	2	3	4,5	3,2	3,7
DK	5	3	3,5	3,8	3,7
DE	5	4	3,0	4	3,6
EE	2	4	4,0	3,3	3,6
AT	4	5	3,0	4	3,6
FI	5	3	3,0	3,7	3,4
NL	5	3	3,0	3,7	3,4
SK	2	3	4,0	3	3,4
UK	5	3	3,0	3,7	3,4
SE	2	1	4,5	2,5	3,3
BE	4	3	3,0	3,3	3,2
BG	3	4	3,0	3,3	3,2
FR	4	3	3,0	3,3	3,2
LV	1	3	4,0	2,7	3,2
RO	2	5	3,0	3,3	3,2
PT	3	3	3,3	3,1	3,15
SI	3	2	3,5	2,8	3,1
LU	3	3	3,0	3	3
HU	1	2	4,0	2,3	3
MT	3	3	3,0	3	3
IS	3	3	3,0	3	3
NO	3	3	3,0	3	3
LT	1	3	3,5	2,5	2,9
IT	5	4	1,5	3,5	2,7
CZ	2	2	3,0	2,3	2,6
IE	3	3	2,0	2,7	2,4
ES	2	3	1,5	2,2	1,9
FYROM					
TR					

Note: When the issue is not regulated and no additional information is available, an average is imputed (numbers in italic)

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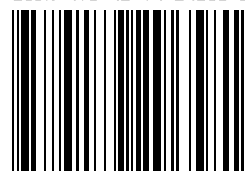
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