

PF11: Enrolment in day-care and pre-schools

Definitions and methodology

The organisation of childcare provision differs greatly from country to country (see PF13). The enrolment rates presented here for 0 to 2 year olds concern formal childcare arrangements such as group care in childcare centres, registered childminders based in their own homes looking after one or more children and, care provided by a carer at the home of the child.

To get more comprehensive view of childcare across countries, participation rates are also presented as the full-time equivalent (FTE) of the proportion of children as if they were receiving formal childcare for 30 hours per week. This full-time equivalent rate is here defined as: $FTE = \text{Proportion of children attending formal childcare} \times \text{average number of hours of attendance per week (as \% of 30 hours per week)}$.

Enrolment rates for 3 to 5 year olds concern those enrolled in formal pre-school services, and in some countries 4 and 5 year olds in primary schools. PF15 discusses out-of-school-hours provision. In this indicator, all children aged 3-5 enrolled in day-care facilities and pre-schools are included. Panel B of Chart CO9.1 only refers to educational programmes.

Pre-school expectancy rates are another indicator of how extensive pre-school participation is across the population group. Pre-school expectancy rates are calculated by summing the net enrolments for each single year of age over the three year period (for 3-5 year olds). This measure estimates the number of years during which children aged 3 to 5 can expect to be in pre-school education, given the current enrolment rates. This measure does not say anything about the number of hours of attendance per day week.

For some countries enrolment rates can be calculated by single years of age, but for many other enrolment rates for the under threes are only available for the three-year age cohort. Thus, for the youngest children we only present data by age group. By contrast, for children aged 3 to 5, yearly enrolment rates have been calculated as data are available by single years of age for all OECD countries.

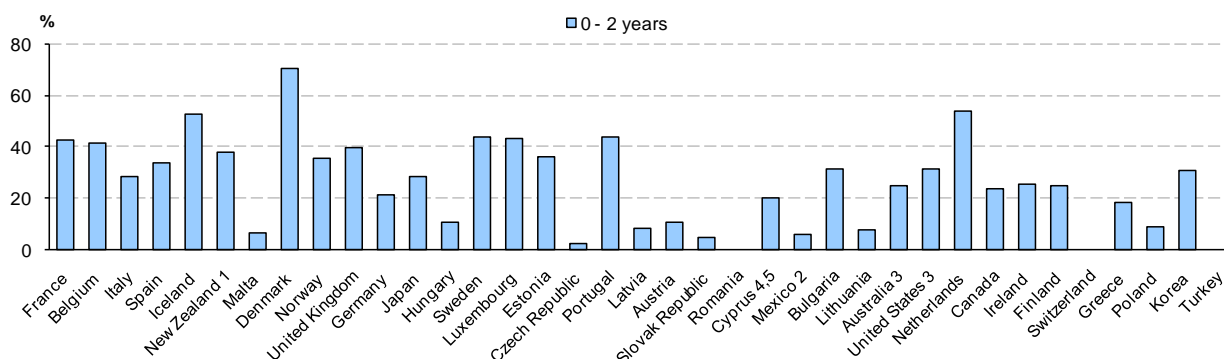
Key findings

Chart PF11.1 presents average enrolment rates for the age-groups 0-2 (panel A) and 3-5 (panel B) in 2006. Panel A shows wide variation in childcare participation among children not yet 3 year old across OECD countries. On average, across OECD countries for which data is available, around 30% of children under the age of three used childcare facilities in 2006. However, whereas enrolment rates of young children were less than 10% in the Czech Republic, Poland and the Slovak Republic, more than 50% of children in this age group were enrolled in formal childcare in Denmark, Iceland and the Netherlands.

Other relevant indicators: PF10: Public spending on childcare and early education; PF12: Childcare support; PF13: Typology of childcare and early education services; PF14: Quality of childcare and early education services; and, PF15: Out-of-school-hours care.

Chart PF11.1: Enrolment rates of children under six in childcare and early education services, 2006

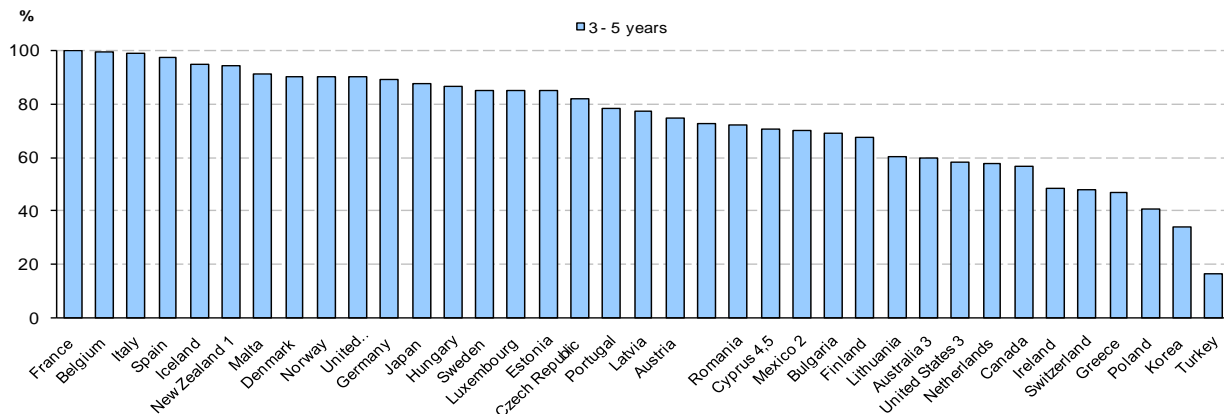
Panel A: Average enrolment rate of children not yet three years of age in formal childcare (2006)



Countries are ranked in descending order of 3 to 5 year old enrolment rates.

- 1) Data for children aged 0-2 concern 2008; 2) Data for children aged 0-2 concern 2009; 3) Data for children aged 0-2 concern 2005.
 4) Footnote by Turkey: The information in this document with reference to « Cyprus » relates to the southern part of the Island. There is no single authority representing both Turkish and Greek Cypriot people on the Island. Turkey recognizes the Turkish Republic of Northern Cyprus (TRNC). Until a lasting and equitable solution is found within the context of United Nations, Turkey shall preserve its position concerning the "Cyprus issue";
 5) Footnote by all the European Union Member States of the OECD and the European Commission: The Republic of Cyprus is recognized by all members of the United Nations with the exception of Turkey. The information in this document relates to the area under the effective control of the Government of the Republic of Cyprus.
 Sources: Australia, ABS Childcare service (2005); Canada, National Longitudinal Survey of Children and Youth (2006); New Zealand, Education Counts' statistics (2008); the US, Early Childhood Program Participation Survey (2005); and European countries, EU-SILC (2006); Other: national authorities.

Panel B: Average enrolment rate of children aged three to five years of age in pre-school educational programmes (2006)



See notes to Panel A.

Source: OECD Education database (www.oecd.org/education/database); Finland: data provided by the National authorities; Canada, National Longitudinal Survey of Children and Youth (2006); and, Early Childhood and Education in Europe: Tackling Social and Cultural Inequalities (2009).

The proportion of children age 3-5 enrolled in pre-school services is much higher than childcare participation for very young children. In half of all Member States, at least 80% of children in this age group were enrolled in pre-school programmes in 2006. Enrolment rates were particularly high, with practically universal coverage, in France, Belgium, Italy and Spain. On the other hand, participation rates among 3-5 year olds are close to or below 40% in Korea, Poland, and Turkey (Table PF11.1). Other countries with limited use of educational programmes among the 3 year olds include Ireland and the Netherlands.

Table PF11.1: Participation rates in formal care and pre-school for children under six, 2006

	Enrolment in formal care for the under 3s and pre-school from 3 to 5 years (%)					Expected years in education for 3 to 5 year
	Under 3 years	3 years	4 years	5 years	3 to 5 years	3 to 5 years
Australia ¹	24.8	18.9	64.4	94.8	59.8	1.8
Austria	10.5	48.4	83.2	93.0	74.8	2.2
Belgium	41.7	99.8	100.0	99.7	99.8	3.0
Canada	24.0	15.7	41.7	99.2	56.8	1.6
Cyprus ^{5,6}	20.0	42.8	70.4	98.9	82.0	2.1
Czech Republic	2.6	93.7	93.4	85.1	90.7	2.7
Denmark	70.5	93.7	93.4	85.1	90.7	2.7
Estonia	36.0	80.7	86.1	88.7	85.2	2.6
Finland	25.0	62.5	68.8	72.1	67.8	2.0
France	42.9	99.3	100.7	100.8	100.2	3.0
Germany	21.2	81.9	93.1	93.0	89.4	2.7
Greece	18.2	0.0	56.1	85.8	47.1	1.4
Hungary	10.5	71.6	92.8	96.1	86.9	2.6
Iceland	52.9	93.6	94.8	96.6	95.0	2.8
Ireland	25.2	1.9	46.9	99.5	48.6	1.5
Italy	28.6	96.6	100.7	101.1	99.4	3.0
Japan	28.3	71.5	94.8	96.5	87.7	2.6
Korea ²	37.7	73.0	79.0	86.0	79.8	2.4
Latvia	8.1	65.6	65.6	65.6	65.6	2.0
Lithuania	8.0	54.7	59.7	67.4	60.6	1.8
Luxembourg	43.4	65.6	94.0	96.0	85.5	2.6
Malta	6.8	78.8	95.5	100.0	91.4	2.7
Mexico ³	5.8	24.8	80.1	103.0	70.1	2.1
Netherlands	53.9	0.1	74.2	98.4	58.0	1.7
New Zealand ⁴	37.9	85.5	96.2	101.6	94.5	2.8
Norway	35.3	86.8	91.8	93.0	90.6	2.7
Poland	8.6	29.7	41.2	51.3	41.0	1.2
Portugal	43.6	63.1	80.6	93.0	78.7	2.4
Slovak Republic	4.9	59.7	73.1	85.4	73.0	2.2
Slovenia	32.5	69.5	79.3	83.7	77.6	2.3
Spain	33.9	96.2	97.1	99.8	97.7	2.9
Sweden	44.0	81.9	86.5	88.3	85.5	2.6
Switzerland	..	9.2	38.0	96.8	48.2	1.4
Turkey	..	2.2	7.0	38.9	16.3	0.5
United Kingdom	39.7	79.3	91.0	101.3	90.5	2.7
United States ¹	31.4	38.5	58.2	78.4	58.3	1.8
OECD 27 -average	31.2	63.3	81.0	91.5	78.8	2.4
EU 27 -average	27.6	68.1	82.7	88.9	80.4	2.4

1) Data for children aged 0-2 concern 2005; 2) Data for children aged 0-2 concern 2009; 3) Data for children aged 0-2 concern 2008; 4) and 5) see notes to Chart PF11.1

Sources: For children 0-2: Australia, ABS Childcare service (2005); Canada, National Longitudinal Survey of Children and Youth (2006); New Zealand, Education Counts' statistics (2008); European Countries, EU-SILC (2006); US, Early Childhood Program Participation Survey (2005). For children 3-5: OECD Education database; Canada, National Longitudinal Survey of Children and Youth (2006); and Early Childhood and Education in Europe: Tackling Social and Cultural Inequalities (2009).

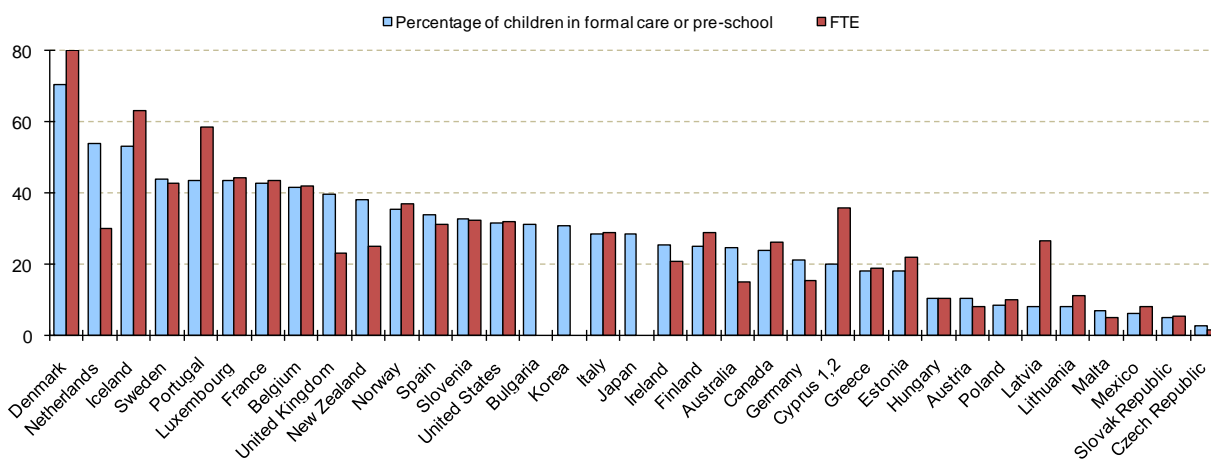
As coverage in Belgium, France, Italy and Spain is almost 100% for 3-5 year olds (Table PF11.1), children are expected to spend close to 3 years in pre-school. By contrast, this is only one year in Poland and Korea and half a year in Turkey. Pre-school expectancy rates do not account for cross-country differences in daily use on part-time or full-time bases, or in weeks of holidays per annum.

The intensity of childcare use varies considerably across countries, and is not fully reflected in Table PF11.1. For example, in Sweden very young children typically participate for 6 hours per day for 5 days a

week, while in the Netherlands participation in formal childcare for only one or two days per week is not uncommon. The full-time equivalents in Chart PF11.2 try to capture differences in intensity of childcare use for children not yet 3 year of age for those countries for which data is available.

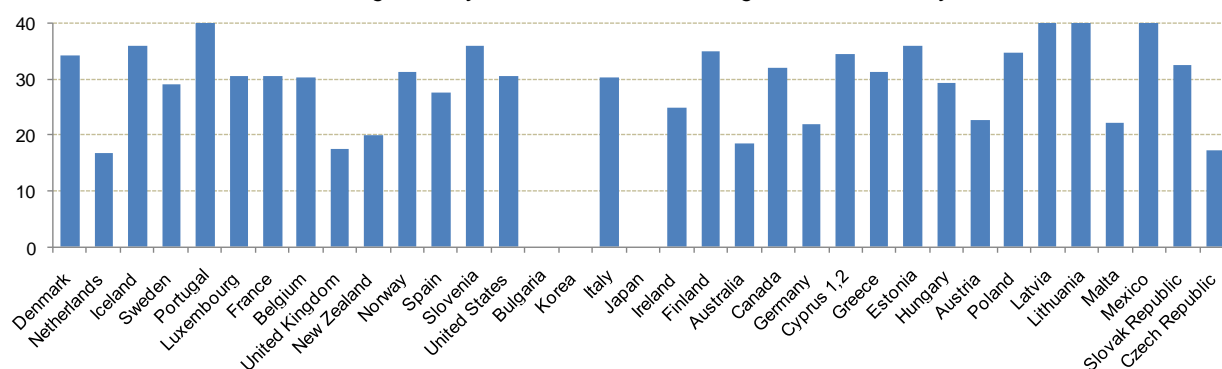
Participation rates decrease in several countries after adjusting for intensity of use. For instance, in the Netherlands, 54% of children ages 0-2 attend formal childcare services. However, in the Netherlands the average number of hours in childcare is 17 hours per week (panel B), which leads to a full-time equivalent enrolment rate of about 30% in the Netherlands. Similarly, in the United Kingdom, while 40% of very young children received formal childcare in 2006, the full-time equivalent rate was 23%. By contrast, in countries like Denmark, Iceland and Portugal, full-time equivalent rates are higher than participation rates as many children use formal childcare for over 30 hours per week.

Chart PF11.2: Participation in formal childcare by children not yet 3 years old, 2006
 Panel A: Enrolment rates of children not yet 3 years old and full-time equivalent rates



Countries are ranked in descending order of enrolment rates.

Panel B: Average weekly hours in childcare among children under 3 years old



1) and 2) see notes 4) and 5) to Chart PF11.1.

Source: European countries, own estimates using EU-SILC (2006); Australia: ABS Childcare service (2005); Canada, National Longitudinal Survey of Children and Youth (2006); New Zealand, Education Counts' statistics (2008); the US, Early Childhood Program Participation Survey (2005).

Comparability and data issues

Data on the participation of very young children (under 3) in formal day-care services have been taken from different sources: the ABS Childcare service 2005 in Australia; the National Longitudinal Survey of Children and Youth 2006 in Canada; the Early Childhood Program Participation Survey 2005 in the US; EU-SILC 2006; Early Childhood and Education in Europe: Tackling Social and Cultural Inequalities (2009); the NOSOSCO reviews of social protection in Nordic Countries and various publications by National Statistical Offices and national sources.

Where children are enrolled in more than one part-time programme the issue of double counting arises. For example, in some countries, kindergartens are only open for a half a day. It is therefore possible that a child could attend kindergarten in the morning and then family day care in the afternoon, which could over-estimate participation rates. Estimates using EU-SILC data do not present this problem. When children are reported to attend more than one childcare service, the child is only counted once in overall enrolment rates.

In some countries (including Canada, Switzerland and the United States) where early care and education supports are delivered and/or partially or entirely financed by local government, central recording of enrolment data is often less than perfect, which means that reported data may underestimate “true” participation rate. In the case of Mexico, data does not include services provided by the private sector, which account for a substantial part of the participation rate.

Canadian data are from the National Longitudinal Survey of Children and Youth (2006). The survey does not include children living in the territories, children living on First Nations reserves and children living in institutions. Availability of kindergarten programs vary by province since the Canadian educational system is provincially regulated.

Enrolment rates of three to five year olds are mainly sourced from the UOE Education data collection (an inter-organisational data collection undertaken jointly by UNESCO, OECD and EUROSTAT) based upon head counts. Pre-school programmes are classified as ISCED 0 (ISCED refers to education levels as described by the International Classification of Education) where education programmes must be centre- or school based and designed to meet the educational and developmental needs of children. In some countries however, a significant number of 4 and 5 year olds are enrolled in primary school programmes (ISCED 1), as for example, in Australia, Ireland, New Zealand and the UK. Enrolment rates presented here include all children aged three to five inclusive, irrespective of the ISCED-level under which they are classified.

Different sources use different methods of data collection which may further hamper international comparisons. Enrolment in pre-school facilities presented in the *OECD Education database* is based upon actual numbers of students participating in these programmes and a percentage is calculated by using population data as a denominator. The same rule applies to some countries who collect actual enrolments in childcare facilities for the under threes. In other countries, however, data on childcare facilities has been collected through the medium of household surveys (EU-SILC, for example) and its quality may be affected by sample size, and sample selection issues. Incidentally, data on use of formal childcare services could not be disaggregated by single years of age because sample sizes at this level were too small.

Sources and further reading: *OECD Babies and Bosses* (various issues); Early Childhood and Education in Europe: Tackling Social and Cultural Inequalities (2009); NOSOSCO, Social Protection in Nordic countries (various issues); *OECD, Education at a Glance 2008*; *OECD Starting Strong* (2 issues and various country notes); and various national sources.